

Appendix 3-1  
**Historic Resources Evaluation**

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# HISTORIC RESOURCE EVALUATION

**SEAWALL LOT 337 &  
Pier 48 Mixed-Use Development Project**  
San Francisco, California



**April 11, 2016**

Prepared by

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## I. Introduction

VerPlanck Historic Preservation Consulting prepared this Historic Resource Evaluation (HRE) for a project proposed by Seawall Lot 337 Associates, LLC that would result in the development of Seawall Lot 337 and the rehabilitation of Pier 48 as part of a mixed-use project in San Francisco's Mission Bay area. This HRE describes and summarizes the developmental history of the 27-acre project site, which includes the 13.63-acre Seawall Lot 337, 5.84-acre Pier 48, 2.57-acre China Basin Park, 0.32-acre Block P20, and 4.62 acres of existing streets and public rights-of-way. The property, most of which belongs to the Port of San Francisco, is mainly devoted to surface parking, parkland, and buildings. Seawall Lot 337 is an asphalt-paved parking lot used by commuters and San Francisco Giants fans on game days. Pier 48 is a historic finger pier that is presently used for special events and storage. Block P20 is an undeveloped strip of land along the southern edge of Seawall Lot 337.<sup>1</sup> China Basin Park, which comprises the northerly part of the project site, is a public park located on the south bank of Mission Creek, east of the Third Street Bridge. Aside from Pier 48, which is a contributor to the National Register-listed Port of San Francisco Embarcadero Historic District, the Third Street Bridge, the Fourth Street Bridge, the ATSF Car Ferry Slip, the SFFD Fire Engine Co. No. 30, and the Pier 50 Office Building, there are no other historic resources on or near the project site.

The project sponsor proposes a mixed-use, multi-phase waterfront project on Seawall Lot 337 and adjoining Block P20, the rehabilitation of Pier 48 for a brewery operated by Anchor Brewing, and the construction of approximately 5.4 acres of net new open space, including the expansion of China Basin Park, the construction of a new park called Mission Rock Square, as well as several smaller open spaces, totaling eight acres. The project would also include new public access points to the Bay, assembly areas, and an internal grid of public streets, shared public ways, and utilities infrastructure. In total the proposed project would realize between 2.7 and 2.8 million gross square feet (gsf) of residential, commercial, and retail space. For Seawall Lot 337, the project sponsor proposes to subdivide the 13.63-acre property into 11 blocks. These blocks would then be developed to include between 1.1 and 1.6 million gsf of market rate and affordable residential units, between 972,000 and 1.4 million gsf of commercial space, between 241,000 and 245,000 gsf of active/retail space on the lower floors of each new building, and two new garages containing a total of approximately 2,300 parking spaces, including one above-ground garage and another subterranean garage beneath Mission Rock Square. The proposed buildings would be developed to heights ranging from 90 feet (approximately 7 stories) to 240 feet (approximately 22 stories).

The National Register-listed Pier 48 would be rehabilitated to accommodate 261,000 gsf of light industrial, restaurant, retail, and exhibition uses, with Anchor Brewing and Distilling Company (Anchor Brewing) as its primary tenant. The pier would be rehabilitated according to the Secretary of the Interior's Standards for Rehabilitation. There would be continued and enhanced public access and the potential for expanded maritime uses at Pier 48. Prior to being fully developed by Anchor Brewing, parts of Pier 48 would continue to be used for interim storage, exhibit, and event parking uses.

## II. Methods

In compliance with the San Francisco Planning Department's *CEQA Review Procedures for Historic Resources*, this HRE provides a description and history of Seawall Lot 337, Pier 48, China Basin Park, and the rest of the project site, as well as a larger survey area encompassing properties within a one-block radius

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<sup>1</sup> Block P20 belongs to the Port of San Francisco but it is part of the Mission Bay South Redevelopment Project Area.

(roughly one-tenth of a mile) of the project site. Together the project site and the larger survey area comprise the CEQA Area of Potential Effect (C-APE) (**Figure 1**). Christopher VerPlanck, the author of this report, walked the site on October 30, 2013 and again on October 6, 2015 to photograph and survey its features. He researched the properties in local government offices, including the San Francisco Department of Building Inspection, the San Francisco Office of the Assessor-Recorder, and the Port of San Francisco Archive. He obtained additional information in local newspapers and building journals, including the *San Francisco Chronicle*, *San Francisco Examiner*, and *Architect & Engineer*. For information on Pier 48, VerPlanck relied on Michael Corbett's 2006 National Register nomination, *Port of San Francisco Embarcadero Historic District*. The standards of review used in this HRE include the Secretary of the Interior's Standards for Rehabilitation and the Port of San Francisco's design guidelines.

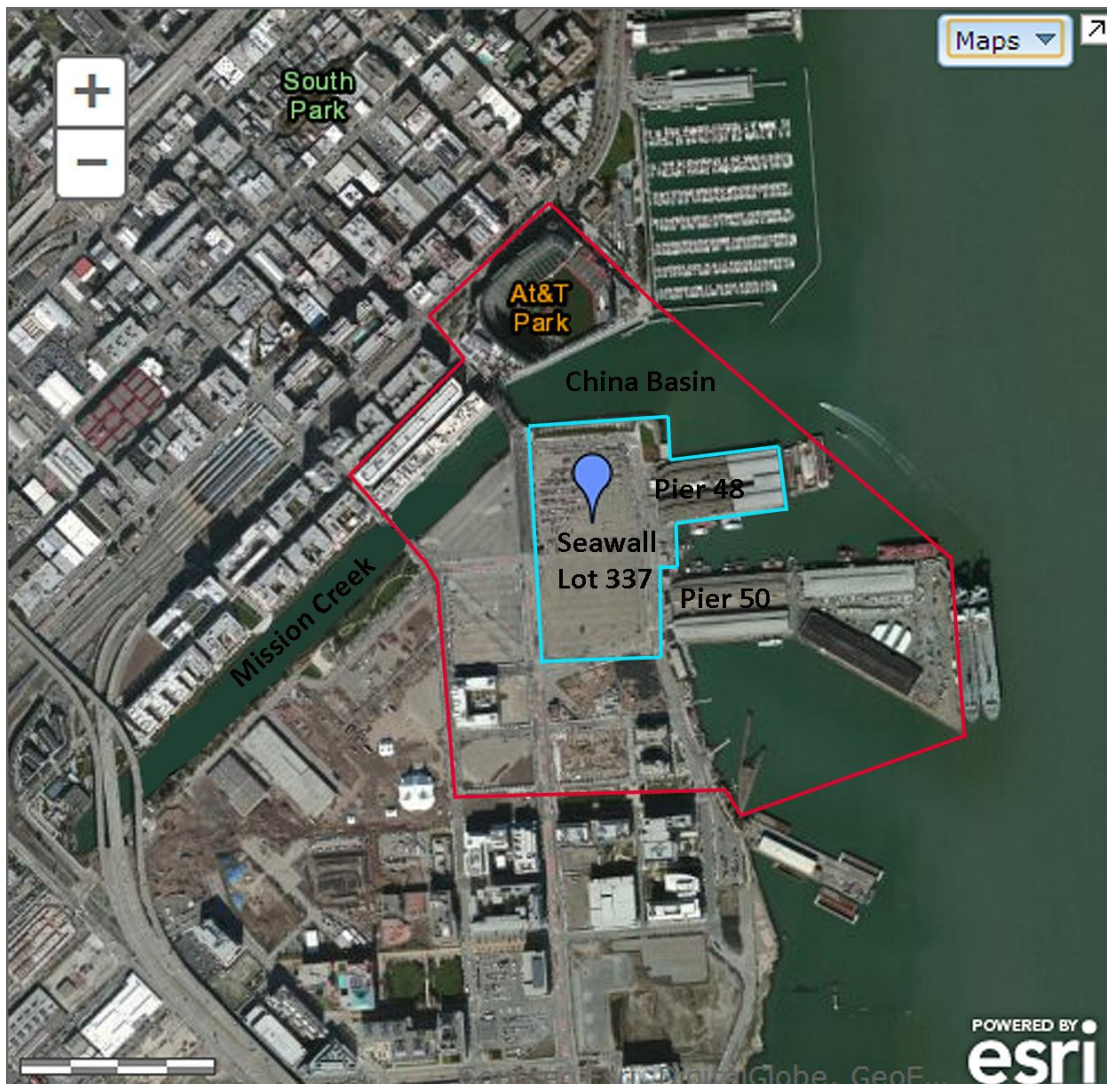


Figure 1. Boundaries of the project site in blue and the C-APE in red  
Source: San Francisco Planning Department



### III. Regulatory Framework

VerPlanck Historic Preservation Consulting searched federal, state, and local records to determine what features of the project site and its vicinity had been identified in historic resource surveys or other official registers of historic resources. The specific surveys and registers consulted are described below.

#### A. *Here Today Survey*

Published in 1968 by the San Francisco Junior League, *Here Today: San Francisco's Architectural Heritage*, is San Francisco's earliest official historic resource inventory. Prepared by volunteers, the survey provides a photograph and concise historical data for approximately 2,500 properties. The survey was adopted in 1970 by the San Francisco Board of Supervisors under Resolution No. 268-70. The survey files are archived at the Koshland History Center at the San Francisco Public Library.

No part of the project site or the C-APE is listed in *Here Today*, either in the book or the accompanying survey files.

#### B. *Department of City Planning Architectural Quality Survey*

Between 1974 and 1976, the San Francisco Planning Department completed an inventory of architecturally significant buildings throughout San Francisco. An advisory committee comprising architects and architectural historians assisted in the final determination of ratings for the roughly 10,000 buildings surveyed. The Planning Department surveyed both contemporary and older buildings, but historical associations were not considered when assigning ratings. Planning staff assigned each surveyed building a numerical rating ranging from "0" (contextual importance) to "5" (highest importance). The inventory assessed only architectural significance, which was defined as a combination of the following characteristics: design features, urban design context, and overall environmental significance. When completed the Architectural Quality Survey (AQS) was believed to represent the top 10 percent of the city's building stock.<sup>2</sup> In the estimation of survey participants, buildings rated "3" or higher represented the top 2 percent of the city's building stock. The AQS was adopted in 1978 by the San Francisco Board of Supervisors, under Resolution No. 78-31. The Planning Department has been directed to continue to use the survey, although the methodology is inconsistent with CEQA Guidelines PRC 5024.1(g).

With the exception of Pier 48, which was assigned a summary rating of "1," no other part of the project site or the C-APE is listed in the 1976 Architectural Quality Survey.

#### C. *San Francisco Architectural Heritage Surveys*

San Francisco Architectural Heritage (Heritage) is the city's primary not-for-profit organization dedicated to the preservation of San Francisco's unique architectural and cultural heritage. In its 40+ years of existence, Heritage has completed several cultural resource surveys in San Francisco, including Downtown, the South of Market Area, the Richmond District, Chinatown, the Van Ness Corridor, the Northeast Waterfront, and Dogpatch. Heritage ratings range from "A" (highest importance) to "D" (minor or no importance) and are based on both architectural and historical significance.

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<sup>2</sup> San Francisco Planning Department, *San Francisco Preservation Bulletin No. 11 – Historic Resource Surveys* (San Francisco: n.d.), 3.

Heritage has files for several properties in the C-APE but they were not generated as part of any survey and therefore do not have evaluations or ratings.

*D. Article 10 of the San Francisco Planning Code*

San Francisco City Landmarks are buildings, structures, sites, districts, and objects of “special character or special historical, architectural or aesthetic interest or value and (that) are an important part of the City’s historical and architectural heritage.”<sup>3</sup> Adopted in 1967 as Article 10 of the San Francisco Planning Code, the San Francisco City Landmark program recognizes the significance of listed buildings and protects them from inappropriate alterations and demolition through review by the San Francisco Historic Preservation Commission (HPC). As of October 2015 there were 268 individual landmarked properties and 12 designated historic districts. The Article 10 designation process originally used the Kalman Methodology, a qualitative and quantitative method for evaluating the significance of historic properties. In 2000, Article 10 was amended to use National Register criteria.

There are no Article 10 historic districts comprising any part of the project site or the C-APE. However, there is one City Landmark in the C-APE, the Third Street/Lefty O’Doul Bridge (City Landmark No. 194).

*E. National Register of Historic Places*

The National Register of Historic Places is the nation’s official comprehensive inventory of historic resources. Administered by the National Park Service, the National Register includes buildings, structures, sites, objects, and districts that possess historic, architectural, engineering, archaeological, or cultural significance at the national, state, or local level. Typically, a resource over 50 years of age is eligible for listing in the National Register if it meets any one of the four eligibility criteria *and* if it retains sufficient historical integrity. A resource less than 50 years old may be eligible if it can be demonstrated that it is of “exceptional importance” or if it is a contributor to a historic district. National Register criteria are defined in depth in *National Register Bulletin Number 15: “How to Apply the National Register Criteria for Evaluation.”* There are four criteria under which a structure, site, building, district, or object may be eligible:

**Criterion A (Event):** Properties associated with events that have made a significant contribution to the broad patterns of our history;

**Criterion B (Person):** Properties associated with the lives of persons significant in our past;

**Criterion C (Design/Construction):** Properties 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 that represent a significant distinguishable entity whose components lack individual distinction; and

**Criterion D (Information Potential):** Properties that have yielded, or may be likely to yield, information important in prehistory or history.

A resource can be significant to American history, architecture, archaeology, engineering, and/or culture at the national, state, or local level. In addition to meeting at least one of the four criteria, a property or district must retain integrity, meaning that it must have the ability to convey its significance through the retention of seven aspects, or qualities, that in various combinations define integrity: location, design, setting, materials, workmanship, feeling, and association.

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<sup>3</sup> San Francisco Planning Department, *Preservation Bulletin No. 9 – Landmarks* (San Francisco: January 2003).

As mentioned previously, Pier 48 is a contributor to the National Register-listed Port of San Francisco Embarcadero Historic District. It is the southernmost contributor to the district and the only one on the south side of Mission Creek. The Port of San Francisco Embarcadero Historic District was listed in the National Register of Historic Places in 2006. The district encompasses an approximately three-mile-long stretch of San Francisco's waterfront, running from Pier 45 at the north end to Pier 48 at the south end. The historic district contains 47 contributing resources, including the seawall, bulkhead wharf, and most of San Francisco's remaining finger piers, as well as the Ferry Building, the Agriculture Building, the Fireboat House, and other buildings and structures associated with the development and operation of the Port of San Francisco from the late nineteenth century until the end of World War II.

The Port of San Francisco Embarcadero Historic District is designated under National Register Criterion A (Events) for three reasons: a) its association with the State Board of Harbor Commissioners, b) its role in the economic development of San Francisco and California, and c) its role in the evolution of transportation infrastructure in San Francisco. The district is also listed under Criterion B (Persons) for its association with famed International Longshoremen's Association (ILA) leader Harry Bridges, a pivotal figure in the 1934 Waterfront Strike and subsequent labor actions in San Francisco. Finally, it is designated under Criterion C (Design/Construction) for three reasons: a) its intact collection of finger piers and wharves used for break-bulk shipping, b) its embodiment of the values of the City Beautiful Movement, and c) its aesthetic contribution to the character of San Francisco's waterfront. The period of significance for the Port of San Francisco Embarcadero Historic District is 1878 to 1946.<sup>4</sup>

Constructed in 1928-29, Pier 48 is the southernmost contributor to the Port of San Francisco Embarcadero Historic District. Though as a whole it is contributor to the district, the eastern third of the pier, including the outshore ends of Sheds A and B and all of Shed C, were destroyed by fire in 1996. Reconstructed in 1999-2000 to superficially resemble pre-fire conditions, neither the structural system nor the cladding materials of the reconstructed sections are historic character-defining features of the resource.

Aside from Pier 48, the only other property in the C-APE that has been formally determined eligible for listing in the National Register is the Third Street/Lefty O'Doul Bridge.

#### *F. California Historical Resources Information System*

Properties listed in the California Historical Resources Information System's (CHRIS) Historic Property Data File or that are under review by the California Office of Historic Preservation (OHP) are assigned status codes of "1" to "7," establishing a baseline record of historical significance. Properties with a status code of "1" are listed in the California Register or National Register. Properties with a status code of "2" have been formally determined eligible for listing in the California Register or the National Register. Properties with a status code of "3" or "4" appear eligible for listing in either register through survey evaluation. Properties with a status code of "5" are either locally significant or of contextual importance. Status codes of "6" indicate that the property has been found ineligible for listing in either register and a status code of "7" indicates that the property has not yet been evaluated.

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<sup>4</sup> The term "finger pier" refers to a structure that is anchored at a bulkhead or seawall on its landward side and that is built out over the water on piles. In contrast to a wharf which is built parallel to the shore, a finger pier is perpendicular to the shoreline.

There are only two properties in the C-APE that are listed in the Historic Property Data File: the Third Street/Lefty O'Doul Bridge District (status code 2S2) and Pier 48 (status code 1D).<sup>5</sup>

#### IV. Property Description

##### A. Project Site

The Mission Rock project site is approximately 27 acres. Seawall Lot 337, presently known as Parking Lot A, is used by Giants fans on game days (**Figure 2**). Aside from several kiosks, light standards, ticket-dispensers, and freight containers used for a “pop up” entertainment area called “The Yard,” the 13.63 acre, 2,250-stall parking lot contains no permanent buildings (**Figure 3**). Seawall Lot 337 has been used for parking since 1999, when AT&T Park was built. It occupies an expanse of fill deposited between 1900 and 1906 by the Atchison Topeka & Santa Fe Railroad (ATSF) for its San Francisco rail yard. From 1950 until 1996, H & H Ship Service Company leased the land from the Port of San Francisco for its freight business. Aside from a small amount of planting surrounding the parking lot, there is no landscaping on the site. Extending along the southern edge of Seawall Lot 337 is a 0.32-acre strip of land known as Block P20. This parcel is also paved in asphalt and fenced. Though it is a separate property it functions and appears to be part of Seawall Lot 337.



Figure 2. Project site, looking east, 2013  
Source: Seawall Lot 337 Associates

<sup>5</sup> The status code of 2S2 is defined by the Office of Historic Preservation as an “Individual property determined eligible for NR by a consensus through Section 106 process. Listed in CR.” The status code of 1D is a “Contributor to a district or multiple resource property listed in NR by the Keeper. Listed in the CR.”



### China Basin Park

Facing Mission Creek, China Basin Park comprises 2.57 acres along the north side of the project site. This small park, which stretches east from the Third Street/Lefty O'Doul Bridge to San Francisco Bay, where a statue of Willie McCovey stands, consists of a rip-rap seawall, a concrete-paved promenade, a landscaped berm planted with grass and trees, and a 570-foot long "seat wall" featuring bronze plaques listing the rosters of every San Francisco Giants team from 1958 until 1999 (**Figure 4**). The park, which was opened to the public in 2001, extends south from Terry A. Francois Boulevard to Pier 48 along the waterfront. This part of the park contains the "Barry Bonds Junior Giants Field" (**Figure 5**) and several pre-cast concrete bollards shaped like baseballs (**Figure 6**).



Figure 3. Seawall Lot 337, looking southeast, 2013  
Source: Christopher VerPlanck



Figure 4. China Basin Park, looking east, 2013  
Source: Christopher VerPlanck



Figure 5. Junior Giants Field, looking south, 2013  
Source: Christopher VerPlanck



Figure 6. China Basin Park, looking south, 2013  
Source: Christopher VerPlanck

### Pier 48

The eastern part of the project site contains the 5.84-acre Pier 48. The pier (**Figure 7**) extends out into San Francisco Bay between China Basin and Pier 50/Mission Rock Terminal. Pier 48 is a historic reinforced-concrete finger pier, built in 1928-30 at the southern end of the line of piers that once defined the entire Northeast Waterfront from Fisherman's Wharf to China Basin. Pier 48 consists of a bulkhead wharf, two bulkhead buildings, and three transit sheds (Sheds A, B, and C). Sheds A and B are linked together at their outer end by a connector shed (Shed C), originally constructed in 1937-38. Shed C, as well as the eastern third of Sheds A and B, was rebuilt in 1999-2000 following a major fire in 1996.

