4.D CULTURAL RESOURCES

This section discusses the potential of the proposed Mission Rock Project to adversely affect cultural resources. The section describes the applicable regulatory and environmental setting for cultural resources within and around the project site, and analyzes the project's potential to adversely affect cultural resources, including historical resources, archeological resources, and human remains.

The City and County of San Francisco (City) received one comment related to cultural resources in response to the notice of preparation (NOP) (Appendix 1) asking for an evaluation of potential impacts to submerged cultural resources in the project area.

This section is based on the background information, historical resource evaluations, and information regarding potential project impacts on historical and other cultural resources provided in the following documents: *Historic Resource Evaluation, Seawall Lot 337 and Pier 48 Mixed-Use Development Project, San Francisco, California* (HRE);[1] the associated Historic Resource Evaluation Response prepared by the Planning Department;[2] *Geoarcheological Assessment for the Seawall Lot 337/Pier 48 Mixed-Use Project* (Geoarcheological Assessment);[3] and the *Environmental Planning Preliminary Archeological Review: Checklist for the Mission Rock Pier 48 and Seawall Lot 337 Project* (PAR).[4] These reports are included as Appendix 3-1, 3-2, and 3-3, 3-4, respectively.

ENVIRONMENTAL SETTING

The project site's environmental setting consists of the prehistoric and historical context for as yet unidentified archeological resources and a description of known historical resources within the California Environmental Quality Act (CEQA) study area. For purposes of this analysis, the study area includes the project site and a surrounding one-block radius (approximately 0.1 mile) of the project site. North of Mission Creek this area encompasses China Basin and AT&T Park; the eastern, southern, and western boundaries are formed by San Francisco Bay (Bay), Mission Bay Boulevard North, and Fourth Street, respectively. A comprehensive historical background that supports the identification of CEQA historical resources in the project study area is provided in the HRE report, and is incorporated here by reference. Likewise, the archeological setting and sensitivity analysis for the project site is documented in the PAR and

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1 VerPlanck Historic Preservation Consulting. 2016. *Historic Resource Evaluation (HRE), Seawall Lot 337 and Pier 48 Mixed-Use Development Project, San Francisco, California*. April.

2 San Francisco Planning Department. 2016. *Historic Resource Evaluation Response (HRER), Seawall Lot 337& Pier 48 Mixed-Use Development Project*. March 29.

3 ICF International. 2016. *Geoarcheological Assessment for the Seawall Lot 337/Pier 48 Mixed-Use Project*. May 2.

4 San Francisco Planning Department. 2013. *Preliminary Archeological Checklist (PAR).* September 9.

Geoarcheological Assessment; both are incorporated by reference. The cultural and historical background text in the following sections is condensed from the HRE, PAR, and Geoarcheological Assessment.

With the exception of the waterfront, a substantial portion of this area is currently used for parking and construction staging or is under construction (mostly mid-rise buildings planned as part of the Mission Bay Redevelopment Plan area). There are five historic and potential historic properties within this area, mostly on Port of San Francisco (Port) property near the waterfront; namely the two historic steel drawbridges that span Mission Creek (Third Street/Lefty O'Doul Bridge and Fourth Street/Peter Maloney Bridge), the Pier 50 Office Building, Atchison, Topeka & Santa Fe Railway (ATSF) car ferry slip, and the San Francisco Fire Engine Company No. 30 firehouse along Third Street.[5] Also, Pier 48 is the southernmost contributor to the Port of San Francisco Embarcadero Historic District. These resources have been considered in the HRE prepared for this project. A brief summary of the setting established in the HRE and PAR and a description of the CEQA historical resources present in the study area are provided in the following section.

Cultural and Historical Background of Mission Bay and China Basin

Prehistoric to Protohistoric

The earliest evidence of human occupation of California occurs near the end of the Pleistocene epoch (around 11,500 B.C.). Sites dating to this period are located primarily on the Channel Islands and the nearby mainland shores in Southern California. These sites have contents that indicate an emphasis on marine resource collection (e.g., shellfish and fish remains). Within the Bay Area, archeological deposits associated with this period are considered likely to either have been deeply buried or destroyed. Evidence of early Holocene (9600–5700 B.C.) land use has been found at a small number of sites throughout the Bay Area, with some of the earliest sites dating to around 9000 B.C., including CA-SCL-178 and CA-CCO-696. The contents of these sites, including terrestrial mammal remains and chipped and ground stone tools, indicate an emphasis on terrestrial resources by semi-mobile hunter-gatherers. During the middle of the Holocene epoch (5700–1800 B.C.), the emergence of specialized tools, a range of nonutilitarian artifacts, and the presence floral and faunal remains from a range of seasons indicates a transition toward sedentism in the Bay Area during this period. The early part of the late Holocene epoch (1800 B.C.–A.D. 1780) saw an increase in the exploitation of marine resources, as demonstrated by the presence of numerous shell middens, including several large shell mounds, while the latter part of the late Holocene epoch saw decreased reliance on marine resources and an increase in the diversity of resource types exploited by the people of the Bay Area.

[5] CCR Title 14(11.5) Section 4852(d)(2) indicates that 50 years is a general estimate of the time needed to understand the historical importance of a resource.

PROTOHISTORIC TO HISTORIC

Just 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." 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 meant "coast dwellers." Today the term "Ohlone" is preferred by their descendants.

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.

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 Sitlintac is not known, it was on the southern historical shore of Mission Bay, putting it in the general vicinity of the project site, which at that time was submerged beneath the waters of San Francisco Bay.

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. 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 Aguírre, under the direction of Lieutenant Ayála, captain of the *San Carlos.* Aguírre 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. Later, the shallow inlet took the name of nearby Mission Dolores.

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. Mexico liberalized customs regulations to encourage foreign

traders – mostly British and New Englanders – to drop anchor in Yerba Buena Cove[6] 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 (1821–1848) and encouraged many Californios to establish cattle *ranchos* to fill the growing demand for leather, and other goods, by New England shoe factories.

In 1834, the Mexican government secularized the Franciscan missions of Alta California, including Mission Dolores, and granted vast tracts of ex-mission lands to favored individuals. As a result of this, an Englishman named William Richardson obtained a deed to land located along Yerba Buena Cove and began building and planning a settlement the following year. The settlement, Yerba Buena, was intended for use as a trading post and place where ships could resupply. Yerba Buena was formally designated as a *pueblo*, or civil settlement, by the Mexican government in the same year. 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 (or magistrate) 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.

Mission Bay, fed by Mission Creek and its many tributaries, which drained most of eastern San Francisco, remained in its natural state throughout the Spanish and Mexican periods. Although much of Mission Bay was overlain by less than 1 foot of water, the ground surface in the vicinity of the project area ranged from 2 to 32 feet below water level, as indicated by an 1853 U.S. Coast and Geodetic Survey map.

EARLY AMERICAN PERIOD: 1846–1856

As early as 1835, the American government began attempting to acquire the San Francisco Bay from Mexico. American political and business leaders coveted the Bay, seeing it as an ideal base for the nation's growing trade with Asia. The American government was also 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.

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[6] Yerba Buena Cove was on San Francisco Bay, southeast of Telegraph Hill (near the intersection of Broadway and Battery Street) and south of Rincon Point (near the intersection of Harrison and Spear Streets).

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. On the eve of the American conquest, the population of Yerba Buena numbered around 850. The people were housed in approximately 200 structures. Before departing, Captain Montgomery appointed Lieutenant Washington A. Bartlett to be 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[7] 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.

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! 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 1,000 to almost 35,000 people. Although the area around Yerba Buena Cove quickly filled up with buildings and tents, the area around Mission Bay remained almost uninhabited.

MISSION BAY SURVEYED AND SUBDIVIDED: 1856–1865

FILLING MISSION BAY

The large-scale filling of Mission Bay in the vicinity of the project site occurred by 1860 when a 100-foot 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 started in the

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[7] In 1839, Jean Jacques Vioget, a Swiss-born tavern keeper in the pueblo of Yerba Buena, was hired by Governor Juan Bautista Alvarado to survey the settlement. Vioget's plan made *Calle de la Fundacion* (now Montgomery Street) the primary street of the village, with a public square at its center called *La Plaza* (now Portsmouth Square). During the Mexican period, the settlement grew to encompass approximately one dozen blocks (VerPlanck, HRE, page 27).

early 1850s and was undertaken on a piecemeal basis by contractors who had been hired by the City to build streets. Although the project site was not filled at this time, the larger context around Mission Bay began to evolve as land was filled and industrial use of the area expanded.

In 1888, historian Hubert H. Bancroft wrote that 450 acres of land in the Mission Bay area had been filled in just 14 years.

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-foot-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. Following the completion of the Mission Creek Channel, industrialists built wharves and finger piers[8] 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.

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 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. 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.

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[8] The term "finger pier" refers to a structure that is anchored at a bulkhead or seawall on its landward side and built out over the water on pilings. In contrast to a wharf, which is built parallel to the shore, a finger pier is perpendicular to the shoreline.

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 (SF&SJ) Railroad for 50 years. In the five years that it controlled the property, the SF&SJ, better known as the "Valley Railroad," did nothing with China Basin. When the ATSF acquired Claus Spreckels' San Francisco & San Joaquin (SF&SJ) Railroad 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 China Basin. The Board also reserved the right to eventually build piers at China Basin.

ATCHISON TOPEKA & SANTA FE RAILROAD ACQUIRES CHINA BASIN: 1898–1900

The Southern Pacific enjoyed a monopoly in San Francisco that lasted more than 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 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. 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 it removed from its Potrero Hill properties.

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 Seawall Lot 337, marking the first filling of the proposed project site. While the seawall was under construction, the ATSF began building a car ferry slip at the northeast corner of the proposed project site, approximately where the statue of Willie McCovey is now. From the car ferry slip, the railroad could transport rail cars on barges across the Bay to and from its transcontinental railhead in Richmond. Once the barges arrived at China Basin the rail cars were 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. In 1906, the ATSF started building a pair of huge freight sheds on its property. 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). The ATSF built an even larger "delivery shed" 40 feet east of the receiving shed. This shed measured almost 1,200 feet long, including its open-air freight platform. Designed by ATSF chief engineer R.B. Burns, both sheds were utilitarian wood-frame structures, clad in corrugated iron siding.[9] 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. The 1913 Sanborn maps for San Francisco indicate that the southern boundary of the ATSF's China Basin property ran along a northeasterly angle, indicating why today's Mission Rock Street followed a similar alignment until recently straightened. In addition to the two freight sheds, the Sanborn maps illustrate a 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.

MISSION BAY, 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 Railroad 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 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 substantial 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.

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[9] The two ATSF freight sheds built in 1906 were demolished by H & H sometime in the 1970s. (VerPlanck Historic Preservation Consulting. 2016. *Historic Resource Evaluation (HRE), Seawall Lot 337 and Pier 48 Mixed-Use Development Project, San Francisco, California*. April, p. 42).

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 any new piers could be built at China Basin. The concrete bulkhead wharf was completed on July 17, 1929. 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.

