

## IV.C Cultural and Paleontological Resources

### IV.C.1 Introduction

#### Defining Cultural Resources

“Cultural resources” include architectural resources, archeological resources, tribal cultural resources, and human remains. A “historical resource” is defined, under CEQA Section 21084.1, as one that is listed in, or determined eligible for listing in, the California Register of Historical Resources (California Register). In addition, a resource that (i) is identified as significant in a local register of historical resources, such as Article 10 and Article 11 of the *San Francisco Planning Code*, or (ii) is deemed significant due to its identification in a historical resources survey meeting the requirements of *California Public Resources Code* Section 5024.1(g), is presumed to be historically significant “unless the preponderance of the evidence demonstrates that the resource is not historically or culturally significant.” CEQA Guidelines Section 21084.1 also permits a lead agency to determine that a resource constitutes a historical resource even if the resource does not meet the foregoing criteria. Buildings and other structures, archeological resources, and tribal cultural resources may all be found to be historical resources, and the Planning Department considers those architectural, archeological, and tribal cultural resources that meet one of the definitions noted above to be historical resources for the purposes of CEQA review. Each of these categories of historical resources is discussed in this section. Further discussion of the definition of historical resources is provided under Regulatory Setting on p. IV.C-46.

Subsequent to the issuance of the Notice of Preparation (NOP) for this EIR on April 24, 2013, Assembly Bill (AB) 52 became effective. This law requires CEQA lead agencies to consider the effects of projects on tribal cultural resources and to conduct notification and consultation with federally and non-federally recognized Native American tribes early in the environmental review process. For projects for which an EIR is prepared, this provision applies only when the NOP is issued on or after July 1, 2015. Thus, this EIR is not required to analyze impacts on tribal cultural resources, nor is tribal notification required. Nonetheless, this section of the EIR identifies the potential impacts of the Plan on tribal cultural resources.

#### Defining Paleontological Resources

Paleontology is a multidisciplinary science that combines elements of geology, biology, chemistry, and physics in an effort to understand the history of life on earth. Paleontological resources are the fossilized remains of plants and animals, including vertebrates (animals with backbones), invertebrates (e.g., starfish, clams, ammonites, and marine coral), and fossils of microscopic plants and animals (microfossils). Paleontological resources are distinct from archeological resources in that they record past plant and animal life, and not human history.

## Outline of this Section

This section includes information about the cultural and paleontological resources in the Central SoMa Plan Area and vicinity. Cultural resources include historical resources of the built environment, historic and prehistoric archeological resources that are determined to be historical resources, and tribal cultural resources found to be historical resources. This section provides a prehistoric and historical context of the overall Plan Area and vicinity, information on recorded architectural resources including historic districts, and an analysis of known and anticipated archeological and tribal cultural resources in the Plan Area. The section also provides an assessment of the potential environmental impacts on historical and paleontological resources associated with the implementation of the proposed Plan (comprised of *Planning Code* and Zoning Map amendments and new planning policies, as well as subsequent development projects, street network changes and open space improvements), as well as mitigation measures to reduce impacts.

The Plan Area is bounded by Second Street on the east, Sixth Street on the west, Townsend Street on the south, and by an irregular border that generally jogs along Folsom, Howard, and Stevenson Streets to the north. The Plan Area and vicinity, as well as the Central SoMa Survey Area and the Archeological Research and Design Treatment Plan (ARDTP) area, is defined as being bounded by Second Street on the east, Sixth Street on the west, Townsend Street on the south, and Market Street to the north. Information pertaining to the Plan Area vicinity is presented to account for components of the project that extend beyond the Plan Area, such as street network changes and open space improvements.

Primary sources of information for the context and setting discussion include the following: (1) Central SoMa Historic Context Statement and Historic Resources Survey, prepared by the San Francisco Planning Department and adopted by the Historic Preservation Commission on March 16, 2016;<sup>80</sup> (2) Draft Central SoMa Plan & Implementation Strategy;<sup>81</sup> (3) the Western SoMa Community Plan Draft EIR Historic Resource Technical Report;<sup>82</sup> (4) the ARDTP for the Plan Area;<sup>83</sup> (5) San Francisco Filipino Heritage Addendum to the South of Market Historic Context Statement;<sup>84</sup> and Citywide Historic Context Statement for LGBTQ History in San Francisco.<sup>85</sup>

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<sup>80</sup> San Francisco Planning Department, *Central SoMa Historic Context Statement and Historic Resources Survey*, March 2015; and Historic Preservation Commission Motion 0277. This document (and all other documents cited in this report, unless otherwise noted), is available for review at 1650 Mission Street, Suite 400, San Francisco, CA, as part of Case No. 2011.1356E.

<sup>81</sup> San Francisco Planning Department, *Draft Central SoMa Plan & Implementation Strategy*, August 2016.

<sup>82</sup> Page & Turnbull, *Western SoMa Community Plan Draft EIR, Historic Resource Technical Report*, prepared for Environmental Science Associates, 2011.

<sup>83</sup> Far Western Anthropological Research Group, Inc., and Environmental Science Associates, *Archaeological Research Design and Treatment Plan for the Central SoMa Plan Area*, April, 2014.

<sup>84</sup> Page and Turnbull, *San Francisco Filipino Heritage — Addendum to the South of Market Historic Context Statement*, prepared for San Francisco Planning Department, 2013.

<sup>85</sup> San Francisco Planning Department, *Citywide Historic Context Statement for LGBTQ History in San Francisco*, Final Draft, October 2015; adopted by the Historic Preservation Commission November 18, 2015.

## IV.C.2 Environmental Setting

### Historical Setting

The Plan Area is within the South of Market area of San Francisco. Elevations range from 0 to 50 feet San Francisco City Datum (SFD)<sup>86</sup> with a very gentle slope upward towards Rincon Hill, reaching the highest elevation (50 feet SFD) at Second and Harrison Streets. According to mapping compiled by the United States Geological Survey, the Plan Area and vicinity is underlain by Quaternary age sediments deposited in the last 1.8 million years, including (from youngest to oldest) Undifferentiated Surficial Deposits, Dune Sand, Bay Mud, Marsh Deposit, Marine Sand, the Colma Formation, Old Bay Clay (also referred to as the Yerba Buena Mud or the San Antonio Formation), and the Alameda Formation. Bedrock beneath San Francisco consists of sedimentary and volcanic rocks of the Jurassic and Cretaceous age (approximately 65 to 213 million years old) Franciscan complex.<sup>87</sup> Depending on the age of construction and site conditions, additional areas of engineered fill may be present throughout the Plan Area. Prior to leveling and filling beginning in the early American period (c. 1850), the Plan Area was adjacent to or in the marshland that formed part of an extended drainage into Mission Bay.<sup>88,89</sup> The marshland and mudflats stretched north to Market Street and west to Mission Street where they curved southward in what is now the Mission District, with sandy ridges interspersed between drainages. **Figure IV.C-1, Historic Shoreline (1853 U.S. Coast Survey Map) and Plan Area**, depicts the historic shoreline.

### Historic Context

This subsection has been adapted from the *Central SoMa Historic Context Statement and Historic Resources Survey*, the historic resources chapter of the draft Central SoMa Plan (2013), and the *Western SoMa Community Plan Draft EIR Historic Resource Technical Report*.<sup>90</sup>

### Development Prior to 1906

The three factors most influential in the development of the Plan Area are its proximity to the waterfront, its railroad connections, and the unusual nature of its street grid. Combined, these factors created a neighborhood that historically functioned as a nexus for industry and transport, as well as the City's most densely populated residential area, home to a primarily working-class, immigrant labor force. These dynamics have their origins in the first decades following the Gold Rush, and continued to serve as primary forces shaping the neighborhood well into the 20th century.

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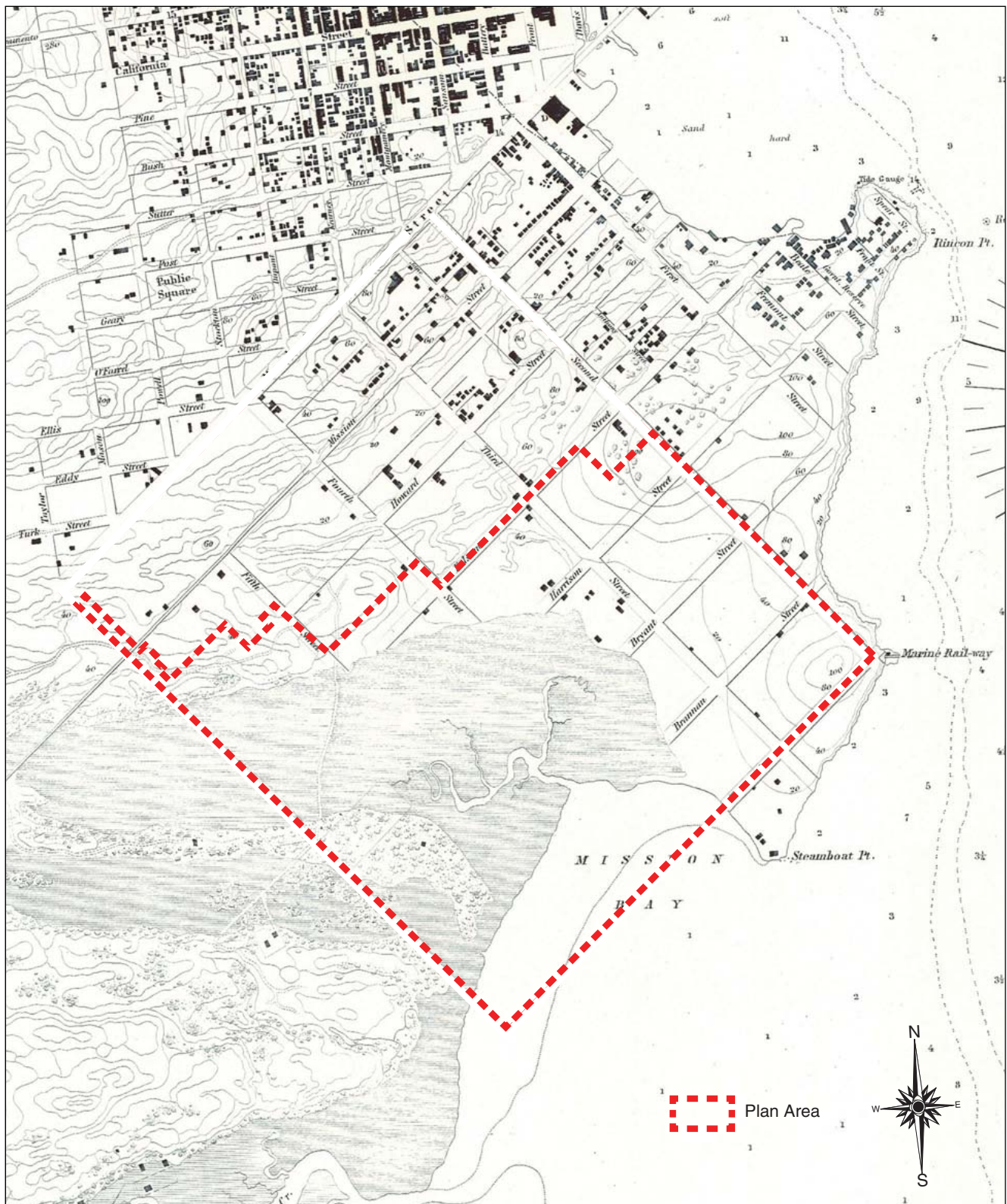
<sup>86</sup> San Francisco City Datum (SFD) establishes the City's zero point for surveying purposes at approximately 8.6 feet above the mean sea level established by 1929 U.S. Geological Survey datum, and approximately 11.3 feet above the current 1988 North American Vertical Datum. Because tides are measured from mean lower low water, which is about 3.1 feet below mean sea level (MSL), an elevation of 0, SFD, is approximately 8.2 feet above MSL.

<sup>87</sup> United States Geological Survey, *Geologic Map of the San Francisco Bay Region*, W. Graymer, et. al. Available at <http://pubs.usgs.gov/sim/2006/2918/>, accessed August 29, 2016.

<sup>88</sup> United States Coast Survey, *City of San Francisco & Vicinity, California. Survey completed in February 1852*; maps published 1853.

<sup>89</sup> United States Coast Survey, *City of San Francisco & Vicinity, California. Topography completed in 1857–1858; hydrography completed in 1857*; maps published 1859.

<sup>90</sup> San Francisco Planning Department, 2015; San Francisco Planning Department, 2013; and Page & Turnbull, *Western SoMa Community Plan Draft EIR Historic Resource Technical Report*, 2011 (see footnotes 41, 42, and 43, p. 1).



SOURCE: Far Western Anthropological Research Group Case No. 2011.1356E: Central SoMa Plan  
**Figure IV.C-1**  
 Historic Shoreline (1853 U.S. Coast Survey Map) and Plan Area

### *The 100-Vara Survey*

In 1847, when California was still nominally Mexican territory (but under effective control of the U.S. military following the Mexican-American War), Irish civil engineer and surveyor Jasper O'Farrell was hired to create a new survey of San Francisco. O'Farrell laid out a 120-foot-wide Market Street on a diagonal designed to connect the growing settlement at Yerba Buena Cove (today's Financial District) with Mission Dolores. On the north side of Market Street, O'Farrell laid out blocks which measured 50 varas on a side (a vara is a Spanish unit of measurement that approximately corresponds to 33 inches), consistent with Swiss sailor and surveyor Jean Jacques Vioget's original 1839 "50-Vara survey" of the area around Portsmouth Square. South of Market Street, O'Farrell created the "100-Vara Survey," with blocks that were twice as long and twice as wide as those to the north. These larger blocks were typically bisected by smaller streets and alleys.

The different sizes of the 50-vara and 100-vara blocks meant that the north-south streets of the two opposing grids did not align, hampering direct communication across Market Street. Initially, this was not conspicuous as most of the surveyed area remained ungraded and existed only as "paper" streets and blocks marked by survey stakes. With the coming of the Gold Rush and subsequent development of the City, however, various attempts would be made to improve the connection between areas north and south of Market Street.

### *Topography*

As the Gold Rush began in earnest in 1849, much of the Central SoMa area consisted of tidal wetlands. In particular, the portion of the Plan Area south of what is today Folsom Street and west of Third Street either consisted of tidal marshland and creeks, or was actually submerged beneath the waters of Mission Bay. To the east was Rincon Hill, rising to more than 100 feet near the intersection of Second and Harrison Streets. Toward the north, what is today Mission Street marked the crown of an east-west dune ridge, while Market Street was covered by sand hills of varying heights. During the Gold Rush, the majority of development south of Market Street was concentrated in "Happy Valley," located along the shoreline—approximately First Street—between Market and Mission Streets, and "Pleasant Valley" to the south. Both of these areas were framed on the west by a ridge of sand dunes located east of what is today Second Street. In time, the hills would be leveled and the soil used to fill in both Mission Bay and San Francisco Bay. But early in the City's history, these natural topographic features exerted a considerable influence on land use and the development of transportation routes and other infrastructure.

### *Industrial and Residential Development*

The large 100-vara blocks surveyed by O'Farrell proved conducive to industrial development. The streets were wider (30 varas, or 82.5 feet, wide) than north of Market (where they were 25 varas wide), making the transportation of goods via wagon and eventually train and truck much easier. While larger streets such as Mission, Howard, and Folsom served as the primary thoroughfares, the 100-vara blocks were also interlaced by a network of smaller back streets and alleys such as Jessie, Tehama, Shipley, Perry, and Bluxome Streets, which provided light-traffic areas in which to load and unload goods.

As early as 1850, the South of Market area was on its way to becoming San Francisco's primary industrial district. Important pioneer foundries such as Union Iron Works, Vulcan Iron Works, and Pacific Iron Works

set up shop on the waterfront, at First Street. During the Gold Rush era, this compact industrial district served as the most productive industrial zone on the West Coast.

While the most heavily industrialized areas were concentrated near the waterfront and railroad connections, smaller-scale manufacturing facilities were scattered throughout the South of Market area where they often existed immediately adjacent to residential areas. Irish immigrants and their children predominated among the residential population of the South of Market area, comprising roughly half the population. However, many other nationalities were represented. An analysis of an 1880 census tract near the corner of Third and Mission Streets showed that one quarter of the residents were born in countries that included England, Germany, Austria, Canada, Italy, Mexico, China, Sweden, and Norway. By this time, the South of Market area's reputation as an immigrant and working-class district was firmly established. Boarding houses and lodging houses grew up simultaneously with the industrial plants, shipping facilities, and commercial buildings. These provided relatively inexpensive lodgings for the area's labor force, which consisted primarily of single males. During the 1870s, the neighborhood contained one-quarter of the boarding houses and one-half of the 655 lodging houses in San Francisco.

Residential development in the South of Market area also included a few overtly affluent residential enclaves during this time. Most prominent was a concentration of large homes along the upper slopes of Rincon Hill. The relatively mild climate, panoramic views, and proximity to downtown inspired several of San Francisco's early mercantile leaders to construct mansions with ample gardens along the crest of the hill. Rincon Hill remained San Francisco's most desirable address until construction of the Second Street Cut in 1869, which sliced through Rincon Hill to create a direct route to the shipyards at Steamboat Point. Another residential enclave designed to attract affluent residents was located at South Park, where Englishman George Gordon in 1852 began purchasing lots to construct a townhouse development around an oval garden 75 feet wide and 550 feet long, in the manner of the residential "crescents" of London, New York, and Boston. Streets and sidewalks at South Park were the first in the city to be paved.

### *Railroad and Streetcar Development*

Rail transport played a vital role in the development of the Plan Area in the mid-1860s, beginning when the San Francisco & San Jose Railroad built a spur from its terminus at Valencia and Market Streets to Fourth and Bryant Streets in the Plan Area in the mid-1860s. However, the dominant player in San Francisco's railroad development was the Central Pacific Railroad. In 1868, the State of California granted title to 192 acres of Mission Bay to the Central Pacific. In 1870, the Central Pacific purchased the San Francisco & San Jose Railroad, and by 1872 had completed freight and passenger terminals at Third and Townsend Streets. Spur lines ultimately connected to many warehouses and industrial plants, and the curving rights-of-way for several of these spurs persist in the southern portion of the Plan Area, particularly near the current Caltrain station and rail yard. Beginning in 1889, the network of Southern Pacific tracks (which had leased the Central Pacific tracks beginning in 1885) was augmented by the short-line State Belt Railroad, which evolved into a 67-mile network linking piers and warehouses along the waterfront, eventually reaching Fort Mason and the Presidio.

Streetcar transit was another critical feature of development in the South of Market area. Initially these lines featured horse-drawn cars called omnibuses, although many were later converted to cable car or electric trolley service. By 1863, three separate companies ran streetcars on First, Second, Third, Fourth, Sixth,



Howard, and Folsom Streets. A decade later, streetcar lines had been installed along every numbered street but Fifth Street, with lines running along Mission, Folsom and Brannan Streets. The southern terminus for many of these lines was the growing Mission District, which in many ways functioned as a working class suburb of the South of Market. By 1905, two more lines had been installed in the Central SoMa area running along Harrison Street and Fifth Street—making the South of Market area perhaps the most transit-rich neighborhood in San Francisco.

Street improvements in the late 1800s also influenced the form and scale of the Plan Area and vicinity, such as the Second Street Cut that created a wide thoroughfare along Second Street and the development of New Montgomery Street, intended to provide a southerly extension of downtown into the South of Market area.

### *Commercial Development*

The opening of New Montgomery Street had a transformative effect on the surrounding area, which evolved from a generally low-rent industrial and residential character into a more intensive commercial, civic and entertainment zone, especially the area bounded by Market, Mission, First, and Fifth Streets. Among the most important buildings erected in this area included the U.S. Mint (today, the “Old Mint”), which opened at Fifth and Mission Streets in 1874, and the Grand Opera House, which opened on Mission Street in 1876. Another prominent area was “newspaper angle,” centered on the intersection of Market and Third Streets, which housed a number of the City’s newspaper companies and included many of the City’s earliest skyscrapers, including the 19-story Spreckels/Call Building (1896) on the southwest corner, the 7-story Hearst/Examiner building on the southeast corner (1898), and the 10-story DeYoung/Chronicle Building (1889) across the street at Market and Kearny Streets. The Call and DeYoung buildings exist today, albeit with modifications.

### **Fire and Reconstruction (1906–1936)**

On April 18, 1906, a massive earthquake struck San Francisco. Most buildings in the city remained standing—although structures located on filled ground suffered the greatest damage. Within hours, however, overturned stoves, toppled chimneys and ruptured gas lines produced scores of fires that quickly spread unchecked throughout the City. Damaged water mains made firefighting largely futile, and by the following day all of downtown and the South of Market area had been consumed by flames. The numerous fires eventually merged, burning for three days and destroying some 28,000 buildings. An estimated 3,000 or more people perished in the disaster, and approximately 250,000 people—more than half of the entire 1906 population of San Francisco—were left homeless.

Only a handful of buildings remained standing in the South of Market area, most of them steel-framed structures gutted by fire. These included the aforementioned Call Building (along with the DeYoung building across Market Street); the Aronson Building at Third and Mission Streets; the Atlas Building at 602-606 Mission Street; the California Casket Company Building at 943 Mission Street; the Kamm Building at 715-719 Market Street; and St. Patrick’s Church, on Mission Street between Third and Fourth Streets. The most prominent building that survived was the U.S. Mint, which had thick masonry walls, cast iron fire shutters, internal fire suppression reservoirs, and a committed workforce that worked to extinguish any fire that entered the building. A narrow band of warehouses along Townsend Street also survived, where firemen pumped salt water from Mission Channel to extinguish the flames.

### *Early Recovery*

Rebuilding began within weeks of the disaster, with the downtown commercial district entirely rebuilt and modernized within the first few years. An important factor that initially impacted reconstruction was the requirement for fireproof construction. Prior to 1906, the only part of the South of Market area that required such methods was bounded by Market, Howard, Second, and Fifth Streets. This area, which historically served as an extension of downtown, was rapidly reconstructed, but other parts of the South of Market area were rebuilt more slowly. By 1909, it was clear that industrial development was going to be the primary guiding force in the reconstruction of much of the area, particularly near the waterfront and adjacent to the railroad terminals: the South End warehouse and manufacturing district was rebuilt almost immediately, with many buildings erected on the foundations of the warehouses that existed prior to the fire, while another concentration of warehouses was built in the block bounded by Bluxome, Townsend, Fifth, and Sixth Streets (identified as part of the Bluxome and Townsend historic district, eligible for listing at the local (Article 10) and National Register levels; see discussion below under “Architectural Resources in the Plan Area,” p. IV.C-15).

Most industrial construction of the 1910s and 1920s in the South of Market area was executed in brick, reinforced concrete, or steel frame. While concrete and masonry construction was more expensive, it was also more durable and less susceptible to fire damage. The 1920s also marked the first use of zoning restrictions in San Francisco. Beginning in 1921, zoning maps show that most of the Central SoMa Plan Area and vicinity was designated for light industrial use. Market Street was zoned commercial, and the area south of Brannan Street was zoned for heavy industry.

The large numbers of residential hotels and lodging houses that had characterized portions of the South of Market area prior to the Earthquake once again emerged as an important residential typology. In 1907 alone, 58 hotels and 80 lodging houses were erected in the South of Market area, most along Howard, Folsom, and Third Streets.

Within the Plan Area and vicinity, small-scale residential construction was mainly concentrated in enclaves along the mid-block alleys such as Tehama, Clementina, Shipley, Clara and Ritch Streets, and generally occurred early in the post-earthquake period. As the area became more industrial, construction of smaller-scale residential buildings virtually ended. Other than larger apartments and lodging houses, very few dwellings were built after 1915.

Larger apartment houses and hotels were often designed with Classical Revival style influences, most frequently characterized by a heavy roofline featuring a modillion cornice. Classical details were also frequently incorporated into “Edwardian” flats and cottages. Residential hotels were frequently located on large corner lots, with additional concentrations on mid-block parcels along Mission, Howard, and Third through Seventh Streets. As late as 1927, this area had the City’s densest population. Mixed-use lodging houses were also common: as early as 1913, Sanborn maps describe these buildings as having “cheap lodgings.” One of the largest surviving examples of a lodging house is the former Central Hotel at 576-586 Third Street, constructed in 1907 and designed by architects Sutton & Weeks.

Streetcar and railroad tracks were among the earliest infrastructure reconstructed after the 1906 Earthquake. As it had been before the disaster, the wealth of streetcar tracks in the South of Market area made it a transit-rich neighborhood. By 1911, streetcar lines ran east-west on Mission, Howard, Folsom, Harrison, Bryant, and



Brannan Streets, as well as north-south on every numbered street except Seventh Street. Railroad yards included those of the Southern Pacific along Townsend and King Streets, with spurs serving waterfront piers, as well as the State Belt Railroad on The Embarcadero. The Southern Pacific had constructed a temporary passenger station and freight depot following the earthquake, and in 1917 built a new Mission Revival style station at Third and Townsend Streets. By this time, the Western Pacific Railroad also served the area, with a terminal located between Eighth, Ninth, Bryant, and Brannan Streets, while the Santa Fe Railroad had constructed a large rail yard and numerous warehouses along Third Street south of Mission Channel.