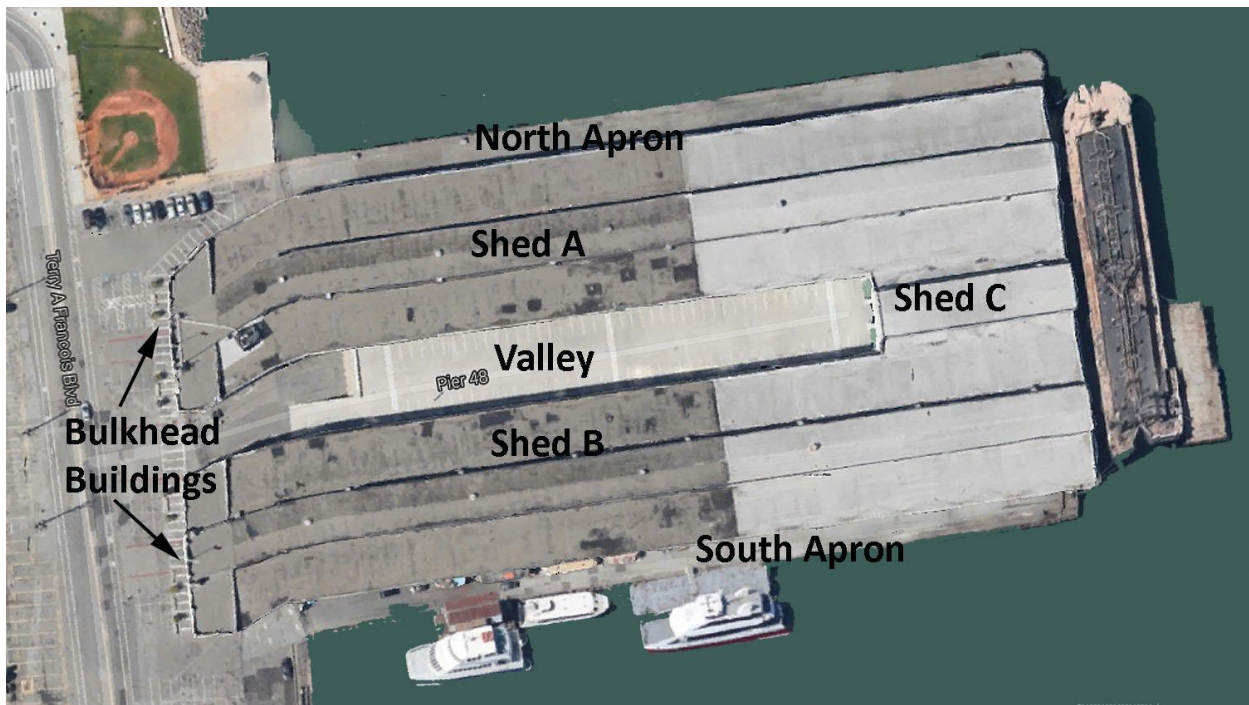


Figure 7. Aerial view of Pier 48 with the major parts of the pier labeled  
Source: Google Maps; annotated by Christopher VerPlanck



***Bulkhead Wharf***

Pier 48's bulkhead wharf was constructed 1928-9 between Pier 50 and China Basin. It measures 53 feet wide by 500 feet long and extends 38 feet beyond the waterfront line into the Bay. From the seawall to its outshore end, the bulkhead wharf is supported on several rows of six piles that span the underside of the pier from north to south. The innermost four piles in each row are concrete-jacketed eucalyptus and the outer two are solid concrete. Additional supports include curved concrete struts that help support the decommissioned rail spurs that once entered the site from Terry A. Francois Boulevard. The bulkhead wharf is hidden from view by Pier 48's bulkhead buildings, which cover most of it, as well as asphalt paving, which conceals the rest.

***Pier Substructure***

Pier 48's substructure was constructed in 1928-9. It is 369 feet wide and 610 and 635 feet long at its northeast and southeast corners, respectively. The pier substructure is made of reinforced-concrete; the aprons, which bound the pier on three sides, are supported by wood piles and feature wood caps, stringers, and decking. Wood fender piles are located outboard of the apron to prevent damage from vessels tied up at the pier. Metal mooring cleats are mounted at regular intervals along the north apron, but only one appears to survive on the south apron (**Figure 8**). The aprons, as well as the "valley" between the transit sheds, are paved in asphalt. Five abandoned rail spurs extend onto the pier from Terry A. Francois Boulevard, including one each on the north and south aprons and three in the valley between the transit sheds.



**Figure 8. South apron of Pier 48, looking southwest, 2013**  
Source: Christopher VerPlanck

***Bulkhead Buildings/Transit Sheds***

The bulkhead building is the decorated office building located at the inshore (front) end of most finger piers along the Northeast Waterfront. The transit shed is the utilitarian warehouse behind the bulkhead building, where cargo is stored. With many of the older finger piers the bulkhead buildings and the transit sheds are separate yet adjoining structures with different functions, with the bulkhead building typically finished inside as an office building. In contrast, Pier 48 has unified bulkhead buildings and transit sheds with undifferentiated, utilitarian interiors. The bulkhead buildings and transit sheds are both built of reinforced concrete with interior steel framing supporting the steel and wood roof trusses. The footprint of both bulkhead building/transit sheds is roughly rectangular, though the west ends of both buildings curve in a shallow arc toward the southwest (**Figures 7 & 15**). This unusual configuration appears to have been intended to accommodate the turning radius of the Belt Line Railway trains that served the waterfront and to facilitate their access to the interior of the pier. Pier 48 has a gently sloping gable roof with a raised monitor section at the center. All windows along the upper walls of the transit shed and the monitor have steel industrial sashes fitted with wire glass for safety and security.

The primary (west) façade of Pier 48 is divided into two sections corresponding to each of the bulkhead buildings (**Figure 9**). A gap between the bulkhead buildings marks the location of the “valley,” or the open-air staging area between the transit sheds. The primary façade of the southernmost bulkhead building (Shed B) is 120 feet wide, whereas the primary façade of the northernmost bulkhead building (Shed A) is 102 feet wide. Both bulkhead buildings are composed of a central gable-roofed pavilion flanked by lower, flat-roofed wings. The central pavilions on both bulkhead buildings feature a pointed Tudor-arched opening containing the primary vehicular entrance. The upper part of each opening contains a multi-light transom containing fixed and operable steel sashes. On both buildings an embossed sheet-metal lintel separates the transom from the vehicular entrance below. Both entrances contain non-historic steel roll-up doors. The lintel on Shed A has metal signage reading: “PIER 48 SHED A,” whereas its counterpart on Shed B reads: “PIER 48 SHED B.” The central pavilions on both buildings terminate with a chevron-shaped frieze embellished by shallow recessed Gothic motifs. These friezes are flanked by paired pilasters that rise the full height of the pavilion. The narrow gap between the pilasters contains a pedestrian entrance and a narrow window at the second floor level. The pedestrian entrances contain non-historic metal doors. Each bulkhead building is capped by a wooden flag pole.



Figure 9. Primary façades of Pier 48's bulkhead buildings, looking northeast, 2013

Source: Christopher VerPlanck

The wings flanking the central pavilion on Sheds A and B are each two bays wide and articulated by a grid of steel industrial sash windows with operable awning sashes at their center (**Figure 10**). Each bay is demarcated by concrete pilasters similar to those on the central pavilions. Rectangular spandrel panels divide the wings into two levels. A simple frieze composed of recessed panels defines the parapet above the windows. The decorative treatment of the primary façades wraps around both bulkhead buildings along the first two bays of the north and south façades.





Figure 10. Detail of flanking wings on Shed B, 2013  
Source: Christopher VerPlanck



Figure 11. South elevation of Shed A, 2013  
Source: Christopher VerPlanck

In contrast to the highly ornamental bulkhead buildings, the exterior walls of the transit sheds are simply exposed concrete. They are without ornament, though incised expansion joints define the structural bays and horizontal lines mark the transition between the freight doors and the clerestory windows above (**Figures 11 & 12**). The transit shed walls are articulated by a semi-regular arrangement of large freight bays containing non-historic steel roll-up doors. Many of the openings were expanded in 1955 and 1958, and then again in 1977 when the lintels were raised on a select number of openings. Above the doors are rectangular clerestory windows containing multi-light steel industrial sashes.

The “valley” between Sheds A and B is paved in asphalt with remnants of the Belt Line Railway spur tracks embedded in the paving. A concrete ramp, which is a non-historic alteration built so that trucks could access the freight doors at grade, occupies the easternmost section of the valley. The south façade of Shed A and the north façade of Shed B, as well as the reconstructed west façade of Shed C, are all visible from inside the valley (**Figure 13**).

Sheds A and B are linked at their outshore ends by a connecting shed (Shed C), originally constructed in 1937-38. This structure, as well as the eastern third of Sheds A and B, was destroyed by fire in 1996. The destroyed sections were reconstructed in 1999-2000 of steel-framing and plywood sheathing with a sprayed-on stucco finish on the exterior. The stucco is incised with lines to replicate the expansion joints on the surviving historic concrete walls of the historic transit sheds (**Figure 14**). Non-historic pedestrian entrances punctuate the east façade of the transit sheds at regular intervals.



Figure 12. North elevation of Shed A, 2013  
Source: Christopher VerPlanck



Figure 13. Pier 48 "valley," looking east, 2013  
Source: Christopher VerPlanck

### Interior

The interior of Pier 48 is an undifferentiated storage space with concrete flooring and painted concrete walls. Sheds A and B are divided into three longitudinal bays by a grid of 12" x 16" steel columns resting atop concrete footings. The columns in the west end of Pier 48 follow the curved alignment of the Belt Line Railway rail spurs that once entered the building from China Basin Street (now Terry A. Francois Boulevard) (**Figure 15**). The roof structure consists of a network of steel Warren trusses spanning the width of each shed. These trusses bear on intersecting flat trusses that extend the length of the sheds. The roof is composed of wood common rafters and plank sheathing. The roof above the central drive aisle is raised several feet above the side aisles to allow space for a monitor punctuated by steel industrial-sash windows. Natural light from the windows is augmented by non-historic incandescent light fixtures. The eastern third of Sheds A and B, destroyed by fire in 1996, were reconstructed in 1999-2000 using contemporary materials, including new steel beams and corrugated metal roofing. In 1999, a pair of two-story, wood-frame and gypsum board-clad structures was constructed in the interiors of Sheds A and B (**Figure 16**).

These non-historic structures contain men's and women's toilet rooms, janitors' closets, and storage. The interior of Transit Shed C was also reconstructed in 1999. This space now features non-historic steel columns, beams, and corrugated steel roofing (**Figure 17**). At an unknown date, steel seismic braces were installed in several bays along the north and south walls of Sheds A and B. Electrical conduit and plumbing lines are attached to the underside of the trusses and an electrical panel is located in the southwest corner of Shed A (**Figure 18**).



Figure 14. East façade, 2013  
Source: Christopher Ver-



Figure 15. Interior of Shed A, looking east, 2013  
Source: Christopher VerPlanck



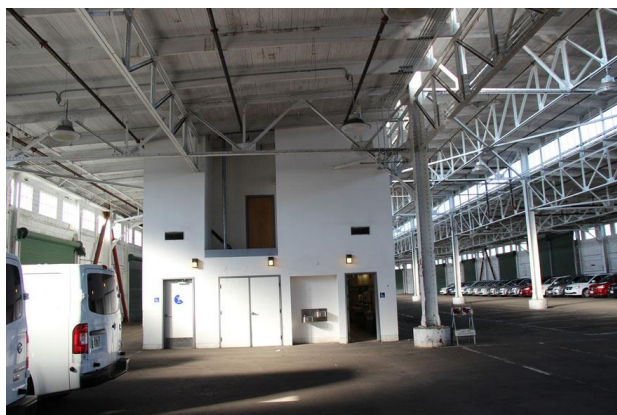


Figure 16. Bathroom structure in Shed A, looking west, 2013  
Source: Christopher VerPlanck



Figure 17. Interior of Shed C, looking east, 2013  
Source: Christopher VerPlanck

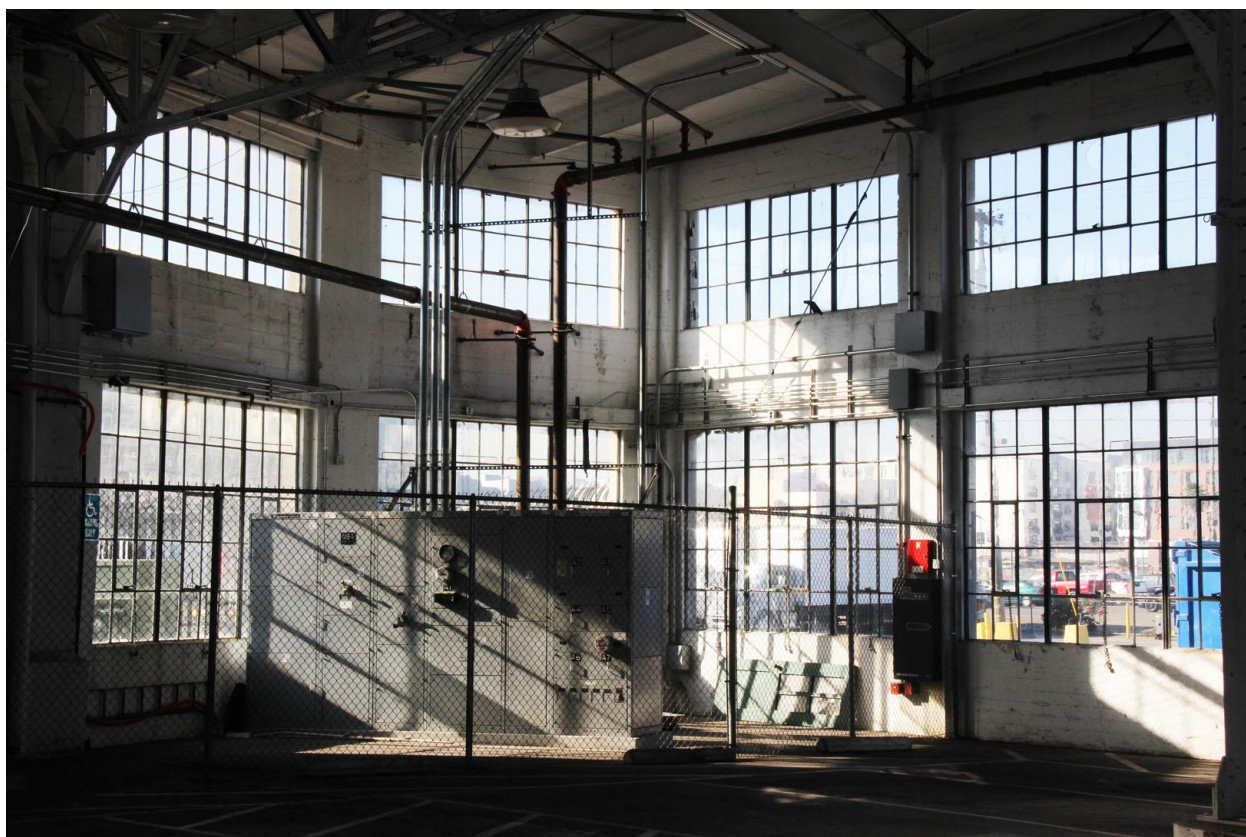


Figure 18. Electrical panel in Shed A, looking southwest, 2013  
Source: Christopher VerPlanck

### B. CEQA Area of Potential Effect

The CEQA Area of Potential Effect (C-APE) includes everything within a one-block radius, or approximately one tenth of a mile, of the project site (**Figure 19**). North of Mission Creek the C-APE encompasses the huge China Basin Landing complex and AT&T Park. The western boundary of the C-APE is Fourth Street. Mission Bay Boulevard North is the southern boundary and San Francisco Bay forms the eastern boundary. With the exception of the waterfront, the vast majority of the C-APE is currently either used for parking or is under construction – mostly with mid-rise buildings planned as part of the Office of Community Investment and Infrastructure’s Mission Bay Project Area. There are only a few historic and potentially historic (at least 50 years of age) properties within the C-APE, mostly on Port property near the waterfront, as well as the two historic steel drawbridges spanning Mission Creek.



Figure 19. Map of the CEQA Area of Potential Effects (C-APE)

Source: Bing Maps; annotated by Christopher VerPlanck

#### Pier 50/Mission Rock Terminal

Pier 50/Mission Rock Terminal is located just south of Pier 48. Mission Rock was historically a small island that was developed with a wharf and a grain warehouse complex in the late nineteenth century. In 1928, the Port of San Francisco constructed a large pier complex just south of Pier 48. Pier 50, as this facility was called, was massively enlarged in 1938 and after World War II, when it was extended eastward to encompass Mission Rock, whose warehouse complex had perished in a 1946 fire. Various modifications have been made to the facility after 1950, including the addition of several bulkhead buildings in 1953. Today Pier 50 is a massive triangular pier with four freestanding transit sheds and three utilitarian bulkhead office buildings at the front (west) end of the property. The pier is accessed by a driveway that extends from Terry A. Francois Boulevard into the “valley” between the four transit sheds. A sign reading “PORT



OF SAN FRANCISCO” is emblazoned on an arch that extends across the driveway, where a guard hut is also located (**Figure 20**). Today Pier 50 is used by the Port of San Francisco to house its primary maintenance facility. Parts of the pier and the bulkhead buildings are leased to various industrial and maritime tenants. Pier 50 also provides berthing space for the U.S. Department of Transportation Marine Administration (MARAD) fleet. MARAD provides transport during periods of military deployment and other national emergencies. Various tug operators and towing businesses also rent berthing space at Pier 50. Pier 50 appears to be in good condition.

Pier 50 has no formal historic status at the national, state, or local level. Because it was expanded and significantly altered after 1946, the end of the period of significance for the Port of San Francisco Embarcadero Historic District, Pier 50 was excluded from the historic district boundaries. The property was also not evaluated in any of the earlier waterfront surveys completed in the 1990s or 2000s, likely because it was less than 50 years old at the time. Pier 50 does not appear to be a historic resource because has been significantly altered many times and no longer embodies the characteristics of any particular period of construction.



Figure 20. Pier 50/Mission Rock Terminal, looking northeast, 2013  
Source: Christopher VerPlanck

#### Pier 50 Office/Administration Building

Located just south of Pier 50 is a two-story office building at 401 Terry A. Francois Boulevard (**Figure 21**). This building, which is owned and operated by the Port of San Francisco, is called the Pier 50 Office Building. Its origin is unknown. Though it does not appear on the 1950 Sanborn maps it does superficially resemble several of the earlier bulkhead buildings at Pier 50, suggesting that it was built at the same time,

probably in 1953. The building is of wood-frame construction, and its exterior is finished in stucco and punctuated by a grid of double-hung wood windows. The exterior of the building is utilitarian with no applied ornament aside from shallow bezel moldings defining the windows and some simple Moderne moldings flanking the primary entrance. The primary façade is centered on an extruded pavilion containing the primary entrance. The second floor cantilevers out slightly beyond the first floor. The interior consists of two floors of offices leased to a variety of businesses. The relatively unaltered building appears to be in good condition.

The Pier 50 Office Building has no formal historic status at the national, state, or local level. It has not been evaluated in any of the waterfront surveys conducted in the 1990s or 2000s, probably because it was not yet 50 years old when the surveys were conducted. Based on its age, use, and evident integrity, the Pier 50 Office Building appears to be a potential historic resource.



Figure 21. Pier 50 Office Building, looking northeast, 2013  
Source: Christopher VerPlanck

### Mariposa-Hunters Point Yacht Club

The Mariposa-Hunters Point Yacht Club, at 405 Terry Francois Boulevard, is a one-story, wood-frame office building and clubhouse (**Figure 22**). Founded in 1932 at India Basin, it was organized as a yacht club for shipyard workers employed at the Hunters Point Naval Shipyard and the Allemand Brothers Boatyard. The simple, utilitarian building appears to date to ca. 1950 when the Mariposa-Hunters Point Yacht Club moved to the China Basin area. There are no original building permits on file for the property at the Port of San Francisco. The exterior of the building is clad in aluminum siding and stucco and the primary façade is punctuated by randomly placed aluminum windows bracketed by wood shutters. An enclosed patio is located south of the flat-roofed building. The heavily altered building appears to be in good condition.

The Mariposa-Hunters Point Yacht Club does not have any formal historic status at the national, state, or local level. It is not mentioned in any of the waterfront surveys of the 1990s or 2000s, probably because it was not yet 50 years old when the surveys were conducted. The building does not appear to be a historic resource because it appears to have been heavily altered within recent years. However, it may warrant special consideration in local planning because it is a rare example of a yacht club built by and for working-class shipyard workers.



Figure 22. Mariposa-Hunters Point Yacht Club, looking southeast, 2013  
Source: Christopher VerPlanck

### Pier 52

South of the Mariposa-Hunters Point Yacht Club is a small public pier used for launching kayaks and other small watercraft. The \$3.5 million, two-lane boat launch opened in 2008, replacing a single-lane facility constructed in the 1950s. The structure consists of a wood pier with metal railings and piles. The property does not contain any historic resources.