Construction of Pier 48's substructure got underway in 1928. The two transit sheds (Sheds A and B) were completed in 1929–1930. At 369 feet in width, the new pier contained two wide transit sheds separated by an open-air "valley" for easy access by both trucks and trains. Identical to their counterpart at Pier 45, the bulkhead buildings were designed in the Tudor/Gothic Revival style and looked much as they do today. Virtually all of the older piers along the Embarcadero had bulkhead buildings designed in either the Beaux Arts style (north from the Ferry Building 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 nondescript utilitarian style without any historicist references.

SUBSEQUENT HISTORY OF PIER 48, 1930–PRESENT

Pier 48's design reflected 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. Pier 48 represented the next generation of piers, and in the 1924–1926 *Biennial Report,* the Board of State Harbor Commissioners announced its plans to build more like it.

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 two steamship companies that specialized in Pacific Coast shipping: Swayne & Hoyt Lines Ltd. and the Balfour-Guthrie Company. 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) was built between the outshore ends of Sheds A and B.

By 1937–1938, the study area 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 freight sheds and acres of rail sidings. Just south of Pier 48 was the earliest part of Pier 50, originally known

as the Mission Rock Terminal. West of Third Street several Southern Pacific freight sheds were situated on what is now Mission Bay Block 1. The Southern Pacific's warehousing facilities were augmented by the China Basin Building on the north side of Mission Creek. Aside from the Third and Fourth Street bridges and the San Francisco Fire Department (SFFD) Engine Company No. 30 firehouse, no other buildings or structures within the study area today were present in 1937–1938.

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 reflected larger structural problems with the Port of San Francisco and the resulting exodus of most maritime shipping companies to the East Bay. 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, designed for labor-intensive break-bulk[10] cargo, were rendered instantly obsolete. One by one, during the late 1960s, San Francisco's piers went dormant.

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. A 1996 fire destroyed the eastern end of Pier 48, wrecking the eastern third of Sheds A and B and all of Shed C. Between 1999 and 2000, the damaged sections of the sheds were rebuilt by the Port. In 2002, the substructure[11] 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.

SUBSEQUENT HISTORY OF SEAWALL LOT 337, 1930–PRESENT

Following the economic stagnation of the Depression, World War II prompted increased activity at the ATSF's China Basin rail yard. The company's facilities were badly needed for shipping war material overseas and serving other operational needs of the U.S. military. However, after the war, the China Basin rail yard continued to decline along with the Port of San Francisco. The ATSF continued to utilize Seawall Lot 337 as its main San Francisco rail yard until its lease expired in 1950. By 1950, the two 1906 freight sheds had received additions extending 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.

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10 "Break bulk" refers to a system of transporting cargo as separate pieces rather than in containers.

11 "Substructure" refers to the underlying and supporting structure of Pier 48.

In 1950, 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 that used it for truck-based freight storage and shipping until the early 1990s. H&H Shipping vacated the site in 1996. Based on a comparison of historic and contemporary aerial photographs taken in 1968 and 1980, H&H demolished the two 1906 ATSF freight sheds in the 1970s. H&H Shipping Service built several dozen corrugated steel shops and warehouses on the site in the time that it leased the property, but all of these buildings and the previously constructed office buildings were demolished in 1999 when Seawall Lot 337 was converted into a parking lot to service patrons of AT&T Park, which opened in 2000.

MISSION BAY REDEVELOPMENT AREA

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. An attempt to develop the Mission Bay area, including Seawall Lot 337, in the early 1990s through a development agreement did not succeed, and the development agreement was terminated. In 1998, the San Francisco Redevelopment Agency and the Board of Supervisors established two redevelopment areas and approved the Mission Bay North and Mission Bay South Redevelopment Plans. The redevelopment areas and plans, which did not include the project site, called for the construction of 6,000 new residential units, approximately 50 acres of parkland, 6 million gross square feet (gsf) of commercial space, and a 43-acre campus for the University of California, San Francisco (UCSF).

Since 1998, Mission Bay has been mostly 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. These were followed shortly thereafter by the new UCSF campus 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 to the south and west of the project site as well as commercial complexes farther to the south resumed in 2010. Recent or planned developments in the Mission Bay South area include a new UCSF Medical Center (the first phase completed in 2015) and the Chase Center, which will include an 18,000-seat arena for the Golden State Warriors (construction began in January 2017).

ARCHEOLOGICAL SENSITIVITY

To assess the potential for encountering buried archeological resources (referred to here as *archeological sensitivity*) during project development, historical maps, archival data, previous shoreline studies, and logs of previous geotechnical bores (excavated as part of the project's geotechnical investigations[12]) were reviewed. The results of this analysis are presented below.

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[12] Treadwell & Rollo. 2011. *Preliminary Geotechnical Investigation, Seawall Lot 337 – Mission Bay, San Francisco, California*. Prepared for Mission Rock Development.

A review of archival research and previous archeological studies revealed that there are no known archeological sites in the project area. The project area lacked any structures (i.e., piers, wharves) prior to the early 1900s. Thereafter, the extant seawall lot, which is thought to have been filled primarily with serpentine rock, and pier were built. Although some infrastructure elements from the lot and wharf pier may still be extant, they are unlikely to be, or contain, significant archeological deposits. A search of the shipwrecks database indicated that, of known shipwrecks, the closest wrecks are nearly 0.5 mile from the project area boundary. The *Fanny Adele*, an 1883 three-masted schooner, sank in 1904 after an explosion; the ship is mapped approximately 0.44 mile south of the project area, between South Street and 16th Street, 550 feet east of the shoreline. Three wrecks are mapped approximately 0.49 mile north of the project area, immediately northeast of Pier 38. The steamship *Santa Clara* burned and sank in 1851, the *Alice Garrett* parted moorings and sank in 1888, and the schooner *West Wind* suffered a collision and sank in 1876.[13]

As described in Section 4.M, *Geology and Soils*, logs of the geotechnical bore within the project site reveal widespread anthropogenic fill deposits, which are underlain by tidal flat deposits, which are in turn underlain by silts and sands of various origins. The presence of tidal flat deposits under fill deposits is consistent with the historic context presented earlier in the section, which indicated that the project site was located seaward of the pre-development shoreline. Anthropogenic fill deposits at the project site range from 10 to 40 feet thick across the portion of the site located west of the seawall and exhibit a north-facing, or seaward-dipping, slope. Fill deposits do not appear to be present east of the seawall. Below the anthropogenic fill deposits and in areas where fill deposits are not present, intertidal flat deposits are present. The tidal flat deposits extend to depths ranging from 50 to 85 feet below mean sea level. Based on the sea-level curve established for the Bay Area (Atwater et al.),[14] the project area appears to have been a tidal flat since between 7,800 and 8,700 years ago. During that time, the project area would have been inundated with water and not suitable for human habitation and resource processing. Sands and silts, inferred to be of multiple depositional origins, are present below the tidal flat deposits. Based on the results of other nearby geotechnical investigations, these deposits are thought to be part of the Colma formation (terrestrial sediments that were deposited during the Wisconsin glaciation, approximately 85,000 to 11,000 years ago). Colma formation deposits are underlain by Old Bay Mud (estuarine sediments that were deposited during the Sangamon interglacial period, prior to 85,000 year ago). Based on the information presented above, prior to the period between 7,800 and 8,700 years ago, the project site would have been subaerially[15] exposed, making it suitable for human habitation and resource processing.

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13 California State Lands Commission. 2015. *California Shipwrecks*. Available: http://www.slc.ca.gov/Info/Shipwrecks.html. Accessed: February 6, 2014.

14 Atwater, B.F., C.W. Hedel, and E.J. Helley. 1977. *Late Quaternary Depositional History, Holocene Sea-Level Changes, and Vertical Crustal Movement, Southern San Francisco Bay, California*. Geological Survey Professional Papers 1014. U.S. Geological Survey, Washington DC.

15 "Subaerial" features are located on or near the earth's land surface and exposed to the atmosphere.

Based on the information presented above, it is considered unlikely that the project area contains significant historic-period archeological resources. However, there remains the possibility for ship hulls or shipwrecks to be present within the project area, although none have been recorded in the immediate project area, as described above. The tidal flat deposits that underlay the fill within the project area have limited archeological sensitivity, except for possible infrequent occurrences of pre-contact intertidal fishing facilities and isolated fishing gear. Deposits at the interface between the intertidal flats and the underlying Colma formation are sensitive for archeological resources because this interface would have been subaerially exposed and suitable for both habitation and resource processing during the middle of the Holocene epoch. This interface ranges from approximately 50 to 85 feet below mean sea level. Based on this analysis and the discovery of two deeply buried Middle Holocene sites in San Francisco, the project site has moderate potential for the discovery of significant prehistoric archeological resources.

EXISTING CONDITIONS

OFFSITE CEQA HISTORICAL RESOURCES LOCATED WITHIN THE STUDY AREA

The study area for historical resources comprises a variety of structures in the vicinity of the project site, encompassing an approximately one-block radius of the site. The following offsite structures were surveyed and evaluated in the HRE to document whether they are recognized historical resources or may qualify as historical resources for purposes of the CEQA evaluation:

- Pier 50/Mission Rock Terminal (Block 3899/Lot 001, Block 9900/Lot 050),
- Pier 50 Office/Administration Building (Block 3899/Lot 001; Block 9900/Lot 050),
- Mariposa-Hunters Point Yacht Club (Block 9900/Lot 050H),
- Pier 52 (Block 9900/Lot 052),
- Bay View Boat Club (Block 9900/Lot 052),
- ATSF car ferry slip (Block 9900/Lot 052),
- Radiance and Madrone condominium complexes (Block 8720/Lot 117-448),
- 540 Mission Bay Boulevard North (Block 8711/Lot 226),
- San Francisco Police Department's Public Safety Building (Block 8719/Lot 007),
- SFFD Engine Company No. 30 (Block 8719/Lot 007),
- Strata and Channel Mission Bay apartment complexes (Block 8711/Lot 023),
- Parking Lot D (Block 8714/Lot 002, Block 8715/Lot 006, Block 8715/Lot 009-207, Block 8715/Lot 007, Block 8715/Lot 008, Block 8715/Lot 208-360),
- Fourth Street Bridge (Block/Lot N/A),

- China Basin Building (Block 3803/Lot 005),
- AT&T Park (Block 3794/Lot 003-028), and
- Lefty O'Doul/Third Street Bridge (Block/Lot N/A).

Of the 16 offsite buildings and structures surveyed, the HRE found that five qualify as either known or potential historical resources. Third Street/Lefty O'Doul Bridge is a known historical resource; Pier 50 Office Building, the ATSF car ferry slip, Public Safety Building/SFFD Engine Company No. 30, and Fourth Street/Peter Maloney Bridge are potential historical resources, which are treated as CEQA historical resources in this Environmental Impact Report (EIR) on the basis of their age and apparent historical integrity. All five known or potential historical resources are described in more detail below and shown in Figure 4.D-1, on the following page. (In addition to these five, Pier 48 on the project site, which is a known historical resource on the project site, is also discussed in more detail below.)