### *The 1920s Boom Years*

After the initial burst of post-earthquake reconstruction, a recession followed during the First World War, but by the early 1920s, construction rebounded along with the nationwide real estate boom, resulting in buildout along many major streets. Approximately 230 extant buildings in the Plan Area were constructed in this decade. This era also included replacement of some properties built expediently during the early reconstruction with more substantial structures. A significant portion of new construction during the 1920s was associated with the advent of the private automobile, as stables, blacksmith shops, and harness shops were replaced by gas stations, auto repair shops, and parking garages.

Architectural styles were also in transition during this period. Along with the popularity of Spanish Revival Style designs, the advent of Art Deco and Gothic Revival architecture—sometimes in combination—rapidly gained influence. The most prominent example of Art Deco style architecture in the SoMa area is the Pacific Telephone Building at 140 New Montgomery Street. Designed by architect Timothy Pflueger and completed in 1925. The 26-story office building was then the tallest building in San Francisco. Art Deco designs were also adopted for many industrial buildings, largely because the simple, rigid structural systems of the buildings meshed easily with the bold geometry of the style.

Gothic Revival style architecture was more frequently applied to commercial buildings. Two excellent examples of the style were both constructed at the intersection of Fifth and Mission Streets: The Pickwick Hotel at 898 Mission Street (1923), and the San Francisco Chronicle building at 901 Mission Street (1924), since altered. Unlike the Chronicle's previous building on Market Street, which was primarily an office tower, the new Chronicle building was devoted entirely to the production and printing of the newspaper.

### *The Great Depression*

The collapse of the stock market in October 1929 heralded a worldwide depression that lasted a decade. By the end of 1931, most private new construction in San Francisco ground to a halt. Only about 30 extant buildings in the Plan Area were constructed in the 1930s, mostly light industrial buildings, including many with Art Deco influences.

The economic collapse was widely felt, but working-class residents, such as those who lived in the South of Market area, disproportionately felt the impacts. The area along Howard, Folsom, and intersecting streets subsequently became known as “skid road” (today more commonly termed “skid row”), and religious missions and relief centers arose to address the area's poverty. (Most of these facilities were demolished by the Yerba Buena Center redevelopment project, discussed below on p. IV.C-11.)

### *San Francisco-Oakland Bay Bridge Construction*

During the Great Depression, two of the largest projects providing employment were the construction of the Golden Gate Bridge and the San Francisco-Oakland Bay Bridge. In the Plan Area, the alignment of the Bay Bridge approach consisted of a concrete viaduct located between Harrison and Bryant Streets that touched down at Fifth Street. Hundreds of properties were demolished along the right-of-way, which extended east to the bridge landing at Rincon Hill. Additional portions of Rincon Hill were also graded at this time. Completion of the Bay Bridge in 1936 strongly influenced the character of the Plan Area. In addition to the demolitions, the viaduct and elevated connector structures physically divided the area. In time, this division would result in perceptible changes in land use, with the northern portion becoming increasingly commercial due to its proximity to downtown, while the area south of the viaduct remained predominantly industrial. Originally, the open lots flanking the viaduct were landscaped with lawns and trees, although these were removed during the 1950s with the construction of the Highway 50 (now I-80) elevated freeway.

### **The End of the Depression through Redevelopment (1937–1973)**

The South of Market area—and particularly along Howard, Folsom, and intersecting streets, remained one of San Francisco’s most impoverished areas. World War II created demand for both workers and soldiers and absorbed many of the unemployed and, during the post-war years, the area experienced new light industrial development. However, the freeway era of the 1950s saw a move of manufacturing to suburban locations, and the decline of the Port further depressed the neighborhood.

Increasingly, portions of the South of Market area were characterized as blighted, with underutilized manufacturing facilities and a population primarily composed of the poor, elderly, and immigrants. These conditions proved ripe for redevelopment boosters, who would seek to extend the central business district deeper into the South of Market area—largely through the wholesale demolition and redevelopment of existing properties. This process took decades to play out, ultimately resulting in the most extensive reshaping of the area’s physical and social fabric since the 1906 earthquake and fire.

Despite the recovery from the Great Depression in the late 1930s, new construction continued to be restrained, although some commercial property owners sought to update their buildings’ storefronts and façades. Prominent examples of such complete façade remodels in the Plan Area and vicinity include the former Claus Spreckels/San Francisco Call building at 703 Market Street, the National Dollar Store at 929-931 Market Street, and the Atlas Building at 602-606 Mission Street. Very little construction occurred during the 1940s due to the onset of World War II, though new construction picked up in the 1950s. There are today approximately 120 buildings in the Plan Area that were constructed between 1937 and 1973, and fully one-fourth of these, mostly light industrial buildings, were built between 1954 and 1958. Other buildings were remodeled in Moderne or International styles. However, almost none of the new buildings constructed in the Plan Area during the post-war era were residential, likely due to the neighborhood’s industrial character, as well as the presence of the new elevated freeway. Also during the post-war era, auto traffic led to increasing congestion on city streets, in particular around the Bay Bridge on- and off-ramps. Auto related uses, such as parking lots and garages, were created to accommodate the increase in automobile traffic.

### *Yerba Buena Center Redevelopment*

Given its proximity to downtown, its aging building stock and impoverished population, the South of Market area was among the first areas in San Francisco targeted for redevelopment. In 1953, the San Francisco Redevelopment Agency (SFRA) announced plans to redevelop more than 18 blocks generally bounded by Mission, Second, Folsom, and Eighth Streets. A year later, a new “San Francisco Prosperity Plan” was put forth by the influential real estate magnate Benjamin Swig to redevelop an area closer to downtown. The Prosperity Plan, prepared by local architect John Carl Warnecke, called for the clearance of six blocks bounded by Mission, Third, Harrison, and Fifth Streets for the construction of a convention center, high-rise office buildings, a transportation terminal, a luxury hotel and shopping center, a football stadium, and a parking garage for 16,000 cars. Swig’s plan was opposed by Planning Director Paul Opperman, who said that much of the area was not blighted, and argued redevelopment should be left to the private market. After attracting little support from federal urban renewal authorities, Swig withdrew his plan.

Nevertheless, Swig’s basic idea proved extremely durable, and the Yerba Buena Center Redevelopment Plan ultimately included most of his plan. By 1961, the SFRA had received a planning grant for a plan that, among other things, called for the total removal of residential buildings and unsalvageable commercial buildings, the realignment of streets, and the assembly of parcels to encourage new investment. By this time, the redevelopment area included the area bounded by Market, Second, Harrison, and Fifth Streets. Although early plans called only for “spot clearance” of commercial properties, by 1965, only 15 percent of all buildings were to be retained and the three central blocks in the redevelopment area were to be completely razed, with the exception of St. Patrick’s Church. By 1973, large parts of the central blocks had been leveled.

Ultimately, some 4,000 residents and 700 businesses were displaced by redevelopment activities. However, new low-income housing was incorporated in the redevelopment area through the efforts of the Tenants and Owners Development Corporation (TODCO). Originally a community organization known as Tenants and Owners in Opposition to Redevelopment (TOOR), TODCO incorporated in 1971 as a non-profit housing development organization with the goal of creating permanent subsidized low-income housing units in the Yerba Buena Center redevelopment area. In 1979, TODCO opened its first project, Woolf House, at Fourth and Howard Streets, dedicating it to TOOR co-founder George Woolf. TODCO subsequently built Mendelsohn House at 737 Folsom Street (1987; named for TOOR co-founder Peter Mendelsohn), and Dimasalang House at 50 Rizal Street (1980; now the San Lorenzo Rizal Center), the latter with the Filipino fraternal organization, Caballeros de Dimasalang. TODCO also renovated the Knox Hotel, a 140-unit single room occupancy (SRO) hotel at 241 Sixth Street, in 1994.

The three central blocks of Yerba Buena Center were gradually built out during the 1980s and 1990s, beginning with the Moscone Convention Center (Moscone South) in 1981, followed by Moscone North (1992); Yerba Buena Gardens, including Yerba Buena Center for the Arts (1993); the San Francisco Museum of Modern Art (1995); the San Francisco Children’s Museum (1998), along with the historic carousel, a bowling alley and ice rink, and a child care center on Moscone South; Moscone West (2003); and the Contemporary Jewish Museum (2008); along with the Marriott Marquis, Westin, and Four Seasons hotels. Housing—both market-rate and affordable—and office buildings were developed on the surrounding blocks within the redevelopment area. In 2012, the Planning Commission approved a 235,000-square-foot expansion to the San Francisco Museum of Modern Art at 151 Third Street that, when completed in 2016, more than doubled the Museum’s exhibit space. Finally, in 2014, the Planning Commission approved expansion and reconfiguration of Moscone Center North

and South, in a project that will increase gross square footage by about 20 percent, from 1.2 million square feet to 1.5 million square feet, will include vertical additions on both sides of Howard Street, and will renovate the Yerba Buena Center Children's Garden atop Moscone South. Construction began in 2015 and is anticipated to be complete in 2018.

### *Filipino Communities*

Uncertainty about the future of the South of Market area resulted in rents remaining very low during the 1960s through the 1980s, attracting immigrants and other marginalized groups. As described in the *San Francisco Filipino Heritage – Addendum to the South of Market Historic Context Statement*, the establishment of Filipino ethnic enclave in the area was the result of a combination of factors that included inexpensive housing, proximity to both the waterfront and service industry jobs downtown, two Catholic parishes, and an established multi-ethnic population.<sup>91</sup> Likewise, many Filipinos relocated to the South of Market area as the expansion of the Financial District to the north and west resulted in the demolition of numerous businesses and residential hotels along Kearny and adjacent streets, an area then known as Manilatown.

The Filipino population in the neighborhood was concentrated between Market, Third, Brannan, and Eighth Streets during the 1960s and 1970s. The Filipino community grew substantially following the passage of the Immigration Act of 1965, and many newly arrived Filipino immigrants made their first home in the South of Market, which came to be known as "Central City." In time, various organizations focused on immigrant services were established, including the Filipino Education Center (FEC) located in the Plan Area. The FEC opened in 1972 at 390 Fourth Street (later moving to 824 Harrison Street) and provided classroom education to non-English speaking children from kindergarten through 12th grade. A new Bessie Carmichael School/FEC was built for grades K-5 at 375 Seventh Street (a block west of the Plan Area) in 2004, with the Harrison Street campus now serving as the campus' middle school; together, the two facilities comprise the only public school in the South of Market. An important Filipino site is the Mint Mall, a mixed-use building at 953 Mission Street that was purchased by the Nocon family in the 1970s. Since that time, the apartments have largely been occupied by newly arrived Filipino families, while the ground floor commercial space has provided a home for numerous Filipino community organizations, such as the West Bay Pilipino Multi-Service Center (now on Seventh Street, a block west of the Plan Area), the South of Market Employment Center, Bayanihan Community Center (now located in the Bayanihan House at 1010 Mission Street, just west of the Plan Area), and Bindlestiff Studio theater (now on Sixth Street). Arkipelago Books was also established in the lower level of the Mint Mall in 1998, although the store later moved to Bayanihan House. Other Filipino-related establishments in the area include the Filipino American Arts Exposition, Pilipino Senior Resource Center, Filipino Senior Citizens' Club, and Manila Market, all clustered around the intersection of Mission and Sixth Streets; the Filipino Cultural Center and St. Patrick's Church, on Mission near Fourth Street; San Lorenzo Ruiz Center and its Lipi Ni Lapu Lapu mural, affordable senior housing in an enclave of streets named for Filipino heroes, between Folsom, Third, Harrison, and Fourth Streets; and the Gran Oriente Filipino Lodge and Gran Oriente Masonic Temple, both on South Park. In 2011, the Western SoMa Citizens Planning Task Force proposed a Filipino Social Heritage Special Use District (SUD) for an area that included a portion of the Plan Area north of Harrison Street. For the Filipino community within SoMa, social heritage is an important part of

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<sup>91</sup> Page & Turnbull, *San Francisco Filipino Heritage – Addendum to the South of Market Historic Context Statement*, prepared for San Francisco Planning Department, 2013.

local, regional and world history. Although the SUD has not been adopted, the Task Force report included identification and mapping of Filipino cultural assets according to grassroots methodologies for identification and analysis, along with community input.

Cultural heritage assets are not necessarily eligible to be considered as historical resources under CEQA. As described in detail under Regulatory Setting, p. IV.C-46, below, only tangible cultural heritage *properties* (e.g., buildings) can be eligible for listing on local, state, and federal registries of historic properties and thus deemed a historical resource under CEQA, while intangible cultural heritage *assets* cannot. While certain Filipino cultural assets in the Plan Area might be eligible to be determined historical resources, none have been identified to date. The above-noted Filipino Heritage addendum to the *South of Market Historic Context Statement* likewise identified numerous Filipino community cultural assets. In April 2016, the Board of Supervisors established the SoMa Pilipinas—Filipino Cultural Heritage District, covering a large part of the South of Market neighborhood and bounded by Market, Second, Brannan, and 11th Streets and provided the direction to develop “a strategic and implementation plan to set policies that promote community development and stabilization, and increase the presence and visibility of the district.”<sup>92</sup>

### *Lesbian, Gay, Bisexual, Transgender and Queer (LGBTQ) Communities*

Other groups on the margins of mainstream society, such as artists, activists, and sexual minorities, also moved to the South of Market area, including the Plan Area. The primarily industrial and commercial emphasis of the Plan Area, and the South of Market area more broadly, attracted nightlife and other entertainment uses with little friction compared to more residential neighborhoods.

Active lesbian, gay, and transgender communities began to emerge in the North Beach and Tenderloin neighborhoods following the repeal of Prohibition in 1933.<sup>93</sup> The influx of thousands of war workers and military personnel during the Second World War provided new venues and opportunities for gays and lesbians to gather and socialize. Sites in the South of Market area associated with gay culture in the 1940s and 1950s include the Third Street Baths at 85 Third Street (no longer extant) and the basement of the Lankershim Hotel at 55 Fifth Street. By 1956, the two most prominent national organizations dedicated to improving the social status of gays and lesbians were both headquartered in the Plan Area: the Mattachine Society and the Daughters of Bilitis, both located at 693 Mission Street (no longer extant).

Coinciding with an increasing out-migration of native San Franciscans to the suburbs, the growing LGBTQ communities began to take up residence in parts of the city that previously had little or no LGBTQ presence. Beginning in the 1960s and accelerating during the 1970s, various LGBTQ-oriented business establishments opened in the decaying industrial belt in the South of Market area. Although the area eventually became known primarily for its leather subculture, the South of Market area featured a variety of establishments, including bars, bathhouses, and dance clubs, that catered to a cross-section of San Francisco’s diverse LGBTQ community.

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<sup>92</sup> Board of Supervisors Resolution No. 119-16, adopted April 12, 2016; approved by the Mayor April 22, 2016.

<sup>93</sup> San Francisco Planning Department, *Citywide Historic Context Statement for LGBTQ History in San Francisco*, Final Draft, October 2015; adopted by the Historic Preservation Commission November 18, 2015.

In 1962, The Tool Box opened at Fourth and Harrison Streets as the first leather bar located in the South of Market area (the building was torn down in 1971 by redevelopment). The Tool Box was one of San Francisco's earliest and most popular leather bars. In 1964, it was featured in a highly influential Life Magazine article that called San Francisco the "Gay Capital of America." The Tool Box site may also be archeologically significant.<sup>94</sup> In 1966, Folsom Street emerged as the main street for leather culture in San Francisco with the opening of Febe's and the Stud. Also in 1966, the Society for Individual Rights (SIR) established perhaps the first gay community center in the country at 83 Sixth Street.

By the 1970s, a large number of LGBTQ establishments were clustered in the vicinity of Howard and Folsom Streets between Seventh and Tenth Streets. Within the Plan Area, some of the extant businesses with the longest association with the LGBTQ community include The End Up bar at 401 Sixth Street (1973-present) and 960 Folsom Street, which was associated with the leather community during the 1970s and 1980s and is today an adult store. Another important LGBTQ business establishment in the Plan Area was the Trocadero Transfer, an after-hours dance club that operated until 2000 in a warehouse at 520 Fourth Street. Another currently extant LGBTQ business in the Plan Area is Blow Buddies Bath House at 933 Harrison Street.

In 2011, the Western SoMa Citizens Planning Task Force proposed an LGBTQ Social Heritage Special Use District for an area extending from Third to Twelfth Streets and Mission to Bryant Streets. Although the SUD was not adopted, the Task Force report, "Recognizing, Protecting and Memorializing South of Market LGBTQ Social Heritage Neighborhood Resources," identified more than 60 cultural assets with importance to the LGBTQ community, including some three dozen bars, bathhouses, and sex clubs, along with retail stores, restaurants, newspapers, service and religious organizations, and other assets. In November 2015, the Historic Preservation Commission adopted a *Citywide Historic Context Statement for LGBTQ History in San Francisco*, a document prepared by a team of historians, in partnership with the GLBT Historical Society. The context statement, which builds on an earlier context statement, "Sexing the City: The Development of Sexual Identity Based Subcultures in San Francisco, 1933-1979," examines the formation and development of the city's LGBTQ communities from their roots in the 19th century through the AIDS crisis in the 1980s.

The Plan Area has a history of LGBTQ businesses and other establishments; however, these assets are not necessarily eligible to be considered as historical resources under CEQA. While certain LGBTQ assets in the Plan Area might be eligible to be determined historical resources, none have been identified to date. The Plan includes an objective to "support the preservation, recognition, and well-being of the neighborhood's cultural heritage resources," and includes a policy to "facilitate the creation and implementation of other social or cultural heritage strategies, such as for the LGBTQ community," by supporting efforts to implement the recommendations of the LGBTQ Historic Context Statement.

### *African Americans in the Plan Area*

While few African Americans lived in the Plan Area in the 19th century, the need for labor during the post-earthquake reconstruction of San Francisco, as well as labor shortages during World War I, resulted in a modest African American community in the South of Market area by the early 20th century. Railroad workers

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<sup>94</sup> *Ibid*, 339

were an important part of this population, and many lived near the Southern Pacific depot at Third and Townsend Streets, including in the Pullman Hotel at 236 Townsend Street (extant).

Other African Americans likely worked in manufacturing or as laborers and lived in the neighborhood's numerous residential hotels. Maritime work also emerged as another source of employment, particularly after the 1934 Waterfront Strike when the International Longshoreman's Association opened the union to African Americans. By 1940, Census data indicates that the South of Market neighborhood contained approximately 250 African American residents, nearly two-thirds of them men, concentrated between the waterfront and Third Street and in an area bounded by Howard, Harrison, Third and 11th Streets. By far, however, most African Americans living in San Francisco at this time resided in the Western Addition.

The demand for labor during World War II and the post-war boom resulted in a strong surge in the neighborhood's African American population. By 1970, a census tract bounded by Harrison, Townsend, Third and 11th Streets was more than 40 percent African American.<sup>95</sup> The San Francisco African American Citywide Historic Context Statement examines the contribution African Americans have made to San Francisco's economic, cultural, and built environment.

## *Historic Architectural Resources in the Plan Area*

### **Historic Status**

As stated previously, a building or other structure is a historical resource under CEQA if it is listed in, or determined eligible for listing in, the California Register; listed in a local register of historical resources, such as *Planning Code* Article 10 and Article 11 (both described below); identified in a historical resources survey that meets state requirements; or is otherwise determined to have historic significance. **Figure IV.C-2, Historical Resources in the Plan Area and Vicinity**, shows existing and eligible historical resources in the Plan Area. These resources are listed in Table APX-C-1, in Appendix C.

### *National Register of Historic Places*

The National Register is the official federal list of buildings and sites of local, state, or national importance. The National Register is administered by the National Park Service, an agency of the United States Department of the Interior. Listing of a property in the National Register does not prohibit demolition or alteration of that property but does denote that the property is a resource worthy of recognition and protection. Typically, resources 50 years of age and older are eligible for listing in the National Register if they meet any one of four criteria of eligibility and if they sufficiently retain integrity.<sup>96</sup> The criteria are:

- **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;

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<sup>95</sup> San Francisco Planning Department, *San Francisco African American Citywide Historic Context Statement*, January 2016. Adopted by the Historic Preservation Commission May 4, 2016.

<sup>96</sup> Resources under 50 years of age may be eligible under exceptional circumstances or in connection with a district.





- **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. The criterion is generally reserved for archeological resources or ruins.

Integrity must also be addressed when determining the eligibility of a resource for listing in the National Register. A property must retain certain intact physical features in order to convey its significance under one or more of the National Register criteria. Integrity is judged on seven aspects: location, design, setting, workmanship, materials, feeling, and association.

The San Francisco Planning Department treats National Register-listed properties as historical resources for purposes of CEQA review.

Approximately 20 buildings in the Plan Area and vicinity are listed in the National Register, either individually or as a contributor to a historic district. Seven buildings in the Plan Area and vicinity individually listed: the 1869 Old Mint at 88 Fifth Street, the 1881 Jessie Street Substation at 220 Jessie Street, the 1907 Haas Candy Factory at 54 Mint Plaza, the 1907 Carroll and Tilton Building at 735 Market Street, and the 1912 Hale Brothers Department Store at 901 Market Street, along with three buildings across Stevenson Street that front on Mint Alley (formerly Jessie Street) or Fifth Street. Most of the remaining buildings listed in the National Register are contributors to the South End Landmark District, identified both in the National Register and in Article 10 of the *Planning Code*. Each of these resources is listed in Table APX-C-1 in Appendix C.

### *California Register of Historical Resources Listings*

The California Register is an inventory of significant architectural, archeological, and historical resources in the State of California. It is administered by the California Office of Historic Preservation. Resources can be listed in the California Register through a number of methods. National Register-listed and-eligible properties are automatically listed in the California Register, as are all State Historical Landmarks designated after 1961 and certain others. These resources are considered historical resources by the San Francisco Planning Department for the purposes of CEQA. The evaluative criteria used by the California Register for determining eligibility closely parallel those developed by the National Park Service for the National Register, but include relevance to California history. As with the National Register, a resource must also retain sufficient integrity to be eligible for listing. In order for a property to be eligible for listing in the California Register, it must meet one or more of the following criteria:

- **Criterion 1 (Event):** Resources that are associated with events that have made a significant contribution to the broad patterns of local or regional history, or the cultural heritage of California or the United States.
- **Criterion 2 (Person):** Resources that are associated with the lives of persons important to local, California, or national history.
- **Criterion 3 (Design/Construction):** Resources that embody the distinctive characteristics of a type, period, region, or method of construction, or represent the work of a master, or possess high artistic values.

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

There are approximately 60 buildings in the Plan Area and vicinity that are formally listed in the California Register.<sup>97</sup> Many of these buildings were assigned California Historical Resource Status Codes by prior historic studies, most notably, the South of Market Historic Resource Survey. There is one California State Historical Landmark in the Plan Area vicinity: the Old Mint (California Landmark No. 875). Each of these resources is included in Table APX-C-1 in Appendix C.

### *San Francisco Landmarks and Locally Significant Properties*

Article 10 Landmarks and Article 11 Building and Conservation Districts are considered historical resources by the San Francisco Planning Department for the purposes of CEQA.

#### Article 10 Landmarks

Article 10 of the *Planning Code* (Preservation of Historical, Architectural and Aesthetic Landmarks) provides for official designation of landmarks and historic districts throughout the city that have “a special character or special historical, architectural or aesthetic interest or value.” Landmarks can be buildings, sites, or landscape features. Historic districts can be areas constituting a distinct section of the City. Landmark status provides the greatest level of protection for historical resources in San Francisco; in general, alteration of a landmark requires approval by the Historic Preservation Commission of a Certificate of Appropriateness. Currently, the Central SoMa Plan Area vicinity includes five individual City Landmarks: Saint Patrick’s Church (Landmark No. 4); The Palace Hotel Garden Courtyard (No. 18); the Jessie Street Substation (No. 87); the Sharon Building (No. 163); and the Old Mint (No. 236). The Plan Area includes portions of the South End Landmark District, bounded by Stillman, First, Ritch, and King Streets. Each of these resources is listed in Table APX-C-1 in Appendix C.

#### Article 11 Buildings and Conservation Districts

Article 11 of the *Planning Code* (Preservation of Buildings and Districts of Architectural, Historical, and Aesthetic Importance in the C-3 Districts) governs approximately 430 downtown buildings, including a small portion of the Plan Area. There are five ratings for buildings under Article 11. Category I and II buildings (“Significant Buildings”) are the most important. Contributory Buildings have a lesser level of significance and are classified as Category III or Category IV, depending on whether they are within an identified conservation district. Buildings in Categories I through IV are considered historical resources under CEQA. Unrated or non-contributory buildings are assigned to Category V.