### Bay View Boat Club

The Bay View Boat Club, at 489 Terry A. Francois Boulevard, is a partial one-and two-story, wood-frame office building and clubhouse (**Figure 23**). The vernacular building is one of a shrinking number of boating and yacht clubs catering to San Francisco's dwindling working-class population. Founded in the early 1940s, the Bay View Boat Club was originally associated with the now-defunct Allemand Brothers' boatyard at India Basin. The two-story, pyramidal-roof clubhouse was barged to its current location in 1964. Since then there have been at least three major additions to the building, including an undated one-story, rustic-sided addition with a flat roof on the north side; an undated one-story, rustic-sided addition with a gable roof on the south side; and a smaller lean-to addition dating to 1987 on the east side. Other alterations include several expansions of the patio/deck on the east side of the building in 1974 and 1986, the relocation of the second-floor deck on the east side of the building in 1987, and the undated replacement of the original wood windows with aluminum and vinyl counterparts. The Bay View Boat Club has lush landscaping consisting of cypresses, princess trees, cactus, jade plant, and eucalyptus. The heavily altered building appears to be in good condition.

The Bay View Boat Club does not have any formal historic status at the national, state, or local level. The accretive and ad-hoc character of the building is characteristic of the maritime properties that were once common along San Francisco's working waterfront. However, the building does not appear to be a historic resource because it has been heavily altered many times within recent years. However, it may warrant



special consideration in local planning because it is a rare example of a yacht club built by and for working-class San Franciscans.



Figure 23. Bay View Boat Club, looking east, 2013  
Source: Christopher VerPlanck

#### ATSF Car Ferry Slip

The former ATSF Car Ferry Slip is located southeast of the Bay View Boat Club, between Piers 52 and 54 (**Figure 24**). The facility consists of a large, fork-shaped pier covered in wood decking. Located near the midpoint of the structure is a large, steel-frame freight tower consisting of a pair of smaller metal



Figure 24. ATSF car ferry slip, looking east, 2013  
Source: Christopher VerPlanck

truss towers, each capped by a pulley wheel. The towers are connected by cross beams that straddle a pair of rail sidings that run the length of the pier. The outshore end of the pier is lined with tall wood fenders designed to protect the slip from collisions. The ATSF Car Ferry Slip was built ca. 1950, not long after the railroad's lease on Seawall Lot 337 expired. The structure served the fleet of tugs and barges that

carried freight cars between the railroad's main railhead in Richmond and San Francisco for almost 35 years, closing in 1984. The structure appears to be in poor-to-fair condition.

The ATSF Car Ferry Slip does not have any formal historic status at the national, state, or local level. Though inventoried in Carey & Company's 1994 Southern Waterfront Survey, the structure was not assigned a status code, probably because it was not yet 50 years old. The structure appears to be a potential historic resource on the basis of its historic use and as a rare physical remnant of the infrastructure built by the ATSF to transport train cars from its main East Bay railheads to San Francisco.

### **Radiance and Madrone**

420-80 Mission Bay Boulevard North is the location of two large condominium complexes called "Radiance" and "Madrone." Both were developed by Bosa, a Vancouver-based residential high-rise developer. Of the two buildings, Radiance was completed first in 2011. It consists of two nine-story towers containing a total of 99 residential units. Completed two years later, Madrone consists of two 16-story towers and a nine-story linking wing containing 329 residential units. Both developments were planned and built on Mission Bay Project Area Blocks 10 and 10a. The property does not contain any historic resources.

### **540 Mission Bay Boulevard North**

Located opposite the Madrone development is 540 Mission Bay Boulevard North. This parcel occupies Block 7 of the Mission Bay Project Area, an entire city block bounded by Mission Bay Boulevard North to the south, Fourth Street to the west, China Basin Street to the north, and Third Street to the east. The parcel is currently being developed with a five-story building called the Nancy and Stephen Grand Family House at Mission Bay. When completed, the building will temporarily house families of pediatric patients being treated at UCSF Benioff Children's Hospital. The property does not contain any historic resources.

### **Public Safety Building/San Francisco Fire Department Engine Co. No. 30**

The western half of Mission Bay Project Area Block 9, which is bounded by China Basin Street to the south, Third Street to the west, Terry A. Francois Boulevard to the east, and Mission Rock Street to the north, contains the recently completed San Francisco Police Department's (SFPD) Public Safety Building (**Figure 25**). The \$243 million facility, designed by a partnership of HOK and Cavagnero Associates, provides a new 264,000-sf command center for the SFPD as well as a new firehouse for the San Francisco Fire Department (SFFD). The project site includes the old SFFD's Fire Engine Co. No. 30 (built 1928), which has been rehabilitated as a community meeting



**Figure 25. Public Safety Building, looking northeast, 2015**  
Source: Christopher VerPlanck

facility at the southwest corner of the property. The vacant lot east of the Public Safety Building is currently being used as a materials storage area. This site is set aside for below-market rate housing in the Mission Bay Area Plan.

Though a well-preserved example of a 1920s-era firehouse by City Architect John Reid, Jr. the SFFD Fire Engine Co. No. 30 firehouse does not have any formal historic status. The building has not been inventoried in any cultural resources surveys, likely because it fell outside the boundaries of several waterfront surveys carried out in the 1990s and 2000s. Based on its age, its historic use, and its architecture, the SFFD Fire Engine Co. No. 30 firehouse is certainly a historic resource.

### Strata

Located on the west side of Third Street, opposite the new Public Safety Building, is “Strata,” an eight-story, luxury apartment complex at 1201 Fourth Street. The courtyard-plan building, built in 2009, occupies the westernmost two-thirds of Mission Bay Project Area Block 4, which is bounded by China Basin Street to the south, Fourth Street to the west, Mission Rock Street to the north, and Third Street to the east. The easternmost third of the block, which is set aside for below-market rate housing in the Mission Bay Area Plan, remains undeveloped. The property does not contain any historic resources.

### Channel Mission Bay

Channel Mission Bay is a luxury apartment complex that was recently completed on Mission Bay Project Area Blocks 2 and 3 (**Figure 26**). The 315-unit project was designed by Ankrom Moisan Associated Architects. It occupies the entirety of Block 2 and the western half of Block 3, an area bounded by Mission Rock Street to the south, Fourth Street to the west, Channel Street to the north, and Third Street to the east. The eastern half of Block 3, which is reserved for below-market rate housing in the Mission Bay Plan, remains undeveloped. The property does not contain any historic resources.



**Figure 26. Channel Mission Bay, looking southwest, 2015**  
Source: Christopher VerPlanck

### Parking Lot D

North of the Channel Mission Bay project is a triangular parking lot commonly known as “Parking Lot D.” The 2.73-acre parcel, which corresponds with Mission Bay Project Area Block 1, is bounded by Channel Street to the south, Mission Creek to the northwest, and Third Street to the east. Excavation and pile-driving is currently underway in preparation to build several buildings containing 350 residential units, a 250-room hotel, and 25,000 of commercial space. The property does not contain any historic resources.

### Fourth Street Bridge

The Fourth Street Bridge, officially known as the Peter Maloney Bridge, is a steel drawbridge spanning Mission Creek. Opened for use in 1917, the riveted steel truss drawbridge is counterbalanced by a 600



ton block of concrete (**Figure 27**). The facility includes a wood-frame bridge house to the west and a second, unidentified wood-frame structure to the east. This latter structure appears to have been moved to the site between 1994 and 2013. The highly intact structure appears to be in good condition.

Though inventoried in Carey & Company's 1994 Southern Waterfront Survey, the Fourth Street Bridge was not assigned a California Historical Resource Status Code and it does not have any formal historic status at the national, state, or local level. However, based on its age, design, and apparent level of integrity, the Fourth Street Bridge is almost certainly a historic resource.

### China Basin Building

The China Basin Building is located on the northwest side of Mission Creek (**Figure 28**). It occupies approximately half of a superblock bounded by Mission Creek to the southeast, Fourth Street to the southwest, Berry Street to the northwest, and Third Street to the northeast. It contains two buildings: a 1922 warehouse converted to office space in the 1980s, and a 1980s-era office building. The massive former warehouse was constructed in 1922 by the Southern Pacific Railroad as part of its China Basin rail yard and warehouse complex. The building was designed by Bliss & Faville with assistance from Robinson & Mills.



Figure 27. Fourth Street Bridge, looking northwest, 2013

Source: Christopher VerPlanck

Purchased in 1982 by Barry Lawrence, the developer converted the nearly half-million square-foot warehouse to offices. He also added a new three-story office building next-door, on what had been rail sidings along Berry Street. Now known as China Basin Landing, the property remains one of the largest office complexes in San Francisco. As part of its conversion to office space in the 1980s, Lawrence removed all the original windows and stripped the exterior of any ornament that it may have had. Because of its low level of integrity the China Basin Building has been determined not to be a historic resource in several surveys and Section 106 studies.<sup>6</sup>



Figure 28. China Basin Building, looking northwest, 2013

Source: Christopher VerPlanck

<sup>6</sup> California Office of Historic Preservation, "Historic Property Data File for San Francisco County."

### AT&T Park

AT&T Park is located on the north side of Mission Creek, east of Third Street (**Figure 29**). Constructed in the late 1990s on the site of the State Cold Storage Unit #2 warehouse and Pier 46B, AT&T Park (originally called SBC Park) was a privately financed baseball park built to provide the San Francisco Giants with a downtown ballpark. Modeled on other Post-modern-style ballparks like Camden Yards in Baltimore, AT&T Park is finished in brick to blend in with the nearby South End Historic District. The ballpark has a total seating capacity of 41,503. The property does not contain any historic resources.



Figure 29. AT&T Park, looking northwest, 2013  
Source: Christopher VerPlanck

### Third Street/Lefty O'Doul Bridge

The Third Street Bridge, better-known as the “Lefty O’Doul Bridge,” spans Mission Creek between the China Basin Building and AT&T Park. The bridge, named for Francis Joseph “Lefty” O’Doul, the famous San Francisco-born baseball player, opened in 1933. It is a 140-foot long, steel Heel-Trunnion drawbridge made of riveted steel with a single-leaf bascule truss in the main span and a concrete counterbalance at the north end (**Figure 30**). The bridge is supported by a concrete substructure resting on timber piles. Identified in several waterfront surveys in the 1990s and 2000s, the Lefty O’Doul Bridge comprises a National Register-eligible historic district. The district consists of the bridge itself, the traffic control gate, the bridge operator’s house, and the watchman’s house.<sup>7</sup>



Figure 30. Lefty O'Doul Bridge, looking west, 2013  
Source: Christopher VerPlanck

<sup>7</sup> California Office of Historic Preservation, “Historic Property Data File for San Francisco County.”

## V. Historical Context

### A. Historical Background of Mission Bay and China Basin

#### Pre-contact Period: - 1769

Prior to European contact California was believed to have been home to what author Malcolm Margolin has described as “the densest Indian population anywhere north of Mexico.”<sup>8</sup> When the Spanish arrived in Northern California during the last quarter of the eighteenth century, some 7,000 to 10,000 Native Americans inhabited the Bay Region. The Spanish called the indigenous inhabitants of the San Francisco Peninsula *costeños*, which simply meant “coast dwellers.” Today the term “Ohlone” is preferred by their descendants. The Ohlone spoke several languages belonging to the Utian language family. The Ohlone who lived in what is now San Francisco spoke a dialect called Ramaytush.<sup>9</sup> Although mutually unintelligible, the Ohlone language was related to the languages spoken by the Coast Miwok people north of the Golden Gate and the Bay Miwok people on the east side of the bay.

Ohlone society was based on the extended family unit, each comprising on average 15 individuals. The next-larger unit was the clan, typically consisting of several related families living together in a single village. Families were divided into moieties – the Bear and the Deer – following typical practice of Native societies throughout California. Above the clan was the tribelet, which comprised several villages. The tribelet typically consisted of 400-500 people under a single headman selected by the people. Each tribelet functioned as an independent political unit, although neighboring tribelets would often cooperate during wartime or in food gathering expeditions.<sup>10</sup>

The Ohlone were semi-nomadic people who inhabited small seasonal villages near streams and tidal flats, where they had ready access to fresh water and food sources, including waterfowl, fish, and various kinds of shellfish. Hunting small terrestrial and marine mammals and gathering seeds, nuts, roots, shoots, and berries provided additional sources of nutrition. Acorns from oak trees contributed yet another important source of food, as suggested by the presence of grinding rocks and *manos* and *metates* near many Ohlone settlements where oaks also grew.<sup>11</sup>

It is uncertain when the first Ohlone settled in what is now San Francisco because many prehistoric sites have either been built on top of or obliterated to make way for new buildings during various phases of the city’s post-colonial history. The earliest known Ohlone sites in San Francisco, which have mostly been found deeply buried in the South of Market Area, have been radiocarbon-dated to between 5,000 and 5,500 years ago, and prehistoric middens containing both burials and artifacts have been dated to around 2,000 years ago.<sup>12</sup>

According to several sources, the northern part of the San Francisco Peninsula was located within the Yelamu tribelet’s territory. The closest Ohlone village to the project site was called *Chutchui* and it was probably located on Mission Creek, not far from Mission Dolores. Residents of Chutchui moved seasonally to another village on San Francisco Bay called *Sitlintac* to harvest shellfish. Though the exact location of

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<sup>8</sup> Malcolm Margolin, *The Ohlone Way* (San Francisco: Heyday Books, 1978), 1.

<sup>9</sup> Allen G. Pastron, Ph.D. and L. Dale Beevers, *From Bullfights to Baseball: Archaeological Research Design and Treatment Plan for the Valencia Gardens Hope VI Project* (Oakland: unpublished report, December 2002), 16.

<sup>10</sup> Ibid. 17.

<sup>11</sup> Ibid.

<sup>12</sup> National Park Service, Southeast Archaeological Center, *An Unvanishing Story: 5,500 Years of History in the Vicinity of Seventh & Mission Streets, San Francisco* (Tallahassee, FL: unpublished report, 2006).



Sitlintac is not known, it was on the southern shore of Mission Bay, putting it close to the project site, which at that time was submerged beneath the waters of San Francisco Bay.<sup>13</sup>

### Spanish and Mexican Periods: 1769-1846

The first Europeans known to have visited San Francisco Bay arrived in 1769 as part of an exploration party led by Don Gaspar de Portolá. An agent of the *Visitador General* of Spain, Portolá had been instructed to “take possession and fortify the ports of San Diego and Monterey in Alta California.”<sup>14</sup> Portolá was supposed to have gone only as far as Monterey Bay, but he failed to identify it from earlier written descriptions. Continuing north, an advance party spotted San Francisco Bay from atop Sweeney Ridge in San Mateo County. Spanish explorers made several additional forays to the region prior to establishing a permanent settlement. In 1775, San Francisco Bay was surveyed by Juan Bautista Aguirre, under the direction of Lieutenant Ayála, captain of the *San Carlos*. Aguirre gave names to many of the natural features of San Francisco Bay, including Mission Bay, which he named *Enseñada de los Llorenes*, or the “Cove of Tears.” He called it this after encountering three Ohlone who were weeping on the shores of this crescent-shaped body of water.<sup>15</sup> Later, the shallow inlet took the name of nearby Mission Dolores.

One year after the Ayala expedition, Lieutenant Joaquín Moraga oversaw the establishment of the first permanent Spanish settlements in what is now San Francisco: *Misión San Francisco de Asís* (better-known as Mission Dolores) and the *Presidio de San Francisco*. The first mission church was little more than a brush chapel near a seasonal lake the Spanish named *Laguna de los Dolores*. A more permanent adobe mission was completed nearby in September 1776. Work on the third and final mission church did not begin until 1782.<sup>16</sup>

Mission Bay remained in its natural state throughout the Spanish and Mexican periods. The bay was shallow – much of it under a foot deep – but it and its adjoining tidal marshes sheltered an astounding array of wildlife.<sup>17</sup> Mission Bay was fed by Mission Creek and its many tributaries, which drained most of eastern San Francisco. Prior to being filled during the American period, Mission Creek’s source was located near what is now the intersection of Eighteenth Street and Treat Avenue. From there, the creek flowed north in a natural channel between today’s Treat Avenue and Harrison Street. At what is now the intersection of Fourteenth and Division streets, Mission Creek changed course, flowing east until it entered Mission Bay near what is now the intersection of Eighth and Division streets (**Figure 31**).<sup>18</sup>

Mexico rebelled against three centuries of Spanish colonial rule in 1810, eventually winning its independence in 1821. Among the territories the new nation inherited from Spain was the remote northern colony of Alta California. Initially Mexico was unsure of what to do with Alta California, at first using it as a penal colony.<sup>19</sup> Later, Mexico decided to follow the Spanish strategy of settling and fortifying Alta California as a bulwark against potential incursions from Russia, Britain, and the United States.

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<sup>13</sup> Pastron, 18.

<sup>14</sup> Z.S. Eldredge, *The Beginnings of San Francisco, from the Expedition of Anza, 1774 to the City Charter of April 15, 1850* (San Francisco: self-published, 1912), 31.

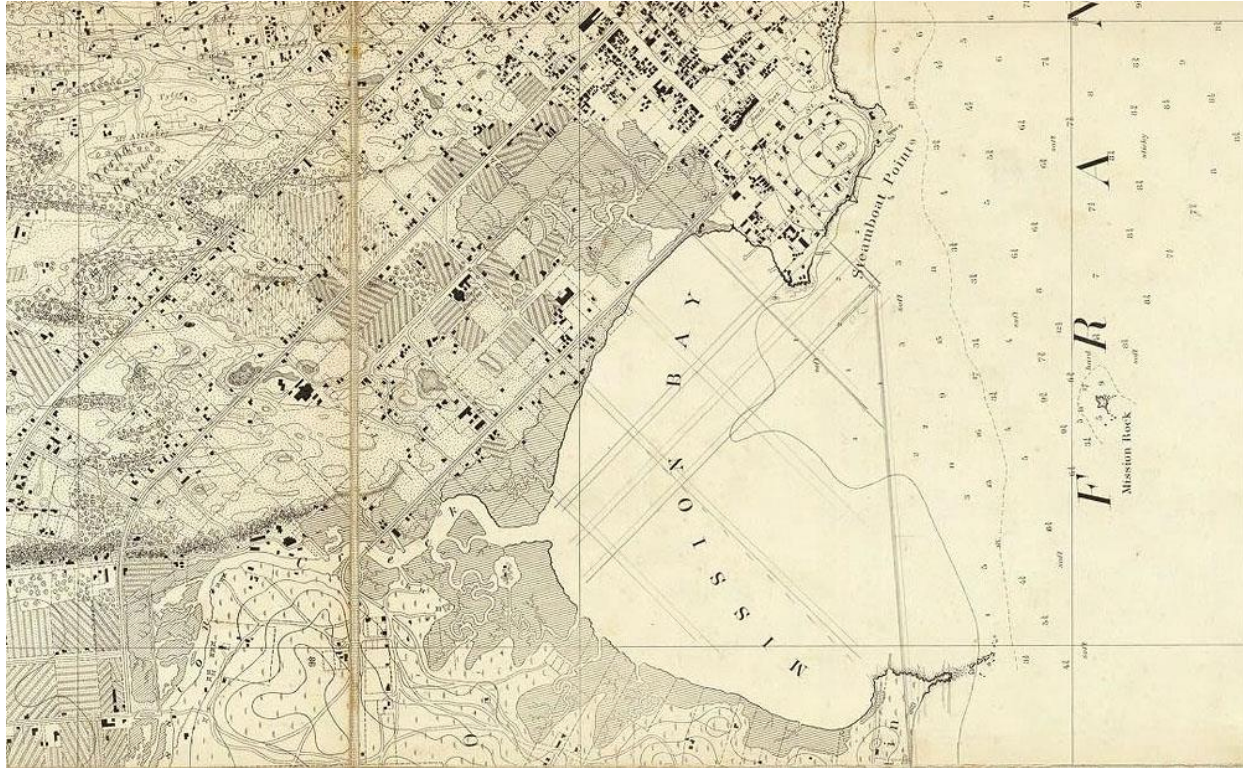
<sup>15</sup> Hubert H. Bancroft, *History of California Volume I* (San Francisco: The History Company, 1886-1890), 292.

<sup>16</sup> Pastron, 32.

<sup>17</sup> Gerald R. Dow, *Bay Fill in San Francisco: A History of Change* (Master of Arts thesis submitted to the faculty of California State University, San Francisco, 1973), 119.

<sup>18</sup> Pastron, 17.

<sup>19</sup> In Spanish, *Alta*, or “Upper” California referred to what is now the American state of California. In contrast, *Baja*, or “Lower” California referred to what is now the Mexican state of the same name.