As more fully described under *Regulatory Framework,* CEQA Section 21084.1, and State CEQA Guidelines Section 15064.5, a historical resource under CEQA is defined as a resource that is listed in or determined to be eligible for listing in the California Register of Historical Resources (California Register). Resources that are not listed but are included in a local register of historical resources or identified as significant in a historical resource survey that meets the requirement of Section 5024.1(g) of the Public Resources Code (PRC) are presumed to be historically significant. Also, a lead agency may determine that other resources are historically significant if it determines that there is substantial evidence that a resource meets criteria for listing in the California Register. The analysis undertaken in the HRE considered these criteria in determining historical or potential historical resources in and near the project site.

The following discussion provides a brief summary for each offsite building/structure within the study area that was found to qualify as either a known or potential historical resource, as defined by CEQA. Details about the evaluation of the remaining structures can be found in the HRE.

THIRD STREET/LEFTY O'DOUL BRIDGE

The Third Street Bridge, better known as 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. Lefty O'Doul Bridge is a 140-foot-long, riveted steel heel-trunnion drawbridge with a single-leaf bascule truss in the main span and a concrete counterbalance at the north end. The bridge is supported by a concrete substructure that rests on timber pilings. Identified in several waterfront surveys in the 1990s and 2000s, Lefty O'Doul Bridge is part of an eligible National Register of Historic Places (National Register) historic district, which qualifies it as a CEQA historical resource. According

Sources: Seawall Lot 337 Associates, LLC, 2014; VerPlanck, 2016

Graphics ... 00336.13 (3-24-2017)

Seawall Lot 337 and Pier 48 Mixed-Use Project EIR
Case No. 2013.0208E

Figure 4.D-1
Historical or Potentially Historical Resources in the Study Area

to the HRE, the district consists of the bridge itself, a traffic control gate, the bridge operator's house, and the watchman's house. The bridge is designated San Francisco Landmark No. 194 under Article 10 of the City Planning Code, which is a recognized local register of historical resources. Therefore, this property is a CEQA historical resource (see California PRC Section 21084.1 and Section 15064.5 of the State CEQA Guidelines).

PIER 50 OFFICE BUILDING

Located just south of Pier 50 is a two-story office building at 401 Terry A. Francois Boulevard, referred to as the Pier 50 Office Building. This building is owned and operated by the Port, but 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 may meet the criteria for listing in the California Register and thus is considered a potential historical resource under CEQA.

ATSF CAR FERRY SLIP

The former ATSF car ferry slip is southeast of the Bay View Boat Club, between Piers 52 and 54. The facility consists of a large, fork-shaped pier covered in wood decking. Located near the mid-point of the structure is a large, steel-frame freight tower consisting of a pair of smaller metal truss towers, each capped by a pulley wheel.[16] 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 around 1950, shortly 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.

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[16] A "pulley wheel" is a grooved device that is used with rope or chain to lift objects.

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 meet the criteria for listing in the California Register and thus qualifies as a CEQA historical 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.

PUBLIC SAFETY BUILDING/SFFD ENGINE COMPANY 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, designed by HOK and Cavagnero Associates. The facility provides a new 264,000 gsf command center for the SFPD as well as a new firehouse for the SFFD. The southwest corner of the property includes the old SFFD Engine Company No. 30 (built 1928), which has been rehabilitated as a community meeting facility.

The SFFD Engine Company No. 30 firehouse is a well-preserved example of a 1920s-era firehouse by City Architect John Reid, Jr. The firehouse does not have any formal historic status, and 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 Engine Company No. 30 firehouse appears to meet the criteria for listing in the California Register and thus qualifies as a CEQA historical resource.

FOURTH STREET/PETER MALONEY 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. The facility includes a wood-frame bridge house to the west and a second wood-frame structure (unidentified origin and use) 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 appears to meet the criteria for listing in the California Register and thus qualifies as a CEQA historical resource.

CEQA HISTORICAL RESOURCES LOCATED WITHIN THE PROJECT SITE

According to the Historic Resource Evaluation Response prepared by the Planning Department for the Seawall Lot 337 and Pier 48 Mixed-Use Development Project (dated April 8, 2016),[17] one CEQA historical resource is located within the project site. The Port of San Francisco Embarcadero Historic District is listed on the National Register and includes 24 contributing buildings and 26 structures. Within the project site, Pier 48, the seawall, and the bulkhead wharf are contributing resources and within the Port of San Francisco Embarcadero Historic District (described below). No other part of the project site appears to meet the definitional thresholds for a "historical resource" under Section 21084.1 of CEQA and Section 15064.5 of the State CEQA Guidelines. 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.

PORT OF SAN FRANCISCO EMBARCADERO HISTORIC DISTRICT

As shown in Figure 4.D-2, on the following page, the project site is at the southernmost end of the Port of San Francisco Embarcadero Historic District, which encompasses an approximately 3-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 50 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 was listed on the National Register in 2006 and designated under National Register Criterion A (Events) for the period of significance from 1878–1946 under the following areas of significance:

a) Government, for its association with the State Board of Harbor Commissioners.

b) Commerce, for its role in the economic development of San Francisco and California.

c) Transportation, as the focus of local and long-distance transportation in San Francisco, including transportation involving ships, ferries, railroads, trucks, and street cars.

d) Labor, for its association with the General Strike of 1934 (period of significance limited to 1934).

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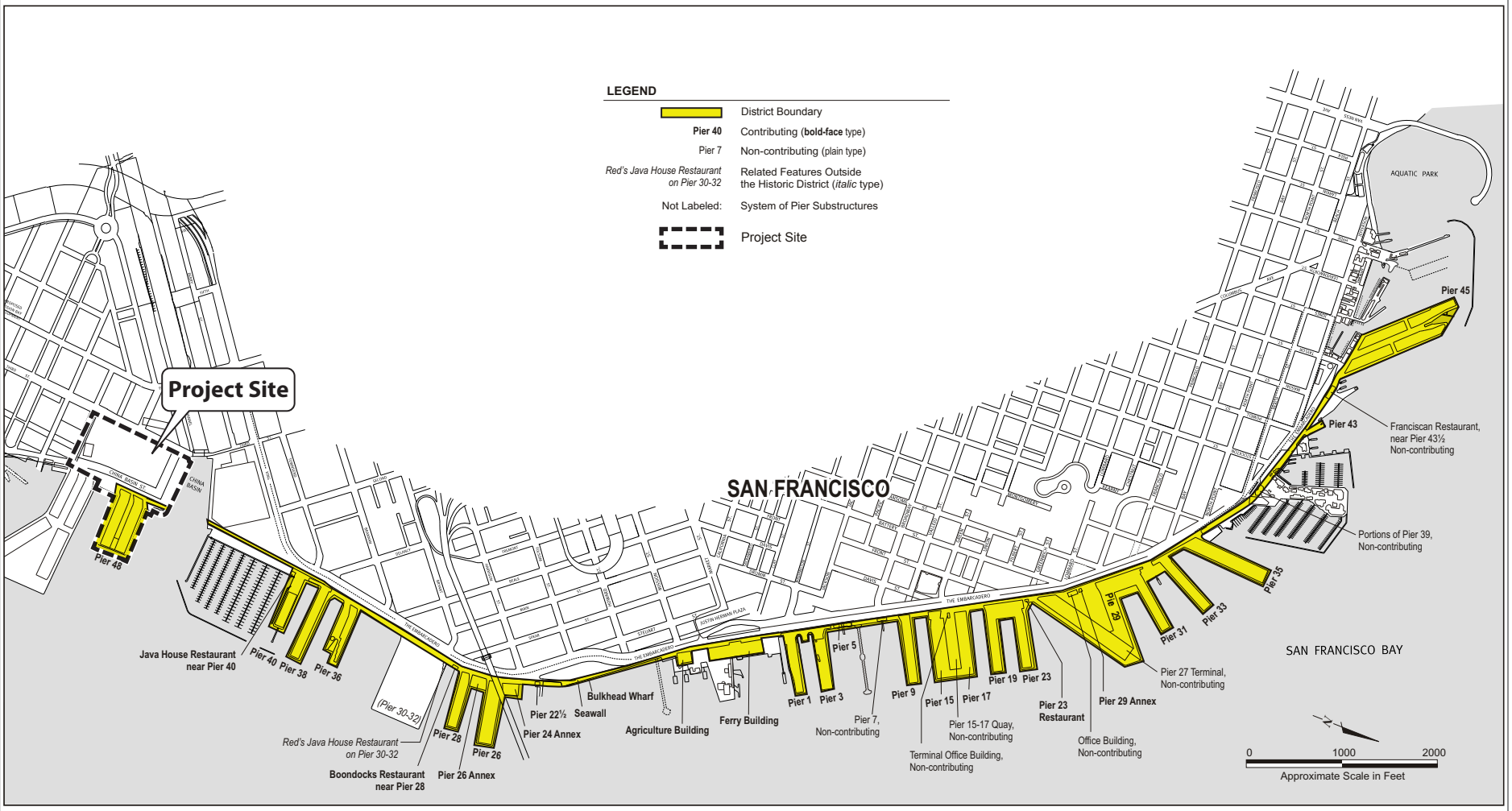
[17] The Historic Resource Evaluation Response prepared by the San Francisco Planning Department concurs with the findings of the Historic Resource Evaluation prepared for the project by VerPlanck Historical Consulting (dated April 11, 2016). See the HRE for further detail.



January 2006

SKETCH MAP
PORT OF SAN FRANCISCO
EMBARCADERO HISTORIC DISTRICT

Sources: National Park Service, 2006.

Graphics ... 00336.13 (3-22-2017)

Seawall Lot 337 and Pier 48 Mixed-Use Project EIR
Case No. 2013.0208E

Figure 4.D-2
Port of San Francisco Embarcadero Historic District

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. The period of significance under Criterion B is limited to 1934.

Finally, it is designated under Criterion C (Design/Construction) for the following areas of significance: Engineering, as a rare and late example of an important type of port. The period of significance for this area is 1878–1946 under the following areas of significance:

a) Architecture, as a representative of the City Beautiful Movement. The periods of significance for this area of significance are 1898–1903 and 1912–1938.

b) Community Planning and Development, for its contribution to the shape and character of San Francisco. The period of significance for this area of significance is 1878–1938.

The district-wide period of significance is 1878 to 1946. The Port of San Francisco Embarcadero Historic District's listing on the National Register qualifies it as a CEQA historical resource.

PIER 48

The eastern part of the project site contains Pier 48. The pier 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 1928–1930 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). The Planning Department has determined that Pier 48 is the southernmost contributor to the Port of San Francisco Embarcadero Historic District and the only contributor south of Mission Creek.[18] As a contributor to a National Register historic district, Pier 48 is listed in the California Register and therefore considered a historical resource under CEQA.

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; its articulation as three major elements (substructure, bulkhead building, and transit shed); its concrete and stucco exterior finishes; the Tudor/Gothic Revival ornamentation on the bulkhead buildings; the articulation of the exterior walls of the transit sheds (a semi-regular grid of rectangular openings); the steel industrial windows on the bulkhead building and within the transoms and monitor; and 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 articulation as a raised central "nave" flanked by lower side aisles, and the largely double-height and open-air quality that results in long, open sightlines.

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[18] San Francisco Planning Department. 2016. *Historic Resource Evaluation Response for Seawall Lot 337 & Pier 48 Mixed-Use Development Project, Case No. 2013.0208E*. March 29.