An important provision of Article 11 is the establishment of conservation districts, defined as “substantial concentrations of buildings that together create subareas of special architectural and aesthetic importance.” Conservation districts are considered historical resources for purposes of CEQA. There are six conservation districts located throughout downtown San Francisco, two of which are located partially within the Plan Area vicinity. The New Montgomery-Mission-Second Street Conservation District is located north of the Plan Area

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<sup>97</sup> San Francisco Planning Department, *Central SoMa Historic Context Statement and Historic Resources Survey*, March 2015 (see footnote1, p. 159); Appendix A, p. 113.

and primarily includes properties along New Montgomery Street and Second Street between Market and Howard Streets, as well as on Mission Street from east of Second Street to west of Third Street. The Kearny-Market-Mason-Sutter Conservation District is centered on Union Square, but includes a few properties along the south side of Market Street between Third and Sixth Streets. There are approximately 113 buildings with Article 11 ratings of I through V in the Plan Area.

## Previous Architectural Surveys

A number of previous historical resources surveys have, together, evaluated most of the Plan Area. Some of these surveys constitute local registers of historical resources, having been formally adopted by the Board of Supervisors and/or the Planning Commission. Buildings identified in these surveys as having historical significance are considered historical resources under CEQA.<sup>98</sup> Other surveys have not been formally adopted by the City, and therefore are not considered local registers of historical resources. Buildings identified as historically significant in those surveys are considered potential historical resources, for which further consultation and review is required prior to a determination as to whether the building is a historical resource.<sup>99</sup> Historical resource surveys applicable to the Plan Area are described below.<sup>100</sup> Properties previously surveyed by City-adopted surveys were not re-evaluated in the Central SoMa Survey.

### *Junior League of San Francisco Architectural Survey, 1968*

*Here Today: San Francisco's Architectural Heritage (Here Today)* is one of San Francisco's first architectural surveys, undertaken by the Junior League of San Francisco and published in book form in 1968. Although the *Here Today* survey did not assign ratings, it did provide brief historical and biographical information about what the authors believed to be significant buildings. The findings of the survey were adopted by the Board of Supervisors on May 11, 1970 (Resolution No. 268-70), and resources listed in *Here Today* are therefore considered to be historical resources for purposes of CEQA review.

The *Here Today* survey included the South of Market area, but only a handful of buildings were identified in the Central SoMa Survey area. Overall, 13 properties in the Plan Area and vicinity are mentioned in *Here Today*; all but one—310 Townsend Street—are otherwise identified as historical resources. These properties are listed in Table APX-C-1 in Appendix C).

The book does list a handful of significant buildings within the South of Market Area, all four of which are 1906 Earthquake survivors: the Old U.S. Mint at 88 5th Street, the U.S. Post Office and Court of Appeals at 7th and Mission streets, St. Patrick's Church at 756 Mission Street, and the Audifred Building at 11 Mission Street. Only one industrial building is included—the PG & E Jessie Street Substation at 222-6 Jessie—most likely because it was designed by architect Willis K. Polk.

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<sup>98</sup> Included in the list of designated historical resources are those properties identified in *Planning Code* Article 10 (City Landmarks) and Article 11 (historical resources in the C-3 [Downtown] zoning districts, including portions of the South of Market area formerly zoned C-3, generally bounded by Mission, Howard, Sixth, and Tenth Streets, and subsequently designated as the South of Market Extended Preservation District).

<sup>99</sup> San Francisco Preservation Bulletin 16, "CEQA Review Procedures for Historic Resources." Available at <http://www.sf-planning.org/Modules/ShowDocument.aspx?documentid=5340>, accessed August 29, 2016.

<sup>100</sup> Much of the language describing the surveys is taken from Preservation Bulletin 11, "Historic Resource Surveys."

### *San Francisco Department of City Planning Architectural Survey, 1976*

The 1976 Architectural Quality Survey is what is referred to in preservation parlance as a “reconnaissance” or “windshield” survey. The survey reviewed the entire city to identify and rate what was thought to be the top 10 percent of architecturally significant buildings and structures. Twelve separate aspects of the selected 10,000 buildings were evaluated on a scale of -2 (detrimental) to +5 (extraordinary), with a summary rating of 0 to 5 assigned to the building as a whole. Buildings rated with a summary rating of 3 or higher in the 1976 survey represent approximately the top two percent of San Francisco’s buildings in terms of architectural significance. Summary ratings of 0 or 1 are generally interpreted to mean that the property has some contextual importance. Properties were assessed only for architectural merit; other elements of historic significance were not considered. The Architectural Quality Survey examined approximately 105 properties in the Plan Area and vicinity, of which 25 were rated 3 or higher. The survey was not formally adopted, and inclusion in the 1976 survey rating is an indication that the Planning Department has additional information on the building, but not that the building is a historical resource under CEQA. Further research is necessary to determine whether a property included in the 1976 survey qualifies as a historical resource.

### *San Francisco Architectural Heritage Surveys, 1979*

San Francisco Architectural Heritage (Heritage) is the City’s oldest not-for-profit organization dedicated to increasing awareness and advocating for preservation of San Francisco’s unique architectural heritage. Heritage has sponsored or was commissioned by the City to conduct several historical resource inventories in San Francisco, including surveys for area plans in Downtown, the Van Ness Corridor, Civic Center, Chinatown, the Northeast Waterfront, and South of Market, as well as surveys in the Inner Richmond District and the Dogpatch neighborhood. The earliest and most influential of these surveys was the Downtown Survey. Completed in 1977-1978 for Heritage by Michael Corbett and published in 1979 as the book *Splendid Survivors*, this survey serves as the intellectual foundation for much of the historical discussion in the Downtown Plan. The methodology improved upon earlier surveys inasmuch as it consists of both intensive field work and thorough archival research. Buildings were evaluated using the Kalman Methodology, a pioneering set of evaluative criteria based on both qualitative and quantitative factors. A team of outside reviewers analyzed the survey forms and assigned ratings to each of the pre-1945 buildings within the survey area. The ratings include “A” (highest importance), “B” (major importance), “C” (Contextual Importance), and “D” (minor or no importance). The Heritage surveys have not been formally adopted by the City, and thus a building listed by Heritage is not a historical resource under CEQA by virtue of Heritage listing alone; however, many Heritage-rated buildings have been otherwise determined to be historical resources. Approximately 265 buildings in the Plan Area and vicinity were assigned Heritage ratings. Of these, approximately 60 were given ratings of either A or B.

### *Unreinforced Masonry Building Survey, 1990*

In response to the 1989 Loma Prieta earthquake, the San Francisco Landmarks Preservation Advisory Board (LPAB; precursor to the Historic Preservation Commission) initiated a survey of all known unreinforced masonry buildings in San Francisco. Anticipating that earthquake damage and risk remediation would likely result in the demolition or extensive alteration of many older masonry buildings, the LPAB sought to establish the relative significance of all unreinforced masonry buildings in San Francisco. The completed report, “A Context Statement and Architectural/Historical Survey of Unreinforced Masonry Building (UMB)

Construction in San Francisco from 1850 to 1940,” was completed in 1990. The UMB survey recapitulated previous ratings of the properties included but did not assign new ratings, although DPR 523 forms were completed for a number of properties. Approximately 160 buildings in the Plan Area and vicinity were included in the survey. The UMB survey has not been formally adopted by the City and is thus not considered a local register of historical resources for purposes of CEQA review.

#### *Historic Architectural Evaluation Report for the Central Subway, 2007*

The Historic Architectural Evaluation Report for the Central Subway, Phase 2 of the Third Street Light Rail Project, was completed in 2007 by Garcia and Associates. The study—a resource document not adopted by the City—examined properties in the Area of Potential Effect, which included the first row of buildings on either side of the proposed subway alignment—in the Plan Area, the east and west sides of Fourth Street. This included properties located along Fourth Street in the Central SoMa Plan Area, as well as properties located adjacent to an alternative proposed alignment along Third Street. The study found two buildings in the Central SoMa Plan Area to be individually eligible for the National Register: an industrial loft building at 601 Fourth Street (1916) and the Keystone Hotel at 54 Fourth Street (1914). It also concluded that the building at 166 South Park should be included as an eligible contributor to the South Park Historic District. These resources are considered to be historical resources for purposes of CEQA review. Each of these three buildings is identified as a historical resource in Table APX-C-1 in Appendix C.

#### *Transit Center District Survey, 2008*

The Transit Center District Survey was completed in 2008 by Kelley & VerPlanck Historical Resources Consulting, with an update undertaken by Carey & Co. in 2010. Through Motion No. 0149, the survey update was adopted by the Historic Preservation Commission in February 2012. The survey examined the Transit Center District Plan Area and surrounding blocks in an area roughly bounded by Market Street on the north, Folsom Street on the south, Main Street on the east, and Third Street on the west. As a result of this survey, the Historic Preservation Commission recommended, and the Board of Supervisors approved, expansion and renaming of the New Montgomery, Mission and Second Street Conservation District (which is north of the Plan Area), pursuant to Article 11 of the *Planning Code*. In addition, the Commission approved a finding of eligibility for the California Register of a small Tehama Street Historic District east of Third Street (outside the Plan Area). Resources listed in the Transit Center District Survey are considered to be historic resources for the purposes of CEQA review.

#### *South of Market Historic Context Statement and Historic Resource Survey, 2009*

The South of Market Historic Context Statement was commissioned by the San Francisco Planning Department and completed by Page & Turnbull. Completed in 2009, the historic context statement examined most of the South of Market area, roughly bounded by Market Street to the north, Mission Channel to the south, 13th Street to the west, and San Francisco Bay to the east. The historic context statement was used to inform a historic resource survey designed to provide specific information about the location and distribution of historical resources within the SoMa Area Plan and Western SoMa Community Plan Area. Through Motion No. 103, the SoMa Historic Resource Survey (“SoMa Survey”) was adopted by the Historic Preservation Commission in February 2011.

The SoMa Survey examined 2,141 properties. Department of Parks and Recreation 523A—Primary Record forms were produced for 1,241 properties, and DPR 523B—Building, Structure, Object forms were prepared for 128 properties.<sup>101</sup> In addition, five DPR 523D—District Records were prepared. Five groupings of historically significant properties were identified as eligible for designation as historic districts:

- The **Western SoMa Light Industrial and Residential Historic District** was the largest identified historic district and encompasses a total of 721 properties. No part of the historic district is included within the Plan Area; however, the proposed street network changes would occur in this district. In general terms, the district boundaries encompass the area bounded by Mission Street to the north, Sixth Street to the east, Harrison Street and Bryant Street to the south, and 13th Street to the west. The district was determined to be significant for its association with industrial and residential reconstruction and has a period of significance from 1906 to 1936.
- The **Sixth Street Lodginghouse District** had been previously identified and recorded on a DPR 523D form in 1997. The Sixth Street Lodginghouse District consists of 43 total properties, including 33 SRO residential hotels, or lodginghouses, built from 1906 through 1913, along with a few low-rise commercial buildings. The district runs along Sixth Street stretching from a point near Market Street to buildings a short distance south of Howard Street. The district was proposed as eligible for the National Register of Historic Places for its association with the working life of laborers, sailors, and the elderly who inhabited the lodginghouses. The eastern edge of the historic district is located at the northwestern corridor of the Plan Area.
- The **South Park Historic District** encompasses 37 properties immediately adjoining South Park, and is wholly contained within the Plan Area. This district features a mix of industrial, commercial, and residential buildings constructed between 1906 and 1935 that are unified in terms of scale, materials, architectural styles, and relationship to the street and park. The district also has associations with both the Japanese and Filipino communities.
- The **South End Landmark District Addition** is composed of 19 properties located in the Plan Area, roughly bounded by Brannan Street to the north, Third Street to the east, Townsend Street to the south, and Lusk Street to the west. The district comprises an addition to the National Register-eligible South End Historic District and an eligible addition to the local (Article 10) South End Landmark District, significant for its associations with industrial development. (The addition has not been formally added through amendment of the *Planning Code*.) The additional contributing resources were identified as compatible with the “warehouse architectural form” theme of the South End Landmark District.
- The **Bluxome and Townsend Warehouse Historic District** is located entirely within the Plan Area and consists of 10 industrial warehouse buildings significant for their association with industrial development. The buildings display a cohesive relationship in terms of scale, style, and relationship to the street, and were all constructed between 1912 and 1936. The district is eligible for listing at the local (Article 10) and National Register levels.

By virtue of the Historic Preservation Commission’s 2011 adoption of the SoMa Survey, the historic districts noted above are considered historical resources for purposes of CEQA. As noted, in general, previously surveyed properties that were determined to be historical resources were not re-surveyed in the Central SoMa Survey.

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<sup>101</sup> A DPR 523A form provides basic information concerning a historical resource, while a DPR 523B form provides additional detail and is typically used for resources warranting added description. As noted above, a DPR 523D form concerns a historical resource in a district.



### *Central SoMa Historic Resource Survey, 2016*

In October 2013, the San Francisco Planning Department prepared a historic resource survey and context statement, namely the Central SoMa Context Statement and Historic Resource Survey (Central SoMa Survey), to aid in the identification and evaluation of previously undocumented age-eligible buildings (more than 45 years old) located within the Plan Area and vicinity. The Central SoMa Survey area is bounded by Market Street on the north, 2nd Street on the east, Townsend Street on the south, and 6th Street on the west. The Plan Area is contained within the larger survey area; however, the historic resource survey information for the entire Central SoMa Survey area is presented here because the street network changes and open space improvements extend beyond the Plan Area. The Central SoMa Context Statement and Central SoMa Survey was updated in 2015 and serves as the latest resource for Plan Area historical resources. It includes a discussion of various property types, historic significance, and the integrity of potential historical resources. The context statement informed a historic survey that assigned historical resource status codes to Plan Area buildings not previously documented. The area surveyed includes the Yerba Buena Center redevelopment area, where few buildings more than 45 years old are located, as well as an area bounded by Fifth, Sixth, Market, and Natoma Streets, which had the greatest concentration of previously unsurveyed age-eligible buildings just outside of the Plan Area. Another small cluster of buildings included in the survey is located in the southwest portion of the Plan Area and confined to parcels bounded by Fifth, Sixth, Bryant, and Brannan Streets. The Central SoMa Survey was presented to the Historic Preservation Commission for review and adoption in March 2016, and then submitted to the California Office of Historic Preservation for inclusion in the California Historical Resources Information System, the statewide database of historical resources. The Historic Preservation Commission adopted the Central SoMa Historic Context Statement and Historic Resource Survey, per Motion No. 0277, on March 15, 2016. Therefore, the Central SoMa Survey is considered to be a qualified historic resource survey for the purposes of CEQA.

The Central SoMa Historic Resource Survey examined more than 130 parcels that had not been previously surveyed or for which prior survey information was incomplete. A number of previously un-surveyed sites were not documented, typically because the sites were vacant (i.e., did not contain a building) or the building was not age eligible (i.e., less than 45 years old). The remaining properties were documented in spreadsheet format to create a property information catalog. This catalog includes baseline information including the assessor's block and lot, address, and year built, as well as any previous historic documentation. A variety of architectural attributes were captured for each property, including the number of stories, architectural style, ornamental features, and apparent architectural integrity. Preliminary historical resource status codes were then assigned to each property.

Of the properties surveyed, a number of them were determined to be individually eligible for the local listing, California Register, and/or National Register (see Table APX-C-1 in Appendix C). The survey also identified three new California Register-eligible historic districts including: the Mint-Mission Historic District, St. Patrick's Church and Rectory Historic District, and the San Francisco Flower Mart Historic District.

In addition to identifying individual historical resources and potential historic districts, the survey also identified one property in the Plan Area that appears eligible for addition to the previously identified National Register-eligible Sixth Street Lodginghouse Historic District (see discussion, below). In addition, the survey also found one more property eligible as a contributor to the South End Landmark District Addition and one more property eligible as a contributor to the Bluxome and Townsend Warehouse Historic District.

### *Mint-Mission Historic District*

The Central SoMa Survey identified the Mint-Mission Historic District, which includes buildings north, west, and southwest of the Old Mint, between Stevenson and Minna Streets in the northwestern portion of the Plan Area. The district contains 19 contributing buildings (see **Table IV.C-1, Mint-Mission Historic District**), all constructed between 1906 and 1930, and 2 non-contributing buildings or parcels. The Mint-Mission Historic District is composed of small- to mid-scale industrial, residential, and commercial buildings. These include several warehouses and industrial lofts, three residential hotels with commercial ground floors, and a former bank. The district is shown in Figure IV.C-2, p. IV.C-16.

**TABLE IV.C-1 MINT-MISSION HISTORIC DISTRICT**

Parcel(s)	Address	Year Built	Historic Name	District Contrib?	Survey Code <sup>a</sup>	Current Article 11 Status
3704/003	44–48 Fifth St	1907	Oakwood Hotel	Yes	3CB	V – Unrated
3704/010	12 Mint St	1919		No	6L	V – Unrated
3704/012	66 Mint St; 932 Mission St	1916	Remedial Loan Association	Yes	3CB	I – Significant
3704/013	936–940 Mission St	1915	Land Hotel / Chronicle Hotel	Yes	3CD	V – Unrated
3704/017	948–952 Mission St	1907	Piedmont Hotel / Alkain Hotel	Yes	3CB	V – Unrated
3704/018	956–960 Mission St	1910		No	6L	V – Unrated
3704/019	966 Mission St	1922		Yes	3CD	No rating
3704/020	968 Mission St	1930	Toledo Scale Co.	No <sup>2</sup>	3CD	V – Unrated
3704/021	972–976 Mission St	1925	Dohrmann Hotel Supply Company	Yes	3CD	No rating
3704/022	980–984 Mission St	1924		Yes	3CD	No rating
3704/024	481 Jessie St	1907	Hulse Bradford Carpets & Draperies	Yes	3CD	No rating
3704/028	471 Jessie St	1912		Yes	3CD	V – Unrated
3704/029	431 Jessie St	1912		Yes	3CD	No rating
3704/034	14–16 Mint Plz.; 54 Mint Plz	1907		Yes	1S, 3CD	I – Significant
3704/035	440–444 Jessie St	1924	Wobber's Inc., Printing & Engraving	Yes	3CB	No rating
3704/059	443 Stevenson St	1914		Yes	3CD	No rating
3704/079	2–4 Mint Plaza	1926	Hale Brothers Warehouse & Offices	Yes	1D, 3CB	No rating
3704/113	10 Mint Plaza	1924		Yes	3CD	No rating
3704/144	6–8 Mint Plaza	1924		Yes	3CD	No rating
3725/087	959–965 Mission St	1906	California Casket Co.	Yes	3CB	II – Significant
3725/088	951–957 Mission St	1916	Ford Apartments	Yes	3CD	No rating

NOTES:

- See Table APX-C-2, in Appendix C, for a list and description of California Historical Resource status codes. In general, Status Code 1 indicates properties listed in the California Register; Status Code 3 indicates properties that appear eligible for listing in the California Register through survey evaluation; and Status Code 6 indicates properties not eligible for listing in the California Register.
- This building is not a contributor because it was constructed outside the district's period of significance; however, the survey found it appears individually eligible for the California Register.

The district appears eligible for the California Register under Criterion 1 (Events) for its association with post-Earthquake reconstruction and the evolution of land use patterns at the northern edge of the South of Market area. Specifically, this district embodies the historic function of the blocks immediately south of Market Street as a transition zone between the large-scale commercial uses along Market Street and the predominately industrial uses to the south. This land use pattern first evolved during the 19th century and was repeated during the rebuilding efforts which followed the 1906 earthquake and fire. With the exception of the New Montgomery-Mission-Second Street Conservation District, there are no other blocks north of Howard Street or east of Sixth Street that so strongly retain this historic mix of early 20th century industrial, residential, and commercial buildings. This district is also unusual in that most buildings are constructed on through-lots and have visible rear elevations.

The district also appears eligible for the California Register under Criterion 3 (Design/Construction), as it features an overall cohesive mix of reinforced concrete and brick masonry buildings featuring Classical Revival style design influences. The use of Classical design elements, more so than any other style, typified early 20th century architecture in San Francisco. Common examples of Classical Revival design include the use of corniced rooflines, frequently with brackets or modillions; dentil moldings; applied cast shield or swag ornaments; and arched openings. These design details are frequently strongest on residential and mixed-use buildings, and less pronounced on industrial buildings.

The Mint-Mission Historic District abuts the Neoclassical-style Old Mint, a National Historic Landmark. The Old Mint is not a contributor to the district, as its construction pre-dates the development of the district by decades. However, the Old Mint serves as an iconic visual backdrop for the east end of the district. Conversely, the district provides an architecturally cohesive setting for the Old Mint. The Historic Preservation Commission concurred in the eligibility of this district as part of its approval of the Central SoMa Survey.

### *St. Patrick's Church and Rectory Historic District*

The Central SoMa Survey identified a California Register-eligible historic district consisting of St. Patrick's Church (City Landmark No. 4; listed on the National Register) and its adjacent rectory and supporting structures, on the north side of Mission Street between Third and Fourth Streets. The church itself is one of a handful of 1906 earthquake and fire survivors in the Plan Area vicinity. The Historic Preservation Commission concurred in the eligibility of this district as part of its approval of the Central SoMa Survey. The district is shown in Figure IV.C-2.

### *San Francisco Flower Mart Historic District*

The Central SoMa Survey identified a California Register-eligible historic district consisting of five interconnected structures that comprise the San Francisco Flower Mart, located on the southern half of the block bounded by Bryant, Fifth, Brannan, and Sixth Streets. Four of the five buildings were completed in 1956 and at least three of those were designed by master architect Mario Ciampi; a fifth building was added in 1967. The Flower Mart appears eligible for the California Register under Criteria 1 and 3 for its associations with San Francisco's floral industry and inter-ethnic commercial cooperation, as well as its purpose-built design by Mario Ciampi. The Historic Preservation Commission concurred in the eligibility of this district as part of its approval of the Central SoMa Survey. This district is shown in Figure IV.C-2.

### *Potential Additions to the Kearny-Market-Mason-Sutter Conservation District*

The Central SoMa Survey revealed the potential for two possible additions, along the northern edge of the Central SoMa Survey area, to the locally designated Kearny-Market-Mason-Sutter Conservation District (see **Table IV.C-2, Potential Additions to Kearny-Market-Mason-Sutter Conservation District**). These buildings relate to the established historical context and architectural character of the conservation district, and are located directly adjacent to the district's southern boundary, outside the Plan Area. Both are larger-scale hotels, and one has an existing Article 11 Category I rating: the Pickwick Hotel at 67-99 Fifth Street (1923). The Hotel Lankershim (now Hotel Zetta) at 55 Fifth Street is not currently designated under Article 11.

**TABLE IV.C-2 POTENTIAL ADDITIONS TO KEARNY-MARKET-MASON-SUTTER CONSERVATION DISTRICT**

Parcel(s)	Address	Year Built	Historic Name	Proposed Survey Code <sup>a</sup>	Current Article 11 Status
3725/021, 3725/023, 3725/054	67-99 Fifth St; 898 Mission St	1923	Pickwick Hotel	5B	I – Significant
3705/039	55 Fifth St	1913	Hotel Lankershim	5D3	No rating

NOTES:

- a. See Table APX-C-2, in Appendix C, for a list and description of California Historical Resource status codes. In general, Status Code 5 indicates properties recognized as historically significant by local government.

### *Additions to the Sixth Street Lodginghouse Historic District*

One building was identified as an eligible addition to the previously identified Sixth Street Lodginghouse Historic District, identified in 2009 as eligible for the National Register as part of the South of Market Historic Resource Survey (also see discussion of this district below). This building, 481 Minna Street, is located one parcel east of the Plan Area boundary, directly adjacent to the eastern boundary of the Lodginghouse District. The building is shown as a residential hotel on the 1913 and 1950 Sanborn maps, and was constructed within the identified period of significance (1906-1913) for the Lodginghouse District. It was assigned a rating of 3D in the Central SoMa Survey, meaning that it appears eligible for the National Register as a contributor to a National Register district through survey evaluation; this would also make it eligible for the California Register.

### *Addition to the South End Landmark District Addition*

The survey revealed an eligible addition to the previously identified South End Landmark District Addition, described on a DPR 523D (District) form in 2009, as part of the South of Market Historic Resource Survey.<sup>102, 103</sup> This property, 434 Brannan Street, is a three-story, reinforced concrete industrial building constructed in 1929 for the Scoville Manufacturing Company and designed in the Art Deco style. The property directly faces the southwestern boundary of the South End Landmark District Addition, being located across the street from the

<sup>102</sup> A DPR 523 form is a State of California and Natural Resources Agency Department of Parks and Recreation form used to record a historical resource. The "D" suffix indicates the resource is a District.