**Figure 31. 1857 Coast Survey Map showing Mission Bay and Mission Creek**  
**Source: National Oceanic and Atmospheric Administration**

Unlike Spain, Mexico did not restrict trade between residents of California (called *Californios*) and foreign traders. In fact, Mexico liberalized customs regulations to actively encourage the growing numbers of foreign traders – mostly British and New Englanders – to drop anchor in Yerba Buena Cove and trade furniture, clothing, shoes, metalwork, and other manufactured items for locally produced cattle hides and tallow. The lucrative hide and tallow trade dominated California’s economy during the Mexican period and encouraged many Californios to establish cattle *ranchos* to fill the growing demand for leather by New England shoe factories.<sup>20</sup>

In 1834, the Mexican government secularized the Franciscan missions of Alta California, including Mission Dolores. As the mission system disintegrated, the government granted vast tracts of ex-mission lands to favored individuals. In 1839, José Bernal, a soldier formerly stationed at the Presidio of San Francisco, received the 4,446-acre *Rancho Potrero Viejo*, a large tract comprising what are now San Francisco’s Bernal Heights and Bayview-Hunters Point districts. *Potrero Viejo*, which means “Old Pasture,” was once used by Mission Dolores to graze its once-extensive herds of cattle. In 1841, Governor Juan Bautista Alvarado confirmed *Rancho Potrero Nuevo*, or “New Pasture,” to Francisco and Ramón De Haro, the sons of Francisco De Haro, the first alcalde of Yerba Buena. The ranch, a half-square league in extent and bounded by Mission Creek to the north, San Francisco Bay to the east, Islais Creek to the south, and Alabama Street to the west, encompassed the area south of the project site.<sup>21</sup>

<sup>20</sup> Oscar Lewis, *San Francisco: Mission to Metropolis* (San Diego: Howell-North Books, rev. ed. 1980), 22.

<sup>21</sup> Bancroft, 553.



During the last decade of Mexican rule a tiny community of foreign traders began to take shape on the shores of Yerba Buena Cove. Initially settled during the mid-1830s by a diverse group of English, Americans, Mexicans, French, Swiss, Hawaiians, and other nationalities, Yerba Buena was a trading depot dedicated primarily to the hide and tallow trade, as well as outfitting whalers with water, food, and supplies. In 1835, Yerba Buena was formally designated as a *pueblo*, or civil settlement, by the Mexican government. In 1839, Governor Juan Bautista Alvarado hired Jean Jacques Vioget, a Swiss tavern keeper in the pueblo, to survey Yerba Buena. Vioget drew up a simple plan making *Calle de la Fundación* (now Montgomery Street) the primary street of the village. During the Mexican period the settlement grew to encompass approximately one dozen blocks, one of which was a public square at its center called *La Plaza* (now Portsmouth Square).<sup>22</sup>

### Early American Period: 1846-1856

As early as 1835 the American government began attempting to acquire San Francisco Bay from Mexico. American political and business leaders coveted the bay as an ideal base for the young nation's growing trade with Asia. The American government was also quite anxious to prevent the strategic but weakly held harbor from falling into the hands of England or Russia. American expansionist impulses received a boost with the election of James K. Polk to the presidency in 1844. Two years later, on May 12, 1846, American troops entered disputed territory in the Rio Grande Valley of Texas, provoking a war between the United States and Mexico. After a year-and-a-half of fighting, the Mexican government capitulated. On February 2, 1848, the two nations signed the Treaty of Guadalupe-Hidalgo. By its terms Mexico ceded 525,000 square miles of territory to the United States in exchange for a lump sum payment of \$15 million and the assumption of \$3.5 million of debt owed by Mexico to American citizens.

On July 9, 1846, Captain John B. Montgomery landed in Yerba Buena and raised the American flag above the Custom House. Mexican rule came to an end in the pueblo without a shot being fired.<sup>23</sup> On the eve of the American conquest the population of Yerba Buena numbered around 850 people housed in approximately 200 structures.<sup>24</sup> Before departing, Captain Montgomery appointed Lieutenant Washington A. Bartlett as the first American *alcalde*, or mayor, of Yerba Buena. One of Bartlett's first actions was to rename the settlement "San Francisco," which he did on January 30, 1847.

Another of Bartlett's priorities was to extend the boundaries of the fast-growing community. In 1847, he hired an Irish immigrant named Jasper O'Farrell to complete the city's first official survey under American rule. O'Farrell's plan, which enlarged San Francisco's area to almost 800 acres, extended the boundaries of the Vioget Survey south to O'Farrell Street, west to Leavenworth Street, north to Francisco Street, and some distance eastward into Yerba Buena Cove. Anticipating the need for a direct route from Yerba Buena Cove to Mission Dolores, O'Farrell laid out Market Street, a 100-foot-wide thoroughfare oriented parallel to the old Mission Wagon Road. Market Street followed a southwesterly diagonal alignment to skirt the marshlands ringing Mission Bay.<sup>25</sup>

The discovery of Gold at Sutter's Mill in January 1848 unleashed an unprecedented population explosion in San Francisco. News of the discovery moved slowly at first, becoming common knowledge only after Sam Brannan, publisher of the *California Star*, ran through the streets of San Francisco shouting "Gold!"

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<sup>22</sup> *The Overland Monthly* (February 1869), 131-132.

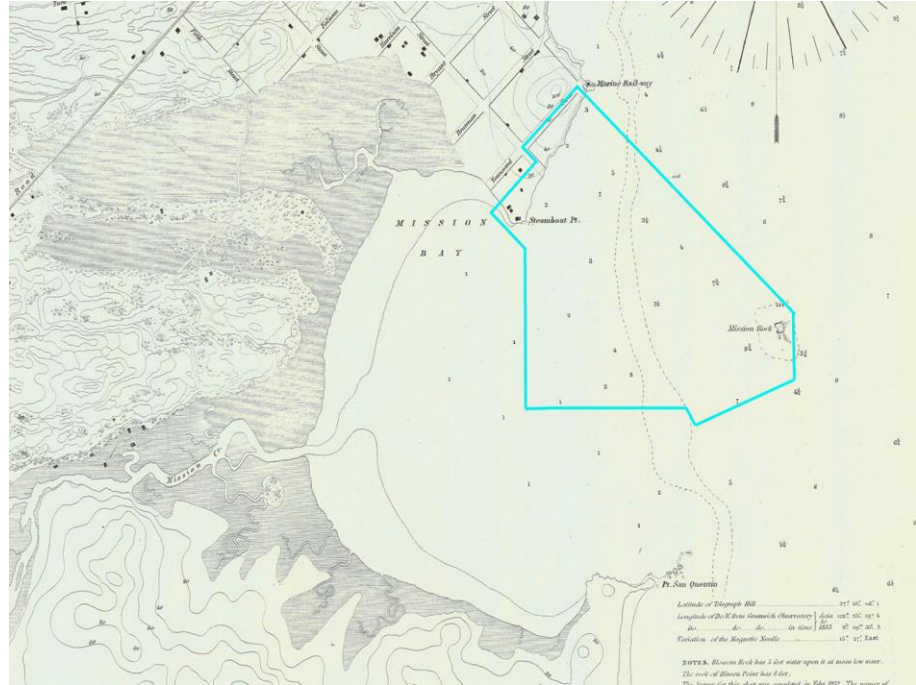
<sup>23</sup> Lewis, 41.

<sup>24</sup> Pastron, 20.

<sup>25</sup> *Ibid.*, 43. Some scholars believe that O'Farrell laid out the 100 vara blocks for agricultural use but others believe that they were intended for industrial use.

Gold on the American River!” The news spread quickly to ports in Central and South America, and eventually to Europe and the East Coast of the United States. By the end of 1848, thousands of gold-seekers from around the world, dubbed “Forty-niners,” made their way to San Francisco. Between 1848 and 1852, the population of San Francisco grew from fewer than one thousand to almost 35,000 people.<sup>26</sup>

While the area around Yerba Buena Cove quickly filled up with buildings and tents, the area around Mission Bay remained almost uninhabited. Mission Bay, as well as the giant sand dunes south of Market Street, blocked settlers from moving south into what is now the Potrero District.<sup>27</sup> As long as it remained unfilled, Mission Bay would block San Francisco’s southward expansion. On account of its isolation, industrialists petitioned City authorities to reserve the area “south of Mission Creek” for industrial uses in 1853. The Mission Bay area was considered ideal for industry because it was far “from the inhabited part of the city (so) that no legal question would likely arise as to what might constitute a nuisance in the district.”<sup>28</sup> These petitioners, most of whom ran slaughterhouses, were successful in designating the area around the intersection of Ninth and Brannan streets as San Francisco’s original “Butcher’s Reserve,” colloquially known as “Butchertown.”<sup>29</sup> The butchers remained there until 1870, when a City ordinance forced them even further south to Islais Creek.<sup>30</sup>



**Figure 32. Section of the 1853 Coast Survey Map; boundaries of the C-APE in blue**  
Source: United States Geological Society; annotated by Christopher VerPlanck

The 1853 U.S. Coast Survey Map shows a portion of the C-APE as it appeared during the post-Gold Rush Era. With the exception of Steamboat Point, the entire area was submerged beneath the shallow waters of Mission Bay or the slightly deeper waters off Mission Rock, a natural rocky islet in San Francisco Bay (Figure 32).

<sup>26</sup> Rand Richards, *Historic San Francisco. A Concise History and Guide* (San Francisco: Heritage House Publishers, 2001), p. 77.

<sup>27</sup> Bancroft, 194.

<sup>28</sup> *South of Market Journal* (October 1923), 24.

<sup>29</sup> Nancy Olmsted, *Vanished Waters: A History of San Francisco’s Mission Bay* (San Francisco: Mission Creek Conservancy, 1986), 12.

<sup>30</sup> *Ibid.*, 24.

### Mission Bay Surveyed and Subdivided: 1856-1865

The passage of the Van Ness Ordinance by San Francisco's City Council (now the Board of Supervisors) in 1855 was an important piece of legislation that had major implications for land use in the Mission Bay area. Intended to cleave the "Gordian Knot" of contested and often overlapping land ownership, the Van Ness Ordinance mainly granted titles to individuals who were in actual physical possession of the lands in question, including many squatters. The ordinance also mapped streets and lots within the 1851 Charter Line and set aside lands for parks, hospitals, fire and police stations, and other public infrastructure.<sup>31</sup>

In 1856, City authorities commissioned William J. Lewis, Deputy Surveyor of the City and County of San Francisco, to survey and plat the 1,000-acre Rancho Potrero Nuevo. Ignoring the rancho's challenging topography, Lewis overlaid a uniform grid of streets over the land, regardless of whether there were steep hills or water in the way. The subdivision was then recorded at the San Francisco Office of the Assessor/Recorder (**Figure 33**).<sup>32</sup> The Potrero subdivision included the southern half of today's Mission Bay neighborhood, including everything south of Division Street. Lewis' map depicts a tightly woven grid of rectangular blocks oriented with their long axis parallel to the ridgeline of Potrero Hill. The east-west streets were initially named for California counties and the north-south streets for the states of the Union. However, nearly all of these streets remained solely on paper, with the area's challenging topography and contested ownership impeding any immediate street grading or speculative development. One of the biggest impediments was the De Haro family's continuing claim to the Potrero Nuevo rancho. The situation was not resolved until May 1867, when the U.S. Board of Land Commissioners rejected the De Haro family's longstanding claims. News of the decision was greeted with an enthusiastic victory parade and a bonfire atop Potrero Hill.<sup>33</sup>

### Industrial Development of Mission Bay: 1865-1898

Fueled by profits from Nevada's Comstock Lode silver mines, San Francisco entered a period of sustained prosperity in the years following the Civil War. Between 1860 and 1890, the population of the city grew from 56,802 to almost 300,000, a five-fold increase. The city's population continued to grow rapidly, reaching 343,000 in 1900 and making it the largest American city west of St. Louis. Although the city contained a

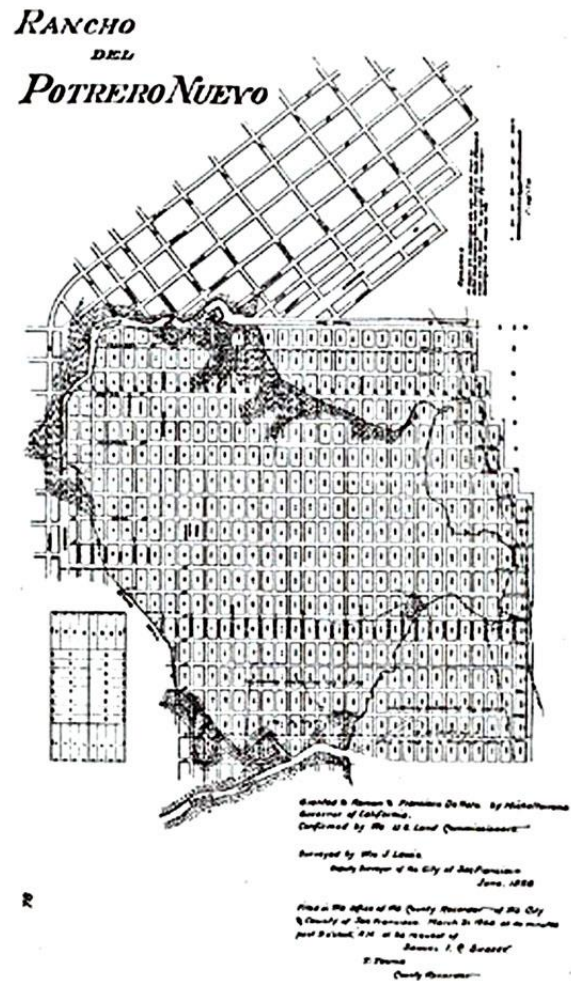


Figure 33. Rancho Potrero Nuevo Subdivision, 1856  
Source: Bancroft Library, University of California, Berkeley

<sup>31</sup> Sharpsteen, 19.

<sup>32</sup> Ibid., 119.

<sup>33</sup> *Alta California* (May 15, 1867).



quarter of the state's population, San Francisco accounted for 65 percent of the state's manufacturing employment. San Francisco's port facilities also handled nearly all of the state's imports and exports, serving a tremendous hinterland that comprised the entire western third of the United States.<sup>34</sup> As previously discussed, most of San Francisco's early industrial activity occurred in the South of Market Area. After the Civil War, room for industrial expansion was scarce in the older parts of the city. Increased conflicts with residents in the densely populated South of Market Area, as well as the lack of physical space to expand, caused industrialists to consider the vast Mission Bay area as a potential industrial reservation.

### **Long Bridge**

In the 1860s, speculators invested heavily in unimproved lands on Potrero Point and the southern waterfront south of Mission Bay. However, before large-scale industrial development could occur in the area, Mission Bay would have to be bridged. The result was Long Bridge, a combination causeway and bridge connecting Steamboat Point to the Point of Rocks and points beyond (**Figure 34**). The first piles for the bridge were driven off Steamboat Point in February 1865 and two years later the Potrero bridgehead was completed near the intersection of Kentucky (now Third) and Mariposa streets.<sup>35</sup>



**Figure 34. Long Bridge, looking south, ca. 1867**  
Source: San Francisco Historical Photograph Collection  
San Francisco Public Library

The completion of Long Bridge made possible the rapid and efficient filling of Mission Bay. With only a 25'-long drawbridge section near its center, the rest of the span was a solid causeway, which hindered the tides that had for centuries flushed out the bay and sustained its rich aquatic ecosystem. Long Bridge also provided a convenient platform for filling operations, which began in earnest in 1869 with the excavation of the Second Street Cut through Rincon Hill. The rock blasted from the hill was used to fill in the northern section of Mission Bay.<sup>36</sup> Around the same time, Kentucky Street was extended from the bridgehead south through a trench blasted out of the eastern arm of Potrero Hill. Over 100,000 cubic yards of rock obtained from this cut were dumped into the southern side of Mission Bay.<sup>37</sup>

### **State Tidelands Act**

As early as 1851, the federal government had granted all tidelands to the jurisdiction of the states. Seventeen years later, in 1868, the California Legislature decided to sell off its tidelands. Drafted as the California Tidelands Act of 1868, the Legislature directed the newly formed Board of Tidelands Commissioners to complete a survey of San Francisco's tidelands in preparation for the sale. Except for a small square reserved for a public market, the entirety of Mission Bay was set aside for private industrial development. San Francisco's press attacked the California Tidelands Act after Governor Henry Haight signed it into law, accurately describing it as a crude attempt by the Central Pacific Railroad to acquire over six thousand acres

<sup>34</sup> Robert W. Cherny and William Issel, *San Francisco: Presidio, Port and Pacific Metropolis* (Sparks, NV: Materials for Today's Learning, Inc., 1988), 24.

<sup>35</sup> Henry Langley, *The Pacific Coast Business Directory* (San Francisco: 1867), 14.

<sup>36</sup> Olmsted, 30.

<sup>37</sup> *Ibid.*, 15.

of San Francisco's southern waterfront, an area extending from Mission Bay to the San Mateo County line. An article published in the *San Francisco Bulletin* in March 1868 summed up popular opinion:

Those who are acquainted with the tendency of growth and business of San Francisco know that it is in the direction of the localities included in the proposed railroad grant...Real estate values are more rapidly increasing in the direction of Mission Bay and South San Francisco (Hunters Point) than anywhere else...It is hardly extravagant to expect that in less than ten years hence the heaviest shipping and wholesale business will be in the region of Long Bridge and Mission Bay...The property asked in this bill...includes the whole of Mission Bay and hundreds of acres further out than the mouth of the bay in the deep water of San Francisco Bay...Central Pacific Railroad Company and their partners of the shadowy title would realize many millions, while the State would get perhaps \$200,000...It would be an outrage to pass this bill.<sup>38</sup>

The final version of the act, which was approved by the Legislature on March 30, 1868, was modified to appease the opposition. Although it did not get nearly as much land as it had hoped for, the Central Pacific still ended up with 192 acres of Mission Bay and a 200' wide right-of-way extending south from the bay to Islais Creek. The railroad also acquired several blocks of land for freight and passenger terminals at Fourth and Townsend streets.<sup>39</sup> By the mid-1870s, the Legislature had disposed of the rest of Mission Bay except for the tracts reserved for public use, including most of the project site, which was designated as a reservation for future Port facilities within an area named "China Basin" (**Figure 35**).<sup>40</sup>

### **Filling Mission Bay**

The earliest recorded filling of Mission Bay occurred in 1860 when a 100' sand hill on Townsend Street was excavated by a steam shovel and dumped into the bay to provide a building site for Citizens' Gas Works. Other early filling activity was undertaken on a piecemeal basis by contractors hired by the City to build streets. Though Mission Bay was shallow, the high water table in much of the area frustrated contractors, as described by historian John Hittell:

Many ludicrous scenes occurred in filling up the swamps. When streets were first made the weight of the sand pressed the peat down, so that the water stood where the surface was dry before. Sometimes the sand broke through, carrying down the peat under it, leaving nothing but water or thin mud near the surface. More than once a contractor had put on enough sand to raise a street to the official grade, and gave notice to the city engineer to inspect the work, but in the lapse of a day between the notice and the inspection, the sand had sunk down six or eight feet; and, the heavy sand had crowded under the light peat at the sides of the street and lifted it up eight or ten feet above its original level, in muddy ridges full of hideous cracks. Not only was the peat crowded up by the sand in this way, but it was also pushed sideways, so that houses and fences built upon it were carried away from their original position and tilted up at singular angles by the upheaval.<sup>41</sup>

<sup>38</sup> "Bancroft Scraps," *San Francisco Evening Bulletin*, reprinted from *Sacramento Union* (March 1868).

<sup>39</sup> Olmsted, 42.

<sup>40</sup> Dow, 19.

<sup>41</sup> John S. Hittell, *Commerce and Industries of San Francisco* (San Francisco: A.L. Bancroft & Co, 1882), 1900.