Though as a whole it is a 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. Even so, the resource retains sufficient historical integrity to convey its historical significance and qualify as a contributor to the National Register-listed Port of San Francisco Embarcadero Historic District.

BULKHEAD WHARF

Pier 48's bulkhead wharf was constructed in 1928-1929 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.

REGULATORY FRAMEWORK

FEDERAL

NATIONAL HISTORIC PRESERVATION ACT AND NATIONAL REGISTER OF HISTORIC PLACES

Archeological and architectural resources (buildings and structures) are protected through the National Historic Preservation Act (NHPA) of 1966, as amended (16 United States Code [USC] 470f) and its implementing regulations: Protection of Historic Properties (36 Code of Federal Regulations [CFR] Part 800), the Archeological and Historic Preservation Act of 1974, and the Archeological Resources Protection Act of 1979.

Prior to implementing an *undertaking* (e.g., issuing a federal permit), Section 106 of the NHPA requires federal agencies (e.g., U.S. Army Corps of Engineers, National Park Service) to consider the effects of the undertaking on historic properties and to afford the Advisory Council on Historic Preservation (ACHP) and the State Historic Preservation Officer (SHPO) a reasonable opportunity to comment on any undertaking that would adversely affect properties eligible for listing on the National Register.

The National Register 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, archeological, or cultural significance at the national, state, or local level. Typically, a resource

over 50 years of age is eligible for listing on 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, archeology, 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**: Place where the historic property was constructed;
- **Design:** Combination of elements that create the form, plans, space, structure, and style of the property;
- **Setting:** The physical environment of the historic property, inclusive of the landscape and spatial relationships of the buildings;
- **Materials**: The physical elements that were combined or deposited during a particular period of time and in a particular pattern of configuration to form the historic property;
- **Workmanship:** Physical evidence of the crafts of a particular culture or people during any given period in history;
- **Feeling:** The property's expression of the aesthetic or historic sense of a particular period of time; and
- **Association**: Direct link between an important historic event or person and an historic property.

SECRETARY OF THE INTERIOR'S STANDARDS FOR REHABILITATION AND ILLUSTRATED GUIDELINES FOR REHABILITATING HISTORIC BUILDINGS

The Secretary of the Interior's Standards for Rehabilitation and Illustrated Guidelines for Rehabilitating Historic Buildings (the SOI Rehabilitation Standards and the SOI Guidelines, respectively) provide guidance for reviewing work to historic properties.[19] Developed by the National Park Service for reviewing certified rehabilitation tax credit projects, the SOI Rehabilitation Standards have been adopted by local government bodies across the country for reviewing proposed work to historic properties under local preservation ordinances. The SOI 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.

STATE

The State of California implements the NHPA through its statewide comprehensive cultural resource preservation programs. The California Office of Historic Preservation (OHP), an office of the California Department of Parks and Recreation (DPR), implements the policies of the NHPA on a statewide level. The OHP also maintains the California Historical Resources Inventory. The SHPO is an appointed official who implements historic preservation programs within the State's jurisdiction.

CALIFORNIA ENVIRONMENTAL QUALITY ACT

CEQA, as codified in PRC Sections 21000 *et seq.* and implemented via the State CEQA Guidelines (14 California Code of Regulations [CCR] Section 15000 *et seq.*), is the principal statute governing the environmental review of projects in the state. In order to be considered a historical resource, it generally must be at least 50 years old. Section 21084.1 of CEQA and Section 15064.5 of the State CEQA Guidelines define a historical resource for purposes of CEQA.

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[19] U.S. Department of Interior, National Park Service, Cultural Resources, Preservation Assistance Division. 1992. *Secretary of the Interior's Standards for Rehabilitation and Illustrated Guidelines for Rehabilitating Historic Buildings*. 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 nonsubstantive in nature. The guidelines, however, are not codified in the *Federal Register*.

A historical resource includes:

- A resource listed in, or determined to be eligible by the State Historical Resources Commission, for listing in the California Register of Historical Resources (PRC Section 5024.1, 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 PRC or identified as significant in an historical resource survey meeting the requirements of Section 5024.1(g) of the PRC, 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 (PRC Section 5024.1, Title 14 CCR, Section 4852).
- The fact that a resource is not listed in, or determined to be eligible for listing in, the California Register of Historical Resources; not included in a local register of historical resources, pursuant to PRC Section 5020.1(k); or identified in a historical resources survey meeting the criteria of PRC Section 5024.1(g) does not preclude a lead agency from determining that the resource may be a historical resource, as defined in PRC Sections 5020.1(j) or 5024.1.

The California Register is "an authoritative listing and guide to be used by state and local agencies, private groups, and citizens in identifying the existing historical resources of the state and to indicate which resources deserve to be protected, to the extent prudent and feasible, from substantial adverse change" (PRC Section 5024.1[a]). The California Register criteria are based on National Register criteria (PRC Section 5024.1[b]). Certain resources are determined by CEQA to be automatically included in the California Register, including California properties formally eligible for or listed on the National Register. To be eligible for the California Register as a historical resource, a prehistoric or historic-period resource must be significant at the local, state, and/or federal level under one or more of the following criteria:

- Is associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage (Events);
- Is associated with the lives of persons important in our past (Persons);

- Embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual, or possesses high artistic values (Design/Construction); or,
- Has yielded, or may be likely to yield, information important in prehistory or history (Informational Potential) [14 CCR Section 4852(b)].

For a resource to be eligible for the California Register, it must also retain enough integrity to be recognizable as a historical resource and to convey its significance. A resource that does not retain sufficient integrity to meet the National Register criteria may still be eligible for listing in the California Register.

CEQA requires lead agencies to determine if a proposed project would have a significant effect on important historical resources or unique archeological resources. If a lead agency determines that an archeological site is a historical resource, the provisions of PRC Section 21084.1 and State CEQA Guidelines Section 15064.5 would apply. If an archeological site does not meet the State CEQA Guidelines criteria for a historical resource, then the site may meet the threshold of PRC Section 21083.2 regarding unique archeological resources. A unique archeological resource is an archeological artifact, object, or site about which it can be clearly demonstrated that, without merely adding to the current body of knowledge, there is a high probability that it meets any of the following criteria.

- Contains information needed to answer important scientific research questions and that there is a demonstrable public interest in that information.
- Has a special and particular quality such as being the oldest of its type or the best available example of its type.
- Is directly associated with a scientifically recognized important prehistoric or historic event or person [PRC Section 21083.2 (g)].

The State CEQA Guidelines note that if a resource is neither a unique archeological resource nor a historical resource, the effects of the project on that resource shall not be considered a significant effect on the environment (State CEQA Guidelines Section 15064.5[c][4]).

LOCAL

SAN FRANCISCO GENERAL PLAN

The San Francisco General Plan Urban Design Element addresses historic preservation and includes the following relevant policies:

- Policy 2.4: Preserve notable landmarks and areas of historic, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.

- Policy 2.5: Use care in remodeling of older buildings, in order to enhance rather than weaken the original character of such buildings.
- Policy 2.6: Respect the character of older development nearby in the design of new buildings.

The San Francisco General Plan Housing Element includes the following policy relevant to historic preservation:

- Policy 11.7: Respect San Francisco's historic fabric, by preserving landmark buildings and ensuring consistency with historic districts.

SAN FRANCISCO PLANNING CODE

The City and County of San Francisco's commitment to historic preservation is codified in Section 101.1(b) of the Planning Code, which establishes eight General Plan priority policies. Priority Policy 7 of Section 101.1(b) of the Planning Code addresses the City's desire to preserve landmarks and historic buildings.

- Priority Policy 7: That landmarks and historic buildings be preserved.

SAN FRANCISCO HISTORIC PRESERVATION COMMISSION AND PLANNING CODE, ARTICLE 10

The San Francisco Historic Preservation Commission is a seven-member body that makes recommendations directly to the Board of Supervisors regarding the designation of landmark buildings, historic districts, and significant buildings. The commission also approves Certificates of Appropriateness for Landmarks and properties within Article 10 Historic Districts. The Historic Preservation Commission reviews and comments on CEQA documents for projects that affect historic resources as well as projects that are subject to review under Section 106 of the National Historic Preservation Act. In addition, the Historic Preservation Commission makes recommendations on building permit applications that involve construction, alteration or demolition of landmark sites and resources located within historic districts.

Article 10 of the Planning Code gives San Francisco the ability to identify, designate and protect historic landmarks from inappropriate alterations. Since the adoption of Article 10 in 1967, the City has designated 230 landmark sites and eleven historic districts.[20] The Francis "Lefty" O'Doul/Third Street Bridge is among these designated landmarks.

[20] City and County of San Francisco. 2014. *San Francisco Preservation Bulletin No. 9, San Francisco Landmarks*. Supplement No. 48, April–June.

PORT COMMISSION RESOLUTION 04-89 AND HISTORIC PRESERVATION REVIEW GUIDELINES FOR PIER AND BULKHEAD WHARF SUBSTRUCTURES

The Port of San Francisco Historic Preservation Review Guidelines for Pier and Bulkhead Wharf Substructures (Guidelines) identify how the SOI Rehabilitation Standards should be interpreted and applied to historic resources within the Port of San Francisco Embarcadero Historic District. The Guidelines are used in the review of pier and bulkhead wharf substructure projects that are subject only to approval by the Port. Projects that would affect Port of San Francisco Embarcadero Historic District resources and are subject to review and approval through any of the following agency programs are considered projects that have undergone SOI Rehabilitation Standards compliance review by those agencies and, therefore, are not subject to the Guidelines: (a) federal undertakings that require Section 106 consultation, (b) federal historic preservation tax credit projects that require State Office of Historic Preservation and National Park Service approvals, or (c) San Francisco Landmarks Preservation Advisory Board projects that are subject to Planning Code Article 10 provisions for City landmarks and City historic districts.

ENVIRONMENTAL IMPACTS

This section describes the impact analysis related to cultural resources for the project. It describes the methods used to determine the impacts of the project and lists the thresholds used to conclude whether an impact would be significant. Measures to mitigate (i.e., avoid, minimize, rectify, reduce, eliminate, or compensate for) significant impacts accompany the discussion of each identified significant impact.

SIGNIFICANCE CRITERIA

The project would be considered to have a significant effect if it would result in any of the conditions listed below.

- Cause a substantial adverse change in the significance of a historical resource, as defined in PRC Section 21084.1 and State CEQA Guidelines Section 15064.5, including those resources listed in Article 10 or Article 11 of the San Francisco Planning Code.
- Cause a substantial adverse change in the significance of an archeological resource pursuant to PRC Section 21083.2 and State CEQA Guidelines Section 15064.5.
- Disturb any human remains, including those interred outside of formal cemeteries.
- Cause a substantial adverse change in the significance of a tribal cultural resource, as defined in PRC Section 21074.[21]

[21] Note that this provision applies only to projects whose NOP was issued after July 1, 2015. The NOP for this project was issued in 2013, and thus, consultation under AB 52 is not applicable to this project. However, analysis of tribal resources is included below under Impact CP-4.