<sup>103</sup> The South End Landmark (formerly, Historic) District is identified in Article 10 of the *Planning Code*, having been originally adopted in 1990 (Ordinance 104-90).

contributing property at 435 Brannan Street. The building was previously assigned a 5S3 rating in the South of Market Historic Resource Survey. It was given a rating of 3D in the Central SoMa Survey, meaning that it is significant both individually and as a contributor to a district that is locally listed, designated, determined eligible, or appears eligible through survey evaluation.

#### *Addition to the Bluxome and Townsend Warehouse Historic District*

Survey efforts revealed an eligible addition to the previously identified Bluxome and Townsend Warehouse Historic District, identified in 2009 as locally eligible for listing or designation as part of the South of Market Historic Resource Survey. The subject property, 601 Brannan Street, was designed by architects Ashley & Evers and constructed in 1924 for Grinnell Company of the Pacific, successor firm to General Fire Extinguisher Company. It was photographed for the March 1935 issue of Architect & Engineer and was noted in the 1990 Unreinforced Masonry Building Survey (see description below) for its “robust red” brick. The building also features ornamental plaques at the roofline with the letter “G” and the image of a fire sprinkler. Its addition to the Bluxome and Townsend Warehouse Historic District corrects an apparent omission made during the South of Market Historic Resource Survey, which assigned a 6Z rating. The Central SoMa Survey proposed a 5D3 rating for the structure, meaning it appears to qualify as a contributor to the locally eligible Bluxome and Townsend Warehouse District.

#### *Updated Individual Status Codes*

Survey efforts and research conducted by Planning Department staff have determined that updated California Historical Resource Status Codes are warranted for three properties evaluated previously within the Plan Area and vicinity (see **Table IV.C-3, Updated Individually Eligible Resources from Central Soma Historic Resource Survey**). Each of the resources has been newly determined to be a historical resource, and each is considered a good example of its respective types and periods. The updated status codes reflect new information generated by the Central SoMa Historic Resource Survey, including new information about the architects and/or history of alterations.

**TABLE IV.C-3      UPDATED INDIVIDUALLY ELIGIBLE RESOURCES FROM CENTRAL SOMA HISTORIC RESOURCE SURVEY IN THE PLAN AREA**

	Parcel(s)	Address	Year Built	Historic Name	Prior Rating <sup>a</sup>	Updated Rating
1	3725/020	964 Howard St	1907		6L	3CS
3	3777/017	534–548 Fourth St	1919	Thiebaut Brothers Paper Box Co.	6Z	3CS
4	3725/007	194–198 Fifth St	1912	Hotel George	6L	3CS

NOTES:

- See Table APX-C-2, in Appendix C, for a list and description of California Historical Resource status codes. In general, Status Code 3 indicates properties that appear eligible for listing in the California Register through survey evaluation; and Status Code 6 indicates properties not eligible for listing in the California Register.

### *Historic Resources Worthy of Potential Future Landmark Status*

Survey efforts and research conducted by Planning Department staff in conjunction with the preparation of the Plan identified 16 buildings in SoMa that appear eligible for designation under *Planning Code* Article 10 (City Landmark) (see **Table IV.C-4, Historic Resources with Potential of Future Landmark Status**). These buildings appear eligible for designation as Landmarks either for their architecture, their historical or cultural significance, or both.

**TABLE IV.C-4 HISTORIC RESOURCES WITH POTENTIAL OF FUTURE LANDMARK STATUS**

Parcel(s)	Address	Year Built	Historic Name	Current Historic Status Code <sup>a</sup>
3777/001	500–504 Fourth St	1908	Hotel Utah	3S
3775/058	104–106 South Park St	1907	Omiya Hotel/ Gran Oriente Filipino	5D3
3775/039	95 Jack London Alley	1951	Gran Oriente Filipino Masonic Temple	5D3
3776/041	539 Bryant St	1912	Shreve & Company Factory	3S
3760/012	480 Fifth St	1925		3CS
3776/008	566–586 Third St	1907	Central Hotel	3S
3786/015	340–350 Townsend St	1906	Paul Wood Warehouse	2S2
3763/105	645 Harrison St	1947	A. Carlisle & Company Building	3S
3752/010	360 Fourth St	1925	Southern Police Station	2S
3786/015	508–514 Fourth St	1925	Murschen & Hoelscher Building	5S3
3787/052	601 Fourth St	1916	Heublein Wine Distribution Warehouse	3S
3733/019,020	844–850 Folsom St	1923	Victor Equipment Company	5S3
3733/020A	854 Folsom St	1926		5S3
3775/084	461 Bryant St	1912		5S3
3788/024A	355 Brannan St	1928		5S3
3788/024	361–365 Brannan St	1928		5S3
3704/003	44–48 Fifth St	1907	Oakwood Hotel	3CB

NOTES:

- See Table APX-C-2, in Appendix C, for a list and description of California Historical Resource status codes. In general, Status Code 2 indicates properties determined eligible for listing in the California Register; Status Code 3 indicates properties that appear eligible for listing in the California Register through survey evaluation; and Status Code 5 indicates properties recognized as historically significant by local government.

### *Article 11 Reclassification*

Survey efforts and research conducted by Planning Department staff have determined that Article 11 reclassification is warranted for eight properties within the Central SoMa Survey area (see **Table IV.C-5, Buildings Eligible for Article 11 Reclassification**). The current ratings were assigned approximately 30 years ago, and new information and/or comparisons with similar properties were used as the basis for these proposed ratings.

**TABLE IV.C-5 BUILDINGS ELIGIBLE FOR ARTICLE 11 RECLASSIFICATION**

Parcel(s)	Address	Year Built	Historic Name	Current Article 11 Rating	Proposed Article 11 Rating
3704/017	948 Mission St	1907	Alkain Hotel	V	III—Contributory
3275088	953–957 Mission St	1915	Ford Apartments	V	III—Contributory
3704/013	936–940 Mission St	1915	Land Hotel/Chronicle Hotel	V	III—Contributory
3733/137	357 Tehama St	1910	Spaulding Pioneer Carpet Cleaners	V	III—Contributory
3705/039	55 Fifth St	1913	Lankershim Hotel	V	IV—Contributory
3733/008	821 Howard St	1921	Bake Rite Oven Manufacturing / Southern Police Station	No rating	III—Contributory
3704/035	440–444 Jessie / 439-441 Stevenson St	1924	Wobbers Inc. Printing & Engraving	V	IV—Contributory

## Archeological Setting

### *Archeological Context*

This subsection, describing the archeological context, has been adapted from the Archeological Technical Memorandum for the *San Francisco General Plan Housing Element EIR*.<sup>104</sup>

A sizable archeological literature exists for San Francisco and there has been a considerable amount of archeological field investigation. Most of this documentation has been more descriptive than analytical in its treatment of archeological resources and most field projects have been initiated as salvage archeological efforts rather than the implementation of research or area-wide preservation plans. Until recent years, archeologists in San Francisco have primarily concentrated on a small range of archeological resources, specifically prehistoric sites, Gold Rush-period structural remains and deposits, buried Gold Rush-period storehouses, structural remains associated with the Spanish/Mexican Presidio, the foundations of the former City Hall complex, and deposits associated with Chinese households or merchants. A number of archeological data recovery projects have also been conducted in former historical cemetery sites involving the removal of a large number of burials. With one exception,<sup>105</sup> little archeological analysis of cemetery features, human remains, or the burials themselves has resulted, in part because of inconsistencies in state laws regarding the status and appropriate treatment of discovered human remains and the failure to coordinate a plan of action among interested City departments.

A major research focus in recent archeological work in San Francisco has been comparative studies of domestic and commercial deposits during the historic period (after 1860 and before the 1906 earthquake and

<sup>104</sup> William Self Associates and Randall Dean, *Archeological Technical Memorandum for the San Francisco General Plan Housing Element EIR*, prepared for San Francisco Planning Department, 2009. Available at [http://www.sf-planning.org/ftp/files/MEA/2007.1275E\\_SFHE\\_DEIR\\_AppxC.pdf](http://www.sf-planning.org/ftp/files/MEA/2007.1275E_SFHE_DEIR_AppxC.pdf), accessed August 29, 2012.

<sup>105</sup> Buzon, Michele, Philip Walker, Francine Verhagen, and Susan Kerr, "Health and Disease in Nineteenth-Century San Francisco: Skeletal Evidence from a Forgotten Cemetery" in *Historical Archaeology*. 39(2): 1–15, 2005



fire). Freeway projects conducted by Caltrans, initiated after the damage caused during the 1989 Loma Prieta earthquake, made possible several in-depth archeological studies of this period.<sup>106,107,108</sup> Such studies have shown that archeological deposits of the late 19th century and early 20th century may have important research value independent of the existence of a good associated historical record. These studies have shown that the archeological record of the past 150 years has the potential to fill in the gaps and misrepresentations that characterize the written record, despite having been subject to differential preservation over time, subsequent disturbances, and the biases of the archeologists in choosing what is retrieved, recorded, and investigated.

## Prehistoric Context of the Plan Area and Vicinity

The following discussion outlines the prehistoric context of the Plan Area and vicinity, which covers the period from 11,500 B.C. to A.D. 1780, including the most recent chronology for prehistoric archeological sites on the San Francisco peninsula and in the San Francisco Bay Area.

Since the late Pleistocene (approximately 11,500–9600 B.C.), when indigenous peoples may have first arrived in the Bay Area, the region has undergone dramatic environmental changes. To date, three Middle Holocene era prehistoric sites have been found in San Francisco, two of which consist of deeply buried human burials. During excavations for the Transbay Terminal project in 2014, an unusual human burial dating to approximately 7570 years BP (Before the Present) was discovered in former Bay mud deposits approximately 60 feet below grade. The other early human burial was discovered approximately 75 feet below the modern ground surface, during the construction of the Bay Area Rapid Transit (BART) tunnel near the Civic Center Station, at the western end of the Downtown district. A human skeleton estimated to have been buried more than 5,000 years ago was found in a clay matrix that was once part of marshlands associated with an inland creek (CA-SFR-28).<sup>109</sup> The majority of known prehistoric sites in San Francisco is no more than 2,000 years old and is found buried at depths of approximately 10 to 20 feet below ground surface. In most cases, the prehistoric sites lie within the dune sands that were blown eastward from the Pacific coast, across the peninsula (over the past 6,000 years or so).

Prehistoric resources and sites that have survived to be discovered during historic times represent only a portion of the past. The early Euro-American growth of San Francisco was characterized by filling of the shallow Bay waters and other low-lying lands, removal of hills of sand and rock, and the obscuring of original ground surfaces by fill, roadways, buildings, and structures. Nels C. Nelson conducted a systematic survey around the perimeter of the entire San Francisco Bay between 1906 and 1909, focusing on mounds of shell partially submerged in or adjacent to the Bay waters, and recorded 425 shellmounds.<sup>110</sup> Shellmounds are large, mounded accumulations of shell and shell fragments, charcoal, artifacts, and other detritus associated with

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<sup>106</sup> Praetzelis, Mary and Adrian Praetzelis (editors), *Tar Flat, Rincon Hill, and the Shore of Mission Bay: Archaeological Research Design and Treatment Plan for SF-480 Terminal Separation Rebuild*, 1992.

<sup>107</sup> Praetzelis, Mary and Grace Ziesing (editors), *San Francisco-Oakland Bay Bridge, West Bay Span Retrofit: Archaeological Research Design and Treatment Plan*. Prepared for Caltrans District 4, Oakland, CA, 1998.

<sup>108</sup> Ziesing, Grace H., *Replacement of the West Approach to the San Francisco-Oakland Bay Bridge: Archaeological Research Design and Treatment Plan*. Prepared for Toll Bridge Program, CALTRANS, District 4, 2000.

<sup>109</sup> The trinomial coding system for archeological resources includes the state ("CA"), county (three-letter county code, "SFR"), and an identifying number.

<sup>110</sup> Nelson, Nels C., *Shellmounds of the San Francisco Bay area. University of California Publications in American Archaeology and Ethnology* 7 (4): 310–356. Berkeley, 1909.

long-term human occupation of a site. Shellmounds also frequently contain large numbers of human burials. Nelson's survey occurred well after Yerba Buena Cove had been filled and the area had been heavily developed and covered by the built environment. It is likely that the filling of the cove and subsequent development obscured any prehistoric occupations that may have existed there.

Periods of prehistory and discovered sites dating from these periods are discussed below.

#### *Terminal Pleistocene (11,500–9600 B.C.)*

No prehistoric sites dating from this period have as yet been discovered in the San Francisco Bay Area. The nearest Terminal Pleistocene site is the Borax Lake site (CA-LAK-36) near Clearlake, approximately 100 miles north of San Francisco. Presumably, populations were small and highly mobile. The archeological signature of such groups would be faint, geographically sparse, and easily disturbed by geological processes such as erosion, rising sea level, and alluvial burial.

#### *Early Holocene (9600–5700 B.C.)*

Early Holocene human populations are known from a few Bay Area sites, such as at Los Vaqueros Reservoir (CA-CCO-696) and Santa Clara Valley (CA-SCL-178). Communities from this period were semi-mobile hunter-gatherers who, in addition to tools, used some "site furniture" such as manos (stone hand tools) and milling slabs. Human burials from this period have also been investigated. There are no documented Early Holocene sites in San Francisco.

#### *Middle Holocene (5700–1800 B.C.)*

Middle Holocene sites are more widespread in the Bay Area and are evidenced by substantial settlements, isolated burials, distinct cemeteries, milling slabs, mortars and pestles, and the fabrication and use of shell beads and other ornaments. Differences in burial treatment such as differential distribution of shell beads and ornaments are interpreted as evidence of possible social stratification. The expansion of San Francisco Bay's estuaries and tidal wetlands seems to have resulted in a shift toward coastal and maritime resource exploitation. San Francisco has to date three known Middle Holocene sites, including CA-SFR-28—the remains of a young woman found during BART construction in marsh deposits 75 feet below grade. As noted, human remains from this period were also discovered in 2014 at the Transit Center site; however, full documentation of this find is pending. A third Middle Holocene prehistoric site was recently documented deeply buried within what was formerly the estuary of Islais Creek.

#### *Late Holocene (1800 B.C.–A.D. 1780)*

The Late Holocene has left the strongest archeological record of prehistoric populations in San Francisco. This period is marked by the establishment of large shellmounds. Artifact assemblages are characterized by bone awls (indicating the appearance of coiled basketry), net sinkers, mortars (probably indicating greater consumption of acorns), Olivella shell beads, the appearance of the bow and arrow, and diverse beads and ornaments, such as incised bird bone tubes. There is some indication of a greater exploitation of deer, sea otter, mussels, and clams. There is growing indication of shellmounds as planned, constructed landscapes on sites of ancestral, or at least mortuary, importance.

## Prehistoric Archeological Investigations in San Francisco

Use of a systematic investigatory approach to prehistoric sites in the northern portion of the San Francisco peninsula began with Nelson's shellmound survey conducted between 1906 and 1909.<sup>111</sup> Nelson pursued his interest in San Francisco prehistory with excavations at CA-SFR-7 (the Crocker Mound) on the Bay's southeastern shoreline,<sup>112</sup> among other investigations. Nelson found that CA-SFR-7 contained a variety of flaked stone, worked bone, faunal remains, and 23 human burials. The constituents of this mound indicate long-term residential occupation. Two years later, L.L. Loud excavated another shellmound (CA-SFR-6), approximately 3 feet (1 meter) thick, near the Palace of Fine Arts.<sup>113</sup> While interest in the prehistory of the northern San Francisco peninsula began in the early 1900s, the area generally received little attention until more recent times. This was partially a result of the destruction and/or burial of sites due to historic settlement and development.

Within the past 30 years or so, the body of work on the prehistoric northern San Francisco peninsula has expanded, as archeological sites are uncovered during construction or development activities within the City. Well over 50 prehistoric archeological sites have been documented within the northern San Francisco peninsula and Yerba Buena Island; the majority of these are within one-half mile or less from the historic margins of San Francisco Bay. The great majority of prehistoric sites are shell midden sites, which have their greatest concentrations in the South of Market area and the Hunters Point-Bayview-Candlestick Point-Visitation Valley area. Middens are accumulations or concentrations of objects crafted by people, as well as debris and objects left behind by human activities. Middens most commonly include some combination of flaked stone objects and debris from their manufacture, groundstone implements and fragments, burned and unburned faunal bone, ash, charcoal, and fire-affected rocks. Middens in San Francisco and the surrounding Bay Area are typically characterized by relatively high concentration of shells and shell fragments. Although midden sites in the latter area have been known since the 1870s and include some of the largest shellmound sites in San Francisco, they have been subject to little investigation and no hard dating. The South of Market area sites have, on the other hand, largely come to light only since the 1980s and have been subject to various analytical and absolute dating techniques. The South of Market area shell midden sites are also remarkable within Bay Area shellmound studies, in that many of them possess good physical integrity as a result of having been buried beneath natural sand dune deposits for hundreds of years following their abandonment.

In addition to the South of Market area and the Hunters Point-Bayview-Candlestick Point-Visitation Valley area, a third area of apparent intense prehistoric occupation was on the terraces of Islais and Precita Creeks (running roughly west-to-east across the central portion of the city, including what is now the Bernal Heights and Bayshore districts) just above their broad tidal estuary and included such sites as CA-SFR-3, -15, and -17, the Anderson Shellmound, the Alemany-Bayshore site, and the Portola Avenue mound. Prehistoric sites documented along the northern bay shore (CA-SFR-23, -26, -29, -30, and -129) and Lands End (CA-SFR-5, -20, and -21) appear to be smaller occupation sites or food processing camps. Shell midden sites in the Lake Merced area (CA-SFR-25 and -126, and the Lake Merced Site [no trinomial assigned]) have not been well investigated. One well-researched shellmound in San Francisco is CA-SFR-4 on Yerba Buena Island, which has

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<sup>111</sup> *Ibid.*

<sup>112</sup> Moratto, M. J., *California Archaeology*, Academic Press, Orlando, Florida, 1984:233.

<sup>113</sup> Ziesing, 2000 (see footnote 57, p. 13), p. 32.

been determined to have been first used exclusively as a cemetery site for around three hundred years by possibly Hokaan-speaking populations during the Late Holocene period. After a lapse of more than a thousand years, the site hosted a more intensive and diverse occupation between approximately A.D. 190 and 1780, resulting in a multi-component shellmound site. Based on contact era observations of interaction and travel between the mainland and the island, there may have been some relationship between CA-SFR-4 on the island and a prehistoric site in the South of Market area, CA-SFR-112.

### ***Archeological Resources in the Plan Area and Vicinity***

This subsection has been adapted from the ARDTP for this EIR and the archeological technical memorandum for the Housing Element EIR, including revisions and additions specific to the Plan Area and vicinity.<sup>114</sup>

### **Significance of San Francisco's Archeological Record**

Archeological resources typically attain historical significance from their potential to address relevant research issues, through recognition at the state level (based on California Register listing or review under CEQA) and/or at the federal level (based on National Register listing or review under Section 106 of the National Historic Preservation Act). Resources from periods for which complementary documentary evidence is either rare or non-existent have a higher likelihood of significance. Such periods include prehistory, the Spanish and Mexican period, and the Gold Rush era. Archeological resources that can speak to categories of investigation for which documentary evidence tends to be biased, sparse, or silent also have a higher likelihood of significance. Such archeological resources include, but are not limited to, the artifact-filled hollow features (privies, wells, trash pits) or building infrastructural remains of the domestic, commercial, institutional, and industrial sites associated with specific ethnic, racial, religious, occupational, or lower economic and social status groups or communities (e.g., an African-American-owned general store, or a Chinese shrimp fishing village); hollow features such as privies, cisterns, wells, and trash pits that were filled during the course of the daily lives of working-class San Franciscans; or shipwrecks.

### **Archeological Resources from the Prehistoric Period**

#### ***Recorded Prehistoric Archeological Sites in the Plan Area and Vicinity***

A records search was conducted for the ARDTP study area, which includes a 250 meter radius around the area bounded by Market Street to the north, Second Street to the east, Sixth Street to the west, and Townsend Street to the south. Based on the results of a records search (File Nos.12-1322 and 13-0149) at the Northwest Information Center of the California Historical Resources Information System (CHRIS), the Plan Area and vicinity, is likely to contain significant prehistoric archeological resources. A total of seven prehistoric archeological sites (CA-SFR-2, -113, -114, -147, -155, and -175 and P-38-004499) have been formally recorded within the ARDTP study area through the Northwest Information Center, and one site with both prehistoric and historical components (CA-SFR-154/H) has been recorded.<sup>115</sup> Two additional prehistoric archeological

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<sup>114</sup> See footnote 44, p. 1, and footnote 53, p. 3.

<sup>115</sup> Site P-38-004499 has not been assigned a trinomial identification number, as have the other sites noted.

sites (CA-SFR-112 and -135), and one site with both prehistoric and historical components (CA-SFR-151/H), have been recorded within the ARDTP study area.<sup>116</sup>

All of these resources were encountered below the current urban land surface, typically during formal archeological investigations, and many of the prehistoric sites were also buried under natural dune sand. The 11 sites with prehistoric components within the records search area all appear to be Late Holocene shell middens situated within sand dunes near the edge of former Mission Bay or Yerba Buena Cove. The full extent of these prehistoric occupations is uncertain, since only the portions within the relevant construction areas were studied and additional portions may well extend beyond those limits. For example, the northern boundary of site CA-SFR-114 was well-defined during data recovery investigations for the Moscone Center North project.<sup>117</sup> The site contained a thick occupation deposit, structural features, and human burials. The southern edge of the site was not documented, only defined by the limits of the construction area which extended to the northern edge of Howard Street. Recent archeological coring immediately to the south within Howard Street has revealed that even more southern portions of CA-SFR-114 remain preserved.<sup>118,119</sup>

As part of recent work at CA-SFR-175, seven prehistoric sites within the Plan Area and vicinity (CA-SFR-2, -113, -114, -147, -154/H, -155, and -175) have been determined eligible for the National Register as a District, and therefore are also considered eligible for the California Register.<sup>120</sup> The sites were determined eligible under Criterion A, as “associated with events that have made a significant contribution to the broad patterns of our history.” They are also considered to be National Register-eligible under Criterion D as well. These sites are considered to represent elements of a multi-village community network that was clustered around the shore of Mission Bay.<sup>121 122</sup> As such, a considerable portion of the Plan Area and vicinity is situated within a recently recognized National Register District.

### *Potential Prehistoric Archeological Property Types in the Plan Area and Vicinity*

San Francisco prehistoric-period archeological research has identified two general categories of archeological resources: residential and non-residential sites.<sup>123</sup> These categories are general enough that they encompass evidence from the entire prehistoric period and allow for the study of change through time. Shellmounds are included as a separate site type because they are characteristic of San Francisco and the Bay Area. In addition, cemeteries, isolated human remains, and isolated artifacts are also discussed as separate property types.

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<sup>116</sup> Far Western Anthropological Research Group, Inc., 2014 (see footnote 44, p. 1), pp. 7–9.

<sup>117</sup> Archeo-Tec, Moscone Center Expansion Project: Archaeological Data Recovery Program. On file at the Northwest Information Center, Sonoma State University, Rohnert Park, CA, 1990.

<sup>118</sup> Far Western Anthropological Research Group, Inc., 2014 (see footnote 44, p. 1).

<sup>119</sup> Byrd, Brian F., Jack Meyer, Naomi Scher, Rebecca Allen, R. Scott Baxter, Bryan Larson, Chris McMorris, and Meta Bunse, *Archaeological Research Design and Treatment Plan for the Moscone Center Expansion, San Francisco, California*. Prepared for ESA and submitted to City of San Francisco Environmental Planning, 2013.

<sup>120</sup> Anthropological Studies Center (ASC), Site Specific Archaeological Research Design, Evaluation, and Data Recovery and Treatment Plan for Prehistoric Midden Deposits at Fourth and Howard Streets, San Francisco. Prepared for the San Francisco Municipal Transportation Agency, September 15, 2010: 45.

<sup>121</sup> Ibid.

<sup>122</sup> Luby, Edward M., Clayton D. Drescher, and Kent G. Lightfoot, Shell Mounds and Mounded Landscapes in the San Francisco Bay Area: An Integrated Approach. *The Journal of Island and Coastal Archaeology* 1(2): 191–214, 2006.

<sup>123</sup> (Ziesing, 2000 (see footnote 57, p. 13), pp. 131–132.

As discussed above, indigenous people lived by hunting and gathering, subsisting on the abundant fauna and flora available in the wooded hills, coastal, and estuarine habitats of the San Francisco peninsula. They hunted deer, trapped smaller animals and birds, caught fish and sea mammals, and ate shellfish. They also ate acorns, berries, and other plant foods that were available at different times throughout the year. In general they moved with the seasons, but also returned to favorite spots and group gathering places. As a result, the archeological record of San Francisco includes a variety of site types that housed different numbers of people for varying lengths of time (e.g., hunting group, small tribe, or larger gathering of tribes). The majority of prehistoric sites in San Francisco are shell middens that formed in coastal or estuarine habitats. Shell middens, described above, resulted from long-term or frequent occupation by people carrying out daily activities such as food preparation, eating, and tool-making, as well as the gathering and processing of massive quantities of shellfish. Extended occupation by large groups of people led to the accumulation of mounded shell middens, or shellmounds. Even among shellmounds, there were varying sizes and perhaps varying functions.