Initially, filling was accomplished by hand, primarily by Irish immigrants who shoveled the sand into horse-drawn carts or wheelbarrows. Eventually this method was superseded by the mighty steam-powered shovel, commonly referred to as the “Steam Paddy.” Named as a backhanded compliment to the Irish laborers who had once done the work by hand, steam paddies could quickly and efficiently load rail cars with sand. These cars would then be towed on temporary tracks out above Mission Bay where their loads would be tipped into the water. As the bay was filled, the tracks were advanced farther out on the “made ground.” The steam paddy made quick work of Mission Bay. In 1888, historian Hubert H. Bancroft wrote that 450 acres of land in the Mission Bay area had been filled in just 14 years.<sup>42</sup>

### Mission Creek Channel

Although Mission Creek had been designated a navigable creek in 1854, much of the creek bed had been illegally filled by local landowners. Further filling activity east of Mission Creek’s mouth, at Eighth and King streets, was finally halted by law in 1872. The City then commissioned a pair of seawalls to preserve a 200’-wide channel from Eighth and Townsend to China Basin, where the State eventually planned to build a network of wharves and piers. In 1874, Mission Creek west of Seventh Street was formally abandoned as a navigable stream, although it does not appear to have been entirely filled in until the 1890s.<sup>43</sup> Following the completion of the Mission Creek Channel, industrialists built wharves and finger piers from the south seawall of the channel into what remained of Mission Bay. Meanwhile, the Southern Pacific Railroad (as the Central Pacific was renamed in 1885) was hard at work filling its property in Mission Bay. One of its first projects involved filling a 1,600-foot long causeway following the alignment of Sixth Street. By 1903, more than two-thirds of the Southern Pacific Railroad’s holdings in Mission Bay had been filled, leaving only a stagnant lagoon at the center of the bay.<sup>44</sup>



Figure 35. 1869 map showing the project site outlined in blue  
Source: Bancroft Library, University of California, Berkeley

<sup>42</sup> Dow, 124.

<sup>43</sup> City and County of San Francisco Planning Department, *City within a City: Historic Context Statement for San Francisco’s Mission District* (San Francisco: November 2007), 27.

<sup>44</sup> Dow, 130.

**Atchison Topeka & Santa Fe Railroad Acquires China Basin: 1898-1900**

The Southern Pacific enjoyed a monopoly in San Francisco that lasted over three decades. This monopoly came to a close in 1898 with the ATSF's announcement that the railroad would build a competing line into the Bay Area. In 1900, the ATSF completed its western railhead in Richmond. Though San Francisco was eventually to be the western terminus of the line, there was no way to get to the city without using Southern Pacific tracks. The ATSF therefore decided to use ferries to get its trains to San Francisco. To do this, the ATSF bought Claus Spreckels' San Francisco & San Joaquin (SF & SJ) Railroad, giving it access to the smaller railroad's lease on China Basin, where the ATSF planned to build its San Francisco terminus. The ATSF also took on the Southern Pacific in the arena of property development, buying and developing land in and around Mission Bay under the aegis of its real estate subsidiary, the Santa Fe Land Improvement Company.<sup>45</sup> In this way the ATSF acquired the remaining unfilled portions of Mission Bay and also several undeveloped tracts on the eastern slope of Potrero Hill. The railroad then filled its section of Mission Bay by using rock and debris removed from its Potrero Hill properties.

**B. Project Site History**

As mentioned previously, in 1868, the Board of State Tidelands Commissioners had reserved China Basin for a future complex of wharves and piers. This complex was not built during the nineteenth century because there was no seawall south of Mission Creek. Acknowledging that there were no foreseeable plans to build a seawall along this part of the waterfront, in 1895, the Board leased the still-submerged China Basin reservation to the San Francisco & San Joaquin Railroad for 50 years.<sup>46</sup> In the five years that it controlled the property, the SF & SJ, better known as the "Valley Railroad," did nothing with China Basin.<sup>47</sup> When the ATSF acquired the SF & SJ in 1900, it negotiated a new 50-year lease to China Basin (1900-1950) with the state. The State Board of Harbor Commissioners, while agreeing to the terms offered by the ATSF, required that the railroad build a seawall around the site. The Board also reserved the right to eventually build piers at China Basin.<sup>48</sup>

**Construction of the ATSF Rail Yard at China Basin: 1900-1906**

During its first few years of operation in San Francisco, the ATSF used the SF & SJ's old Spear Street Wharf as its San Francisco terminus. In 1901, in compliance with its agreement with the State Board of Harbor Commissioners, the ATSF began building a seawall at China Basin. By the end of 1902, a 2,000-foot-long seawall enclosed most of the 14-acre site.<sup>49</sup> While the seawall was under construction, the ATSF began building a car ferry slip at the northeast corner of the site, approximately where the statue of Willie McCovey is now. The car ferry slip was a crucial part of the railroad's operations because from it the railroad could transport rail cars on barges across the Bay to and from its transcontinental railhead in Richmond.<sup>50</sup> Once the barges arrived at China Basin the rail cars would then be sorted in the ATSF's rail yard and then transported to their ultimate destinations along the company's growing network of street-level tracks. By 1905, ATSF's network of tracks ran as far south as Islais Creek, with spurs fanning out throughout Mission Bay to dozens of factories, warehouses, and other ATSF-owned and leased properties in San Francisco's growing industrial and wholesale district.

<sup>45</sup> Christopher VerPlanck, *Context Statement—Dogpatch Cultural Resources Survey* (San Francisco: 2001), 4-5. "Agree on More Improvements," *San Francisco Call* (December 24, 1901).

<sup>46</sup> "Engineers at Work," *San Francisco Chronicle* (April 10, 1895), 4.

<sup>47</sup> "They Want a Terminal: Santa Fe Officials now Looking over the Ground," *San Francisco Chronicle* (October 27, 1898), 4.

<sup>48</sup> "Santa Fe Gets its Franchise," *San Francisco Chronicle* (August 14, 1900), 7.

<sup>49</sup> "Cutting Down Hills to Make New Land," *San Francisco Chronicle* (April 18, 1902), 9.

<sup>50</sup> "To Take Freight at China Basin," *San Francisco Chronicle* (May 18, 1902), 24.



It is not known what effect, if any, the 1906 Earthquake had on the ATSF rail yard at China Basin, which was then under construction. Based on what happened to other filled ground it is likely that the ground “liquified.” Though the Third Street Bridge was destroyed, it does not seem that there were yet any major buildings on the ATSF rail yard because there were no reports of damage in the newspapers.

By October 1906, the ATSF’s new rail yard at China Basin was nearing completion. An article published in the October 1, 1906 *San Francisco Chronicle* described how the ATSF had used three million cubic yards of serpentine rock and soil blasted from 53 acres that it owned on nearby Potrero Hill. Wooden trestles were built above the enclosed site to allow rail cars to dump their loads directly into San Francisco Bay. The trestles were left in place after filling operations were completed, becoming part of the “made ground” that comprises the site.<sup>51</sup> Once the filling was completed, the ATSF started building a pair of huge freight sheds.



Figure 36. ATSF freight sheds at China Basin, 1906  
Source: Western Archives, San Fe Railway Historical Society

The first, a “receiving shed” measuring 600 feet long with a platform extension adding another 500 feet, was built along a recently completed extension of Kentucky Street (now Third Street). Forty feet east of the receiving shed the ATSF built an even larger “delivery shed.” This shed measured almost 1,200 feet long, including its open-air freight platform. Designed by ATSF chief engineer R.B. Burns, historic photographs indicate that both sheds were utilitarian wood-frame structures clad in corrugated iron siding (**Figure 36**).<sup>52</sup> Other site improvements included a wood-plank driveway leading into the site from the recently replaced Third Street Bridge (the old one had been destroyed in the 1906 Earthquake) and a wharf along San Francisco Bay.<sup>53</sup> The newly-completed ATSF rail yard at China Basin is illustrated on the 1913 Sanborn maps for San Francisco (**Figure 37**). The maps indicate that the southern boundary of the China Basin property ran along a northeasterly angle, indicating why today’s Mission Rock Street follows a similar alignment. In addition to the two huge freight sheds, the Sanborn maps illustrate the car ferry terminal at the northeast corner of the site, as well as tracks linking the slip with the warehouses and several parallel rail sidings.

<sup>51</sup> Contrary to popular belief, China Basin does not appear to have been filled with debris from the 1906 Earthquake, but instead, soil and rock from its property in the Potrero District.

<sup>52</sup> “Chief Engineer Burns of Santa Fe in Town,” *San Francisco Chronicle* (July 14, 1905), 12.

<sup>53</sup> “Santa Fe Rushing Work on its New China Basin Freight Shed,” *San Francisco Chronicle* (October 1, 1906), 7.



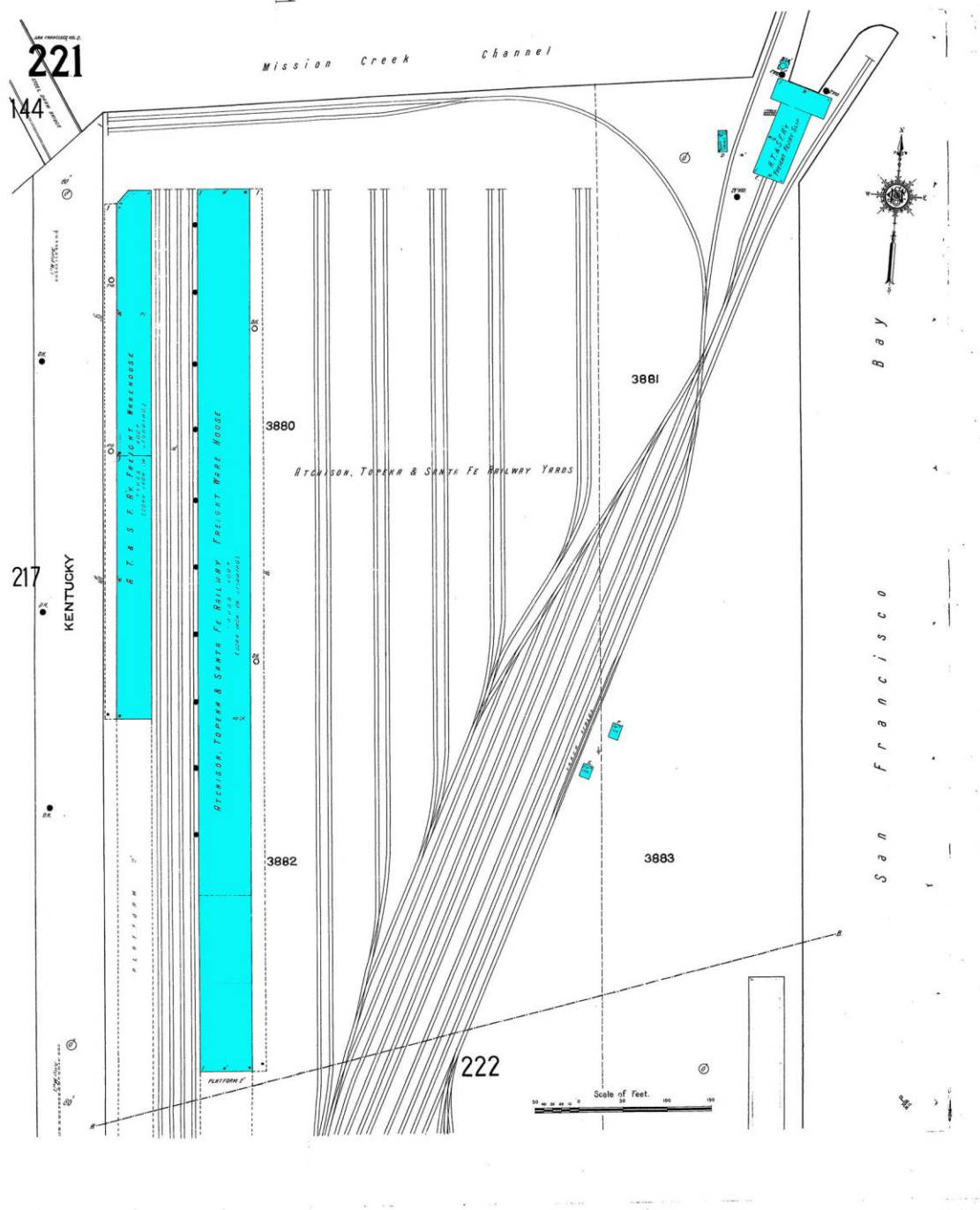


Figure 37. 1913 Sanborn Map showing the ATSF's San Francisco rail yard  
 Source: San Francisco Public Library; annotated by Christopher VerPlanck

**ATSF Rail Yard: 1906-1924**

Completed in 1906, the ATSF used its China Basin rail yard for the next two decades without any major changes. Meanwhile, the surrounding Mission Bay area was undergoing considerable change as the Southern Pacific and the Board of State Harbor Commissioners made improvements to their facilities. By the 1920s, San Francisco's previously unchallenged position as the pre-eminent port on the Pacific Coast was threatened by expanding port facilities in Seattle, Portland, Los Angeles/Long Beach, and even closer to home, Oakland. Unfortunately for San Francisco there was not sufficient room to expand its congested port facilities along the Northeast Waterfront north of Mission Creek. The Port was also prevented from expanding south of Mission Creek by the privately owned Bethlehem Shipbuilding's San Francisco shipyard. The only significant areas left along the waterfront for expansion were India Basin, which was located far away from the rest of the piers in the Bayview-Hunters Point District; China Basin, which was leased to the ATSF; and a small area of bay front near Fisherman's Wharf.

As early as 1916, the Board of State Harbor Commissioners drew up plans for new pier facilities at both China Basin and Fisherman's Wharf – the last easily accessible sections of the waterfront with deep water access. Drawings for the proposed pier at China Basin in the Board of State Harbor Commissioners' 1916-18 *Biennial Report* initially depicted a reinforced-concrete pier on the site of Pier 48 measuring 2,145 feet long and 47 feet wide. This massive pier, which would have been almost half a mile long, would have been San Francisco's largest pier. The 1922-24 *Biennial Report* included a master plan for China Basin that included additional colossal piers at the locations of today's Piers 50 and 54, suggesting that because the Board considered China Basin to be the last major reserve of easily accessible land for expansion that it would build the biggest piers that it could.<sup>54</sup> Plans were also developed to construct a massive new pier at Fisherman's Wharf as well.

**Design and Construction of Pier 48: 1924-1930**

Beginning in 1924, the Board of State Harbor Commissioners started building a new reinforced-concrete bulkhead wharf between what are now Piers 50 and 52. Around the same time, the Board began making plans to replace the ATSF bulkhead wharf at China Basin, an old wood structure dating back to 1906. Completion of the bulkhead wharf would be necessary before new any new piers could be built at China Basin. The concrete bulkhead wharf was completed on July 17, 1929 by the Healy-Tibbitts Construction Company at a cost of \$586,322.<sup>55</sup> With the bulkhead wharf completed, the Board of State Harbor Commissioners could finally build its new piers at China Basin. Plans for Pier 48 were completed in April 1926 under the direction of Chief Engineer Frank G. White. Its upcoming construction was announced in the 1924-26 *Biennial Report*:

Plans have been adopted for two modern piers of mammoth size which will be built as soon as possible to meet fast-growing commerce and accommodate the largest freighters. One of the great piers, which will be built at the foot of Taylor Street on the north bay front, will be 1200 feet long and 382 feet wide and will be No. 45. The other pier will be on the south front 610 feet long and 376 feet wide. This pier will extend into very deep water near Mission Rock and will be No. 48.<sup>56</sup>

<sup>54</sup> Board of state Harbor Commissioners, 1922-24 *Biennial Report*, 52, 55-6.

<sup>55</sup> Board of State Harbor Commissioners, 1930-32 *Biennial Report*, 75.

<sup>56</sup> Board of State Harbor Commissioners, 1924-26 *Biennial Report*, 12-13.

Pier 48 was originally to have been a much longer pier than it is now, accommodating four transit sheds like Piers 45 and 50. However, as it was being engineered it was discovered that there was a deep mud-filled “valley” located 800 feet outshore from the seawall. To build beyond the 600-foot mark it would be necessary to fill the valley with a stable material suitable for pile-driving. The Board of State Harbor Commissioners decided to drastically shorten the planned pier – to 623 feet – and extend it once the valley was filled at some undetermined time in the future, but this was never done.<sup>57</sup>

Construction of Pier 48’s substructure got underway in 1928. The two transit sheds (Sheds A and B) were completed in 1929-30 by L.M. King at a cost of \$181,080. Though not as nearly long as it was supposed to have been, Pier 48 was much wider than originally planned. At 369 feet in width, the new pier contained two wide transit sheds separated by a open-air “valley” for easy access by both trucks and trains. The sheds and their integral bulkhead buildings were designed by Board of State Harbor Commissioner engineers H.B. Fisher and B.P. Hudspeth, under the supervision of Frank G. White.<sup>58</sup> Identical to their counterpart at Pier 45, the bulkhead buildings were designed in the Tudor/Gothic Revival style. The bulkhead buildings of the newly completed Pier 48 looked much as they do today (**Figure 38**). Virtually all of the older piers along the Embarcadero had bulkhead buildings designed in either the Beaux Arts style (north from the Ferry Building north to Fisherman’s Wharf) or the Mission revival style (south from the Ferry Building to Mission Creek). Aside from several piers that did not have bulkhead buildings, this left only Piers 45 and 48 that were designed in the Tudor/Gothic Revival style. Pier 50, which was largely built after World War II, was designed in a non-descript utilitarian style without any historicist references.



Figure 38. Pier 48, 1930

Source: San Francisco Historical Photograph Collection,  
San Francisco Public Library

### Subsequent History of Pier 48: 1930-2013

Though it was basically too late, the completion of Pier 48 was an important step in the modernization of San Francisco’s aging and increasingly congested waterfront. San Francisco’s business leaders had long complained that it took far too long to move goods through the Port of San Francisco. Freighters were getting larger, and in the days before containerized shipping goods were shipped in individual wood crates, barrels, etc. Once unloaded from a ship’s hold these goods had to be manually sorted and moved into the transit shed of a pier manually by longshoremen. In order to speed up this highly labor-intensive process, there had to be ample room on the aprons to sort the freight and enough space in the transit

<sup>57</sup> Board of State Harbor Commissioners, *1926-28 Biennial Report*, 39, 41.

<sup>58</sup> Board of State Harbor Commissioners, *1930-32 Biennial Report*, 75.



shed for the goods to be temporarily stored before being distributed via train or truck to their ultimate destination.

Pier 48 was designed in regard to the latest thinking in break-bulk shipping. Vessels could berth on three sides of the structure, instead of only two sides like most of the older piers. Internal rail spurs on the north and south aprons and in the valley between the two sheds provided easy access for both trucks and State Belt Line Railway trains.<sup>59</sup> Pier 48 represented the next generation of pier and the Board of State Harbor Commissioners announced its plans to build more like it in the 1924-26 *Biennial Report*:

The present Board of State Harbor Commissioners, through vision of the future development of this great harbor of ours, has heralded a new era of adequate facilities which, naturally, means quick dispatch of cargoes and added pier space, which in turn avoids the expense of piling and affords the possibility of many other necessary eliminations.<sup>60</sup>

Completed at the onset of the Depression, Pier 48 was not heavily used during its first three years of existence. By the mid-1930s, Pier 48 was leased by Swayne & Hoyt Lines, Ltd. and the Balfour-Guthrie Company. Swayne & Hoyt was an American steamship line based in San Francisco from the 1890s until World War II. By the time it leased a portion of Pier 48, Swayne & Holt specialized in intercoastal shipping between California and Mexico and Central America.<sup>61</sup> Balfour-Guthrie was another San Francisco-based shipping company active all along the Pacific Coast of North America.

Not even five years after its completion, Pier 48 received its first substantial alteration. Originally the valley between Sheds A and B extended all the way from the bulkhead wharf to the outshore end of the pier. To create more covered storage space the far eastern end of the pier was decked over and a connecting transit shed (Shed C) built between the outshore ends of Sheds A and B.<sup>62</sup>

The newly reconfigured Pier 48, as well as the surrounding China Basin area, appear in a series of 1937-38 aerial photographs (**Figure 39**). The C-APE was entirely devoted to port and railroad facilities, including piers, rail yards, and warehouses. Just west of Pier 48 was the ATSF rail yard, with its tremendous freight sheds and acres of rail sidings. Just south of Pier 48 can be seen the earliest part of Pier 50, which was originally known as the Mission Rock Terminal. West of Third Street several Southern Pacific freight sheds can be seen on what is now Parking Lot D. The Southern Pacific's warehousing facilities were augmented by the mighty China Basin Building, which can be seen on the north side of Mission Creek. Aside from the Third and Fourth Street bridges and the SFFD Engine Co. No. 30 firehouse, the 1937-38 aerial photograph do not show any other buildings or structures within the C-APE today.

From 1945 until 1956 Pier 48 was leased by a different pair of intercoastal shipping lines: Isthmian Steamship Company (Shed A) and Calmar Steamship Company (Shed B). These were the last known maritime freight operations to occupy Pier 48. The decline of business at Pier 48 – one of San Francisco's newest and most efficient piers – reflected larger structural problems with the Port of San Francisco and the resulting exodus of most maritime shipping companies to the East Bay. Primary factors included the

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<sup>59</sup> Michael Corbett, *National Register Nomination: Port of San Francisco, Embarcadero Historic District* (San Francisco: 2006), 7-95.

<sup>60</sup> Board of State Harbor Commissioners, *1924-26 Biennial Report*, 48.