METHODS FOR ANALYSIS

This analysis of the proposed project's impacts on cultural resources is based primarily on information contained in the following reports: *Historic Resource Evaluation, Seawall Lot 337 and Pier 48 Mixed-Use Development Project, San Francisco, California*, and the associated Historic Resource Evaluation Response prepared by the Planning Department; *Geoarcheological Assessment for the Seawall Lot 337/Pier 48 Mixed-Use Project*; and the *Environmental Planning Preliminary Archeological Review: Checklist for the Mission Rock Pier 48 and Seawall Lot 337 Project.* The technical studies incorporate the results of archival research and site reconnaissance.

ARCHIVAL RESEARCH

Archival research was conducted in support of the project's historic resource evaluation and preliminary archeological review. This research consisted of reviewing historic documents and maps.

GEOARCHEOLOGICAL ASSESSMENT

The following sources were used to perform the geoarcheological assessment presented in the in the *Geoarcheological Assessment for the Seawall Lot 337/Pier 48 Mixed-Use Project*:

- Sanborn fire insurance maps;
- U.S. Coast and Geodetic Survey maps; and
- Boring logs and fence diagrams from previous geotechnical investigations in the project area.

This information was used to determine the location of the pre-development shoreline, whether the fill within the project area had sensitivity for buried historical archeological resources, and the depth of deposits and interfaces with sensitivity for buried prehistoric archeological resources.

NATIVE AMERICAN OUTREACH

On February 16, 2017, a letter was submitted to the Native American Heritage Commission (NAHC), requesting information on known Native American sacred lands within the project area. The NAHC responded on February 17, 2017, and indicated that a review of the sacred land file did not result in the identification of previously recorded properties within the project area. However, the NAHC noted that their records are not exhaustive, that their findings do not preclude the existence of Native American sacred lands in the project area, and provided a list of Native American tribes that have cultural and traditional affiliation with the project area vicinity to follow-up with. The listed tribes included the Costanoan Rumsen Carmel Tribe, Amah Mutsun Tribal Band of Mission San Juan Bautista, Muwekma Ohlone Indian Tribe of the San Francisco Bay Area, the Ohlone Indian Tribe, and the Indian Canyon Motsun Band of Costanoan. Letters

requesting information relating to known sacred lands in the project area vicinity were submitted to members of these tribes on March 2, 2017. Follow-up phone calls were made to these individuals on March 17, 2017. Three individuals were unable to be reached. Phone messages with a short project description and request for a call back were left when possible. Ms. Cambra, of the Muwekma Ohlone Indian Tribe, stated she had no concerns regarding the project or the sensitivity of the general project area but that if human remains were encountered the Muwekma be informed immediately. Ms. Sayers, of the Indian Canyon Mutsun Band of Coastnoan, stated she did not have any questions or concerns regarding the project.

IMPACT ANALYSIS

State CEQA Guidelines Section 15064.5(b) establishes the criteria for assessing a significant environmental impact on historical resources. It states that "[a] project with an effect that may cause a substantial adverse change in the significance of a historical resource is a project that may have a significant effect on the environment." The State CEQA Guidelines define "substantial adverse change in the significance of a historical resource" as "physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of a historical resource would be materially impaired" (Section 15064.5[b][1]). The significance of a historical resource, archeological or architectural, is considered to be "materially impaired" when a project demolishes or materially alters the physical characteristics that justify inclusion of the resource in the California Register, or a local register, or justify its eligibility for inclusion, as determined by the lead agency for the purposes of CEQA (Section 15064.5[b][2]).

The determination of whether an effect on an archeological resource is significant depends on the effect of the project on those characteristics of the archeological resource that make it significant. For an archeological resource that is an historical resource because of its prehistoric or historical information value, that is, its scientific data, a significant effect is impairment of the potential information value of the resource. An archeological resource may be California Register-eligible under other Evaluation Criteria, such as Criterion A, association with events that have made a significant contribution to the broad patterns of history; Criterion B, association with the lives of historically important persons; or Criterion C, association with the distinctive characteristics of a type, period, region, or method of construction. Appropriate treatment for archeological properties that are California Register-eligible under Criteria other than Criterion D may be different than that for a resource that is significant exclusively for its scientific value.

The depositional context of an archeological resource, especially soils stratigraphy can be informationally important to the resource in terms of datation and reconstructing the characteristics of the resource present at the time of deposition and interpreting the impacts of later deposition events on the resource. Thus, for an archeological resource eligible to the

California Register under Criterion 4, a significant adverse effect to its significance may not be limited to impacts on the artifactual material but may include effects on the soils matrix in which the artifactual matrix is situated.

Preservation in place is the preferred treatment of an archeological resource (CEQA and Guidelines Section 21083.2(b); 15126.4 (b)(3)(a)). When preservation in place of an archeological resource is not feasible, data recovery, in accord with a data recovery plan prepared and adopted by the lead agency prior to any soils disturbance, is the appropriate mitigation (CEQA 15126.4 (b)(3)(C)). In addition to data recovery, under CEQA, the mitigation of effects to an archeological resource that is significant for its scientific value, requires curation of the recovered scientifically significant data in an appropriate curation facility (CEQA 15126.4(b)(3)(C), that is a curation facility compliant with the Guidelines for the Curation of Archaeological Collections. Final studies reporting the interpretation, results, and analysis of data recovered from the archeological site are to be deposited in the California Historical Resources Regional Information Center (CEQA Guidelines 15126.4(b)(3)(C).

In instances where historical architectural resources may be affected, conformance with the SOI 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 SOI Rehabilitation Standards benefits from a regulatory presumption that it would have a less-than-significant adverse impact on the environment (Section 15064.5(b)(3)). In evaluating a project's compliance with the SOI Rehabilitation Standards, rehabilitation is the only treatment of the four treatments in the standards (the others being preservation, restoration, and reconstruction) that allows for construction of an addition or other new construction to accommodate a change in use or program.

The first step in analyzing a project's compliance with the SOI 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 constitutes the "least degree of intervention" and important materials and features are safeguarded throughout the duration of construction. It is critical to ensure that new work does not result in permanent removal, destruction, or radical alteration of any significant character-defining features. Projects that do not comply with the SOI 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 State CEQA Guidelines 15064.5(b)(2).

For additional guidance on the rehabilitation of Pier 48, project architectural historians consulted the Port's Guidelines. For the new construction on Seawall Lot 337, project architectural historians consulted the "District or Neighborhood Setting" chapter in the SOI Rehabilitation Standards and SOI Guidelines to assist in evaluating potential visual impacts of the proposed new construction on Pier 48 and the other historical and potential historical resources in the study area. Additionally, the project's potential contribution to cumulative cultural resource impacts is evaluated in the context of the existing, proposed, and reasonably foreseeable future development that are expected in the project vicinity. The cumulative context for each type of resource is unique and described in the cumulative impacts section, below.

LAND USE ASSUMPTIONS

As described in Chapter 2, *Project Description*, this EIR analyzes two land use assumptions: High Commercial and High Residential. These assumptions represent the two distinct site plans that could be implemented. Although the land use mix for Seawall Lot 337 between the High Commercial and High Residential assumptions would differ slightly, the two land use assumptions would have a similar total square footage, similar building configurations (including building footprints), and similar construction characteristics. The proposed construction activities and uses at Pier 48, the seawall, and the bulkhead wharf, which are contributors to the Port of San Francisco Embarcadero Historic District and the only historical resources on the project site, would be the same under both assumptions. Therefore, the differences between the two assumptions would not result in any meaningful difference in potential impacts on cultural resources. As such, the following analysis applies to both the High Commercial and High Residential land use assumptions.

IMPACTS AND MITIGATION MEASURES

Impact CP-1. The proposed project, including rehabilitation and reuse of the existing historic Pier 48 structures, in accordance with applicable Secretary of the Interior's Rehabilitation Standards, as well as new construction on Seawall Lot 337, would not have a substantial adverse effect on a historical or potential historical resource. (Less than Significant)

The project would physically alter Pier 48, which is a contributor to the National Register–listed Port of San Francisco Embarcadero Historic District. The project would also introduce new construction to the Port of San Francisco Embarcadero Historic District, which has the potential to alter the character of the district. As discussed below, four malt storage tanks would be added to the bulkhead wharf north of Shed A at Pier 48, and six spent grain tanks would be installed in the valley between Sheds A and B at Pier 48. Project development on Seawall Lot 337 also has the potential to change the visual characteristics of the historical setting of other known or potential historic resources in the project study area (i.e., Third Street/Lefty O'Doul Bridge, Fourth Street Bridge, the ATSF car ferry slip, Pier 50 Office Building, SFFD Fire Engine Company No. 30 firehouse).

IMPACTS OF PHYSICAL ALTERATIONS ON PIER 48

As described in Chapter 2, *Project Description*, the project sponsor proposes to repurpose the existing Pier 48 sheds and valley to accommodate a range of uses, including industrial/manufacturing, associated general office and storage, retail, restaurant, tour and exhibition space, recreational, and event-related uses. In addition, the project would include public access, with the potential for expanded maritime uses on the aprons and along Channel Wharf.

Improvements to Pier 48 have the potential to result in an adverse effect on the structure's status as a contributor to the National Register–listed Port of San Francisco Embarcadero Historic District; however, the project as proposed would limit improvements, consistent with both the Secretary of the Interior's Standards for the Treatment of Historic Properties and the Port's Guidelines, to those necessary for the use of Pier 48. As described in Chapter 2, *Project Description*, exterior modifications to Pier 48 structures would be limited to refurbishing windows; installing door systems, storefront windows within existing roll-up door openings, and the potential new window openings (in nonhistoric portions [Shed C] of Pier 48); repairing the roof in certain locations where conditions necessitate intervention; and altering the roof to create new roof penetrations and allow for necessary mechanical equipment. No exterior expansion of the Pier 48 shed structures would occur. The project would include installation of a light-weight temporary canopy over a portion of the valley area, minor loading area modifications, and installation of removable grain and yeast silos, up to 50 feet tall, within the valley and to the north of Shed A at the north apron. Entry signage on the building façade would be recessed to preserve the historic integrity of the sheds. Changes to the roof would limit penetrations to accommodate new flues, vents, and potentially the installation of south-facing photovoltaic cells. The valley would be lower than the midpoint of the sloping roof and would not be visible above the Pier 48 roofline.

Interior modifications to Pier 48 could include the construction of a mezzanine in Shed A to provide space for a taproom, restaurant, museum, brewhouses, and related business operational facilities. Other interior shed modifications would include installation of a catwalk structure within Shed A for circulation associated with beer production and public tours of the facility, construction of partition walls to separate retail and brewing facilities from storage and office/support areas, completion of structural repairs, and floor refurbishment. Because the potential exists for hazardous materials to be present, given the age of Pier 48, the project would also test, remove, and dispose of hazardous materials, as required by law. Interior modifications would be designed to maintain sightlines, the historic open volume, and the feel or experience of the enclosed shed space.