**Residential sites** contain evidence of permanent or semi-permanent occupation. In addition to middens, or soil containing concentrated debris from food processing, preparation, and eating, a residential site typically contains fire pits or hearths with ash, charcoal, and/or fire-affected rocks, circular or oval depressions of house floors, and often human graves. San Francisco archeologists further distinguish residential sites to indicate the apparent length and intensity of occupation. Large sites with very thick middens and multiple features such as hearths, house floors, and burials are inferred to have been villages.

Villages are characterized by large concentrations of a wide variety of artefactual materials, features, and often human burials, and represent long-term and/or frequent occupations by large groups of people. The deposits result from a wide variety of activities relating to daily life. Shellmounds have been found within San Francisco, and most of the larger, more complex shellmounds are thought to have been the sites of villages. These are identified by concentrations of shell and shell fragments from a variety of species of shellfish, and combinations of one or more of the following materials: charcoal, ash, faunal bone, fire-affected rock, shell ornaments, bone tools, groundstone implements, flaked stone tools (e.g., spear, knife, and arrow points and the debris from their manufacture), human remains, quartz crystals, mica, ocher, and filled pits or impressions. The upper layers of San Francisco Bay shellmounds are typically no longer present, and to some extent those layers beneath the present ground surface may have been damaged or destroyed, but in many cases, the deepest layers (at least 5 feet below the present ground surface) may remain intact. However, one of the distinguishing characteristics of many of the shell midden sites that have been found in the South of Market area is the fact that they have remarkable integrity, attributable to their having been buried under later sand dune deposits. Examples of village sites in the South of Market area are CA-SFR-112 and CA-SFR-135 (thought to be part of the same extensive site) and CA-SFR-114.

Sites CA-SFR-112 and CA-SFR-135 are characterized by shell midden deposits.<sup>124,125,126</sup> The sites were found a little over 16 feet (5 meters) below present day ground surface, and averaged about 1 foot (40 centimeters) in

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<sup>124</sup> Walsh, Michael R., Department of Parks and Recreation Site Record for CA-SFR-112. On file at the Northwest Information Center, Sonoma State University, Rohnert Park, CA, 1986.

<sup>125</sup> William Self Associates, Inc. (WSA), Department of Parks and Recreation Site Records for CA-SFR-135. On file at the Northwest Information Center, Sonoma State University, Rohnert Park, CA., 2001.

<sup>126</sup> William Self Associates, Inc. (WSA), Archaeological Monitoring, Testing, and Data Recovery Program. 560 Mission Street Project, San Francisco, CA. Unpublished report on file at the WSA office, Orinda, CA.

thickness. They appear to have been covered by drifting dune sands prior to the historic period.<sup>127</sup> Walsh inferred that CA-SFR-112 represented the easternmost toe of a substantial shellmound that extended beneath an adjacent building. CA-SFR-135 was thought to be the possible continuation of the same deposit.<sup>128</sup>

Radiocarbon and obsidian hydration dates place CA-SFR-112 occupation between A.D. 250 and A.D. 850, while obsidian-hydration dates from CA-SFR-135 indicate that the site was intermittently inhabited between A.D. 400 and A.D. 1000. CA-SFR-112 may have been a sizeable village that had been occupied for a substantial period of time.<sup>129,130,131</sup> If this is correct, then CA-SFR-135 would appear to be part of the same large shellmound, given the similarity in depth, date, and composition.

Archeological testing conducted by William Self Associates, Inc. (WSA) at 40 Jessie Street, east of the Plan Area, in 2006 encountered disturbed secondary prehistoric midden deposits from just over 10 feet (3.2 meters) to close to 15 feet (4.8 meters) below ground surface.<sup>132</sup> Due to the proximity to CA-SFR-112, WSA concluded that the midden material represented disturbed components from that site that had been redeposited in the fill at 40 Jessie Street during historic-period construction activities (historic materials were intermixed with the midden sediments).

Like CA-SFR-112, CA-SFR-114 is a shell midden that is thought represented a large village site occupied for an extended period of time. The site was covered by dune sands and was located at depths of nearly 10 feet (3 meters) to over 20 feet (6.3 meters) below street level.<sup>133</sup> The midden contained various artifact types and faunal remains, a possible sweathouse feature, and a minimum of 11 human burials, some of which had associated grave goods such as *Olivella* beads and abalone pendants. Radiocarbon dates indicated that the site was occupied from approximately A.D. 350 to A.D. 950, while shell bead types and the depth of the deposit suggest dates of occupation between 550 B.C. and A.D. 950.<sup>134</sup>

Recently, a series of five midden deposits (CA-SFR-175) was discovered during archeological monitoring of trenching on Fourth Street to relocate utilities from the path of the new Central Subway construction.<sup>135</sup> The site included relatively thick accumulations of midden soils containing a range of archeological indicators of residential property types, including evidence of food processing and consumption. The midden deposits are located approximately 700 feet southwest of CA-SFR-114, and while further assessment is necessary to

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<sup>127</sup> Pastron, Allen G., *Archival Cultural Resources Evaluation of the Proposed First and Howard Development Project*, City and County of San Francisco, California. Prepared by Archeo-Tec Inc., Oakland, CA, for EIP Associates, San Francisco, CA, 2005.

<sup>128</sup> Walsh, 1986 (see footnote 87, p. 37).

<sup>129</sup> Archeo-Tec, Inc., 1990, Moscone Center Expansion Project: Archaeological Data Recovery Program. Oakland, California. Report on file, Northwest Information Center, Sonoma State University, Rohnert Park, California.

<sup>130</sup> Ibid.

<sup>131</sup> Ziesing, 2000 (see footnote 57, p. 13), p. 43.

<sup>132</sup> William Self Associates, Inc. (WSA), *Report on Archaeological Testing Program and Data Recovery at 40 Jessie Street*, San Francisco, CA. Prepared by William Self Associates, Inc., Orinda, CA, for San Francisco City and County, Major Environmental Analysis, City Planning Department, San Francisco, CA, 2006.

<sup>133</sup> Archeo-Tec, 1990:21.

<sup>134</sup> Martin, Thomas, *Archaeological Testing/Data Recovery Investigations at the Prehistoric Deposit of CA-SFR-154/H, San Francisco-Oakland Bay Bridge West Approach Replacement Project*, San Francisco, California. Prepared for California Department of Transportation, District 4, Oakland, CA, 2006, p. 18.

<sup>135</sup> ASC, 2010.



determine if they represent the same occupation episode, the thickness of the deposits indicate they could be contemporaneous.

Occupation sites, like village sites, exhibit a concentration of artifacts and materials gathered and/or produced by humans while conducting the range of activities typically carried out at a campsite, when the site was occupied long enough to leave behind features, such as hearths (a concentration of fire-affected rock, charcoal, ash, and perhaps, faunal bone or flaked stone debris); housepits or house floor impressions (hardened earth, sometimes lined with fired clay); and burials (cremations with concentrations of burned human remains, ash, charcoal; or flexed interments with human remains and associated artifacts). Occupation sites are smaller than village sites as they housed smaller groups of people, likely for shorter periods of time. Occupation sites include smaller shellmounds as well as other midden sites with varying concentrations of shell.

Examples of occupation sites include CA-SFR-147 and CA-SFR-155, two relatively small and sparse midden deposits uncovered in 2003. The deposits range from around 12 feet (3.7 meters) to 18 feet (5.5 meters) below ground surface. The sites consisted of intact deposits of shell-flecked, dark, sandy soil within the dune sand that once covered much of San Francisco, overlain by fill sand and disturbed midden intermixed with historic and modern materials. Material within the deposits included shellfish remains; avian, mammal and fish bone; flakes of obsidian, chert and other raw materials; a sandstone charmstone or pipe fragment; two modified chert flakes; and an obsidian biface. Large mammal bones were absent at CA-SFR-147 and small to medium-sized mammal bones were dominant at CA-SFR-155. Both sites contained evidence of processing and consumption of locally obtained resources in the form of burned and calcined shell and bone, and evidence of on-site seed and nut processing was found at CA-SFR-155. Radiocarbon dates indicate that CA-SFR-147 was occupied about 2,000 years ago, and CA-SFR-155 was occupied around A.D. 200 to 300. The excavators of the sites inferred a major shift in shellfish consumption patterns from mussel to clam approximately 1,800 years ago.<sup>136</sup>

**Non-residential sites** represent activities that were carried out away from the residential base, such as temporary hunting or shellfish gathering camps, or isolated burials, and are also referred to as special purpose sites. These sites typically contain a concentration of artifacts and materials gathered or produced by indigenous peoples in pursuit of a limited range of activities or a single activity, such as deer hunting, shellfish gathering, butchering, or flaked stone implement or shell bead manufacture.

Testing and data recovery at CA-SFR-154/H revealed a 16-inch (40-centimeter) thick deposit of intact remnant shell midden yielding shell and mammal, avian, and fish remains, a bone tool, fire-cracked rock, groundstone, and chert and obsidian debitage. Samples of the obsidian debitage were sourced to Napa Valley and dated from 960 to 345 years ago.<sup>137</sup> A shell was radiocarbon dated to A.D. 1480 and a bone to A.D. 1850. The shell collection was overwhelmingly dominated by clams, indicating that the site was likely occupied primarily during the Late Holocene and may have extended into the historic period.<sup>138</sup> Martin observed that the site appeared “geographically, functionally, and temporally distinct” from surrounding prehistoric sites.<sup>139</sup> He

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<sup>136</sup> Martin, 2006, 18–19.

<sup>137</sup> Meyer, Michael D. and Thomas Martin, Department of Parks and Recreation Site Record for CA-SFR-154/H. On file at the Northwest Information Center, Sonoma State University, CA, 2003.

<sup>138</sup> Martin, 2006.

<sup>139</sup> Ibid., iii.

inferred that the site was “a small temporary camp or special-use location oriented primarily to the harvesting and consumption of shallow-water or estuarine species—including mollusks, fish, and waterfowl—and at least some terrestrial and marine mammals.”

CA-SFR-113 is another shell midden site believed to have been a transient hunting camp.<sup>140,141</sup> Like CA-SFR-112, the site had been covered by dune sands prior to the historic period and was located nearly 15 feet (4.5 meters) below street level. The site contained shellfish remains (predominately mussel), small to large mammal bones, avian bones, flaked-stone and groundstone tools and debitage, ocher, asphaltum, baked clay, and several features. Obsidian sourcing studies indicate that the obsidian recovered from the site came from at least three sources: Napa Valley, Annadel, and Casa Diablo. Pastron’s analyses determined that the site was occupied between 100 B.C. and A.D. 100.<sup>142</sup>

Additional prehistoric deposits were found near CA-SFR-113 and at a comparable depth. Concentrations of shell midden material containing faunal bone, shellfish remains, stone tools and debitage, and abundant charcoal were recovered. Radiocarbon dates obtained from charcoal samples indicate that the site was occupied between 250 B.C. and A.D. 30 representing “the oldest dated occupation site in San Francisco, so far.”<sup>143</sup> In addition, a non-midden deposit of burnt material containing small Napa Valley obsidian flakes, which were inferred to represent a single knapping event, was unearthed. Obsidian hydration analyses of material from this concentration produced dates of A.D. 750 and 850. Archeo-Tec determined that this material was part of CA-SFR-113 and extended the boundaries of CA-SFR-113 to include these deposits.<sup>144</sup>

**Shellmounds**, some representing residential, and others non-residential sites, are typical of the bay shore and have been interpreted not only as locations of occupation, ritual, and burial but also as symbolic landscapes. Coastal and bay shoreline shellmounds would have been highly visible in prehistoric times, and their relative size and locations could have had symbolic, social, political, and historical significance.

The function of shellmounds in the greater San Francisco Bay has always been a topic of interest to archeologists but has never been satisfactorily explained. Despite considerable research, archeologists have not reached consensus on why hunter-gatherer populations constructed the shellmounds.<sup>145,146</sup> The role of shellmounds in the subsistence-settlement system most likely changed over time, as evidenced by the variation in location, characteristics, and interrelationships of the shellmounds. The shellmounds have been proposed as residential bases, refuse accumulations, garbage dumps, or specialized ceremonial sites. Because

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<sup>140</sup> Ibid., 19.

<sup>141</sup> Pastron, 1999, 20, 21.

<sup>142</sup> Ibid., 20–21.

<sup>143</sup> Pastron, Allen G. and Richard D. Ambro, *The Prehistoric Archaeology of the Westfield San Francisco Centre Project at 835 Market Street, San Francisco, California, and Incidentally, an Expansion of the Boundaries of Site CA-SFR-113*. Prepared for Westfield, San Francisco, CA, 2005.

<sup>144</sup> Richard Ambro, personal communication, 2007.

<sup>145</sup> Lightfoot, Kent G., Cultural Construction of Coastal Landscapes: A Middle Holocene Perspective from San Francisco Bay. In *Archaeology of the California Coast during the Middle Holocene*, Jon M. Erlandson and Michael A. Glassow, editors, pp. 129–141. Perspectives in California Archaeology Vol. 6, Cotsen Institute of Archaeology, University of California, Los Angeles, 1997.

<sup>146</sup> Lightfoot, Kent G., and Edward M. Luby, Late Holocene in the San Francisco Bay Area: Temporal Trends in the Use and Abandonment of Shell Mounds in the East Bay. In *Catalysts to Complexity: Late Holocene Societies of the California Coast*, Jon M. Erlandson and Terry L. Jones, editors, pp. 263–281. Perspectives in California Archaeology, Vol. 6, Cotsen Institute of Archaeology, University of California, Los Angeles, 2002.

many of the mounds contain abundant and intermixed evidence of food remains, hearths, house floors, and burials, it is difficult to devise a simple, comprehensive and satisfying explanation for their function. Lightfoot and Luby argue for the ceremonial significance of the mounds, partly because the mounds they examined once rose above the landscape—some as high as three-story buildings—providing impressive visual markers that they argue must have had symbolic value.<sup>147</sup>

Due to the intensive industrialization and urban development of the greater San Francisco Bay, most of the 425 mounds that Nelson documented in 1906 may have been either completely destroyed or severely compromised and are no longer visible on the landscape. Archeological methods have become more sophisticated, and the understanding of the construction and chronology of shellmounds, as well as the cultural history of the surrounding countryside, has grown considerably since the mass excavations and destruction of shellmounds in the first half of the 20th century. Today, most analysis and interpretation of the function of shellmounds relies upon existing data that were excavated from the shellmounds with outdated techniques and incomplete understanding of the complexities of chronology and structure. Recent construction projects have rediscovered intact portions of some shellmounds once thought to be completely destroyed. Examples include the Emeryville Shellmound, CA-ALA-309, and its neighbor, CA-ALA-310, which were encountered during the development of a large tract in Emeryville;<sup>148</sup> and CA-ALA-17, which was first identified in 1876 and more recently rediscovered in West Oakland.<sup>149,150</sup> New discoveries are possible, as evidenced by the discovery of a small shell-rich cultural deposit buried beneath the streets of West Oakland, CA-ALA-604.<sup>151</sup> This small find (less than 20 meters in diameter) is of particular significance as the deposit lies approximately 3 feet below modern ground surface and is limited to several species of shell, charcoal, some broken and burned faunal remains, and some fire-affected rock. A few thousand years ago, this concentration of shell and debris from cooking must have appeared as a very small mound or bump on the landscape. With no evidence of burials and such a relatively small profile, this site is a reminder of the variations in shellmound size, form, and function.

Observable patterns in the current Bay Area archeological data indicate that people settled near marshes adjacent to the Bay shoreline and, at the very least, fished, collected shellfish, and hunted sea mammals from the Pacific Ocean and the bay. Local occupants had access to imported materials and shared various regional cultural traits. The level of involvement in exchange of goods and ideas, however, has not been determined. Evidence of the various activities undertaken at shellmounds, such as flaked-stone tool manufacture, food processing and cooking, hide, shell, and bone working, storage, long- or short-term occupation, and burial, contribute to the understanding of prehistoric adaptation to San Francisco and the Bay Area. In order to

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<sup>147</sup> Ibid.

<sup>148</sup> Price, Heather, Eric Strother, Jennifer Price, Aimee Arrigoni, Marin Pilloud, Lisa Valkenier, James Allan, and William Self, *Report on the Madison Marquette Bay Street Project, Burial Removal and Construction Monitoring, CA-ALA-309 and CA-ALA-310, Emeryville, Alameda County, California*, 2004.

<sup>149</sup> Hylkema, Mark G., *Archaeological Report of a Prehistoric Burial Find at CA-ALA-17 in the City of Oakland, Alameda County, California. 4-ALA-880 Cypress Reconstruction Project*. On file at the Northwest Information Center, Sonoma State University, Rohnert Park, CA, 1997.

<sup>150</sup> Van Bueren, Thad, Jack Meyer, and Brian Ramos, *Report on Archaeological Testing for the Broadway-Jackson Interchange Improvement Project in the City of Oakland, California*. Prepared for the Office of Environmental Planning South, District 4, California Department of Transportation, Oakland, CA, 2002.

<sup>151</sup> Pastron, Allen G., and Andrew Gottsfeld, *Final Archaeological Report: East Block of the Mandela Gateway Project, City of Oakland, Alameda County, California*. On file at the Northwest Information Center, Sonoma State University, Rohnert Park, CA, 2003.

achieve a more sophisticated and satisfying explanation for variation in shellmounds, Bay Area archeologists must conduct more comprehensive evaluations of existing shellmound finds, incorporate new data from investigations at sites other than shellmounds, and take full advantage of any newly discovered intact shellmound deposits, whether from previously known shellmounds or from new discoveries.

**Cemeteries** or indigenous burials, including interments and cremations, are most often found in association with occupation sites, but occasionally concentrations of burials were placed in a cemetery with no evidence of occupation. There is reportedly a Native American cemetery at the highest point on Yerba Buena Island dating to the 1800s when indigenous peoples' descendants lived and worked on the island. They worked as laborers in the goat herding and wood cutting enterprise that provisioned ships with meat and wood for their journeys.<sup>152</sup> Missions typically dedicated a cemetery or a small area of a cemetery to indigenous peoples, and there is a cemetery associated with Mission Dolores.<sup>153,154</sup>

**Isolated human remains** are occasionally found with no apparent associations. These are important and protected resources. Two examples are known in San Francisco to date. The first is CA-SFR-28, discovered in 1969 during construction of the Bay Area Rapid Transit (BART) Station at Civic Center. An isolated human skeleton was located at 75 feet (22.9 meters) below street level. A radiocarbon date of  $3690 \pm 250$  B.C. was obtained from organic clay that surrounded the skeleton's pelvis, representing the oldest date for human skeletal material within the San Francisco peninsula. Analysts suggest that the skeleton was placed within a brackish marsh, in or near a freshwater channel. The marsh deposits were then overlain by approximately 20 feet (6 meters) of dune sand blown across the peninsula from Ocean Beach and Baker Beach.<sup>155,156,157</sup> More recently, an intact human skeleton was found during construction of the Transbay Transit Center in February 2014. The human remains were encountered at a depth of 58 feet below surface within Bay mud deposits, and are estimated to be between 5,000–7,000 years old.<sup>158</sup>

**Isolated artifacts** such as a broken flaked stone spear point, or a groundstone pestle, are occasionally found with no apparent associations. An obsidian scraper was found at the corner of Third and Folsom Streets with no other objects in association. Such finds may represent objects lost during their use, or more likely, secondary deposits, resulting from construction work, or work such as geotechnical boring, that may bring isolated artifacts up from below the surface, removing them from their context. Isolated artifacts have very limited information potential.

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<sup>152</sup> Boyes, Marcia, *The Legend of Yerba Buena Island*. The Professional Press, Berkeley, CA, 1936.

<sup>153</sup> Pastron and Ambro, 2008: 31-32.

<sup>154</sup> Saunders, Charles Francis, and Joseph Smeaton Chase, *The California Padres and Their Missions*. Houghton Mifflin Company, Boston, MA, 1915: 383.

<sup>155</sup> Martin, 2006, 20.

<sup>156</sup> Pastron, 1999, 18.

<sup>157</sup> Ziesing, 2000 (see footnote 57, p. 13), p. 42.

<sup>158</sup> Jack Meyer, personal communication, 2014.

## Archeological Resources from the Historic Period

### *Recorded Historical Archeological Sites in the Plan Area and Vicinity*

A records search at the Northwest Information Center indicates that six historical archeological sites (CA-SFR-128H, -137H, -138H, -153H, -162H, and P-38-004357), and one site with both prehistoric and historical components (CA-SFR-154/H), have been recorded within the Plan Area and vicinity. Six additional historical sites (CA-SFR-94H, -130H, -133H, -152H, -161H, P-38-004294), and one site with both prehistoric and historical components (CA-SFR-151/H), have been recorded within the ARDTP study area. The 14 sites with historical components within the records search area vary widely in size and character. Their boundaries are most often reported as either city blocks or the entire area under construction, rather than defined by the extent of actual deposits within these areas. They include one nineteenth-century whaling ship remnant (CA-SFR-94H), and 13 sites with late nineteenth-century or early twentieth-century remains (CA-SFR-128H, -130H, -133H, -137H, -138H, -151/H, -152H, -153H, -154/H, -161H, -162H, P-38-004294, and P-38-004357). Building foundations and floors, earlier ground surfaces, trash pits, and privies are common, and the age of these deposits varies from the 1860s to the 1920s.<sup>159</sup>

There are also a number of instances of archeological remains within the records search area that have been noted/documented but not formally recorded by archeologists.<sup>160</sup> These include eight sites with historical remains and one site with both prehistoric and historical archeological remains that were encountered during a variety of projects, but were not formally recorded. Such remains include Chinese laundry businesses (Fat Yuen Laundry Site and the Wing Lee Laundry Site), architectural remains with associated artifacts (Third and Mission Site Southeast), refuse deposits (Third and Mission Site Northeast, AT&T Park Site), a historical refuse deposit with butchered animal bones (888 Howard Street Site), structural feature remnants associated with an electric company and sewer access (Jessie Square Historic Features); late nineteenth-century hotel remnants (Crystal Hotel Site), and San Francisco's earliest known refuse dump (Dumpville). In addition, archeological investigations during various phases of the Moscone Center construction project, north of the Plan Area and vicinity, have reported upon historical cultural material (Archeo-Tec 1988, 1990; Pastron 1997, 2002). None of these discoveries, although some of the sites are of archeological importance, have been formally recorded at the Northwest Information Center.<sup>161</sup>

### *Potential Historical Archeological Property Types in the Plan Area*

Based on previous research, analysis of historic maps (including, but not limited to, U.S. Coast Survey and Sanborn fire insurance maps), as well as the location and constituents of other historic-period archeological sites in the greater SoMa vicinity, the Plan Area could contain significant historic-period archeological resources. Historic-period archeological resources include individual objects, features consisting of spatially and historically associated objects, and sites – historically and spatially meaningful associations of objects, features, structural remains, and elements of landscape. Although features by themselves are often significant, it is their association with something else, such as a person, house, or business, that gives them historical meaning. Therefore individual features are included within the more general categories of archeological

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<sup>159</sup> Far Western Anthropological Research Group, Inc., 2014 (see footnote 44, p. 1).

<sup>160</sup> Ibid.

<sup>161</sup> Ibid.

resources presented herein. These categories, developed over the past 20 years primarily in the context of the large transportation projects resulting from the Loma Prieta earthquake,<sup>162,163,164</sup> provide a basis for comparison and consistency among archeological research efforts, with no intention of confining or stereotyping that research. General categories of resources include domestic occupation sites, domestic architecture, commercial sites, institutional sites, industrial sites, storage yards and warehouses, and landfills. Resources from either the Gold Rush era or the Spanish/Mexican period could have relevance to some of the general resource categories; however, archeological resources from these periods are rare, supporting documentary evidence is sparse, and therefore their potential significance to San Francisco history is great and merits individual treatment.

**Domestic sites** are places where people lived in the past. Associated archeological resources include hollow features such as wells, cisterns, basements, outhouse pits (privies), and garbage pits that were used as receptacles for the remains from everyday living. Once garbage collection was organized and mandated by the City, and water and sewage removal was provided by pipes installed and maintained by the City, such hollow features were much less frequently used, if at all. Sheet refuse or imported fill accumulated across a larger area and acted as a seal for caches of artifacts, and can provide evidence for change over time.

**Domestic architectural remains** of residences and domestic outbuildings such as footings or post holes are unlikely to have significance if the buildings are known from the historical record, such as maps, photographs, or drawings and they are less likely to have research potential. Domestic architectural remains from the Gold Rush era and earlier, before neighborhoods were documented systematically by the Sanborn Map Company, for example, are assumed to have historical importance, as they represent a rare resource from time periods with importance to the development of San Francisco.