<sup>61</sup> "Shipping and Los Angeles Harbor News," *Los Angeles Times* (December 15, 1925), 19.

<sup>62</sup> Board of State Harbor Commissioners, *1936-38 Biennial Report*, 52.

growing size of freighters which taxed the capacity of San Francisco's small and antiquated facilities. Another factor was the ongoing tension between longshoremen's unions and shipping company managers, prompting the latter to set up shop in less labor-friendly jurisdictions. Another factor was the gradual de-industrialization of San Francisco after the war. With fewer manufacturers exporting goods there was little reason to maintain substantial shipping operations. However, the death knell to the Port of San Francisco came in the 1960s with the advent of containerized shipping. San Francisco's older finger piers, which were designed for labor-intensive break-bulk cargo, were rendered instantly obsolete. In addition to not having the room to build the huge marshalling yards required to store the large metal shipping containers, there was no need for either bulkhead buildings or transit sheds at all because the containers provided their own protection from the elements and pilferage. One by one, during the late 1960s, San Francisco's piers went dormant.

By 1960, Shed A was leased by the Pacific Ports Service Company. The nature of this company's business is unknown but it does not seem to have involved shipping. In addition to the decline of the break-bulk cargo business described above, the rise of relatively inexpensive commercial aviation severely cut into the passenger business of most of the remaining intercoastal shipping lines, causing most of them to go out of business in the 1960s. By 1970, most of San Francisco's finger piers were either abandoned or extremely underutilized, with most remaining tenants having little or no involvement with maritime freight or passenger services. By the early 1970s, Pier 48 was used for parking and general-purpose warehousing. By this time the pier was almost exclusively accessed by trucks because the aprons had been allowed to fall into such disrepair that they were no longer usable. The reorientation toward land-based transportation is indicated by the enlargement of several doors on Sheds A and B in 1977 to accommodate the height of tractor trailers.<sup>63</sup>

A 1996 fire destroyed the eastern end of Pier 48, wrecking the eastern third of Sheds A and B and all of Shed C. In 1999-2000, the damaged sections of the sheds were rebuilt by the Port. According to the drawings prepared by Kendall Young Architects, the scope of work also included the construction of two new toilet room/janitorial closet enclosures in Sheds A and B; new doors; and new electrical, plumbing, and mechanical equipment. In 2002, the substructure underwent a partial seismic retrofit and in 2006 the aprons underwent several unidentified repairs. Since 2005 Shed A has been rented on an ad hoc basis by various organizations for hosting parties, charitable events, and corporate gatherings. In 2008, the Board of Elections began leasing Shed B for storing its voting equipment and vehicles.<sup>64</sup>

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<sup>63</sup> Port of San Francisco Plan and Permit Archive.

<sup>64</sup> Port of San Francisco Plan and Permit Archive.

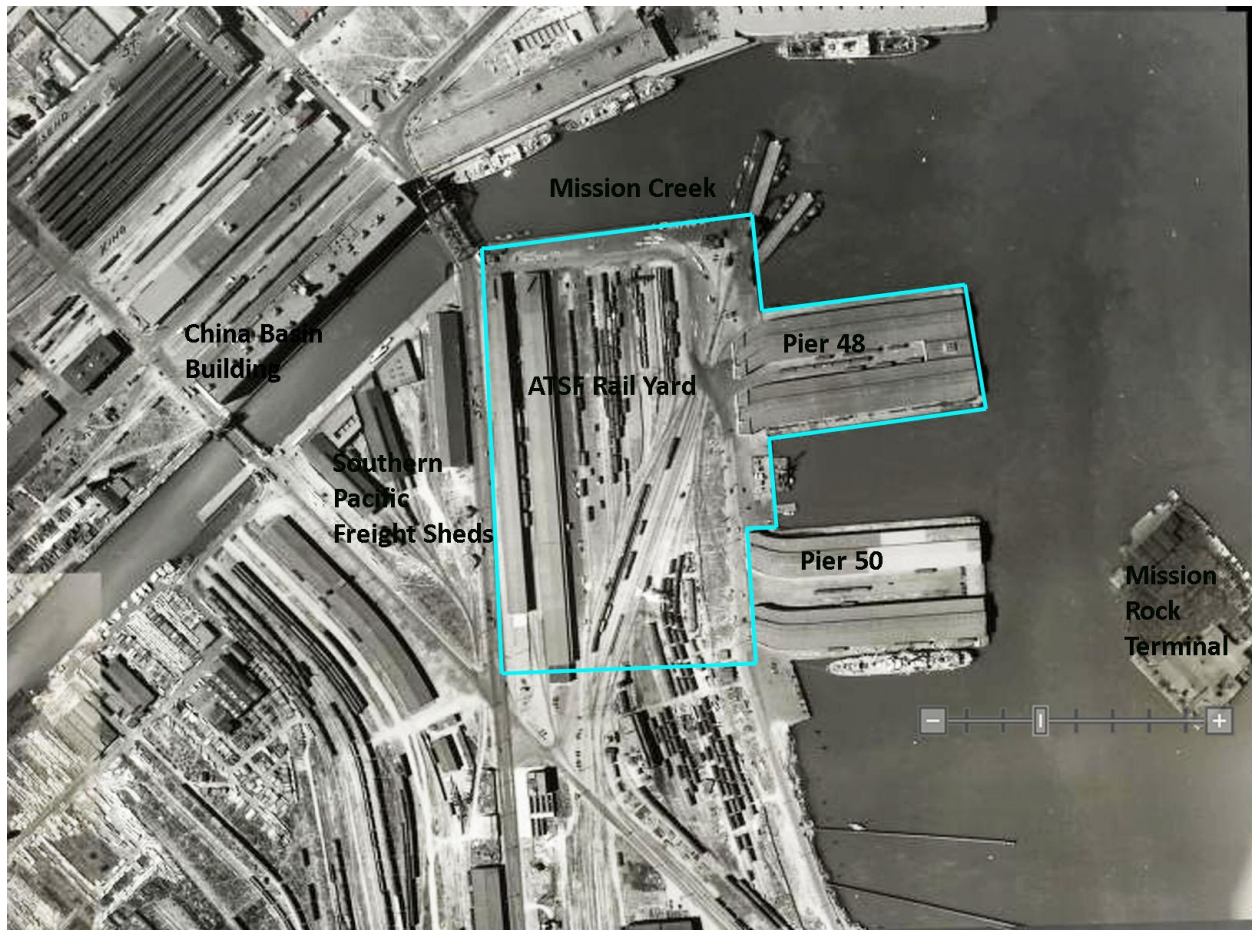


Figure 39. 1937-38 aerial photograph showing the project site and the vicinity  
Source: [www.davidrumsey.com](http://www.davidrumsey.com)

### Subsequent History of Seawall Lot 337: 1930-2013

Following the economic stagnation of the Depression, World War II spurred on a huge uptick in activity at the ATSF's China Basin rail yard. The company's facilities were badly needed for shipping war materiel overseas and to serve other operational needs of the U.S. military. It was only a reprieve however, and after the war the China Basin rail yard continued to decline along with the Port of San Francisco. The railroads and the Port had long operated hand-in-hand and as maritime shipping declined, the railroads began to scale back their operations, eventually leaving the city altogether. The first of the railroads to close its San Francisco operations was the Western Pacific, which discontinued passenger service to the city in 1960 and then freight operations in 1962. The ATSF and the Southern Pacific both limped along until the mid-1980s but their freight yards in the South of Market Area and Mission Bay were only a shadow of what they had been.<sup>65</sup> The ATSF continued to utilize Seawall Lot 337 as its main San Francisco rail yard until its lease expired in 1950. A comparison of the 1950 with the 1913 Sanborn maps (**See Figures 37 and 40**) indicates that the two 1906 freight sheds at the west end of the site had both received additions which had extended them southward by several hundred feet. In addition, several office buildings had been built next to the car ferry slip at the northeast corner of the site.

<sup>65</sup> "Railroad Abandons Potrero Hill," *San Francisco Chronicle* (July 7, 1962).



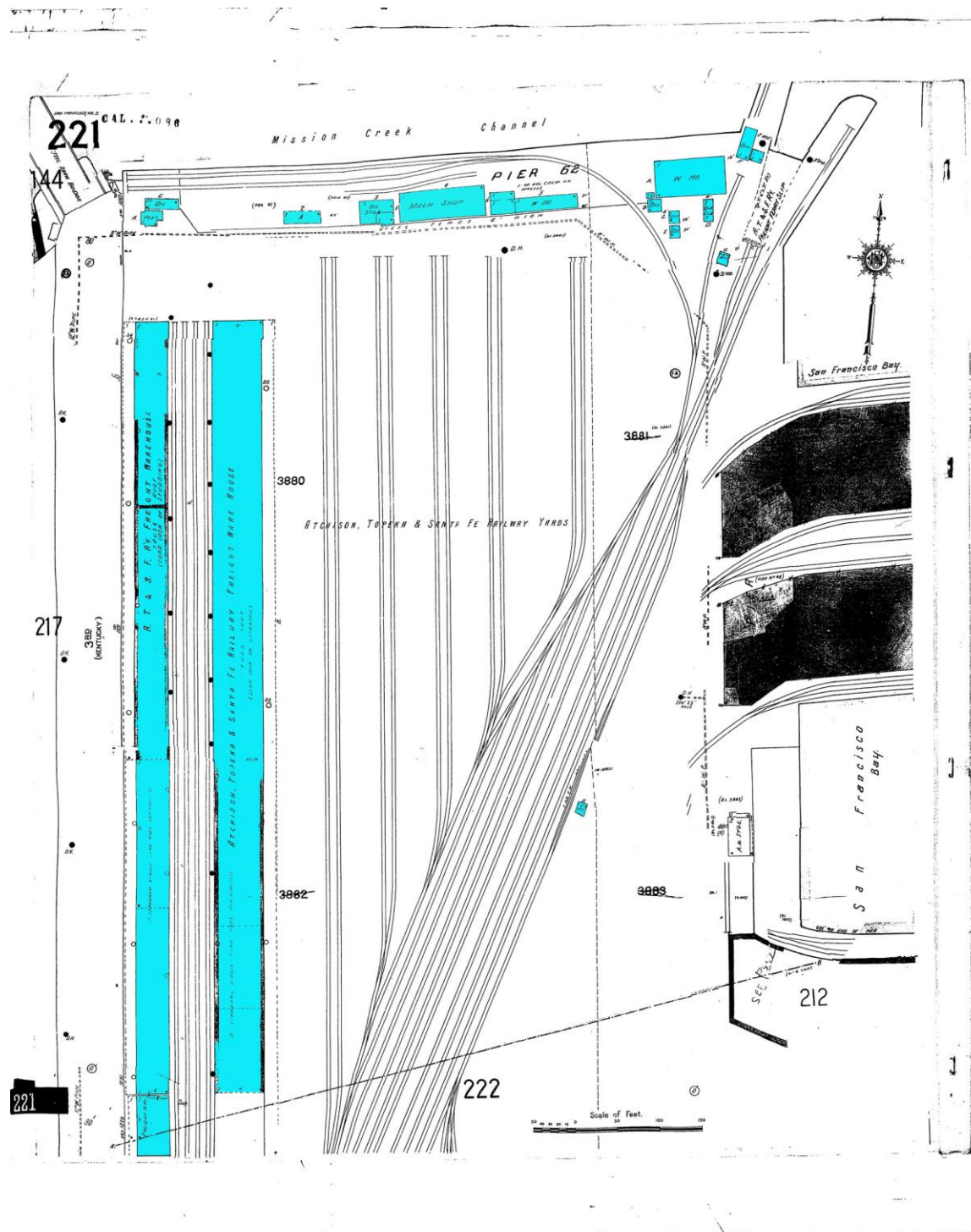
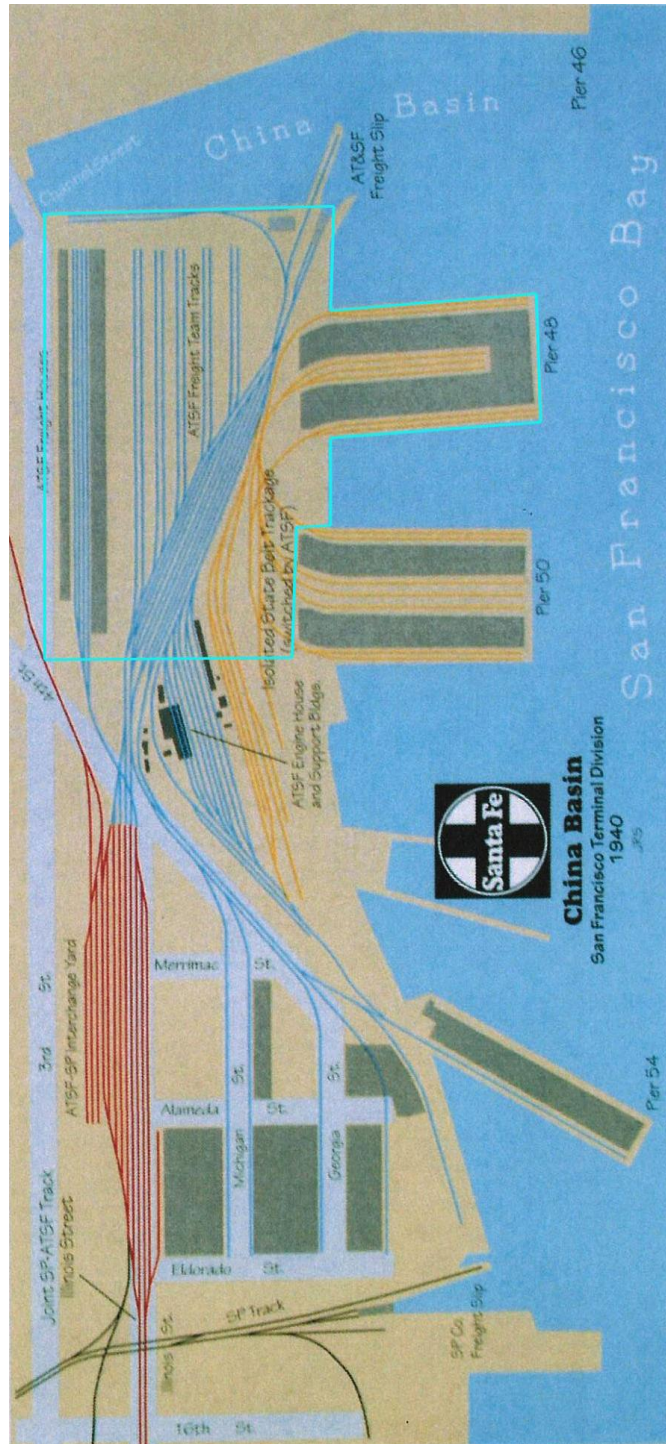


Figure 40. 1950 Sanborn Map showing the AT&SF's San Francisco rail yard  
 Source: San Francisco Public Library; annotated by Christopher VerPlanck

Though the ATSF's lease on Seawall Lot 337 had terminated in 1950, the railroad continued to lease Port lands south of Pier 50 in the years that followed. To replace its car ferry slip at the northeast corner of Seawall Lot 337, the ATSF built a new car ferry slip ca. 1950 between Piers 52 and 54. This car ferry slip remained in operation until 1984 when the ATSF closed down its last remaining freight operations in San Francisco. All of the ATSF's facilities in the Mission Bay Area, which included a large new freight yard east of Third Street and several warehouses south of Alameda Street, are shown on a ATSF publicity brochure published ca. 1950 (**Figure 41**).

In 1950, the the Board of State Harbor Commissioners leased the former ATSF rail yard at Seawall Lot 337 to H & H Ship Service, a freight forwarding company. This company leased the site for almost 50 years, using it for truck-based freight storage and shipping. These operations ceased in the early 1990s and H & H Shipping vacated the site in 1996.<sup>66</sup> Based on a comparison of historic and contemporary aerial photographs taken in 1968 and 1980, the two vast ATSF freight sheds built in 1906 were demolished by H & H sometime in the 1970s. H & H Shipping Service built several dozen non-descript corrugated steel shops and warehouses on the site in the time that it leased the property, but all of these buildings were demolished in 1999 when Seawall Lot 337 was converted into a parking lot for the San Francisco Giants.



**Figure 41. ATSF's San Francisco facilities, ca. 1950**  
Project site outlined in blue  
Source: Santa Fe Railway Historical Society

<sup>66</sup> Harding Lawson Associates, *RCRA Closure Certification Report, Former H & H Ship Service Facility, San Francisco, California* (San Francisco: 1999), 1.



### Mission Bay Redevelopment Area

With the closure of ATSF's China Basin rail yard in the early 1980s, it was becoming increasingly apparent that industrial uses in China Basin and Mission Bay were coming to a close. In 1983, the Santa Fe Pacific Realty Company, the property management wing of the ATSF, proposed to redevelop its former rail yard south of Mission Rock Street with a mixed-use commercial and residential project. This proposal, as well as several others that followed during the 1980s and 1990s, failed to gain either political support or the required land use approvals. Seeking to play a part in the redevelopment of the ATSF and the adjoining Southern Pacific rail yards, the San Francisco Redevelopment Agency published its Mission Bay Plan in 1998. Adopted by the San Francisco Board of Supervisors in 1998, the Mission Bay Plan established the Mission Bay North and Mission Bay South



Figure 41. Land use map of Mission Bay Area Plan, 2005  
Source: San Francisco Redevelopment Agency

Redevelopment Project Areas, in total a 303-acre tract bounded by King and Townsend streets to the northwest, Seventh Street and I-280 to the west, Mariposa Street to the south, and Port of San Francisco lands to the east. The plan, which did not include Port property, called for the construction of 6,000 new residential units, 50 acres of parkland, six million square feet of commercial space, and a 43-acre campus for the University of California, San Francisco (UCSF) (Figure 41). The master developer was to be Catellus Development Corporation, the real estate subsidiary of the Southern Pacific Railroad.

Between 1998 and 2015, Mission Bay has been more than 50 percent built-out. Development began north of Mission Creek with several apartment buildings and condominiums built along Townsend, King, and Berry streets in the early 2000s. This area were followed shortly thereafter by the new UCSF campus, which was built near the center of the redevelopment area. Completion of the rest of the plan was slowed by the Dotcom crash of 2000 and the implosion of the national housing market in 2008. Construction of several new mid-rise and high-rise apartment and condominium complexes resumed in 2010 and build-out of Mission Bay will likely be completed by the end of the present decade as market-rate and low and moderate-income residential buildings go up on the remaining vacant lots, as well as the likely construction of a new stadium for the Golden State Warriors.



## VI. Determination of Eligibility

As mentioned previously, the only portion of the project site that has any formal historic status is Pier 48, which is a contributor to the National Register-listed Port of San Francisco Embarcadero Historic District. As a property that is listed in the National Register, Pier 48 is also individually listed in the California Register. No other part of the project site appears eligible for listing in the California Register, the threshold for determining whether a property is a “historical resource” under Section 21084.1 of the California Environmental Quality Act (CEQA). Seawall Lot 337 is a surface parking lot constructed ca. 1999. It has no architectural or historical significance. China Basin Park, which was opened to the public in 2001, is also less than 50 years old and lacks historical significance. Within the C-APE there are several properties that are significant or potentially significant, including the Third Street/Lefty O’Doul Bridge, which comprises a National Register-eligible, California Register-listed historic district. The district consists of the bridge itself, the traffic control gate, the bridge operator’s house, and the watchman’s house. Other properties in the C-APE that have no formal historic status but that are potentially eligible for listing in the California Register listing include the Fourth Street Bridge, the ATSF car ferry slip, the Pier 50 Office Building, and the SFFD Fire Engine Co. No. 30 firehouse. None of the other properties over 50 years of age in the C-APE, including the China Basin Building, the Mariposa-Hunters Point Yacht Club, the Bay View Boat Club, or Pier 50 appear to be potential historic resources due to lack of integrity.

### A. California Register of Historical Resources

The California Register is an authoritative guide to significant architectural, archaeological, and historical resources in the State of California. Resources can be listed in the California Register through a number of methods. State Historical Landmarks and National Register-eligible properties (both listed and formal determinations of eligibility) are automatically listed. Properties identified in qualified local historic resource surveys with Status Codes of 1 to 5 and resources designated as local landmarks or listed by city or county ordinance also qualify in some instances. Properties can also be nominated directly to the California Register by local governments, private organizations, or citizens. The eligibility criteria used by the California Register are closely based on those developed by the National Park Service for the National Register of Historic Places (National Register). In order to be eligible for listing in the California Register a property must be demonstrated to be significant under one or more of the following criteria:

**Criterion 1 (Event):** Resources that are associated with events that have made a significant contribution to the broad patterns of local or regional history, or the cultural heritage of California or the United States.