Additional seismic upgrades at Pier 48 would include repair/reconstruction of the south and north aprons. Apron sections requiring repair would include the north apron, which is 640 feet long, and the east end of the south apron, which is 370 feet long. The scope of the seismic

upgrade consists of 106 new piles located below a new heavily reinforced concrete apron. The portion of apron to be replaced would be approximately 30 feet wide, 6 feet deep, and 40 feet long and located at both the north and south perimeter of Pier 48, replacing the exterior pier deck in those locations. Along with demolition of the existing perimeter deck, approximately 675 existing 24-inch round creosote-treated wood piles would be extracted with a vibratory extractor to make way for the new piles. The new piles would include both precast concrete and cylindrical steel-encased piles. Approximately 62 precast concrete piles would be installed. Approximately 44 steel-cased, concrete-filled piles would also be installed. A total of 106 new piles would be installed.

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 Port's *Guidelines for Pier and Bulkhead Wharf Substructure Projects* discusses the replacement of wood piles with new materials under the Alteration of Contributing Resources section. The details of the replacement of existing wood piles with new concrete/steel piles at Pier 48 would be reviewed by the Port's Qualified Historic Preservation Expert as part of the permitting process for the project, which would ensure that the project complies with the Port's Guidelines and the SOI Rehabilitation Standards. Despite the replacement of wood piles required for seismic upgrade, the majority of historic materials of Pier 48 would be preserved and rehabilitated according to the Port Guidelines, and the Port of San Francisco Embarcadero Historic District as a whole would continue to convey its significance. The HRE includes a detailed analysis of the proposed project to determine compliance with each of the 10 SOI Rehabilitation Standards. Table 4.D-1, below, summarizes the findings of that analysis, which supports the conclusion that the proposed project would comply with SOI Rehabilitation Standards 1, 2, 3, 4, 5, 9, and 10. In addition, with application of the Port Guidelines, the project would comply with SOI Rehabilitation Standards 6, 7 and 8.

TABLE 4.D-1. PROJECT CONSISTENCY WITH SECRETARY OF THE INTERIOR'S REHABILITATION STANDARDS

SOI Rehabilitation Standard	Discussion
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 would comply with Rehabilitation Standard 1. Pier 48 would remain in industrial use, with conversion of the pier sheds to an industrial use, specifically analyzed as a proposed brewery use, and implementation of public access with the potential for expanded maritime uses along the south and east aprons (recreational/boat launch and other Port maritime tenants). Although the project would also add a restaurant, museum, and meeting room, the majority of the facility would be reserved for industrial uses, including brewing, distilling, packaging, storing, 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 would comply with Rehabilitation Standard 2. The exterior of Pier 48 would remain physically unchanged, aside from the insertion of new storefronts into existing cargo door openings on Shed B, which presently contain nonhistoric steel roll-up doors. All of the existing exterior concrete surfaces and wall treatments would remain. The existing steel industrial sash windows in the clerestory and the monitor would be retained and preserved with minor alterations, including select replacement of individual sashes with operable pivot sashes to ventilate the building. These new windows would match the originals in terms of materials, proportions, and muntin patterns. All historic ornamentation and signage, as well as the two flagpoles on the bulkhead buildings, would be retained and preserved. The interiors of the transit sheds would undergo more extensive changes, which would be minimized to retain the sheds' industrial aesthetic, especially the sweeping vista of trusses and columns along the central "nave." Because the transit shed interiors would continue to be used for industrial purposes, relatively few new partitions would be necessary. Partitions would be installed in a manner that would be consistent with the SOI Rehabilitation Standards and would not affect the historic fabric of Pier 48. Therefore, the existing industrial character and open sightlines would be retained throughout the majority of the interior of the building.

SOI Rehabilitation Standard	Discussion
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 would 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 would be part of the proposed project, especially the new storefronts that have been proposed for the bulkhead building of Shed B or the canopy enclosure in the valley between Sheds A and B, would all be designed with a compatible contemporary vocabulary that would make evident what is old and what is new.
Rehabilitation Standard 4: Changes to a property that have acquired historic significance in their own right will be retained and preserved.	The proposed project would comply with Rehabilitation Standard 4. The period of significance for the Port of San Francisco Embarcadero Historic District ends in 1946; alterations completed after that date would not contribute to the significance of Pier 48. Shed C and the eastern third of Sheds A and B were destroyed by fire in 1996 and reconstructed between 1999 and 2000. Aside from its massing, which replicates the 1937–1938 addition, none of the 1999 reconstruction has gained significance in its own right because it is not a faithful reproduction of what existed prior to 1996. No other post-1946 alterations, including enlargement of the transit shed doors (1955 and 1958), raising of the lintels on several doors in 1977, or other interior changes made during the 1999–2000 reconstruction, have acquired historical significance in their own right.
Rehabilitation Standard 5: Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.	The proposed project would 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. The only exceptions would be replacement of several of the existing steel industrial clerestory windows on Sheds A and B with windows that have operable pivot sashes to provide additional ventilation. However, the new windows would match the original in regard to materials, proportions, and detailing.

SOI Rehabilitation Standard	Discussion
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 project complies with Rehabilitation Standard 6, which allows for a tiered approach to addressing the replacement of historic materials as condition necessitates. Areas of the pier structure that require a substantial amount of repair and replacement include the north and south aprons. Much of the original wood materials in these areas have failed and replacement materials are necessary to meet safety and environmental requirements, to extend the lifespan of the pier structure, and support its new use. 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 tie in with the new east section. The replacement of the original wood pilings with pre-cast concrete and steel-cased concrete-filled piles would increase the lifespan of Pier 48 by improving its structural system. Additional changes to the aprons may include a guardrail along the north apron and new fenders and cleats along the reconstructed south apron. Replacement of the aprons' wood pilings with concrete pilings, as discussed in Chapter 2, *Project Description*, complies with Rehabilitation Standard 6, which allows for replacement of original materials with compatible substitute materials where repair or in-kind replacement is not possible. Despite the loss of some historic fabric, the majority of the character-defining features of Pier 48 would be retained and the property would retain sufficient historic fabric and integrity to contribute to the Port of San Francisco Embarcadero Historic District. Further, as noted above, the details of the replacement of existing wood piles with new concrete/steel piles at Pier 48 would be reviewed by the Port's Qualified Historic Preservation Expert as part of the permitting process for the project, which would ensure that the project complies with the Port's Guidelines and the SOI Rehabilitation Standards.
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.	Based on current information, the proposed project would comply with Rehabilitation Standard 7. The project is in the schematic design phase; the precise treatments that would be used on elements of Pier 48 have not been identified. As mentioned previously, the exterior and interior of the bulkhead building and transit shed appear to be in good condition. Nonetheless, cleaning and painting would be needed as

SOI Rehabilitation Standard	Discussion
	part of the proposed project. To remain compliant with Rehabilitation Standard 7, the project sponsor would follow the Port Guidelines and employ the gentlest means of cleaning possible, including pressure washing the exterior, using the lowest effective pressure, and hand washing more heavily soiled areas with a mild detergent, such as trisodium phosphate. Harmful methods of removing dirt and loose paint, such as sand blasting, would not be used.
Rehabilitation Standard 8: Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.	Based on current information and project monitoring measures, the proposed project would comply with Rehabilitation Standard 8. No known archeological sites have been identified in the project area. Impact CP-2, below, discusses the project's low likelihood of disturbing archeological resources. However, to ensure that Rehabilitation Standard 8 is fully complied with, Mitigation Measure M-CP-2 (Archeological Testing) would be employed per standard City of San Francisco construction monitoring protocols.
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 current information, the proposed project would comply with Rehabilitation Standard 9. 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. Rising up to 50 feet, 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. Although the final design has not yet been determined, the tanks would be located at the northwest end of the pier, along the northern edge, and set back from the more elaborate bulkhead building to prevent obscuring its ornamented exterior. The tanks proposed for the valley south of Shed A would be set back approximately 100 feet 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 not features of the historic break-bulk piers. However, they are industrial equipment and analogous to the utilitarian cargo booms and other utilitarian machinery that would have been used on the piers during the period of significance. Although the relationship between the bulkhead building and apron would be somewhat altered through the visual intrusion of the tanks, the tanks would be clearly differentiated and recognizable

SOI Rehabilitation Standard	Discussion
	as new features of the adaptive reuse project. The tanks would be easily reversible, with no physical alteration of the bulkhead building and minimal impact on the physical fabric of the pier's structure and apron. In addition to the tanks, a freestanding canopy would be built in the eastern third of the valley between Sheds A and B. It would not be permanently attached to the building and would occupy only 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. Its installation would also be easily reversible. The only other visible exterior alterations to Pier 48 would be a new glazed door and window wall at the entrance to Shed A and the contemporary storefront systems in three of the existing vehicular openings in Shed B. The storefronts would be inserted where the existing roll-up door openings are located. The existing doors are nonhistoric but would remain in place to retain a reminder of the industrial character of the openings. None of the proposed exterior alterations to Pier 48, including the tanks, the fabric canopy, or the three storefronts, would impair the historical integrity of Pier 48 because they would occupy a relatively small area, be freestanding objects, be reversible, and would not detract from the industrial character of the contributing structure or its contributing status within the Port of San Francisco Embarcadero Historic District.
Rehabilitation Standard 10: New additions and adjacent or related new construction will be undertaken so that, if removed in the future, the essential form and integrity of the historic property and its environment will be unimpaired.	The proposed project would comply with Rehabilitation Standard 10, chiefly because it would result in very few permanent, irreversible alterations to Pier 48. The changes that are proposed, including installation of malt and grain tanks, a 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. Adjacent new construction on Seawall Lot 337 would be separated from Pier 48 by the Blue Greenway and Terry A. Francois Boulevard, with sidewalks on both sides of the street, over a distance of approximately 66 feet. The buildings closest to Pier 48 would range from 90 to 120 feet high, or about 7 to 11 stories. The new buildings would replace a surface parking lot that does not contribute to the historic setting of Pier 48 or the Port of San Francisco Embarcadero Historic District.

The proposed project would comply with the SOI Rehabilitation Standards and therefore would maintain the character-defining features that qualify Pier 48 as a contributor to the Port of San Francisco Embarcadero Historic District and the district's eligibility for listing on the National Register. The Planning Department's Historic Resource Evaluation Response (HRER) concurred with the HRE determination that the proposed project would not have any impact on Pier 48 or the Port of San Francisco Embarcadero Historic District.[22] Because this aspect of the proposed project would not materially impair the features that qualify the resource as a CEQA historical resource, the physical alterations to Pier 48 and the Port of San Francisco Embarcadero Historic District would have a ***less-than-significant*** impact.

IMPACTS OF PROJECT CONSTRUCTION ON THE PORT OF SAN FRANCISCO EMBARCADERO HISTORIC DISTRICT

The proposed project would include new construction within the Port of San Francisco Embarcadero Historic District, including the addition of several tanks along the perimeter of Pier 48, which is a contributor to the district. New construction outside the boundaries of the historic district, the new buildings at Seawall Lot 337 and Parcel P20, would replace an existing surface parking lot that does not contribute to the context of either Pier 48 or the Port of San Francisco Embarcadero Historic District. Since construction is a temporary condition, occurring over approximately six years, it would not have a permanent impact on the San Francisco Embarcadero Historic District and is not evaluated further.