**Commercial sites** include the locations of businesses such as retail stores, hotels, saloons, and laundries. They are likely to have similar features, both hollow features and sheet refuse, as domestic occupation sites, but the artifacts associated with each feature are expected to reflect the nature of the particular business.

**Institutional sites** include organizations for social services, such as churches, schools, and hospitals. Institutional sites also encompass civic sites such as public parks and amenities. The same hollow features and sheet refuse found in domestic occupation sites and commercial sites have the potential for meaningful analysis. Institutional architectural and structural remains are unlikely to have historical significance unless they represent elements of buildings that were not recorded in documentary sources such as maps or photographs.

**Industrial sites** include the archeological remains of buildings and structures that housed industries, as well as evidence of individual industrial processes themselves, or features. The details of industrial architecture, building plans, and in-depth descriptions of industrial processes and machinery are largely available through resources other than the archeological record. However, occasionally archeological resources related to industry are recovered that have the potential to address research questions that could not otherwise be addressed by existing documentary evidence, and in that case, they would have potential significance. Such

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<sup>162</sup> Praetzelis, 1994.

<sup>163</sup> Praetzelis and Praetzelis, 1992.

<sup>164</sup> Ziesing, 2000 (see footnote 57, p. 13).

resources might include innovative modifications of technology, industrial methods, or structures, and evidence from the daily lives of industrial workers.

**Storage sites**, such as storage yards and warehouses, do not typically hold research potential in and of themselves; however they represent an expansive floor area that may have covered and protected older, deeper resources of value from disturbance. Storage yards rarely contain information beyond what was stored. Warehouses may have been used for several types of commercial purposes over their lifetime. Only if the architectural remains yield details not available from other sources would they have potential significance.

**Landfills** include purposeful fill events and unintentional accumulations of unwanted materials. In San Francisco, the low-lying areas have been filled since the 1850s as a way to create a more useful urban landscape. Unintentional fill occurs through everyday living as a function of ad hoc refuse disposal in backyards and vacant lots. The contents of purposeful fill may have no relevance to the location in question as it was often hauled in from unrelated contexts off-site. The potential significance of purposeful fill is as a stratigraphic marker, and as a physical seal protecting underlying resources. Like purposeful, or imported fill, unintentional fill may have more innate information potential as lot-specific refuse with associations to the location at a particular point in time. Unintentional fill could also serve as a stratigraphic marker and as a physical seal protecting underlying resources. The fill associated with the 1906 earthquake and fire that created tons of rubble and fire debris is widespread and common in San Francisco and as such may not be considered to have much information value. As a time marker, it can be useful for archeological investigations, but a context has not yet been encountered in which earthquake and fire fill has significance for its research potential.

**Spanish and Mexican period sites** include a wide range of archeological resources associated with the time period that predates the Gold Rush, from 1776 through 1848. Very few historical documents or detailed maps exist from that earliest period of settlement, and archeological sites from this period are rare. Privies, refuse dumps, hearths, ovens, and other features, as well as any architectural remains, would be treated as potentially significant due to their rarity, lack of documentary sources of evidence, and the importance of the period to the history of San Francisco.

**Gold Rush period sites** include a wide range of archeological resources associated with the time period from 1849 through 1853, the height of the Gold Rush, and with the period from 1853 to 1859 during the subsequent depression. The early Gold Rush settlement in former Yerba Buena was a hodgepodge of tents and other temporary shelters for residences, businesses, and institutions. Surviving privy deposits and the remains of refuse dumps and temporary structures would all be treated as potentially significant due to their rarity, lack of documentary sources of evidence, and the importance of the period to the history of San Francisco.

## Tribal Cultural Setting

### *Tribal Cultural Context*

San Francisco is part of the coastal region occupied by the Ohlone or Costanoan group of Native Americans at the time of historic contact with Europeans.<sup>165</sup> Although the term Costanoan is derived from the Spanish word *costaños*, or “coast people,” its application as a means of identifying this population is based in linguistics. The Costanoans spoke a language now considered one of the major subdivisions of Miwok-Costanoan, which belonged to the Utian family within the Penutian language stock.<sup>166</sup> Costanoan designates a family of eight languages.

Costanoan-speaking tribal groups occupied the area from the Pacific Coast to the Diablo Range and from San Francisco to Point Sur. Modern descendants of the Costanoan prefer to be known as Ohlone. The name Ohlone is derived from the Oljon group, which occupied the San Gregorio watershed in San Mateo County.<sup>167</sup> The two terms (Costanoan and Ohlone) are used interchangeably in much of the ethnographic literature.

The Ohlone tribe that occupied the northern end of the San Francisco peninsula in the late 18th century is known under the general term Yelamu. The Yelamu were divided into three semi-sedentary village groups and occupied at least five settlements located within present-day San Francisco. Yelamu may have also been the name of an additional settlement within the vicinity of Mission Dolores.

The arrival of the Spanish in the San Francisco Bay Area in 1775 led to a rapid and major reduction in native California populations. Diseases, declining birth rates, and the effects of the mission system served to disrupt aboriginal life ways (which are currently experiencing resurgence among Ohlone descendants). Brought into the missions (the Yelamu inhabitants joined Mission San Francisco from 1777 to 1787<sup>168</sup>), the surviving Ohlone, along with the Esselen, Yokuts, and Miwok, were transformed from hunters and gatherers into agricultural laborers.<sup>169,170</sup> With Mexican independence in 1821 and the subsequent abandonment of the mission system, numerous ranchos were established, generally on land deeded to former Mexican soldiers, who became the rancho proprietors. Generally, the few Indians who remained were then forced by necessity to work on the ranchos.

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<sup>165</sup> Kroeber, Alfred, *Handbook of the Indians of California*. *Bureau of American Ethnology Bulletin* 78. Washington, DC, 1925: 462–473.

<sup>166</sup> Shipley, William F. “Native Languages of California.” *Handbook of North Americans*. Vo.8 California. Smithsonian Institution Press. 1978: 82–84.

<sup>167</sup> Bocek, Barbara, *Hunter-Gatherer Ecology and Settlement Mobility along San Francisquito Creek*. Doctoral Dissertation, Stanford University, Stanford, CA, 1986:8.

<sup>168</sup> Milliken, Randall, *A Time of Little Choice: The Disintegration of Tribal Culture in the San Francisco Bay Area 1769-1810*. Ballena Press Anthropological Papers No. 43, Menlo Park, CA, 1995:260.

<sup>169</sup> Levy, Richard, Costanoan. In *Handbook of North American Indians*, Volume 8, California, Robert F. Heizer, ed. Smithsonian Institution, Washington D.C., 1978.

<sup>170</sup> Shoup, Laurence, with Randall Milliken and Alan Brown, *Inigo of Ranchero Posolmi: The Life and Times of a Mission Indian and his Land*. Oakland: Archaeological/Historical Consultants. May 1995.



## ***Tribal Cultural Resources in the Plan Area and Vicinity***

Tribal cultural resources are those resources that meet the definitions in *Public Resources Code* Section 21074. Tribal cultural resources are defined as sites, features, places, cultural landscapes, sacred places, and objects with cultural value to a California Native American tribe that are also either (a) included or determined to be eligible for inclusion in the California Register or (b) included in a local register of historical resources as defined in *Public Resources Code* Section 5020.1(k). In 2015, the Planning Department undertook discussions with legally-recognized<sup>171</sup> Native Americans for San Francisco regarding Tribal Cultural Resources as part of implementation of recent changes in CEQA. From those discussions there resulted an agreement on a tribal cultural resource notification list, procedural requirements for notification, tribal consultation procedures, types of sites that would be treated as prima facie tribal cultural resources and appropriate migratory strategies for the treatment of identified tribal cultural resources that may be potentially adversely affected by a project. Such strategies may include, for instance, preservation-in-place or an interpretive product developed in consultation with the consulting Native American tribal group. Based on discussions with Native American tribal representatives in San Francisco noted above, prehistoric archeological resources are presumed to be potential tribal cultural resources, and there are no other known or potential tribal cultural resources in San Francisco.

## **Paleontological Setting**

Fossil discoveries provide paleontologists with valuable evidence to help them reconstruct biological and geological histories. In order for an organism to be preserved, it must be buried and mineralized, which requires a specific set of favorable geologic conditions and a good deal of time. The fossil yielding potential of a particular area is highly dependent on the geologic age and origin of the underlying rocks. In general, older sedimentary rocks (more than 10,000 years old) are considered most likely to yield vertebrate fossils of scientific interest. When fossils are discovered at the earth's surface, it is because the material in which the organism was fossilized has been eroded away by natural processes or exhumed by humans.

San Francisco, including the Plan Area, is primarily underlain by Franciscan Complex bedrock and surficial deposits such as dune sand and artificial fill. Surficial sedimentary deposits found in the city are primarily Holocene and Pleistocene artificial fill, dune sand, slope and ravine fill, and undifferentiated Quaternary sedimentary deposits. Fossils are typically found in river, lake, and bog deposits, although they may occur in nearly any type of sedimentary sequence. Although uncommon in the low-grade metamorphic Franciscan rocks, fossils from widely scattered localities have been important in sorting out the depositional history of the Franciscan Complex. A Cretaceous ammonite was found in Franciscan shale in northeastern San Francisco, as were fossil plant remains (usually reported as carbonaceous matter or carbonaceous particles and layers), and thin shells resembling parts of arthropods. Tiny shark's teeth are the only known vertebrate fossils reported from the Franciscan Complex.

Undifferentiated surficial deposits found in the city include beach sand, marine deposits, artificial fill, alluvium, landslides, and, in the South San Francisco quadrangle, some Colma Formation. Colma Formation

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<sup>171</sup> "Legally-recognized Native Americans" means a Native American tribe on the Native American Heritage Commission list for the County of San Francisco as required by State Law (CEQA Guidelines Section 21073).

contains marine and terrestrial fossils including bones and teeth of mammoth and extinct bison and ground sloth, as well as plant remains of juniper and red cedar. Holocene pollen, plant, and shell fossils have been reported in the Bay mud. Remains of land mammals (extinct mammoth, bison, and horse) have been reported from localities in younger alluvium along the bay margin south of the main anchorage of the San Francisco Bay Bridge. No fossils have been reported from artificial fill in the San Francisco Bay area. Overall, the potential for paleontological resources to exist in the Plan Area is considered to be low.

### IV.C.3 Regulatory Setting

#### Historic and Archeological Resources

As described above in the Introduction to this section, CEQA defines a “historical resource” as a resource that is listed in, or determined eligible for listing in, the California Register. A resource is presumed a historical resource, absent evidence to the contrary, if it is identified as significant in a local register of historical resources or identified in a historical resources survey meeting state requirements. Finally, a lead agency may determine that a resource is a historical resource based on other information. *California Public Resources Code* Section 5024.1(c) states that resources are listed in (or determined eligible for listing in) the California Register if they meet one of four criteria and also retain sufficient integrity. The four criteria are as follows: 1 – Event (resource is associated with important historical events); 2 – Person (resource is associated with the lives of historically important persons); 3 – Architecture (resource embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of a master, or possesses high artistic value); and 4 – Informational Potential (resource has yielded, or has the potential to yield, information important to prehistory or history). Criteria for the National Register of Historic Places specified in the *Code of Federal Regulations* (CFR) are similar to the California Register, but are lettered A–D (36 CFR Part 60.4). Integrity entails the survival of characteristics or historic fabric that existed during the resource’s period of significance; that is, the time it gained its historical importance. Integrity encompasses seven aspects: location, design, materials, workmanship, setting, feeling, and association (*Public Resources Code* Section 5024.1[b]; 36 CFR Part 60.4).

*Public Resources Code* Section 5024.1(g) sets forth guidelines for historical resource surveys, including, among other things, preparation of the survey according to State Office of Historic Preservation (OHP) procedures and listing the results in the State Historic Resources Inventory. In general, project-specific historical resource surveys performed as part of CEQA review in San Francisco will meet these guidelines and, therefore, resources identified as having California Historical Resource Status Codes 1 through 5 (denoting properties listed in, determined eligible for, or that appear eligible for listing in the California Register; or properties recognized as historically significant by a local government) on such surveys will normally be determined to be historical resources for CEQA purposes (see Table APX-C-2, in Appendix C, for a list and description of California Historical Resource Status Codes)<sup>172</sup>. San Francisco contains approximately 175 properties listed in the National Register of Historic Places (National Register), well over a thousand buildings and structures

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<sup>172</sup> California State Office of Historic Preservation, *User’s Guide to the California Historical Resource Status Codes and Historic Resources Inventory Directory*, Technical Assistance Bulletin #8, Department of Parks and Recreation, 2004. Available at <http://ohp.parks.ca.gov/pages/1069/files/tab8.pdf>, accessed July 26, 2016.

listed in or eligible for listing in the California Register, approximately 50 California State Historical Landmarks, approximately 266 locally designated historical landmarks, and 14 locally designated historic districts.

In addition to buildings (historic architectural resources), archeological sites may be listed in the California Register or otherwise qualify as historical resources for purposes of CEQA analysis. Generally, an archeological resource is determined to be an “historical resource” due to its eligibility for listing on the California Register under Criterion 4 (potential to yield information important in prehistory or history).<sup>173</sup> An archeological resource may sometimes be California Register-eligible under the other three criteria noted above. In addition, an archeological resource, like a historic architectural resource, may be listed in a local register of historical resources or identified in a historical resources survey that meets requirements of *Public Resources Code* Section 5024.1(g). Appropriate treatment for archeological properties that are California Register-eligible under criteria other than Criterion 4 may be different from that for a resource that is significant exclusively for its scientific value. As with historic architectural resources, a lead agency may determine that an archeological resource is an “historical resource,” even if it is not listed on the California Register or one of the other qualified inventories identified in CEQA Guidelines Section 15064.5.

As noted above, integrity is an essential criterion in determining whether a potential resource is a historical resource. In terms of CEQA, “integrity” can, in part, be expressed in the requirement that the resource must retain “the physical characteristics that convey its historical significance” (CEQA Guidelines Section 15064.5 (b)). For an archeological resource evaluated under Criterion 4, “integrity” is conceptually different from the term as it is usually applied to the built environment. For a historic building, possessing integrity means that the building retains the defining characteristics from the period of significance of the building. The integrity test for an archeological resource is whether the resource can yield sufficient data (in type, quantity, quality, diagnosticity) to address important research questions. An archeological deposit or feature may have undergone substantial physical change from the time of its deposition but it may yet have sufficient integrity to qualify as a historical resource. Thus, in archeology, “integrity” is often closely associated with the development of a research design that identifies the types of physical characteristics (“data needs”) that must be present in the archeological resource and its physical context to adequately address research questions appropriate to the archeological resource.

## Cultural Heritage Assets

The Planning Department defines cultural heritage as:

*Tangible properties or intangible assets that express the ways of living developed by a community and passed on from generation to generation, including customs, practices, places, objects, artistic expressions and values.*

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<sup>173</sup> In requiring that an archeological resource be evaluated as a historical resource (i.e., an archeological site of sufficient scientific value to be California Register-eligible), CEQA presupposes that the published guidance of the California Office of Historic Preservation (OHP) serves as the methodological standard by which the scientific significance, and thus, California Register eligibility, of an archeological resource is to be evaluated. OHP has issued two guidance documents: *Archaeological Resource Management Reports* (1989) and the *Guidelines for Archaeological Research Designs* (1991).

Cultural heritage can be categorized as either “tangible” or “intangible,” each requiring different approaches for identification, protection, and management.

**1. Tangible Cultural Heritage:**

Tangible cultural heritage includes objects significant to the archaeology, architecture, science or technology of a specific culture. Tangible heritage can be *movable objects*, such as works of art, artifacts, books, archival material and other objects of natural, historical or archaeological origin, or *immovable objects* such as buildings, sites, structures, cultural landscapes, or districts.

Tangible cultural heritage properties should generally be more than 50 years old, or less if sufficient time has passed for an objective evaluation of the object’s historical, cultural, or archeological value.

Tangible cultural heritage properties that are historically or archaeologically significant, or significant in architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of San Francisco, the state of California or the nation may be eligible for listing on the California Register of Historical Resources. Historical resources are actively surveyed by the Planning Department, and they are eligible for designation to local, state, and national historic resource registries.<sup>174</sup>

**2. Intangible Cultural Heritage:**

Intangible cultural heritage includes the practices, representations, expressions, knowledge, skills that communities, groups and, in some cases, individuals recognize as part of their cultural heritage. Intangible cultural heritage, transmitted from generation to generation, is constantly recreated by communities and groups in response to their environment, their interaction with nature and their history, and provides them with a sense of identity and continuity, thus promoting respect for cultural diversity and human creativity.

Intangible cultural heritage assets generally should be “longstanding” activities, traditions, or organizations that have proven to bridge more than one generation, or approximately 25 years. The continuous engagement of a community with a heritage resource is a defining feature of intangible assets.

Intangible cultural heritage assets are not actively surveyed by the Planning Department, and are not eligible for designation to local, state, and national historical resource registries. Rather, survey and management of these assets should be undertaken by the stakeholder community, with or without the guidance of the Planning Department.

Tangible cultural heritage *properties* may be eligible for listing on local, state, and federal registries of historic properties and, if so, are regulated as historical resources under CEQA. Tangible cultural heritage properties have physical character-defining features and defined geographical boundaries.

Intangible cultural heritage *assets* may be associated with a physical property, but they are immaterial elements that are not eligible for listing on local, state, and federal registries of historic properties. Intangible assets would not be regulated as historical resources by CEQA. They do not have physical character-defining features or defined geographical boundaries.

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<sup>174</sup> Movable resources are not generally eligible for designation in either Article 10 or 11 of the Planning Code or in state and national historic resource designations, but they are afforded protection under CEQA and NEPA.

While information pertaining to intangible cultural heritage assets may inform the evaluation of historic resources for the purposes of CEQA review, the City must determine that a property conveys historical significance as defined in the California Register Criteria for designation in order to be considered a historical resource under CEQA. Associations with important events or cultural traditions (Criterion A/1) or persons (Criterion B/2) are intangible qualities of historic resources, but a property must have physical qualities that convey this historic association. Moreover, properties may have significance under Criterion A/1 if they are associated with events, or series of events, significant to the cultural traditions of a community. Traditional cultural significance is derived from the role a property plays in a community's historically rooted beliefs, customs, and practices. For example, an urban neighborhood can be eligible as the traditional home of a particular cultural group and as a reflection of its beliefs and practices.<sup>175</sup> In this case, the built environment of the neighborhood and its character-defining features are those tangible attributes that express the neighborhood's historical or cultural significance, such as a social hall. Alternatively, the Cherry Blossom Festival historically held in San Francisco's Japantown is a culturally significant event that would maintain its significance if moved to another geographic area. In this example, it is the practice itself that holds meaning rather than the place.

The Secretary of the Interior's Standards for the Treatment of Historic Properties (Standards) are a set of principles developed by the National Park Service to promote historic preservation best practices that will help to protect our nation's irreplaceable cultural resources. These Standards are utilized by federal agencies, by State Historic Preservation Offices, and by local governments, organizations and individuals in making decisions about the appropriate treatment of historic properties. Moreover, projects that comply with the Standards can be exempted from CEQA review as they are considered to have no significant adverse impact to historic resources. Safeguarding principles and tools have been developed by UNESCO for intangible assets, but these are not codified in local, state, or federal laws regulating cultural resources.

## **Tribal Cultural Resources**

Tribal cultural resources are those resources that meet the definitions in *California Public Resources Code* Section 21074. Tribal cultural resources are defined as sites, features, places, cultural landscapes, sacred places, and objects with cultural value to a California Native American tribe that are also either (a) included or determined to be eligible for inclusion in the California Register or (b) included in a local register of historical resources as defined in *Public Resources Code* Section 5020.1(k). Based on discussions with Native American tribal representatives, in San Francisco, prehistoric archeological resources are presumed to be potential tribal cultural resources. A tribal cultural resource is adversely affected when a project impacts its significance.

## **Human Remains**

Under state law, human remains and associated burial items may be significant resources in two ways: they may be significant to descendant communities for patrimonial, cultural, lineage, and religious reasons; and they may also be important to the scientific community, such as prehistorians, epidemiologists, and physical anthropologists. The specific interest of some descendant groups in ancestral burials is a matter of law f, such

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<sup>175</sup> U.S. Department of the Interior, National Parks Service, *Guidelines for Evaluating and Documenting Traditional Cultural Properties*, revised 1998. Available at <http://www.nps.gov/nr/publications/bulletins/nrb38/index.htm>, accessed August 29, 2016.

as for Native Americans (CEQA Guidelines Section 15064.5(d), *Public Resources Code* Section 5097.98). In other cases, the concerns of the associated descendant group regarding appropriate treatment and disposition of discovered human burials may become known only through outreach. Beliefs concerning appropriate treatment, study, and disposition of human remains and associated burial items may be inconsistent or in conflict between descendant and scientific communities.

## Paleontological Resources

Section 5097.5 of the *California Public Resources Code* prohibits “knowing and willful” excavation, removal, destruction, injury, and defacement of any paleontological feature on public lands (lands under state, county, city, district, or public authority jurisdiction, or the jurisdiction of a public corporation), except where the agency with jurisdiction has granted permission.

### IV.C.4 Impacts and Mitigation Measures

#### Significance Criteria

For purposes of this EIR, implementation of the proposed Plan, including the proposed open space improvements and street network changes, would have a significant impact with respect to cultural and paleontological resources if it would:

- Cause a substantial adverse change in the significance of a historical resource as defined in 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 Section 15064.5;
- Directly or indirectly destroy a unique paleontological resource or site or unique geologic feature;
- Disturb any human remains, including those interred outside of formal cemeteries; or
- Cause a substantial adverse change in the significance of a Tribal Cultural Resource as defined in *Public Resources Code* Section 21074.

A “substantial adverse change” is defined by CEQA Guidelines Section 15064.5 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.” The significance of a historical resource is “materially impaired,” according to CEQA Guidelines Section 15064.5(b)(2), when a project “demolishes or materially alters in an adverse manner those physical characteristics” of the resource that:

- (A) Convey its historical significance and that justify its inclusion in, or eligibility for, inclusion in the California Register of Historical Resources; or
- (B) Account for its inclusion in a local register of historical resources pursuant to section 5020.1(k) of the *Public Resources Code* or its identification in a historical resources survey meeting the requirements of section 5024.1(g) of the *Public Resources Code*, unless the public agency reviewing the effects of the project establishes by a preponderance of evidence that the resource is not historically or culturally significant; or

- (C) Convey its historical significance and that justify its eligibility for inclusion in the California Register of Historical Resources as determined by a lead agency for purposes of CEQA.

In general, a project that would comply with the Secretary of the Interior's Standards for the Treatment of Historic Properties, including the Standards for Rehabilitation (Secretary's Standards) is considered to have mitigated its impact to a less-than-significant level (CEQA Guidelines Section 15064.5(b)(3)).

CEQA Guidelines Section 15126.4(b)(2) states that, "In some circumstances, documentation of a historical resource, by way of historic narrative, photographs or architectural drawings, as mitigation for the effects of demolition of the resource will not mitigate the effects to a point where clearly no significant effect on the environment would occur." In such cases, the demolition or substantial alteration of a historical resource would remain a significant and unavoidable impact on the environment even after the historical documentation has been completed.

## **Approach to Analysis**

The Plan is a regulatory program and would result in new planning policies and controls for land use to accommodate additional jobs and housing. The Plan itself would not result in direct physical changes to existing historical resources. Any physical effects on historical resource would be the result of subsequent individual development projects allowed under the Plan. Street network changes and open space improvements, for which this EIR serves as a project-level environmental review document, could also have physical effects. The analysis considers direct and indirect impacts on both known cultural (historical resources of the built environment, historical and prehistoric archeological resources, and tribal cultural resources) and paleontological resources as well as inadvertent discoveries within the Plan Area, based on the definitions set forth in CEQA Guidelines Section 15064.5.

### ***Approach to Analysis of Historic Architectural Resources***

Potential impacts on architectural resources are assessed by determining whether the proposed project would affect any such resources that have been defined as historical resources for the purposes of CEQA. Once a resource has been identified as significant, it must be determined whether the project would cause a "substantial adverse change" such that the significance of the resource is materially impaired, meaning that demolition or alteration of the resource's physical characteristics that convey its historical significance and that justify its inclusion in the California Register or other applicable listing is materially impaired. Mitigation for effects on historic architectural resources may involve avoidance of the resource, revision of a proposed project to minimize the effect, or, where avoidance or minimization is not feasible, documentation of the resource. As noted above, documentation may not reduce effects on a historic architectural resource to a less-than-significant level.