**Criterion 2 (Person):** Resources that are associated with the lives of persons important to local, California, or national history.

**Criterion 3 (Design/Construction):** Resources that embody the distinctive characteristics of a type, period, region, or method of construction, or represent the work of a master, or possess high artistic values.

**Criterion 4 (Information Potential):** Resources or sites that have yielded or have the potential to yield information important to the prehistory or history of the local area, California or the nation.

As mentioned previously, National Register-listed properties, as well as properties with previous formal determinations of eligibility, are automatically listed in the California Register. Within the project site and

the accompanying C-APE the only properties that are formally listed in the California Register are Pier 48 and the Third Street/Lefty O'Doul Bridge.

## VII. Evaluation of the Project for Compliance with the Secretary of the Interior's Standards

### A. Project Description

Seawall Lot 337 Associates, LLC is the project sponsor behind the proposed Seawall Lot 337 and Pier 48 Mixed-Use Project (Mission Rock Project, or Project). The 27-acre project site consists of several parcels, the largest of which is the 13.6-acre Seawall Lot property. The second-largest component of the proposed project is the six-acre Pier 48 facility. Both Seawall Lot 337 and Pier 48 are owned by the Port of San Francisco. Adjoining Seawall Lot 337 to the south is the 0.3-acre strip of land within the Mission Bay Project Area known as Block P20. Adjoining Seawall Lot 337 to the north is China Basin Park, a 2.6-acre public park, which would be expanded and redesigned as part of the proposed project. It is also Port property. The remaining acreage of the project site consists of 4.6 acres of streets and public rights-of-way. The project site is located within several zoning districts, including M-2-Heavy Industrial (Pier 48) and MB-OS-Mission Bay Open Space (Seawall Lot 337). Pier 48 is located within a 40X Height and Bulk district and Seawall Lot 337 is located within an OS Height and Bulk district. The proposed project calls for the redevelopment of the currently paved but otherwise undeveloped Seawall Lot 337 and the adjoining Mission Bay Block P20 with up to approximately 2.7 to 2.8 million gross square feet (gsf) of new residential, commercial, and production, distribution and repair (PDR) uses on 11 separate blocks. The project would also construct 5.4 acres of net new public open space (for a net total of 8 acres) and rehabilitate the 263,000 gsf Pier 48 for commercial and industrial uses. In addition, 1.1 million gsf of parking would be provided in two public parking garages – one above-grade and the other below-ground.

### Seawall Lot 337

As mentioned previously, Seawall Lot 337 (APN: 8719/002 and 8719/006) is bounded by Third Street to the east, Terry Francois A. Boulevard to the north and to the east, and Mission Rock Street and Mission Block P20 to the south. The proposed project would entail the demolition and or removal of the portable buildings on the property, as well as the existing 2,250-stall parking lot, and the reconstruction of Mission Rock Street to align with the new southern edge of the property after Mission Block P20 is merged into it (see description of Block P20 below). The approximately 14-acre tract would then be subdivided into 11 blocks (Blocks A-K). The parcels would be divided into a gridded network of new internal public streets, including Exposition Street, Channel Lane, and Long Bridge Street; a "Shared Public Way"; and a publically accessible park at the center called Mission Rock Square. Several of the new streets would align with existing streets in Mission Bay. The layout of the individual parcels was designed to accommodate a variety of uses and to facilitate the substantial expansion of China Basin Park.

As mentioned previously, the development on the 11 proposed new blocks A-K could total 2.7 to 2.8 million gsf, including 1.1 to 1.6 million gsf (1,000 to 1,600 new units) of market-rate and affordable housing, 972,000 to 1.4 million gsf of commercial uses, and 241,000 to 245,000 gsf of active/retail uses. There would also be approximately 1.06 million gsf of parking within underground and above-ground structures. Blocks A, F, and K would be designated as being primarily residential above the lower-floor active/retail uses. Meanwhile, Blocks B, C, E, and G would be designated as being primarily commercial above the lower-floor active/retail uses. Three of the blocks (Blocks H, I, and J) are designated as "flexible," meaning that land uses would be dependent on market conditions. Block D2 would be the location of an 837,200

gsf parking structure, accommodating approximately 2,300 parking spaces. An additional garage containing 700 automobiles would be built below Mission Rock Square. Heights of the new buildings would not exceed 240 feet, with Blocks A, D, and F containing buildings of this height. Blocks C and G would have buildings 190 feet high. Meanwhile, Blocks B, K, and possibly H, I, and J (if residential) would contain buildings that are 120 feet high. The lowest buildings would be 90 feet high and would include Buildings E and possibly H, I, and J, if commercial uses are selected. The lower buildings would be clustered along the east end of the site.

The lower floor levels of the proposed new buildings on Seawall Lot 337 would contain shops, restaurants, cafés, and other active retail/community-serving uses, such as community rooms or light industrial/manufacturing uses. A total of 241,000 to 245,000 gsf of such space would be built throughout Seawall Lot 337. In addition, active/retail uses may be provided in potential rooftop lounges on the buildings of Blocks A, G, and K and a limited number of kiosks and freestanding retail spaces in China Basin Park and Mission Rock Square. There is not enough information in the project sponsor's materials to determine the square-footage or precise location of these temporary structures.

In addition to the expanded China Basin Park, the proposed project would include another 2.86 acres of public open space, including the 1.1-acre Mission Rock Square, which would feature a lawn, a plaza, a café pavilion, and a special event/assembly area for up to 2,000 people. Mission Rock Square would be located near the center of Seawall Lot 337. Channel Lane would be an approximately 0.2-acre park located on either side of a ramp that would access the underground parking structure beneath Mission Rock Square. Channel Wharf would be a 0.5-acre hardscaped plaza located on the east side of Terry A. Francois Boulevard, between Piers 48 and 50. The proposed project would also include a paved promenade for pedestrians and bicyclists that would wrap around the northern and eastern edges of the site, connecting up with the Blue Greenway. In addition to Mission Rock Square, Channel Lane, and Channel Wharf, Seawall Lot 337 would gain additional publicly accessible open space with the expansion of China Basin Park into the northern part of the site, which is discussed in more depth below.

### **Mission Bay Block P20**

Block P20, which would be incorporated into the project site, is a 20-foot-wide strip of land that runs along the north side of Mission Rock Street. Zoned OS (Open Space), Block P20 was intended to serve as a buffer between residential development in the nearby Mission Bay South Redevelopment Area and the remaining industrial and parking uses on Seawall Lot 337. Block P20 has long also been used as a surface parking lot. The parcel is subject to public trust use restrictions and its inclusion as part of the project site is subject to approvals from the San Francisco Board of Supervisors, the San Francisco Office of Community Investment and Infrastructure (OCII), the successor agency to the San Francisco Redevelopment Agency, the State Lands Commission, and the State Legislature.

### **China Basin Park**

Located just north of Seawall Lot 337, on the opposite site of Terry A Francois Boulevard, is China Basin Park, a 2.57-acre public park. Completed in 2001 in association with the development of AT&T Park, China Basin Park is built on Port land that was previously known as Pier 62. As described above, the park consists of a row of 26 trees flanked by a footpath to the north and a linear lawn panel to the south. It also contains a statue of Willie McCovey, picnic areas, and a small baseball diamond. As part of the proposed project, China Basin Park would be significantly expanded toward the south into what are now the street right-of-way for Terry A. Francois Boulevard and the northern edge of Seawall Lot 337. It would almost double in



size to 4.4 acres. Owing to the expansion China Basin Park would be redesigned to fill the larger footprint. The redesigned China Basin Park would feature a large expanse of lawn, a special event/assembly area for up to 5,000 people, a waterfront café and pavilions, a new Junior Giants baseball field, and a hardscaped promenade.

### Pier 48

As mentioned previously, Pier 48 is the only historic resource present on the project site. The pier itself, its bulkhead buildings, and transit sheds would be rehabilitated in compliance with the Secretary of the Interior's Standards for Rehabilitation (Rehabilitation Standards) and the Port of San Francisco Historic Preservation Review Guidelines for Pier and Bulkhead Wharf Substructures (Port Historic Guidelines). The 261,000 gsf pier, which is now sporadically used for special events, parking, and storage, would be rehabilitated for light industrial/manufacturing uses with Anchor Brewing as the primary tenant.<sup>67</sup> Anchor Brewing would occupy all usable interior space within the transit sheds, as well as the open-air "valley" between Sheds A and B. Anchor Brewing, a San Francisco institution dating back to 1896, would retain its existing brewery at 1705 Mariposa Street, so that Pier 48 would accommodate additional facilities to expand its brewing production, house its distillery, and provide new public-serving uses. In addition to brewing, distilling, packaging, storing, shipping and other manufacturing operations, Anchor Brewing would maintain office space in the pier, as well as retail, restaurant, tour and exhibition space, and special events space in the pier sheds. Following the completion of the project it is expected that Pier 48 would contain approximately 209,000 gsf of useable space, including an 182,000 gsf brewery/distillery, a 12,000 gsf restaurant, 1,400 gsf of retail space, and a 14,000 gsf museum/exhibition space. The valley between the transit sheds would be used for shipping and receiving. Existing maritime operations would continue along the south and east aprons of Pier 48, whereas the north apron would be reserved for public access.

The rehabilitation of Pier 48 would require no significant modifications to the exterior of the historic bulkhead buildings or the transit sheds. Some maintenance and upgrades would be necessary, including repairing the building's existing steel-sash windows, inserting new storefront windows within several existing openings that now contain roll-up doors, and repairing the roof. Photovoltaic panels may be attached to the south-facing facets of the transit shed roofs. Other alterations to the roof would include a limited number of penetrations to accommodate new flues and vents associated with the brewery and its ancillary uses. The most notable exterior alteration would be the installation of four steel grain and yeast storage tanks north of Shed A and six matching storage tanks in the valley south of Shed A. The tanks would be up to 50' high and secured to the ground though minor attachments to the bulkhead wharves may be necessary. They would also be attached to the exterior of the transit sheds in a limited number of locations. It is assumed that HVAC equipment and ventilation stacks may protrude above the existing roof in various locations, though there is insufficient information on the project drawings to determine where this infrastructure would be located.

Changes to the interior of the transit sheds, which presently remain largely open and free of obstructions, would be limited to removing hazardous materials, including lead paint, asbestos, polychlorinated biphenyls (PCBs), and mercury; completing minor structural repairs; and building several new, non-structural partition walls to separate aspects of the brewing facilities from storage, office, and public areas. In addition, a mezzanine would be built within Shed A. The mezzanine would contain approximately 28,500 gsf of space for a taproom, restaurant, museum brewhouse, laboratories, lunch rooms, lockers, offices, conference rooms, lounges, bathrooms, mechanical rooms, and stairs and corridors. A catwalk structure at

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<sup>67</sup> This calculation of square footage includes the three sheds, bulkhead buildings, the valley, and the aprons.

the mezzanine level would be built within Shed A to facilitate circulation. To avoid harming the existing sightlines and industrial character of the space, the new partition walls, mezzanine, and catwalk would not interrupt the central linear drive aisle of Shed A.

Additional work at Pier 48 required for public safety includes the reconstruction of the south and north aprons and replacement of piles beneath the aprons. The work would consist of removing the existing asphalt surface and wood decking, replacing approximately 675 deteriorated wood piles with 62 pre-cast concrete and 44 steel-cased, concrete-filled piles, and building new framing on top of the new piles consisting of new wood framing and decking. A new apron would be 12 feet wide, six feet deep, and 40 feet long. The infill would be a 12-inch deep reinforced-concrete slab. Where vessels would be moored, including sections of the east and south aprons, new fenders and cleats may be installed. Parts of the aprons with public access, including the north apron, may require new guard rails, benches, and lighting. The piles under Pier 48 itself would not be replaced.

The rehabilitation of Pier 48 would occur in two phases. Phase 1, which would include the installation of brewery facilities and the distillery, would occur between 2016 and 2020. These operations would be located in Sheds A and C, with a total square footage of 122,000 gsf. Another 33,800 gsf of loading activity would occur in the valley between Sheds A and B. The valley would be partially enclosed beneath a free-standing weather-tight canopy to shelter workers and product from natural elements. The dimensions of this canopy are not known at this time. This area would not be a new permanent interior space. Phase 2, which would take place between 2016 and 2025, would expand the brewery and distillery operations into Shed B and enlarge the total area occupied by Anchor Brewery to a total of 288,500 gsf. During Phase 2 warehousing, packaging, and shipping would be relocated from Shed A to Shed B, with these uses remaining in Shed C. Phase 2 would also include the facility's retail (including a spirits bar), exhibition, and restaurant uses. Anchor Brewing would build the restaurant in the bulkhead building of Shed A and retail, a museum, and a meeting room in the bulkhead building of Shed B.

#### *B. Status of Existing Property as a Historical Resource*

According to Section 15064.5 (a) of the California Environmental Quality Act (CEQA), a "historical resource" is defined as belonging to at least one of the following three categories:

- A resource listed in, or determined to be eligible by the State Historical Resources Commission, for listing in the California Register of Historical Resources (Pub. Res. Code SS5024.1, Title 14 CCR, Section 4850 et seq.);
- A resource included in a local register of historical resources, as defined in Section 5020.1(k) of the Public Resources Code or identified as significant in an historical resource survey meeting the requirements of section 5024.1 (g) of the Public Resources Code, shall be presumed to be historically or culturally significant. Public agencies must treat any such resource as significant unless the preponderance of evidence demonstrates that it is not historically or culturally significant;
- Any object, building, structure, site, area, place, record, or manuscript which a lead agency determines to be historically significant or significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California may be considered to be an historical resource, provided the lead agency's determination is supported by substantial evidence in light of the whole

record. Generally, a resource shall be considered by the lead agency to be “historically significant” if the resource meets the criteria for listing on the California Register of Historical Resources (Pub. Res. Code SS5024.1, Title 14 CCR, Section 4852).

According to the Planning Department, the only historic resource present on the project site is Pier 48, including the seawall, bulkhead wharf, bulkhead buildings, and the front two-thirds of Transit Sheds A and B. As discussed previously, the easternmost third of Sheds A and B, as well as all of Shed C, were rebuilt after a fire in 1999 and are therefore not character-defining features of the resource. Nonetheless, the entire property is classified by the Planning Department as belonging to Category A: “Historic Resource Present,” on the basis of its listing in the National Register as a contributor to the Port of San Francisco Embarcadero Historic District. As a National Register-eligible property, Pier 48 is automatically listed in the California Register. As such, the property meets the definitions of a “historical resource” under Section 15064.5 (a) of CEQA. The only known historic resource within the C-APE aside from Pier 48 is the Third Street/Lefty O’Doul Bridge. Other likely potential historic resources in the C-APE include the following:

- Pier 50 Office Building
- ATSF car ferry slip
- SFFD Fire Engine Co. No. 30
- Fourth Street Bridge.

Further research and analysis would be required to make formal determinations in regard to California Register eligibility for these properties, but for the purpose of the analysis that follows these four properties are treated as historic resources on the basis of their age and apparent historical integrity. Four other age-eligible properties in the C-APE were excluded from consideration as potential historic resources due to obvious loss of integrity. They include:

- China Basin Building
- Mariposa-Hunters Point Yacht Club
- Bay View Boat Club
- Pier 50

### *C. Evaluation of Project-specific Impacts for Compliance with the Secretary of the Interior’s Standards*

The *Secretary of the Interior’s Standards for Rehabilitation and Illustrated Guidelines for Rehabilitating Historic Buildings* (the Rehabilitation Standards and the Guidelines, respectively) provide guidance for reviewing work to historic properties.<sup>68</sup> Developed by the National Park Service for reviewing certified rehabilitation tax credit projects, the Standards have been adopted by local government bodies across the country for reviewing proposed work to historic properties under local preservation ordinances. The Rehabilitation Standards provide a useful analytical tool for understanding and describing the potential impacts of changes to historic resources, including new construction inside or adjoining historic districts.

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<sup>68</sup> U.S. Department of Interior National Park Service Cultural Resources, Preservation Assistance Division, *Secretary of the Interior’s Standards for Rehabilitation and Illustrated Guidelines for Rehabilitating Historic Buildings*, 1992. The Standards, revised in 1992, were codified as 36 CFR Part 68.3 in the July 12, 1995 Federal Register (Vol. 60, No. 133). The revision replaces the 1978 and 1983 versions of 36 CFR 68 entitled *The Secretary of the Interior’s Standards for Historic Preservation Projects*. The 36 CFR 68.3 Standards are applied to all grant-in-aid development projects assisted through the National Historic Preservation Fund. Another set of Standards, 36 CFR 67.7, focuses on “certified historic structures” as defined by the IRS Code of 1986. The Standards in 36 CFR 67.7 are used primarily when property owners are seeking certification for federal tax benefits. The two sets of Standards vary slightly, but the differences are primarily technical and non-substantive in nature. The Guidelines, however, are not codified in the Federal Register.



Conformance with the Rehabilitation Standards does not determine whether a project would cause a substantial adverse change in the significance of a historic resource under CEQA. Rather, a project that complies with the Standards benefits from a regulatory presumption that it would have a less-than-significant adverse impact on the environment.<sup>69</sup> Projects that do not comply with the Rehabilitation Standards may or may not cause a substantial adverse change in the significance of an historic resource and would require further analysis by the Planning Department to determine whether the historic resource would be “materially impaired” by the project under *CEQA Guidelines* 15064.5(b).

Rehabilitation is the *only* one of the four treatments in the Standards (the others are Preservation, Restoration, and Reconstruction) that allows for the construction of an addition or other new construction to accommodate a change in use or program.<sup>70</sup>

The first step in analyzing a project’s compliance with the Rehabilitation Standards is to identify the resource’s character-defining features, including characteristics such as design, materials, detailing, and spatial relationships. Once the property’s character-defining features have been identified, it is essential to devise a project approach that protects and maintains these important materials and features, meaning that the work involves the “least degree of intervention” and that important features and materials are safeguarded throughout the duration of construction.<sup>71</sup> It is critical to ensure that new work does not result in the permanent removal, destruction, or radical alteration of any significant character-defining features.

### Character-defining Features of Pier 48

The character-defining features of Pier 48 include its U-shaped plan consisting of three sheds (A, B, and C) arranged around an internal court, or valley, and a 500-foot section of seawall (**See Figure 7**); its articulation as three major elements of substructure, bulkhead building, and transit shed; its concrete and stucco exterior finishes, the Tudor/Gothic Revival ornamentation on the bulkhead buildings (**See Figures 9 & 10**); the articulation of the exterior walls of the transit sheds as a semi-regular grid of rectangular openings (**See Figures 11 & 12**); the steel industrial windows on the bulkhead building and within the transoms and monitor; the monitor roof itself. Within the interior of the transit sheds, the primary character-defining features include the poured-in-place concrete walls, exposed structural system of wood columns and trusses, the interior’s articulation as a raised central drive aisle flanked by lower side aisles, and the largely double-height and open-air quality of the interior that results in long, open sightlines that access the entire length of the sheds (**Figures 15-18**).

For additional guidance on the rehabilitation of Pier 48 we consulted the Port of San Francisco’s *Guidelines for Pier and Bulkhead Substructure Projects*. For the new construction on Seawall Lot 337 we consulted the “District or Neighborhood Setting” chapter in *The Secretary of the Interior’s Standards for Rehabilitation & Illustrated Guidelines for Rehabilitating Historic Buildings* (Secretary’s Standards) to assist us in evaluating potential visual impacts of the proposed new construction on Pier 48 and the other historic and potential historic resources in the C-APE.

The following section evaluates the proposed project for compliance with each of the ten Rehabilitation Standards. This evaluation is based on a set of drawings prepared by Bohlin Cywinski Jackson (BCJ) and

<sup>69</sup> CEQA Guidelines subsection 15064.5(b) (3).

<sup>70</sup> *Ibid.*, 63.

<sup>71</sup> *Ibid.*

Ole Lundberg Design dated February 20, 2014. Physical changes to Pier 48 are separately analyzed under each of the 10 Standards below. Following this section are three summaries that assess: a) potential visual impacts of adjacent new construction on Pier 48, b) potential visual impacts on the Port of San Francisco Embarcadero Historic District, and c) potential visual impacts of adjacent new construction on other historic resources within the C-APE.

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

The proposed project appears to comply with Rehabilitation Standard 1. Pier 48 would remain in light industrial use, including the conversion of the pier sheds into a brewery and the retention of longstanding maritime uses along the south and east aprons. In contrast to so many former industrial buildings in San Francisco that have been converted to residential or commercial use, the conversion of Pier 48 into a brewery would retain light industrial usage at this property and along a small portion of the waterfront. Though the project would eventually add a restaurant, museum, and meeting room, the majority of the facility would be reserved for light industrial uses (production/distribution/repair – PDR), including brewing, distilling, packaging, storage, shipping, and receiving.