As stated previously, Seawall Lot 337 and Parcel P20 would be converted from an approximately 14-acre, 2,170-space surface parking lot into 11 blocks containing 11 new mixed-use buildings of between 90 and 240 feet high and new and expanded park and open space areas. The tallest buildings on Seawall Lot 337, which would be approximately 23 stories high (up to 240 feet high, with an additional up to 20 feet [40 feet on Block F] above the roofline to accommodate rooftop mechanical equipment), would be concentrated in the western half of the project site and some distance Pier 48. The buildings closest to Pier 48 would range from 90 to 120 feet high (with an additional up to 20 feet above the roofline to accommodate rooftop mechanical equipment), or about 7 to 11 stories high.

Construction of 90- to 120-foot-high buildings across the street from the historic district would densify the area, in contrast with the undeveloped surroundings that have traditionally characterized this portion of the historic district. Nonetheless, the new buildings that would be introduced by the project would not be unlike those that characterize existing development in the vicinity 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 be set back from adjacent development so that it would continue to appear as a freestanding building

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[22] San Francisco Planning Department. 2016. *Historic Resource Evaluation Response (HRER), Seawall Lot 337& Pier 48 Mixed-Use Development Project*. March 29.

within the historic district. Exposition Street, a proposed new street that would connect Third Street and Terry A Francois Boulevard, would center on the primary west façade of Pier 48, ensuring that it would remain visible from this portion of Third Street. Additional public open spaces, including the proposed expanded China Basin Park, 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. This would enable Pier 48 to appear largely as it did during the historic district's period of significance and continue to convey its significance as a contributor within the Port of San Francisco Embarcadero Historic District.

As mentioned above, the proposed project would preserve the existing visual continuities between district contributor 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 would preserve a substantial view corridor from the north and west. The new buildings that would be built on Seawall Lot 337 would be designed in a contemporary, mode that would be appropriate to their period of construction. No attempt would be made to incorporate historic elements from Pier 48 or any other nearby historic buildings or structures so that they would appear to have a different historical context. Nonetheless, the materials used on the new buildings, including concrete, metal, and wood, would be compatible with the industrial materials and design aesthetic of Pier 48. As discussed above, the proposed new development would be sufficiently set back from contributing buildings within the Port of San Francisco Embarcadero Historic District. Although materials have not yet been selected, the designers would follow the SOI's Rehabilitation Standards and Port Guidelines to select contemporary materials that would be visually compatible with the intent and character of historic materials such that the project would not impair the character of the district or its eligibility as a CEQA historical resource. Therefore, the proposed project would have a ***less-than-significant*** impact on a historical or potential historical resources.

IMPACTS OF PROJECT CONSTRUCTION ON OFFSITE HISTORIC RESOURCES IN THE STUDY AREA

The proposed new mixed-use development on Seawall Lot 337 would be separated from the rest of the study area by the streets that currently bound the project site. One nearby known historic resource, Third Street/Lefty O'Doul Bridge, and one nearby potential historic resource, the Pier 50 Office Building, are located across the street diagonally from the project site. The proposed buildings on Seawall Lot 337 would clearly be visible from both properties but would not negatively affect the visual characteristics of either property, as explained below. 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. The expansion of China Basin Park would preserve a substantial view corridor from the north and west, including from Third Street/Lefty O'Doul Bridge and AT&T Park.

The proposed construction on Seawall Lot 337 would be separated from the Pier 50 Office Building by the full width of Terry A. Francois Boulevard, a distance of approximately 66 feet. The contemporary design of the proposed new buildings on Seawall Lot 337 would be compatible with the Modernist aesthetic of the Pier 50 Office Building.

The new Public Safety Building complex is contemporary in character and rises several stories above the two-story firehouse. The historic setting of the former fire station does not appear to retain integrity because the neighborhood context consists of densely built, mid-rise contemporary buildings. The proposed construction on Seawall Lot 337 would be separated from the potential historic resource by Mission Rock Street and intervening new construction. The proposed project would not have the potential to impair the potential historic resource because of the distance from the proposed new construction and the lack of historic setting for the potential historic resource.

The remaining two potential historic resources in the study area (the ATSF car ferry slip and the Fourth Street/ Peter Maloney Bridge) are located a considerable distance from the project site; the historic setting of these resources would not be visually affected by the proposed project, with its similar scale and aesthetic compared to other contemporary construction in the area.

Based on the analysis above, the proposed project on Seawall Lot 337 would not materially impair any qualities that qualify the five known or potential CEQA historical resources within the study area, and thus, the impact of new construction nearby would be ***less than significant***.

Impact CP-2. The proposed project could cause a substantial adverse change in the significance of an archeological resource. (Less than Significant with Mitigation)

As described above, there are no known archeological sites in the project area. Based on the results of nearby archeological investigations and archival research, discoveries of significant historic-period archeological resources are not anticipated. The geoarcheological assessment conducted for the project found that the project site is underlain by tidal flats, which were filled toward the beginning of the twentieth century.[23] Below the tidal flat deposits, the upper interface of sands and silts, inferred to be from multiple depositional origins, are present to depths ranging from 50 to 85feet below mean sea level. These deposits are thought to be from the Colma formation and underlain by Old Bay Mud. The upper three to five feet of the Colma Formation are generally considered sensitive for prehistoric archeological resources. While tidal

[23] ICF International. 2016. *Geoarcheological Assessment for the Seawall Lot 337/Pier 48 Mixed-Use Project*. May 2.

flat deposits are generally considered to have limited archeological sensitivity, this sensitivity assessment is increased after the discovery at the Transbay Transit Center in 2014 of a 7500-year-old human skeleton 50 feet below the ground surface encased in estuarine clay. The interface between the tidal flat deposits and the underlying Colma formation retain sensitivity for deeply buried prehistoric archeological resources from the middle Holocene or earlier (i.e., greater than 7800 years old). Because archeological deposits from this period are uncommon, they have very high information value. Therefore, the project site is determined to be sensitive for deeply buried prehistoric resources.

Project construction would involve the installation of piles to support project structures. Piles could be installed at depths where an archeologically sensitive interface exists, resulting in the possibility for project construction activities to encounter and adversely affect unknown archeological resources. This impact is therefore considered ***significant***.

MITIGATION MEASURE. Project construction may result in the destruction of unknown archeological resources. However, with implementation of Mitigation Measure M-CP-2, Implementation of Archeological Testing Program, this impact would be reduced to a ***less-than-significant*** level.

M-CP-2: Archeological Testing

Based on a reasonable presumption that archeological resources may be present within the project site, the following measures shall be undertaken to avoid any potentially significant adverse effect from the proposed project on buried or submerged historical resources. The project sponsor shall retain the services of an archeological consultant from the rotational Qualified Archeological Consultants List (QACL) maintained by the Planning Department archeologist. The project sponsor shall contact the Planning Department archeologist to obtain the names and contact information for the next three archeological consultants on the QACL. The archeological consultant shall undertake an archeological testing program as specified herein. In addition, the consultant shall be available to conduct an archeological monitoring and/or data recovery program if required pursuant to this measure. The archeological consultant's work shall be conducted in accordance with this measure at the direction of the Environmental Review Officer (ERO). All plans and reports prepared by the consultant, as specified herein, shall be submitted first and directly to the ERO for review and comment and shall be considered draft reports subject to revision until final approval by the ERO. Archeological monitoring and/or data recovery programs required by this measure could suspend construction of the project for up to a maximum of 4 weeks. At the direction of the ERO, the suspension of construction can be extended beyond 4 weeks only if such a suspension is the only feasible means to reduce to a less-than-significant level of potential effects on a significant archeological resource, as defined in CEQA Guidelines, Sections 15064.5 (a) and (c).

Consultation with Descendant Communities: On discovery of an archeological site[24] associated with descendant Native Americans, the overseas Chinese, or other potentially interested descendant group, an appropriate representative[25] of the descendant group and the ERO shall be contacted. The representative of the descendant group shall be given the opportunity to monitor archeological field investigations of the site and offer recommendations to the ERO regarding appropriate archeological treatment of the site, recovered data from the site, and, if applicable, interpretative treatment of the associated archeological site. A copy of the final archeological resources report shall be provided to the representative of the descendant group.

Archeological Testing Program. The archeological consultant shall prepare and submit to the ERO for review and approval an archeological testing plan (ATP). The archeological testing program shall be conducted in accordance with the approved ATP. The ATP shall identify the property types of the expected archeological resource(s) that could be adversely affected by the proposed project, the testing method to be used, and the locations recommended for testing. The purpose of the archeological testing program will be to determine, to the extent possible, the presence or absence of archeological resources and identify and evaluate whether any archeological resource encountered on the site constitutes a historical resource under CEQA.

At the completion of the archeological testing program, the archeological consultant shall submit a written report of the findings to the ERO. If, based on the archeological testing program, the archeological consultant finds that significant archeological resources may be present, the ERO, in consultation with the archeological consultant, shall determine if additional measures are warranted. Additional measures that may be undertaken include additional archeological testing, archeological monitoring, and/or an archeological data recovery program. No archeological data recovery shall be undertaken without the prior approval of the ERO or the Planning Department archeologist. If the ERO determines that a significant archeological resource is present and that the resource could be adversely affected by the proposed project, at the discretion of the project sponsor:

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[24] The term "archeological site" is intended here to include any archeological deposit, feature, burial, or evidence of burial.

[25] An "appropriate representative" of the descendant group is here defined to mean, in the case of Native Americans, any individual listed in the current Native American contact list for the City and County of San Francisco maintained by the NAHC or, in the case of overseas Chinese, the Chinese Historical Society of America. An appropriate representative of other descendant groups should be determined in consultation with the department archeologist.

A. The proposed project shall be redesigned so as to avoid any adverse effect on the significant archeological resource, or

B. A data recovery program shall be implemented, unless the ERO determines that the archeological resource is of greater interpretive than research significance and that interpretive use of the resource is feasible.

Archeological Monitoring Program. If the ERO, in consultation with the archeological consultant, determines that an archeological monitoring program shall be implemented, the archeological monitoring program shall include the following provisions:

- The archeological consultant, project sponsor, and ERO shall meet and consult on the scope of the archeological monitoring program reasonably prior to any project-related soil-disturbing activities commencing. The ERO, in consultation with the archeological consultant, shall determine what project activities shall be archeologically monitored. In most cases, any soil-disturbing activities, such as demolition, foundation removal, excavation, grading, utility installation, foundation work, pile driving (foundation, shoring, etc.), site remediation, etc., shall require archeological monitoring because of the risk these activities pose to potential archeological resources and their depositional context;
- The archeological consultant shall advise all project contractors to be on the alert for evidence of the presence of the expected resource(s), know how to identify evidence of the expected resource(s), and know the appropriate protocol in the event of apparent discovery of an archeological resource;
- The archeological monitor(s) shall be present on the project site according to the schedule agreed upon by the archeological consultant and the ERO until the ERO has, in consultation with project archeological consultant, determined that project construction activities could have no effects on significant archeological deposits;
- The archeological monitor shall record and be authorized to collect soil samples and artifactual/ecofactual material as warranted for analysis;
- If an intact archeological deposit is encountered, all soil-disturbing activities in the vicinity of the deposit shall cease. The archeological monitor shall be empowered to temporarily redirect demolition/excavation/pile-driving/construction activities and equipment until the deposit is evaluated. If, in the case of pile-driving activity (foundation, shoring, etc.), the archeological monitor has cause to believe that the pile-driving activity may affect an archeological resource, the pile-driving activity shall be terminated

until an appropriate evaluation of the resource has been made in consultation with the ERO. The archeological consultant shall immediately notify the ERO of the encountered archeological deposit. The archeological consultant shall make a reasonable effort to assess the identity, integrity, and significance of the encountered archeological deposit and present the findings of this assessment to the ERO.