### ***Approach to Analysis of Archeological Resources***

Likewise, determining whether an effect on an archeological resource is significant depends on the effect a particular project will have on those characteristics of the archeological resource that make it important. For an archeological resource that is a historical resource due of its prehistoric or historical information value, that is, its scientific data potential (Criterion 4), a significant effect would be the impairment of the potential

information value of the resource. The depositional context of an archeological resource, especially soils stratigraphy, can be important to the resource in terms of dating the resource and reconstructing characteristics of the resource at time of deposition, as well as interpreting the impacts of later deposition events on the resource. Thus, with respect to eligibility under Criterion 4, a significant adverse effect may not be limited to impacts on specific artifacts, but may include effects on the soils matrix in which such objects or materials are situated. Preservation in place is the preferred treatment of an archeological resource (CEQA Section 21083.2(b) and CEQA Guidelines Section 15126.4(b)(3)(a)). When preservation in place is not feasible, data recovery, in accordance with a data recovery plan prepared and adopted by the lead agency prior to any soils disturbance, is generally the appropriate mitigation approach. In addition to data recovery, the mitigation of effects on an archeological resource that is significant for its scientific value requires curation of the recovered scientifically significant data in an appropriate curation facility, including the California Historical Resources Regional Information Center.

### ***Approach to Analysis of Tribal Cultural Resources***

Under Assembly Bill 52, consultation with Native American tribal groups regarding identification, potential to affect, or appropriate mitigation occurs at the request of the tribal group for projects within the Plan Area that require a Mitigated Negative Declaration or Environmental Impact Report. Mitigation measures may include avoidance, protection, or preservation of the tribal cultural resources and development of interpretation and public education and artistic programs.

### ***Approach to Analysis of Human Remains***

As noted in the Regulatory Setting, human remains and associated burial items may be significant to descendant communities and/or may be scientifically important for their information value. CEQA and other state regulations concerning Native American human remains provide the following procedural requirements to assist in avoiding potential adverse effects on human remains within the contexts of their value to both descendant communities and the scientific community:

- When an initial study identifies the existence or probable likelihood that a project would affect Native American human remains, the Lead Agency is to contact and work with the appropriate Native American representatives identified through the Native American Heritage Commission (NAHC) to develop an agreement for the treatment and disposal of the human remains and any associated burial items (CEQA Guidelines Section 15064.5(d), *Public Resources Code* Section 5097.98).
- If human remains are accidentally discovered, the county coroner must be contacted. If the county coroner determines that the human remains are Native American, the coroner must contact the NAHC within 24 hours. The NAHC must identify the Most Likely Descendant (MLD) to provide for the opportunity to make recommendations for the treatment and disposal of the human remains and associated burial items. If the MLD fails to make recommendations within 48 hours of notification or the project applicant rejects the recommendations of the MLD, the Native American human remains and associated burial items must be reburied in a location not subject to future disturbance within the project site (*Public Resources Code* Section 5097.98).
- If potentially affected human remains/burial may have scientific significance, whether or not having significance to Native Americans or other descendant communities, then under CEQA, the appropriate mitigation of effect may require the recovery of the scientific information of the



remains/burial through identification, evaluation, data recovery, analysis, and interpretation (CEQA Guidelines Section 15064.5(c)(2)).

## Consultation with Descendant Communities

The cosmopolitan nature and history of San Francisco necessitates cultural management sensitivity to archeological remains associated with local indigenous, ethnic, cultural, and religious communities consistent with professional archeological ethical standards. On discovery of an archeological site<sup>176</sup> associated with descendant Native Americans, the Overseas Chinese or, as appropriate, any other community, Environmental Planning's Environmental Review Officer (ERO) should seek consultation with an appropriate representative<sup>177</sup> of the descendant group with respect to appropriate archeological treatment of the site, of recovered data from the site, and, if applicable, any interpretative treatment of the associated archeological site. Documentary products resulting from archeological research of the descendant community associated with the site should be made available to the community.

CEQA mandates California public agencies to consider the effects of projects on historical (including archeological) resources. The ERO concluded that preparation of an Archeological Research Design and Treatment Plan (ARDTP) was required for the project, to ensure that important archeological remains that may be present are identified, evaluated, and appropriately treated. The results of the ARDTP are discussed below.<sup>178</sup>

## Approach to Analysis of Paleontological Resources

The impact analysis for paleontological resources is based on the paleontological potential of the rock units to be disturbed by excavations for subsequent individual development projects that may occur under the Plan. As discussed under Paleontological Setting, no fossils have been reported from artificial fill in the San Francisco Bay area and the potential for paleontological resources to exist in the Plan Area is considered to be low.

## Effects on Historic Architectural Resources

### Implementation of the Proposed Plan

The proposed project, which is the adoption of the Plan, would not directly result in demolition or alteration of historical resources. The Plan is fundamentally a strategy to support employment growth that is important to the city as a whole, while also creating an urban form that recognizes the Plan Area's neighborhood context, maintaining the area's economic and physical diversity, improving streets and enhancing open space, and

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<sup>176</sup> By the term "archeological site" is intended here to minimally include any archeological deposit, feature, burial, or evidence of burial.

<sup>177</sup> 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 California Native American Heritage Commission and in the case of the Overseas Chinese, the Chinese Historical Society of America.

<sup>178</sup> Far Western Anthropological Research Group, Inc., and Environmental Science Associates, *Archaeological Research Design and Treatment Plan for the Central SoMa Plan Area*, April, 2014.

moving towards sustainability. Because the Plan would accommodate substantial growth, it can be anticipated that some existing buildings, including historical resources, would be demolished during the Plan's lifetime to accommodate new and/or larger-scale development. Demolition of a building identified as a historical resource would be considered a significant impact. In other cases, historic buildings may be adaptively reused, but in certain cases the alterations required to implement such a project might result in the loss of a building's character-defining features to a degree that the building would no longer be considered to possess sufficient integrity to convey its historic significance. This, too, would be considered a significant adverse impact. It is important to note that not all alterations of historical resources would result in a significant impact under CEQA. For example, as stated above under Significance Criteria, a project that complies with the Secretary's Standards would normally be considered to result in a less-than-significant impact.

However, the Plan, if implemented, would not preclude the loss or substantial demolition of historical resources in the Plan Area, and rezoning to increase height limits and allow more flexibility in land uses would encourage redevelopment. Potential future development under the plan affecting individual resources and those in groupings (districts) are discussed in the following impacts discussion.

### ***Effects on Individual Resources and Historic/Conservation Districts***

**Impact CP-1: Development under the Plan would result in the demolition or substantial alteration of individually identified historic architectural resources and/or contributors to a historic district or conservation district located in the Plan Area, including as-yet unidentified resources, a substantial adverse change in the significance of a historical resource as defined in CEQA Guidelines Section 15064.5. (Significant and Unavoidable with Mitigation)**

The proposed Plan seeks to encourage and accommodate housing and employment growth within the Plan Area through amendments to the *Planning Code's* zoning districts and height/bulk limits. On the other hand, the Plan also includes goals to respect and enhance neighborhood character, which is in part defined by a neighborhood's history. For example, one of the goals of the Plan (Goal 8) is to "Ensure that new buildings enhance the character of the neighborhood and the City." Objective 8.6 states, "Promote high quality architecture that enhances the neighborhood;" accompanying that objective are the following Implementation Measures: Implementation Measure 8.6.2.2, "Harmonize new building designs with existing neighborhood materials but in a contemporary or reinterpreted way, and Implementation Measure 8.6.2.3, "Recognize and enhance existing local form material and geometry variations to support neighborhood-specific architecture.

While the Plan includes a number of policies to protect historic resources, and neighborhood character, which could protect individual resources or historic/conservation districts, one of the Plan's primary goals is to increase the capacity for jobs and housing (Goal 1). The Plan would accomplish this by increasing height limits and replacing exiting zoning districts that restrict the capacity for office and residential development with zoning that supports office and residential development. These policies could affect individual historic resources and/or historic/conservation districts as discussed below.

### **Effects on Individual Historic Architectural Resources**

Where the Plan proposes the greatest increases in permitted building heights, individually identified historic architectural resources could be particularly vulnerable to demolition or substantial alteration. This would

most likely occur south of Harrison Street. Listed, designated, and eligible individual historic architectural resources that could be affected by an allowable increase in permitted building height from 85 feet or less to 130 to 160 feet include the following properties: 36 Bluxome Street, 53 Bluxome Street, 350 Townsend Street, 525 Fourth Street, 401 Fourth Street, 428 Third Street, 665 Harrison Street, 177 Stillman Street, and 539 Bryant Street. Listed, designated, and eligible individual historic architectural resources that could be affected by an allowable increase in permitted building height from 85 feet or less to over 160 feet include the following properties: 530 5th Street, 400 2nd Street, and 645 Harrison Street (see Figure IV.C-2, Historical Resources in the Plan Area and Vicinity, and Table APX-C-1 in Appendix C). In addition to proposed height changes, modifications to use districts could encourage site redevelopment, also contributing to the potential for historic resources to be altered substantially or demolished. As discussed in Chapter II, Project Description, proposed zoning district changes would, generally, remove land use restrictions (such as allowing residential and office in areas where these uses are limited or only allowed with certain restrictions) to support a greater mix of uses while also emphasizing office uses in the southern portion of the Plan Area (see Figure II-4 in Chapter II, Project Description). These proposed changes in allowable building heights and land uses could encourage redevelopment of a particular site, leading to material impairment to individual historic resources through demolition or substantial alterations, which would be a significant impact.

### Effects on Historic Districts/Conservation Districts

New construction has the potential to affect the integrity of the historic districts by altering their design, setting, and feeling. For a district to retain integrity as a whole, the majority of its components must possess integrity and the relationship between those components must be substantially unchanged since the period of significance. A district is not eligible if it contains so many alterations or new intrusions that it no longer retains the integrity of the setting or conveys the sense of a historic environment. Likewise, contributors to historic districts that are located within the Plan Area may undergo major alterations, such as construction of additions in accordance with new height allowances or alterations to accommodate new uses. These changes may affect the appearance of the historic districts such that their character-defining features would be materially impaired.

As shown in Figures II-6 and II-7 in Chapter II, *Project Description*, no increases in height limits or changes in permitted uses are proposed in most of the designated historic and conservation districts in the Plan Area: including in the Sixth Street Lodginghouse Historic District, which appears eligible for listing in the National Register; or in the South Park Historic District, which appears eligible for listing in the California Register, thereby reducing the Plan's indirect impacts on districts. Demolition or substantial alteration of a contributing resource in any of these historic districts could materially impair the ability of the historic district to convey its significance. In addition, the Plan could indirectly contribute to this adverse effect by increasing the potential for development activity in the Plan Area.

The Plan would have a greater potential to affect the Bluxome and Townsend Warehouse Historic District, the western portion of the South End Landmark District, and the San Francisco Flower Mart Historic District. The Planning Department's Central SoMa Survey identifies the Bluxome and Townsend Warehouse Historic District, which occupies most of the sub-block bounded by Fifth, Sixth, Bluxome, and Townsend Streets, to be eligible for the National Register under Criterion A, association with important events, as an extant grouping of buildings erected during the post-earthquake and fire industrial rebuilding of the South of Market area in the early 20th century. The Plan proposes to increase the permitted building heights in the eastern portion of

this sub-block to 160 feet and change the use district underlying this historic district from Western SoMa's Service/Arts/Light Industrial (SALI) to Mixed-Use Office (MUO). This change would permit residential uses not currently allowed and office uses that are permitted only in historic buildings or related to the Hall of Justice. These changes could encourage redevelopment of particular sites and could therefore materially impair this district through alteration or demolition of contributors to the district including: two buildings that are contributing resources at 410 Townsend Street and 650 Fourth Street, other contributors at 444, 460, and 466 Townsend Street, and two contributors on Bluxome Street (149 and 157 Bluxome). Demolition or substantial alteration such that the district would be materially impaired would be considered a significant impact to the Bluxome Townsend Warehouse Historic District.

In the western portion of the South End Landmark District and the Plan's proposed westerly extension thereto, there would modest changes in allowable height limits (from 55 feet to 85 feet on one parcel), but the use district would change from SLI, where office and market-rate residential uses are not allowed, to MUO, where development of these uses would be allowed. The change to a less restrictive use district could result in an increase in development pressure and thus indirectly play a role in a significant impact related to demolition or substantial alteration of contributors to this historic district.

As described in above, the California Register-eligible San Francisco Flower Mart Historic District consists of five interconnected structures on the block bounded by Bryant, Fifth, Brannan, and Sixth Streets. It is significant for the California Register under Criteria 1 and 3 for its associations with San Francisco's floral industry and inter-ethnic commercial cooperation, as well as its purpose-built design by master architect Mario Ciampi. Under the Plan, the height limits on this site would be increased from 40 feet to 270 feet, which would potentially allow for approval of a currently proposed project at the site that would demolish the existing Flower Mart buildings and reconstruct the Flower Mart as part of a mixed-use project that would contain about 2 million square feet of office space, about 89,000 square feet of retail/restaurant space, a new 125,000 square foot Flower Mart, along with publicly accessible open space. The project would include three towers, ranging up to 270 feet in height, as well as mid-rise buildings. This subsequent development project, were it to be approved, would result in the loss of all of the contributors to this California Register-eligible San Francisco Flower Mart Historic District, which would be a significant and unavoidable impact.

### **Impact Evaluation for Individual Historic Architectural Resources and Historic Districts/Conservation Districts**

When an Environmental Evaluation Application is filed with the Environmental Planning Division of the Planning Department for a project that would result in demolition or alteration of an individual historic architectural resource or a contributor to a historic district or conservation district, or would result in new construction within or immediately adjacent to such a district, Preservation staff will conduct an initial evaluation of the building and of the proposed project. Should staff determine that there is potential for the project to materially alter an individual resource or an important historic characteristic of the district, the project sponsor will be required to contract for preparation of an Historic Resource Evaluation (HRE) by a qualified professional consultant who meets the Secretary of the Interior's Professional Qualification Standards in Historic Architecture, Architectural History, History, or Preservation Planning. The HRE will be reviewed by Preservation staff within the Current Planning Division. If, through this process, a significant impact on a resource or a district is identified and concurred with by Preservation staff and the Environmental

Review Officer, mitigation measures and alternatives will be required to avoid or reduce the impact on the resource or the district to a less-than-significant level, if feasible.

Nevertheless, the possibility exists that one or more projects could result in demolition or substantial alteration of an individual resource, which would be considered a significant impact. In addition, one or more projects could result in demolition or substantial alteration of contributors to a historic district or conservation district, such that the district would sustain material alteration, which could be considered a significant impact.

As noted in CEQA Guidelines Section 15064.5(b)(3), a project that is consistent with the Secretary of the Interior's Standards "shall be considered as mitigated to a less-than-significant impact." Nevertheless, it is likely that not all significant impacts on individual resources, as well as historic districts and their contributing resources, can be avoided within the Plan Area. In summary, it is likely that the implementation of the Plan would result in a significant adverse impact on identified historical resources.

The likelihood of such impacts would increase as newer buildings become historical resources once they age, with 45 years generally being the minimum age for historic consideration. Additionally, new information may come to light that results in a re-evaluation of a building, regardless of age, that was previously determined not to be a historical resource, particularly with regard to forthcoming information that may come to light in the African American Citywide Historic Context Statement currently under review by the City, as well as the first citywide Latino Historic Context Statement currently underway, entitled *Nuestra Historia: Documenting the Chicano, Latino, and Indígena Contribution to the Development of San Francisco*. Additionally, new categories of resources may emerge from ongoing research; as described in the setting, the Planning Department has developed social heritage inventory forms for evaluation of resources that may not be formally identified as cultural resources under CEQA. Some such social heritage resources, however, may also qualify as cultural resources for the purposes of CEQA evaluation and may be so recognized in the future. As with historic architectural resources, at the time that a subsequent development project is proposed that would demolish or alter such a cultural resource, the Planning Department's Preservation staff may require additional research to conclusively determine whether the building is a historical resource under CEQA. If, through this process, a building is identified as an individual resource or a district contributor, alternatives and mitigation measures may be identified that avoid or reduce the impact to a less-than-significant level, if feasible. However, in cases where a building is proposed for demolition or substantial alteration, impacts to individual resources and/or historic/conservation districts could be significant.

To reduce the above impacts on individual historical resources and historic districts, which are themselves historical resources, **Mitigation Measures M-CP-1a to M-CP-1e**, as outlined below, would be required within the Plan Area; these measures would be applied to individual and contributing resources through a step-wise approach, in which the preferred measure, M-CP-1a, Avoidance or Minimization of Effects on Historical Resources, would be required of subsequent development projects unless shown to be infeasible, in which case Mitigation Measures M-CP-1b and, if determined appropriate, M-CP-1c, M-CP-1d, and M-CP-1e could also apply. Mitigation Measures M-CP-1a through M-CP-1e would also apply in circumstances when a determination is made by the Planning Department during the environmental review process for a subsequent development project that an individual resource or a historic district or conservation district would be significantly affected by such a project. Although this would reduce impacts on the historical resources, this impact would not be reduced to a less-than-significant level because demolition that could occur as an indirect

result of the Plan would be considered a significant impact and it is uncertain whether those alterations could be reduced to less than significant. Therefore, the impact would remain *significant and unavoidable*.

## Mitigation Measures

**Mitigation Measure M-CP-1a: Avoidance or Minimization of Effects on Identified Historical Resources.** The project sponsor of a subsequent development project in the Plan Area shall consult with the Planning Department's Preservation staff to determine whether there are feasible means to redesign or otherwise revise the project to avoid significant adverse effects on historic architectural resource(s) (including historic districts), whether previously identified or identified as part of the project's historical resources analysis. If avoidance is not feasible, the project sponsor shall seek feasible means to reduce effects on historic architectural resource(s) to a less-than-significant level, with the significance of the impact to be judged based on whether the proposed project would materially impair the resource as defined in CEQA Guidelines Section 15064.5(b).

Should Mitigation Measure M-CP-1a be determined to be infeasible, the following measures shall be applicable, based on the specific circumstances of the project in question. CEQA Guidelines Section 15364 defines "feasible" as "capable of being accomplished in a successful manner within a reasonable period of time, taking into account economic, environmental, legal, social, and technological factors." The applicability of each factor would vary from project to project, and would be determined by staff on a case-by-case basis.

**Mitigation Measure M-CP-1b: Documentation of Historical Resource(s).** Where avoidance of effects to a less-than-significant level is not feasible, as described in M-CP-1a, the project sponsor of a subsequent development project in the Plan Area shall undertake historical documentation prior to the issuance of demolition or site permits. To document the buildings more effectively, the sponsor shall prepare Historic American Buildings Survey (HABS)-level photographs and an accompanying HABS Historical Report, which shall be maintained on-site, as well as in the appropriate repositories, including but not limited to, the San Francisco Planning Department, San Francisco Architectural Heritage, the San Francisco Public Library, and the Northwest Information Center. The contents of the report shall include an architectural description, historical context, and statement of significance, per HABS reporting standards. The documentation shall be undertaken by a qualified professional who meets the standards for history, architectural history, or architecture (as appropriate), as set forth by the *Secretary of the Interior's Professional Qualification Standards* (36 Code of Federal Regulations, Part 61). HABS documentation shall provide the appropriate level of visual documentation and written narrative based on the importance of the resource (types of visual documentation typically range from producing a sketch plan to developing measured drawings and view camera (4x5) black and white photographs). The appropriate level of HABS documentation and written narrative shall be determined by the Planning Department's Preservation staff. The report shall be reviewed by the Planning Department's Preservation staff for completeness. In certain instances, Department Preservation staff may request HABS-level photography, a historical report, and/or measured architectural drawings of the existing building(s).

This mitigation measure would create a collection of preservation materials that would be available to the public and inform future research. In this way, documentation of the affected properties and presentation of the findings to the community could reduce the impact on historical resources. Although implementation of this mitigation measure may reduce impacts on historical resources, it would not reduce the impact to a less-than-significant level because only avoidance of substantial adverse changes would reduce impacts to less-than-significant levels.

**Mitigation Measure M-CP-1c: Oral Histories.** For projects that would demolish a historical resource or contributor to a historic district for which Planning Department preservation staff determined that such a measure would be effective and feasible, the project sponsor shall undertake an oral history project that includes interviews of people such as residents, past owners, or former employees. The project shall be conducted by a professional historian in conformance with the Oral History Association's Principles and Standards ([http://alpha.dickinson.edu/oha/pub\\_eg.html](http://alpha.dickinson.edu/oha/pub_eg.html)). In addition to transcripts of the interviews, the oral history project shall include a narrative project summary report containing an introduction to the project, a methodology description, and brief summaries of each conducted interview. Copies of the completed oral history project shall be submitted to the San Francisco Public Library, Planning Department, or other interested historical institutions.

Although implementation of this mitigation measure may reduce impacts on historical resources, it is not expected to reduce impacts to less-than-significant levels because only avoidance of substantial adverse changes to historical resources would reduce impacts to less-than-significant levels.

**Mitigation Measure M-CP-1d: Interpretive Program.** For projects that would demolish a historical resource or contributor to a historic district for which Preservation Planning staff determined that such a measure would be effective and feasible, the project sponsor shall work with Department Preservation staff or other qualified professional to institute an interpretive program on-site that references the property's history and the contribution of the historical resource to the broader neighborhood or historic district. An example of an interpretive program is the creation of historical exhibits, incorporating a display featuring historic photos of the affected resource and a description of its historical significance, in a publicly accessible location on the project site. This may include a website or publically-accessible display. The contents of the interpretative program shall be determined by the Planning Department Preservation staff. The development of the interpretive displays should be overseen by a qualified professional who meets the standards for history, architectural history, or architecture (as appropriate) set forth by the *Secretary of the Interior's Professional Qualification Standards* (36 Code of Federal Regulations, Part 61). An outline of the format, location and content of the interpretive displays shall be reviewed and approved by the San Francisco Planning Department's Preservation staff prior to issuance of a demolition permit or site permit. The format, location and content of the interpretive displays must be finalized prior to issuance of any Building Permits for the project.

Although implementation of this mitigation measure may reduce impacts on historical resources, it is not expected to reduce impacts to less-than-significant levels because only avoidance of substantial adverse changes to historical resources would reduce impacts to less-than-significant levels.

**Mitigation Measure M-CP-1e: Video Recordation.** For projects that would demolish a historical resource or contributor to a historic district for which Preservation Planning staff determined that such a measure would be effective and feasible, the project sponsor shall work with Department Preservation staff or other qualified professional, to undertake video documentation of the affected historical resource and its setting. The documentation shall be conducted by a professional videographer, preferably one with experience recording architectural resources. The documentation shall be narrated by a qualified professional who meets the standards for history, architectural history, or architecture (as appropriate), as set forth by the *Secretary of the Interior's Professional Qualification Standards* (36 Code of Federal Regulations, Part 61). The documentation shall include as much information as possible—using visuals in combination with narration—about the materials, construction methods, current condition, historic use, and historic context of the historical resource.

Archival copies of the video documentation shall be submitted to the Planning Department, and to repositories including but not limited to: the San Francisco Public Library, Northwest Information Center and the California Historical Society. This mitigation measure would supplement the traditional HABS documentation, and would enhance the collection of reference materials that would be available to the public and inform future research.

The video documentation shall be reviewed and approved by the San Francisco Planning Department's Preservation staff prior to issuance of a demolition permit or site permit or issuance of any Building Permits for the project.

Implementation of this mitigation measure would assist in reducing project-specific impacts, but would not reduce impacts to a less-than-significant level because only avoidance of substantial adverse changes to historical resources would reduce impacts to less-than-significant levels.

**Significance after Mitigation:** Although in certain cases it may be possible to modify a project to avoid or reduce impacts on historic architectural resources to a less-than-significant level, where such modification is not feasible, demolition or substantial modification of historic architectural resources that cannot be avoided or minimized would be considered a *significant and unavoidable*.

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## ***Effects of the Street Network Changes and Open Space Improvements***

**Impact CP-2: Neither the proposed open space improvements nor street network changes would adversely affect historic architectural resources in a way that would result in a substantial adverse change in the significance of a historical resource as defined in CEQA Guidelines Section 15064.5. (Less than Significant)**

### **Proposed Street Network Changes**

Integrity of setting is an important facet of a historic district. The Plan Area is characterized by its large 100-vara blocks, wide thoroughfares, small mid-block alleys, nearly solid street faces without building setbacks, standard width (12-foot) sidewalks, and some street trees. These features characterize the neighborhood's insular and higher-density residential enclaves and lower-density light industrial nature.

The project proposes to alter the street system to improve circulation while providing a safe and attractive pedestrian environment. In order to guide these alterations, the project includes upgraded sidewalks and crosswalks, including new corner sidewalk extensions (bulb-outs), creating a network of safe bicycle routes, new dedicated transit lanes proposed on Fourth, Harrison, Bryant, and Folsom Streets, as well as One-Way and Two-Way Options along Howard and Folsom Streets.

The implementation of these aspects of the Plan would have no direct impacts on historical resources, as they would occur within the public rights-of-way, but they do have the potential to affect the integrity of setting of the existing and potential historic districts within the Plan Area (for example, a building's relationship to the street could be altered if the sidewalk is widened), albeit in a limited manner, in that buildings themselves would not be altered by the street network changes, nor would the widths of rights-of-way change.