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

The proposed project appears to comply with Rehabilitation Standard 2. The exterior of Pier 48 would remain physically unchanged aside from the insertion of several three new storefronts into existing cargo door openings on Shed B that presently contain non-original steel roll-up doors. The non-historic steel roll-up door in the main entrance of Shed A would be replaced with a contemporary glazed system divided into a grid by steel mullions that recall but do not duplicate the historic steel industrial sash windows of the transit sheds. The proposed project would not remove any distinctive materials or features from the exterior of Pier 48. All of the existing exterior concrete surfaces and wall treatments would remain. Most of the non-historic steel roll-up doors on the sides of the transit sheds would also be retained, though they would be left in the open position. The existing steel industrial sash windows in the clerestory and the monitor would be retained and preserved with minor alterations, including the select replacement of individual sashes with operable pivot sash to ventilate the building. These new windows would match the originals in terms of materials, proportions, and muntin pattern. All historic ornament, signage, and the two flagpoles on the bulkhead buildings would be retained and preserved. The project sponsor has proposed erecting a freestanding fabric enclosure (tent) at the eastern end of the valley between Sheds A and B. This element, which is necessary to shelter the loading area from the elements, would not be directly mounted to the shed walls. It would be easily demountable and it would occupy approximately the eastern third of the valley, which is new construction dating from the 1999-2000 reconstruction of the eastern third of the pier.

The interiors of the transit sheds would undergo more extensive changes but these would be minimized in order to retain the sheds' industrial aesthetic, especially the sweeping vista of trusses and columns along the central drive aisle. Because the transit shed interiors would continue to be used for industrial purposes, relatively few new partitions would be necessary, therefore the existing industrial character and open sightlines would be retained throughout the majority of the interior of the building. Though the

construction of new interior partitions inside Sheds A, B, and C would change some existing historic spatial relationships, the exposed structural framing, including the steel columns and roof trusses, would be retained and left exposed in most places. Where new interior partitions are necessary, transparent materials like glass would be used, especially on the new mezzanine level. Where opaque interior partition walls are necessary, they would be tucked into the aisles on the first floor level, where they will not impact the open character of the space.

**Rehabilitation Standard 3:** Each property will be recognized as a physical record of its time, place and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.

The proposed project appears to comply with Rehabilitation Standard 3. No conjectural features or features from other historic properties would be added to Pier 48. The limited number of new features that are part of the proposed project, especially the three new storefronts proposed for the bulkhead building of Shed B or the canopy enclosure in the valley between Sheds A and B, are all designed in a compatible contemporary vocabulary that distinguishes them from historic conditions.

**Rehabilitation Standard 4:** Changes to a property that have acquired historic significance in their own right will be retained and preserved.

The proposed project appears to comply with Rehabilitation Standard 4. The period of significance for the Port of San Francisco Embarcadero Historic District ends in 1946. No alterations completed after that date would contribute to the significance of Pier 48. As mentioned previously, Pier 48 was originally built in 1928-29 and in 1937-38 the outshore end of the pier received a new apron and a new transit shed, Shed C. Shed C and the eastern third of Sheds A and B were destroyed by fire in 1996 and reconstructed in 1999-2000. Aside from its massing, which replicates the 1937-38 addition, none of the 1999 reconstruction has gained significance in its own right because it was not a faithful reproduction of what had existed prior to 1996. Different structural framing techniques were used and plywood and stucco substituted for concrete for the exterior walls. No other post-1946 alterations, including the enlargement of the transit shed doors, which were widened in 1955 and 1958 (and the resulting replacement of the original wood sliding doors with steel overhead roll-up doors), the raising of the lintels on several doors in 1977, and other interior changes made during the 1999-2000 reconstruction have acquired historical significance in their own right.<sup>72</sup>

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

The proposed project appears to comply with Rehabilitation Standard 5. All distinctive materials, features, and examples of craftsmanship and construction techniques embodied in the design and construction of Pier 48 would be retained and preserved. Both the exterior and the interior of Pier 48's bulkhead building and transit sheds feature a variety of distinctive materials, features, finishes, and construction techniques, including concrete finished in a skim coat of stucco, steel industrial sash windows, Tudor/Gothic Revival ornament, interior framing divided into a central drive aisle flanked by side aisles, and raised monitor roof and windows. The pier substructure also embodies examples of distinctive materials and construction techniques. The proposed project would retain and preserve nearly all of these materials, features, and

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<sup>72</sup> Michael Corbett, *National Register Nomination: Port of San Francisco, Embarcadero Historic District* (San Francisco: 2006), 7-98.



examples of construction techniques. The only exceptions include the replacement of several of the existing steel industrial clerestory windows on Sheds A and B with operable pivot sash windows to provide additional ventilation. However, the new windows would match the original in regard to materials, proportions, and detailing.

**Rehabilitation Standard 6:** Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.

The proposed project appears to comply with Rehabilitation Standard 6. Repaired and upgraded in 1999-2000, the bulkhead buildings and transit sheds of Pier 48 appear to be in good condition. There are several broken panes of glass in the clerestory windows on the transit sheds and also the roof monitor. It is also possible that some of the steel industrial sashes are corroded and require repair or limited replacement. These features would be preserved and repaired or replaced in kind if the level of deterioration is advanced.

The only areas of the pier structure that appears to require a significant amount of repair and replacement include the north and south aprons. The purpose of the aprons is two-fold: a) to serve as a platform for loading and off-loading vessels tied up at the pier, and b) absorbing the shock of impacts from vessels moored at the pier. Because they serve as shock absorbers for the entire pier structure, and because they are exposed to the elements, aprons are frequently replaced when they become structurally unsound. Pier 48's aprons were most likely always wood because if they were concrete they would have been integral with the pier substructure.<sup>73</sup> The entire north apron (636 feet long) and the east end of the south apron (366 feet long) are severely deteriorated and therefore closed to public access. The west end of the south apron has been repaired in recent years but it may be demolished as part of the proposed project and replaced with a new concrete system to better tie in with the new east section. Additional changes to the aprons may include the addition of a guardrail along the north apron and new fenders and cleats along the reconstructed south apron.

According to the Port's Historic Guidelines, deteriorated historic materials and features should be replaced in kind if they are not repairable. Replacement is allowed "where repair of existing building materials are determined to be infeasible to abate deterioration, decay or damage, including minor damage caused by fire, and/or to repair current facilities to meet current public and life safety requirements."<sup>74</sup>

The replacement of the aprons' wood piles with concrete piles as part of the proposed project, as stated in the project description, does not comply with Rehabilitation Standard 6. It also does not comply with the Port's Historic Guidelines and therefore must be reviewed for consistency with the Secretary's Standards. The proposed maritime use of the resource requires both seismically and rot-resistant materials to prolong the life of the resource as long as possible and to make it safe for its proposed new use. The use of concrete piles instead of wood is intended to strengthen the structure and to make it more durable and resistant to deterioration. The rest of the project does appear to comply with Rehabilitation Standard 6.

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<sup>73</sup> Michael Corbett, *National Register Nomination: Port of San Francisco, Embarcadero Historic District* (San Francisco: 2006), 7-98.

<sup>74</sup> Port of San Francisco, *Historic Preservation Review Guidelines* (San Francisco: 2004), 5.

**Rehabilitation Standard 7:** Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.

The project is in the schematic design phase and the precise treatments that would be used to treat elements of Pier 48 have not been identified. As mentioned previously, the exterior and the interior of the bulkhead building and the transit shed both appear to be in good condition. Nonetheless, the building would need to be cleaned and painted as part of the proposed project. Therefore it is recommended that the project sponsor employ the gentlest effective means possible, including pressure-washing the exterior using the lowest effective pressure and hand-washing more heavily soiled areas with a mild detergent like trisodium phosphate (TSP). Harmful methods for removing dirt and loose paint, such as sand-blasting, should not be used. Adequate preservation-focused specifications using treatments outlined in the National Park Service's *Preservation Bulletins* should be used for identifying appropriate cleaning methods. If the *Preservation Bulletins* and professionally prepared preservation specifications are used, the proposed project would comply with Rehabilitation Standard 7.

**Rehabilitation Standard 8:** Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.

Evaluation of impacts to archaeological resources is not part of the scope of work of this HRE. A separate archaeological study is being prepared by ICF International.

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

Based on the current information available, the proposed project appears to comply with Rehabilitation Standard 9. Though no new additions would be added to the exterior of Pier 48, four malt storage tanks would be added to the bulkhead wharf north of Shed A and six spent grain tanks would be installed in the valley between Sheds A and B. The tanks would be freestanding and anchored to the bulkhead wharf with limited connections to the transit shed walls to improve their stability. The installation of the storage tanks next to Pier 48 would change the property's existing spatial relationships by introducing new elements that would not have been there during the period of significance. Up to 50 feet high, the tanks would be substantially higher than the transit shed walls and about 20 feet higher than the monitor roof of Sheds A and B. The tanks north of Shed A would be clustered together in a tight arrangement to minimize their visual impact. They would be set back from the more elaborate bulkhead building so that they do not obscure its ornamented exterior. The tanks proposed for the valley south of Shed A would be set back quite far back from the bulkhead buildings, toward the center of the transit sheds, to minimize their visual effect. These tanks, which would be made of painted steel, are obviously not features of historic break-bulk piers. However, they are industrial equipment analogous to the utilitarian cargo booms and other utilitarian machinery that would have been used on the piers during the period of significance. They are also easily reversible with minimal impact to the pier's physical fabric.

In addition to the tanks, a freestanding canopy would be built in the eastern third of the valley between Sheds A and B. This feature would be a freestanding fabric canopy installed above the loading docks to protect them and the brewery product from the elements. It would not be permanently attached to the

building and it would only occupy the eastern third of the valley, an area that was reconstructed between 1999 and 2000. It would be minimally visible from Terry A Francois Boulevard and other publically accessible areas of the site. It is also easily reversible.

Aside from minor repairs and maintenance, the only other visible exterior alterations to Pier 48 would include the construction of a new glazed door and window wall in the entrance of Shed A and the insertion of contemporary storefront systems into three of the existing vehicular openings in Shed B. These storefronts would exist in the place of non-historic overhead roll-up doors, which however, would be retained in place but left in the open position.

None of the proposed exterior alterations to Pier 48, including the tanks, the fabric canopy, or the three storefronts, would impair the historical integrity or significance of Pier 48 because they occupy a relatively small area, are freestanding objects, are reversible, and do not detract from the industrial character of the resource and are necessary to meet the operational needs of the new light industrial use.

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

The proposed project appears to comply with Rehabilitation Standard 10 chiefly because it would result in very few permanent, irreversible alterations to Pier 48. Changes that are proposed, including the installation of malt and grain tanks, the fabric canopy in the valley, three new storefronts, and new partitions within the interior of Shed B could all be removed without impairing the integrity of the historic pier or the Port of San Francisco Embarcadero Historic District.

#### **Visual Impacts of Adjacent New Construction on Pier 48**

As stated previously, Seawall Lot 337 and Block P20 would be converted from a vast 14-acre, 2,250-stall surface parking lot into 11 blocks containing as many new mixed-use buildings of between 90 and 240 feet high and a new park called Mission Rock Square. The new buildings on Seawall Lot 337 would be separated from Pier 48 by Terry A. Francois Boulevard and sidewalks on both sides of the street, a distance of approximately 100 feet. The tallest buildings on Seawall Lot 337, which would be approximately 22 stories high, would be concentrated along Third Street in the western third of the project site – farthest from Pier 48. The buildings closest to Pier 48 would be 90 feet high, or about seven stories high. The new buildings would replace an existing non-historic resource, a surface parking lot located outside the historic district boundaries that clearly does not contribute to the context of either Pier 48 or the Port of San Francisco Embarcadero Historic District.

The construction of 90-foot high buildings across the street from Pier 48 would make the area feel more urban, contrasting with the low-scale buildings and undeveloped land that have traditionally characterized the site. Nonetheless, the urban conditions that would be introduced by the project are not unlike those that characterize the rest of the Port of San Francisco Embarcadero Historic District north of Mission Creek, where the vast majority of San Francisco's historic finger piers are located. Pier 48 would continue to have "breathing room" in the form of setbacks so that it continues to read as a freestanding building and remains visible from the rest of the historic district. In addition to the approximately 100' setback between Pier 48 and the proposed new construction on Seawall Lot 337, the southward expansion of China Basin Park will preserve a substantial view corridor from the north and west, including from the



Third Street/Lefty O'Doul Bridge and AT&T Park. Exposition Street, a new proposed street connecting Third Street and Terry A Francois Boulevard, would center on the primary west façade of Pier 48, ensuring that it will remain visible from this portion of Third Street. Additional public open spaces, including the proposed Channel Wharf to the south and San Francisco Bay to the north, south, and east, would ensure that Pier 48 is not hemmed in by new construction and that it remains visible from most public vantage points.

#### **Visual Impacts of Adjacent New Construction on the Embarcadero Historic District**

As mentioned above, the proposed project would preserve the existing visual continuities between Pier 48 and the majority of the Port of San Francisco Embarcadero Historic District on the north side of Mission Creek. No new elements would be introduced between Pier 48, which is the sole district contributor south of the creek, and the rest of the historic district. In addition, the expansion of China Basin Park southward into Seawall Lot 337 will preserve a substantial view corridor from the north and west. The adjacent new construction on Seawall Lot 337 across the street from Pier 48 would also be set back by 100 feet, including a street and public promenades and parkland, giving Pier 48 plenty of breathing room. In regard to their design, the new buildings that would be built on Seawall Lot 337 are designed in a contemporary, non-historicist mode that is appropriate to its period of construction. No attempt would be made to incorporate historicist elements from Pier 48 or any other nearby historic buildings or structures because they share a different historical context. Nonetheless, the materials used on the new buildings, including concrete and wood, metal windows, etcetera, would be compatible with the industrial materials and design aesthetic of Pier 48.

#### **Visual Impacts of Adjacent New Construction on Nearby Historic Resources in the C-APE**

The proposed new mixed-use development on Seawall Lot 337 would be separated from the rest of the C-APE by the streets that currently bound the project site. The one nearby historic resource present, the Third Street/Lefty O'Doul Bridge, and the other nearby potentially historic resource, the Pier 50 Office Building, are both located diagonally across the street from the project site. The new buildings on Seawall Lot 337 would clearly be visible from both properties but would not negatively affect the visual characteristics of either property. The northern end of the Third Street/Lefty O'Doul Bridge is already bounded to the north by an intensively developed urban context consisting of AT&T Park and the adjoining Mission Bay high-rise and mid-rise residential buildings. The width of Mission Creek provides generous buffers to the east and west, and the proposed expansion of China Basin Park would provide an additional open space buffer to the south. In regard to the Pier 50 Office Building, the new construction on Seawall Lot 337 would be separated from it by the full widths of both Terry A. Francois Boulevard and Mission Rock Street, a distance of approximately 125'. The contemporary design of the proposed new buildings on Seawall Lot 337 is compatible with the Modernist aesthetic of the Pier 50 Office Building.

#### **Conclusion**

In regard to Pier 48, the proposed project would fully comply with Standards 1, 2, 3, 4, 5, 9, and 10. In addition, based on the information we have today the project would likely comply with Standards 7 and 8. The proposed project would not fully comply with Standard 6 or the Port's Rehabilitation Guidelines because the wooden apron piles would not be replaced in-kind. In addition, the proposed project would comply with all 10 Standards regarding to the relationship of adjacent new construction to Pier 48, the Port of San Francisco Embarcadero Historic District, and other nearby historic and potential historic resources, including the Third Street/Lefty O'Doul Bridge and the Pier 50 Office Building.

*D. Cumulative Impacts on the Embarcadero Historic District*

Cumulative impacts, as defined in Section 15355 of CEQA Guidelines, refers to two or more individual effects that, when taken together, are “considerable” or that increase other environmental impacts. A cumulative impact from several projects is the change in the environment that would result from the incremental impact of the project when added to those of other closely related past, present, or reasonably foreseeable projects. The following factors were used to determine an appropriate list of projects to be considered in the near-term cumulative impact analysis: similar environmental impacts, geographical scope and location, and timing and duration of implementation. For the Mission Rock Project we looked at past, present, and future projects within the geographically proximate Mission Bay and Central Waterfront areas, as well as other projects occurring within the Port of San Francisco Embarcadero Historic District.

The Mission Bay neighborhood is the scene of dozens of proposed, underway, and recently completed projects. Several of these projects are located within the C-APE and are described above, including the recently completed SFPD Public Safety Building, which stands opposite Seawall Lot 337 on the south side of Mission Rock Street. Other recently completed residential projects or projects under construction within the larger C-APE include “Radiance” and “Madrone,” at 420-80 Mission Bay Boulevard North; the Nancy and Stephen Grand Family House at Mission Bay, at 540 Mission Rock Street; “Strata,” a luxury apartment complex at 1201 Fourth Street; “Channel Mission Bay,” a luxury apartment complex recently completed on Mission Bay Project Area Blocks 2 and 3; and the 350-unit apartment building and 250-room hotel currently underway on Mission Bay Project Area Block 1. Nearly all of these buildings were constructed on vacant lots that were once part of the vast Southern Pacific and ATSF rail yards south of Mission Creek. No historic buildings were demolished to build them and there were no impacts to cultural resources identified in any of the EIRs prepared for these projects. Indeed, one of these projects, the new Public Safety Building, incorporated a vacant historic firehouse into the project, rehabilitating the building as a community meeting space.

Within recent years several substantial projects have also been planned or completed within the boundaries of the Port of San Francisco Embarcadero Historic District. The most substantial of these projects include the rehabilitation of the transit shed of Pier 40, a contributor to the historic district; construction of the Brannan Street Wharf project, a 57,000 sf public park built parallel to the Embarcadero Promenade; rehabilitation of the Pier 24 Annex Building, a contributor to the historic district; the rehabilitation of Pier 22 ½ Fireboat Station, a contributor to the historic district; rehabilitation and seismic upgrades to the Agriculture Building (at Mission Street), a contributor to the historic district; construction of a new ferry terminal berth south of the Ferry Building, where Sinbad’s, which is just outside the historic district, is located; relocation of the Exploratorium from the Palace of Fine Arts to Piers 15 to 17, both contributors to the historic district; rehabilitation of historic district contributors Piers 19 to 23 for mixed-uses; the demolition of the non-contributing Pier 27 shed and its replacement with a new 92,000 square-foot cruise terminal; and alterations to historic district contributors Piers 31-33 to support existing ferry service to Alcatraz Island. All of these projects have or will comply with the Secretary of the Interior’s Standards for Rehabilitation, and by definition do not constitute a significant adverse effect on the environment under CEQA. In conclusion, the proposed project, which appears to comply with the majority of the Rehabilitation Standards, would not constitute a significant adverse effect on the historic district.

## VIII. Conclusion

Filled in during the early twentieth century by the Atchison Topeka & Santa Fe Railroad for a rail yard, and converted into a general-purpose freight terminal after 1950, Seawall Lot 337 was converted into a parking lot in 1999. Also part of the Mission Rock project site is Pier 48 (and seawall), which was built in 1928-30, with additions completed in 1937-38. Pier 48, the only historic resource on the Mission Rock project site, is a contributor to the National Register-listed Port of San Francisco Embarcadero Historic District. Break-bulk shipping, which Pier 48 was designed to handle, ended in the 1960s, leading to the diminished usage of Pier 48 for maritime shipping. A fire destroyed the eastern third of the pier's transit sheds in 1996, resulting in their reconstruction in 1999-2000. The project sponsor, Seawall Lot 337 Associates, LLC, proposes to redevelop Seawall Lot 337 with between 2.7 and 2.8 million gsf of residential, commercial, and active/retail space, as well as expanding China Basin Park and constructing a new park called Mission Rock Square, resulting in eight acres of parkland. Pier 48 would be rehabilitated to accommodate 261,000 gsf of light industrial, restaurant, retail and exhibition uses, with Anchor Brewery as its primary tenant. According to an evaluation of the conceptual level drawings, the proposed project appears to comply with the majority of the 10 Rehabilitation Standards. Though the proposed project would result in the construction of a dense urban neighborhood next to the pier, the strategic employment of new and expanded open spaces, the provision of setbacks, and building the tallest buildings along Third Street away from the pier would retain the visual continuity between Pier 48 and the rest of the Port of San Francisco Embarcadero Historic District. The proposed project would also not negatively affect other historic resources in the surrounding C-APE and it would not have a negative cumulative impact on either the surrounding Mission Bay neighborhood or the Port of San Francisco Embarcadero Historic District.



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