Whether or not significant archeological resources are encountered, the archeological consultant shall submit a written report of the findings of the monitoring program to the ERO.

Archeological Data Recovery Program. The archeological data recovery program shall be conducted in accordance with an archeological data recovery plan (ADRP). The archeological consultant, project sponsor, and ERO shall meet and consult on the scope of the ADRP prior to preparation of a draft ADRP. The archeological consultant shall submit a draft ADRP to the ERO. The ADRP shall identify how the proposed data recovery program will preserve the significant information the archeological resource is expected to contain. That is, the ADRP will identify what scientific/historical research questions are applicable to the expected resource, what data classes the resource is expected to possess, and how the expected data classes would address the applicable research questions. Data recovery, in general, should be limited to the portions of the historical property that could be adversely affected by the proposed project. Destructive data recovery methods shall not be applied to any portions of the archeological resources if nondestructive methods are practical.

The scope of the ADRP shall include the following elements:

- *Field Methods and Procedures*. Descriptions of proposed field strategies, procedures, and operations.
- *Cataloging and Laboratory Analysis*. Description of selected cataloging system and artifact analysis procedures.
- *Discard and Deaccession Policy*. Description of and rationale for field and post-field discard and deaccession policies.
- *Interpretive Program*. Consideration of an onsite/offsite public interpretive program during the course of the archeological data recovery program.
- *Security Measures*. Recommended security measures to protect the archeological resource from vandalism, looting, and nonintentionally damaging activities.

- *Final Report*. Description of proposed report format and distribution of results.
- *Curation*. Description of the procedures and recommendations for the curation of any recovered data having potential research value, identification of appropriate curation facilities, and a summary of the accession policies of the curation facilities.

Final Archeological Resources Report. The archeological consultant shall submit a Draft Final Archeological Resources Report (FARR) to the ERO that evaluates the historical significance of any discovered archeological resource and describes the archeological and historical research methods employed in the archeological testing/monitoring/data recovery program(s) undertaken. Information that may put at risk any archeological resource shall be provided in a separate removable insert within the final report.

Once approved by the ERO, copies of the FARR shall be distributed as follows: California Archeological Site Survey Northwest Information Center (NWIC) shall receive one copy, the ERO shall receive a copy of the transmittal of the FARR to the NWIC, and the Environmental Planning division of the Planning Department shall receive one bound, one unbound, and one unlocked, searchable PDF copy on CD of the FARR, along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest in or high interpretive value of the resource, the ERO may require a final report content, format, and distribution different from that presented above.

Impact CP-3. The proposed project could disturb human remains, including those interred outside of formal cemeteries. (Less than Significant with Mitigation)

Because of the location of the project site on previously submerged lands, the potential for encountering human remains is low. However, it is possible that human remains, particularly those outside a designated cemetery, may be encountered during construction activities. This impact would be ***significant***.

MITIGATION MEASURE. Project construction would not result in the destruction of human remains if encountered during ground-disturbing activities with the incorporation of Mitigation Measure M-CP-3, Treatment of Human Remains or Unassociated Funerary Objects. This mitigation measure calls for project construction crews to stop work and contact the coroner in case of accidental discovery of buried human remains. With implementation of Mitigation Measure M-CP-3, this impact would be ***less than significant***.

M-CP-3: Treatment of Human Remains or Unassociated Funerary Objects

The treatment of human remains and associated or unassociated funerary objects discovered during any soil-disturbing activity shall comply with applicable state and federal laws. This shall include immediate notification of the coroner of the City and County of San Francisco and, in the event of the coroner's determination that the human remains are Native American remains, notification of the Native American Heritage Commission (NAHC), which shall appoint a Most Likely Descendant (MLD) (PRC Section 5097.98). The archeological consultant, project sponsor, ERO, and MLD shall have up to but not beyond 6 days after the discovery to make all reasonable efforts to develop an agreement for the treatment of human remains and associated or unassociated funerary objects with appropriate dignity (CEQA Guidelines. Section 15064.5(d)). The agreement should take into consideration the appropriate excavation, removal, recordation, analysis, custodianship, curation, and final disposition of the human remains and associated or unassociated funerary objects. Nothing in existing state regulations or in this mitigation measure compels the project sponsor and the ERO to accept recommendations of an MLD. The archeological consultant shall retain possession of any Native American human remains and associated or unassociated burial objects until completion of any scientific analyses of the human remains or objects, as specified in the treatment agreement, if such an agreement has been made or, otherwise, as determined by the archeological consultant and the ERO.

Impact CP-4. The proposed project could result in a substantial adverse change in the significance of a tribal cultural resource. (Less than Significant with Mitigation)

CEQA Section 21074.2 requires the lead agency to consider the effects of a project on tribal cultural resources. As discussed above, the noticing and tribal consultation requirements of AB 52 do not apply to the proposed project as the Notice of Preparation was filed with the State Clearinghouse prior to the enactment of AB 52. While Native American outreach was completed for this project, as summarized above, noticing and tribal consultation as outlined under AB 52 was not undertaken.

Based on the background research and Native American outreach, there are no known tribal cultural resources on the project site. However, based on the archeological sensitivity assessment, there is the potential for prehistoric archeological resources to be present on the project site. Prehistoric archeological resources may also be considered tribal cultural resources. In the event that project activities disturb unknown archeological sites that are considered tribal cultural resources, any inadvertent damage would be considered a ***significant*** impact.

MITIGATION MEASURE. With implementation of Mitigation Measure M-CP-4, Tribal Cultural Resources Interpretive Program, which would require the project be redesigned to avoid adverse effects on significant tribal cultural resource, if feasible, or if preservation in place is not feasible, would require implementation of an interpretative program of the tribal cultural resource in consultation with affiliated tribal representatives, the proposed project would have a ***less-than-significant*** impact on tribal cultural resources.

M-CP-4: Tribal Cultural Resources Interpretive Program

If the ERO determines that a significant archeological resource is present, and if in consultation with the affiliated Native American tribal representatives, the ERO determines that the resource constitutes a tribal cultural resource (TCR) and that the resource could be adversely affected by the proposed project, the proposed project shall be redesigned so as to avoid any adverse effect on the significant tribal cultural resource, if feasible.

If the Environmental Review Officer (ERO) determines that preservation-in-place of the tribal cultural resource (TCR) pursuant to Mitigation Measure M-CP-2, Archeological Testing, is both feasible and effective, then the archeological consultant shall prepare an archeological resource preservation plan (ARPP). Implementation of the approved ARPP by the archeological consultant shall be required when feasible.

If the Environmental Review Officer (ERO), if in consultation with the affiliated Native American tribal representatives and the Project Sponsor, determines that preservation-in-place of the tribal cultural resources is not a sufficient or feasible option, the project sponsor shall implement an interpretive program of the TCR in consultation with affiliated tribal representatives. An interpretive plan produced in consultation with the ERO and affiliated tribal representatives, at a minimum, and approved by the ERO would be required to guide the interpretive program. The plan shall identify, as appropriate, proposed locations for installations or displays, the proposed content and materials of those displays or installation, the producers or artists of the displays or installation, and a long-term maintenance program. The interpretive program may include artist installations, preferably by local Native American artists, oral histories with local Native Americans, artifacts displays and interpretation, and educational panels or other informational displays.

CUMULATIVE IMPACTS

The geographic context for the analysis of cumulative impacts associated with cultural resources considers the projects listed in Table 4-1 of Chapter 4, *Environmental Setting and Impacts,* as well as past and present projects throughout the city.

Impact C-CP-1. The proposed project, in combination with past, present, and reasonably foreseeable projects in the city, could result in a significant cumulative impact on historic resources. However, the proposed project's contribution would not be cumulatively considerable. (Less than Significant)

The Mission Bay neighborhood is the location of several proposed, underway, and recently completed projects. Several of these projects are located within the study area 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. Nearly all of these buildings were constructed or are planned 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 accommodate development in Mission Bay.[26] 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.

Several substantial projects are being planned or have been completed within recent years within the boundaries of the Port of San Francisco Embarcadero Historic District. The most substantial of these projects include rehabilitation of the transit shed at Pier 40, a contributor to the historic district; demolition of Pier 36, a contributor to the historic district; construction of the Brannan Street Wharf project, a 57,000-square-foot public park parallel to the Embarcadero Promenade; rehabilitation of the Pier 24 Annex Building, a contributor to the historic district; substructure repair of the Pier 22½ Fireboat Station, a contributor to the historic district located south of the Ferry Building on The Embarcadero; construction of a new ferry terminal berth south of the Ferry Building where Sinbad's, a nonhistoric building 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; and alterations to historic district contributors Piers 31 to 33 to support existing ferry service to Alcatraz Island. In order to meet Port Guidelines, all of these projects must comply with SOI Rehabilitation Standards and, therefore, would not result in significant adverse effects on the environment under CEQA. In conclusion, in combination with other projects, the proposed project, which complies with the majority of the SOI Rehabilitation

[26] EIP Associates. 1998. *Mission Bay Subsequent EIR*. September 17. A copy of this document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 96.771E.

Standards and would not alter the status of Pier 48 as a contributor to the Port of San Francisco Embarcadero Historic District, would ***not constitute a cumulatively considerable contribution*** to a significant adverse effect on the historic district and therefore would have a less-than-significant cumulative impact.

Impact C-CP-2. The proposed project, in combination with past, present, and reasonably foreseeable projects in the city, could result in a significant cumulative impact on archeological resources, tribal cultural resources, and human remains. However, the project's contribution would be less than cumulatively considerable. (Less than Significant with Mitigation)

CEQA requires that development projects identify the potential for archeological resource impacts and mitigate those impacts (CEQA Section 21083.2 and State CEQA Guidelines Section 15064.5). Despite the fact that past development in the city has damaged or destroyed archeological resources, no archeological resources have been documented within or directly adjacent to the project area. Nevertheless, undocumented resources could be discovered during the development of identified cumulative projects, resulting in a significant cumulative impact. Although the project area contains a stratigraphic interface with moderate archeological sensitivity at great depth, implementation of Mitigation Measure M-CP-2 would result in less-than-significant impacts on any as-yet undiscovered archeological resources. Although the possibility of finding humans or tribal cultural resources is low at the project site; the project, combined with other nearby cumulative development, could result in a significant cumulative impact. Implementation of Mitigation Measures M-CP-3 (Treatment of Human Remains or Unassociated Funerary Objects) and M-CP-4 (Tribal Cultural Resources Interpretative Program) ensure that project-level impacts remain less than significant. Therefore, the project's incremental contribution to city-wide cumulative effects on archeological resources, human remains, or tribal cultural resources would ***not be cumulatively considerable*** because it would not contribute to a loss of valuable resources; thus, the project's cumulative impact would be less than significant with mitigation.