The transportation improvements would occur within the South End Landmark District, listed in Article 10 of the *Planning Code*; the California Register-eligible Sixth Street Lodginghouse District; and—outside the Plan



Area—within the Western SoMa Light Industrial Historic District. However, while the South of Market area's wide streets are characteristic of the large Western SoMa Light Industrial Historic District, the width of sidewalks, the number of travel lanes, and the direction of traffic flow are not character-defining features of any of these historic districts; thus, changes in those aspects of the transportation network would have no effect on any of the historic districts and the impact would be *less than significant*.

### **Proposed Open Space Improvements**

Like the proposed Street Network Changes, the Plan's proposed new open spaces, including both parks and landscaped streets and alleys, would result in some loss of integrity of the Plan Area, given that the neighborhood's historically industrial character would be softened somewhat by the introduction of landscaping and potential amenities such as playground equipment. No historic resources would be altered as a result of the development of new open spaces, nor would the widths of rights-of-way change. As a result, impacts of the proposed open space improvements on historical resources would be *less than significant*.

**Mitigation:** None required.

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### ***Construction Impacts***

**Impact CP-3: Construction activities in the Plan Area would result in a substantial adverse change in the significance of a historical resource as defined in CEQA Guidelines Section 15064.5, through indirect construction damage to historic architectural resources. (Less than Significant with Mitigation)**

As described in Section IV.E, Noise and Vibration, construction activity can generate vibration that can cause structural damage in nearby buildings. In general, even pile driving, which causes the greatest vibration levels during construction, is sufficiently attenuated by distance such that the peak particle velocity (PPV) at 100 feet from pile driving is less than 0.2 inch per second (0.2 PPV), the standard established by the Federal Transit Administration for potential damage to non-engineered timber and masonry buildings. At closer distances, pile driving, and possibly other construction activity, could damage historical resources, particularly unreinforced masonry structures. Should such damage materially impair an historic resource, this would be a significant impact. Implementation of **Mitigation Measures M-CP-3a, Protect Historical Resources from Adjacent Construction Activities**, and **M-CP-3b, Construction Monitoring Program for Historical Resources**, would reduce potential construction impacts to historic architectural resources to less-than-significant levels. These mitigation measures would be applicable to all construction projects within the Plan Area.

### **Mitigation Measures**

**Mitigation Measure M-CP-3a: Protect Historical Resources from Adjacent Construction Activities.** The project sponsor of a development project in the Plan Area shall consult with Planning Department Environmental Planning/Preservation staff to determine whether adjacent or nearby buildings constitute historical resources that could be adversely affected by construction-generated vibration. For purposes of this measure, nearby historic buildings shall include those within 100 feet of a construction site for a subsequent development project if pile driving would be used at that site; otherwise, it shall include historic buildings within 25 feet if vibratory and vibration-generating

construction equipment, such as jackhammers, drill rigs, bulldozers, and vibratory rollers would be used. If one or more historical resources is identified that could be adversely affected, the project sponsor shall incorporate into construction specifications for the proposed project a requirement that the construction contractor(s) use all feasible means to avoid damage to adjacent and nearby historic buildings. Such methods may include maintaining a safe distance between the construction site and the historic buildings (as identified by the Planning Department Preservation staff), using construction techniques that reduce vibration (such as using concrete saws instead of jackhammers or hoe-rams to open excavation trenches, the use of non-vibratory rollers, and hand excavation), appropriate excavation shoring methods to prevent movement of adjacent structures, and providing adequate security to minimize risks of vandalism and fire. No measures need be applied if no vibratory equipment would be employed or if there are no historic buildings within 100 feet of the project site.

**Mitigation Measure M-CP-3b: Construction Monitoring Program for Historical Resources.** For those historical resources identified in Mitigation Measure M-CP-3a, and where heavy equipment would be used on a subsequent development project, the project sponsor of such a project shall undertake a monitoring program to minimize damage to adjacent historic buildings and to ensure that any such damage is documented and repaired. The monitoring program, which shall apply within 100 feet where pile driving would be used and within 25 feet otherwise, shall include the following components. Prior to the start of any ground-disturbing activity, the project sponsor shall engage a historic architect or qualified historic preservation professional to undertake a pre-construction survey of historical resource(s) identified by the San Francisco Planning Department within 125 feet of planned construction to document and photograph the buildings' existing conditions. Based on the construction and condition of the resource(s), the consultant shall also establish a standard maximum vibration level that shall not be exceeded at each building, based on existing condition, character-defining features, soils conditions, and anticipated construction practices (a common standard is 0.2 inch per second, peak particle velocity). To ensure that vibration levels do not exceed the established standard, the project sponsor shall monitor vibration levels at each structure and shall prohibit vibratory construction activities that generate vibration levels in excess of the standard.

Should vibration levels be observed in excess of the standard, construction shall be halted and alternative construction techniques put in practice, to the extent feasible. (For example, pre-drilled piles could be substituted for driven piles, if feasible based on soils conditions; smaller, lighter equipment might be able to be used in some cases.) The consultant shall conduct regular periodic inspections of each building during ground-disturbing activity on the project site. Should damage to either building occur, the building(s) shall be remediated to its pre-construction condition at the conclusion of ground-disturbing activity on the site.

**Significance after Mitigation:** With implementation of **Mitigation Measure M-CP-3a: Protect Historical Resources from Adjacent Construction Activities** and **Mitigation Measure M-CP-3b: Construction Monitoring Program for Historical Resources**, impacts would be *less than significant*.

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## Effects on Archeological Resources

**Impact CP-4: Development under the Plan, including the proposed open space improvements and street network changes, would cause a substantial adverse change in the significance of an archeological resource pursuant to CEQA Guidelines Section 15064.5. (Less than Significant with Mitigation)**

Previous archeological research, including geoarcheological analysis and the location and constituents of known prehistoric and historic-period archeological resources, shows that legally significant resources, including archeologically-significant human remains and associated or unassociated funerary objects, are present, or likely present, in the Plan Area and vicinity and that currently unknown resources are also likely to be in the Plan Area and vicinity.

Based on the results of a records search at the Northwest Information Center, the Plan Area and vicinity, as a whole, is likely to contain significant prehistoric archeological resources. A total of seven prehistoric archeological sites (CA-SFR-2, -113, -114, -147, -155, and -175 and P-38-004499) have been formally recorded within the Plan Area and vicinity through the Northwest Information Center, and one site with both prehistoric and historical components (CA-SFR-154/H) has been recorded.<sup>179</sup> Two additional prehistoric archeological sites (CA-SFR-112 and -135), and one site with both prehistoric and historical components (CA-SFR-151/H), have been recorded within the Plan Area and vicinity.<sup>180</sup>

Prehistoric archeological sites in the South of Market area have largely only come to light since the 1980s and are thought to possess good physical integrity as a result of having been buried beneath natural sand dune deposits for hundreds of years following their abandonment. The majority of known prehistoric sites in the South of Market area are no more than 2,000 years old and are found buried at depths of approximately 10 to 20 feet below ground surface. All of these resources were encountered below the current urban land surface, typically during formal archeological investigations, and many of the prehistoric sites were also buried under natural dune sands that were blown eastward from the Pacific coast, across the peninsula (over the past 6,000 years or so). The 11 sites with prehistoric components within the records search area all appear to be Late Holocene shell middens situated within sand dunes near the edge of former Mission Bay or Yerba Buena Cove. The full extent of these prehistoric occupations is uncertain, since only the portions within the relevant construction areas were studied and additional portions may well extend beyond those limits.

Legally significant prehistoric and historic-period archeological resources could be damaged or destroyed through earthwork, ground stabilization, or other subsurface construction activities that would be undertaken by subsequent individual development projects allowed under the Plan, including open space and streetscape improvements, particularly projects that would require deeper foundations due to poor underlying soils and/or taller structures being proposed. Because the entire Plan Area and vicinity is within the part of San Francisco that burned following the 1906 earthquake, the area is generally covered by up to 5 feet of artificial fill consisting of earthquake debris. In general, any project-related ground disturbance deeper than 5 feet has the potential to affect archeological resources.

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<sup>179</sup> Site P-38-004499 has not been assigned a trinomial identification number, as have the other sites noted.

<sup>180</sup> Far Western Anthropological Research Group, Inc., 2014 (see footnote 44, p. 1), pp. 7-9.

Impacts to archeological resources can only be understood once a specific project has been proposed because the effects are highly dependent on both the individual project site conditions and the characteristics of the proposed ground-disturbing activity. However, implementation of the Plan and proposed open space improvements and street network changes have the potential to result in *significant impacts* on archeological resources as new buildings and infrastructure are gradually constructed throughout the Plan Area, and as the street and circulation system is modified.

The procedures in Mitigation Measure M-CP-4a would apply to subsequent development projects in the Plan Area, and would reduce impacts to less-than-significant levels. In most cases, if an archeological resource that is a historical resource due of its prehistoric or historical information value, that is, its scientific data potential (Criterion 4) is present, a significant effect would be the impairment of the potential information value of the resource. Although preservation of an archeological resource in place is always the preferred option, when preservation in place is not feasible, data recovery, in accordance with a data recovery plan prepared and adopted by the lead agency prior to any soils disturbance, is generally the appropriate mitigation approach. Mitigation Measure M-CP-4a would ensure appropriate identification efforts are conducted before soils-disturbing or soils-improving activities take place, and if archeological resources are identified, would ensure appropriate data recovery is conducted to reduce impacts to a less-than-significant level.

## Mitigation Measures

**Mitigation Measure M-CP-4a: Project-Specific Preliminary Archeological Assessment.** This archeological mitigation measure shall apply to any project involving any soils-disturbing or soils-improving activities including excavation, utilities installation, grading, soils remediation, compaction/chemical grouting to a depth of five (5) feet or greater below ground surface, for which no archeological assessment report has been prepared.

Projects to which this mitigation measure applies shall be subject to Preliminary Archeology Review (PAR) by the San Francisco Planning Department archeologist.

Based on the PAR, the Environmental Review Officer (ERO) shall determine if there is a potential for effect to an archeological resource, including human remains, and, if so, what further actions are warranted to reduce the potential effect of the project on archeological resources to a less-than-significant level. Such actions may include project redesign to avoid the potential to affect an archeological resource; or further investigations by an archeological consultant, such as preparation of a project-specific Archeological Research Design and Treatment Plan (ARDTP) or the undertaking of an archeological monitoring or testing program based on an archeological monitoring or testing plan. The scope of the ARDTP, archeological testing or archeological monitoring plan shall be determined in consultation with the ERO and consistent with the standards for archeological documentation established by the Office of Historic Preservation (OHP) for purposes of compliance with CEQA (OHP Preservation Planning Bulletin No. 5). Avoidance of effect to an archeological resource is always the preferred option.

Additionally, excavation, grading, and installation of building foundations as part of future construction activities within the Plan Area could expose and cause impacts on unknown archeological resources, which would be a significant impact. Implementation of **Mitigation Measure M-CP-4b, Procedures for Accidental Discovery of Archeological Resources**, would reduce those impacts to less-than-significant levels.

**Mitigation Measure M-CP-4b: Procedures for Accidental Discovery of Archeological Resources.** This mitigation measure is required for projects that would result in soil disturbance and are not subject to Mitigation Measure M-CP-4a.

Should any indication of an archeological resource, including human remains, be encountered during any soils-disturbing activity of the project, the project head foreman and/or project sponsor shall immediately notify the ERO and shall immediately suspend any soils-disturbing activities in the vicinity of the discovery until the ERO has determined what additional measures should be undertaken.

If the ERO determines that an archeological resource may be present within the project site, the project sponsor shall retain the services of an archeological consultant from the pool of qualified archeological consultants maintained by the San Francisco Planning Department archeologist. The archeological consultant shall advise the ERO as to whether the discovery is an archeological resource, retains sufficient integrity, and is of potential scientific/historical/cultural significance. If an archeological resource is present, the archeological consultant shall identify and evaluate the archeological resource. The archeological consultant shall make a recommendation as to what action, if any, is warranted. Based on this information, the ERO may require, if warranted, specific additional measures to be implemented by the project sponsor.

Measures might include preservation in situ of the archeological resource, an archeological monitoring program, an archeological testing program, or an archeological treatment program. If an archeological treatment program, archeological monitoring program or archeological testing program is required, it shall be consistent with the Planning Department's Environmental Planning (EP) division guidelines for such programs. The ERO may also require that the project sponsor immediately implement a site security program if the archeological resource is at risk from vandalism, looting, or other damaging actions. If human remains are found all applicable state laws will be followed as outlined in Impact CP-7 and an archeological treatment program would be implemented in consultation with appropriate descendant groups and approved by the ERO.

The project archeological consultant shall submit a 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 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.

Copies of the Draft FARR shall be sent to the ERO for review and approval. 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 and the ERO shall receive a copy of the transmittal of the FARR to the NWIC. The Environmental Planning Division of the San Francisco Planning Department shall receive one bound copy, one unbound copy, and one unlocked, searchable PDF copy on a 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 or interpretive value, the ERO may require a different final report content, format, and distribution from that presented above.

**Significance after Mitigation:** With implementation of **Mitigation Measure M-CP-4a: Project-Specific Preliminary Archeological Assessment** and **Mitigation Measure M-CP-4b: Procedures for Accidental Discovery of Archeological Resources**, impacts to archeological resources would be *less than significant*.

## Effects on Tribal Cultural Resources

**Impact CP-5: Development under the Plan, including the proposed open space improvements and street network changes, could cause a substantial adverse change in the significance of a tribal cultural resource pursuant to CEQA Guidelines Section 21084.3. (Less than Significant with Mitigation)**

As noted above, to date, only prehistoric archeological sites have been identified as potential tribal cultural resource sites in San Francisco. These resources could be damaged or destroyed through earthwork, ground stabilization, or other subsurface construction activities associated with development in the Plan Area or vicinity, resulting in a *significant impact*. This potential would exist for subsequent individual development projects allowed under the Plan, including streetscape improvements and open space improvements, and particularly so for projects that would require deeper foundations due to poor underlying soils and/or when taller structures are proposed. Effects on tribal cultural resources (as with archeological resources) are only knowable once a specific project has been proposed, because the effects are highly dependent on both the individual project site conditions and the characteristics of the proposed ground-disturbing activity.

### Mitigation Measures

**Mitigation Measure M-CP-5: Project-Specific Tribal Cultural Resource Assessment.** This tribal cultural resource mitigation measure shall apply to any project involving any soils-disturbing or soils-improving activities including excavation, utilities installation, grading, soils remediation, compaction/chemical grouting to a depth of five (5) feet or greater below ground surface.

Projects to which this mitigation measure applies shall be reviewed for the potential to affect a tribal cultural resource in tandem with Preliminary Archeology Review (PAR) of the project by the San Francisco Planning Department archeologist. For projects requiring a Mitigated Negative Declaration or Environmental Impact Report, the Department "Notification Regarding Tribal Cultural Resources and CEQA" shall be distributed to the Department tribal distribution list. Consultation with California Native American tribes regarding the potential of the project to affect a tribal cultural resource will occur at the request of any notified tribe. For all projects subject to this mitigation measure, if staff determines that the proposed project may have a potential significant adverse effect on a tribal cultural resource, then the following shall be required as determined warranted by the ERO.

If staff determines that preservation-in-place of the tribal cultural resource is both feasible and effective, based on information provided by the applicant regarding feasibility and other available information, then the project 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 staff determines that preservation-in-place of the TCR is not a sufficient or feasible option, then the project sponsor shall implement an interpretive program of the TCR in coordination with affiliated Native American tribal representatives. An interpretive plan produced in coordination with affiliated Native American tribal representatives, at a minimum, and approved by the ERO shall be required to guide the interpretive program. The plan shall identify 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.

**Significance after Mitigation:** Under Assembly Bill 52, consultation with Native American tribal groups regarding identification, potential to affect, or appropriate mitigation occurs at the request of the tribal group for projects that require a Mitigated Negative Declaration or Environmental Impact Report. Mitigation measures may include avoidance, protection, or preservation of the tribal cultural resources and development of interpretation and public education and artistic programs. Implementation of **Mitigation Measure M-CP-5: Project-Specific Tribal Cultural Resource Assessment**, would reduce potential impacts to tribal cultural resources to *less-than-significant* levels.

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## Effects on Paleontological Resources

**Impact CP-6: Development under the Plan, including the proposed open space improvements and street network changes, would not directly or indirectly destroy a unique paleontological resource or site or unique geological feature. (Less than Significant)**

Based on the information presented under “Environmental Setting,” above, there is a low potential for project activities to uncover unique or significant fossils within the Plan Area or vicinity. Construction excavations, depending on location, could encounter undisturbed dune sands, the Colma Formation, or artificial fills associated with previous development (e.g., road bases, foundations, and previous backfills for underground utilities). Due to their age and origin, these geological materials have little to no likelihood of containing unique or significant fossils. Therefore, the potential for subsequent development projects that could occur as a result of the Plan to effect paleontological resources would be *less than significant*, and no mitigation would be required.

**Mitigation:** None required.

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## Effects on Human Remains

**Impact CP-7: Development under the Plan, including the proposed open space improvements and street network changes, would not disturb human remains, including those interred outside of formal cemeteries. (Less than Significant)**

Archeological materials, including human burials, have been found in San Francisco. Human burials outside of formal cemeteries often occur both in prehistoric and historic-period archeological contexts. Excavation associated with new construction activities in the Plan Area may have the potential to disturb these resources, including Native American burials. Project-specific ground-disturbing activity could result in direct impacts on previously undiscovered human remains. Impacts to archeologically significant human remains are addressed and mitigated under Impact CP-4, and Mitigation Measures CP-4a and CP-4b.

The treatment of human remains and of associated or unassociated funerary objects discovered during any soil-disturbing activities must comply with applicable state laws. This includes immediate notification of the county coroner and, in the event of the coroner’s determination that the human remains are Native American, notification of the California Native American Heritage Commission, which shall appoint a Most Likely Descendant (MLD) (*California Public Resources Code* Section 5097.98). In the event of such discovery, the

archeological consultant, the San Francisco Planning Department, and MLD would make all reasonable efforts to develop an agreement for the treatment, with appropriate dignity, of human remains and associated or unassociated funerary objects, in accordance with 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 compels the project sponsor and the ERO to accept recommendations of an MLD. If the MLD and the other parties do not agree on the reburial method, the project sponsor must comply with Section 5097.98(e) of the *Public Resources Code*, which states that “the landowner or his or her authorized representative shall reinter the human remains and items associated with Native American burials with appropriate dignity on the property in a location not subject to further subsurface disturbance.” Therefore, impacts to human remains would be *less than significant*.

**Mitigation:** None required.

## IV.C.5 Cumulative Impacts

**Impact C-CP-1: Development under the Plan, in combination with past, present, and reasonably foreseeable future projects in the vicinity, could result in demolition and/or alteration of historical resources, thereby contributing considerably to significant cumulative historical resources impacts. (Significant and Unavoidable with Mitigation)**

Development under the Plan may contribute to the loss of individual historic resources and contributors to historic districts by encouraging demolition and alteration of such resources in the Plan Area. These impacts could combine with similar impacts in areas outside the Plan Area to result in significant cumulative impacts in the number of individually eligible historic resources within the SoMa neighborhood and cumulative effects to historic districts that overlap within the Plan area and adjacent areas. For example, the historic character of SoMa is generally defined by the numerous industrial and utilitarian buildings located in the Plan Area. Demolition of those buildings could combine with the demolition and/or alteration of similar buildings throughout the SoMa neighborhood, resulting in significant cumulative impacts. The proposed Plan could contribute considerably to this impact, and several mitigation measures have been identified that could mitigate this impact to less than significant. However, because it is uncertain whether or not these mitigation measures could reduce impacts to less than significant, this impact is determined to be *significant and unavoidable*.

Additionally, the demolition and/or substantial alteration of buildings in the Plan Area, combined with the demolition or substantial alteration of historical resources in other parts of Western SoMa and/or East SoMa, could affect the cohesiveness of historic districts that extend beyond the Plan Area, including the 6th Street Lodging House Historic District and the South End Landmark District. As a higher percentage of contributing resources is beneficial to the integrity of a historic district, a reduction in the proportion of contributors over time could diminish the viability of these districts, resulting in a significant cumulative impact to historic/conservation districts.

Therefore, the potential exists that the increased heights and densities allowable under the Plan, combined with past, present, and reasonable foreseeable projects that could demolish or substantially alter historic district contributors and could contribute to a significant cumulative impact on historical resources. Overall,



while **Mitigation Measures M-CP-1a through M-CP-1e** would reduce the cumulative impacts of the Plan on historical resources, such impacts would remain *significant and unavoidable*.

**Mitigation:** Implement **Mitigation Measures M-CP-1a, Avoidance or Minimization of Effects on Historical Resources, M-CP-1b, Documentation of Historical Resource(s), M-CP-1c, Oral Histories, M-CP-1d, Interpretive Program, and M-CP-1e, Video Recordation.**

**Significance after Mitigation:** Significant and Unavoidable.

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**Impact C-CP-2: The proposed open space improvements and street network changes within the Plan Area, in combination with past, present, and reasonably foreseeable future projects in the vicinity, would not contribute considerably to significant cumulative historical resources impacts. (Less than Significant)**

As stated above, implementation of the proposed street network changes would have no direct impacts on historical resources, as they would occur within the public rights-of-way. No buildings would be altered as a result of the development of new open spaces, nor would the widths of rights-of-way change. Therefore, neither the proposed street network changes nor development of new open space(s) would contribute considerably to a cumulative impact related to historical resources.

**Mitigation:** None required.

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**Impact C-CP-3: Development under the Plan, including the proposed open space improvements and street network changes, in combination with past, present, and reasonably foreseeable future projects in the vicinity, could cause a substantial adverse change in the significance of an archeological resource pursuant to Section 15064.5 or a tribal cultural resource pursuant to CEQA Guidelines Section 21084.3. (Less than Significant with Mitigation)**

The cumulative context for archeological and tribal cultural resources is the Plan Area and vicinity. Ground-disturbing activities in the Plan Area could encounter previously recorded and unrecorded archeological resources, which may also be considered tribal cultural resources. Projects allowed under the Plan, in combination with past, present, and reasonably foreseeable projects in the Plan Area that also involve ground disturbance and could also encounter previously recorded and unrecorded archeological resources or human remains, could result in a significant cumulative impact on archeological resources.

Implementation of **Mitigation Measures M-CP-4a, M-CP-4b, and M-CP-5** would reduce the Plan's contribution to cumulative archeological and tribal cultural impacts to a less-than-significant level. Impacts to archeological resources, which may also be considered tribal cultural resources, are only knowable once a specific project has been proposed because the effects are highly dependent on both the individual project site conditions and the characteristics of the proposed ground-disturbing activity. Subsequent development project-related impacts on archeological or tribal cultural resources would be site-specific and limited to the project construction areas, and would be reduced to less-than-significant levels with implementation of project-specific measures in Mitigation Measures M-CP-4a, M-CP-4b, and M-CP-5. Therefore, the Plan's contribution would be reduced to a *less-than-significant* level by implementing Mitigation Measures M-CP-4a, M-CP-4b, and M-CP-5.

**Mitigation:** Implement Mitigation Measures M-CP-4a, Project-Specific Preliminary Archeological Assessment; M-CP-4b, Procedures for Accidental Discovery of Archeological Resources; and M-CP-5: Project-Specific Tribal Cultural Resource Assessment.

**Significance after Mitigation:** Less than Significant.

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**Impact C-CP-4: Development under the Plan, including the proposed open space improvements and street network changes, in combination with past, present, and reasonably foreseeable future projects in the vicinity, would not directly or indirectly destroy a unique paleontological resource or site or unique geological feature, and would not disturb human remains, including those interred outside of formal cemeteries. (Less than Significant)**

The cumulative context for archeological resources is the Plan Area and vicinity. Construction excavation, in combination with past, present, and reasonably foreseeable projects in the Plan Area and vicinity that also involve ground disturbance, depending on location, could encounter undisturbed dune sands, the Colma Formation, or artificial fills associated with previous development (e.g., road bases, foundations, and previous backfills for underground utilities). Due to their age and origin, these geological materials have little to no likelihood of containing unique or significant fossils. Therefore, the cumulative impact related to direct or indirect effects on paleontological resources would be less than significant, and no mitigation would be required.

Construction excavations, in combination with past, present, and reasonably foreseeable projects in the Plan Area that also involve ground disturbance, may have the potential to disturb previously undiscovered human remains, including Native American burials. Because the potential disturbance to human remains is governed by state laws and regulations, as described above, compliance with these laws and regulations would avoid any potentially significant impacts related to such disturbance within the Plan Area. Therefore, the cumulative impact related to the potential to disturb human remains would be less than significant, and no mitigation would be required.

**Mitigation:** None required.