



SAN FRANCISCO PLANNING DEPARTMENT

Article 10 Landmark District Historic Preservation Commission Case Report Recommendation to the Board of Supervisors

Hearing Date: December 19, 2012
Case No.: 2011.0683L
Project: Duboce Park Landmark District
Zoning: RH-2 & RTO
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PROJECT DESCRIPTION

The case before the Historic Preservation Commission (HPC) is the consideration to recommend approval of the landmark designation of the Duboce Park Landmark District pursuant to Section 1004.2 of the Planning Code. Further consideration by the Planning Commission and the Board of Supervisors will occur at future public hearings and will be noticed separately for a future date.

ENVIRONMENTAL REVIEW STATUS

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

BACKGROUND / PREVIOUS ACTIONS

The Historic Preservation Commission, at its regularly scheduled hearing on June 15, 2011, added the subject district to its Landmark Designation Work Program.

On December 5, 2012, the HPC, by Resolution No. 696, formally initiated the Duboce Park Landmark District.

APPLICABLE PRESERVATION STANDARDS

ARTICLE 10

Section 1004 of the Planning Code authorizes the landmark designation of an individual structure or other feature or an integrated group of structures and features on a single lot or site, having special

character or special historical, architectural or aesthetic interest or value, as a landmark. Section 1004.1 also outlines that landmark designation may be initiated by the Board of Supervisors or the Historic Preservation Commission and the initiation shall include findings in support. Section 1004.2 states that once initiated, the proposed designation is referred to the Historic Preservation Commission for a report and recommendation to the Board of Supervisors to approve, disapprove or modify the proposal.

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

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

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

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

ARTICLE 10 LANDMARK CRITERIA

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

OUTREACH AND ENGAGEMENT

The Department engaged in extensive community outreach, produced informational materials, and hosted eight community events focused on the proposed designation, as outlined below. Representatives

from Supervisor Scott Wiener's office, the Recreation and Park Department, and the Duboce Triangle Neighborhood Association (DTNA) attended most of these events. Events included a neighborhood history walking tour, two Ask-A-Planner nights, and five community meetings and workshops. In addition, the Department presented updates at DTNA meetings and provided updates for the association's newsletter. Details on the Department's outreach activities are documented in the December 5, 2012 Case Report.

The following section provides an overview of the Department's outreach activities focused on the designation ordinance, specifically the tailoring of appropriate level of review for identified scopes of work.

September 20, 2011 Community Workshop

This interactive workshop focused on community review of a draft designation ordinance. New policies introduced by the Historic Preservation Commission, such as delegation of review to Department staff in the form of Administrative Certificates of Appropriateness, allowed for greater flexibility and engagement with the community in the tailoring of the designation and the required levels of review.

Topics at the workshop included prioritizing preservation needs and levels of permit review. The Department produced large-scale posters outlining the initial proposed levels of review at the primary façade and secondary facades. Working in small groups, workshop participants provided input on how to best protect neighborhood character through appropriate review of identified scopes of work. Participants prioritized scopes of work for three separate levels of review: Certificate of Appropriateness, Administrative Certificate of Appropriateness, and No Certificate of Appropriateness. The goal of the workshop was to gain a better understanding – at an open, public forum – of the types of alterations that stakeholders prioritize for additional review. The feedback gathered at the workshop helped tailor a designation ordinance that aligns more closely with community needs, provides a clear and predictable review process for specific scopes of work, and protects the character of the neighborhood.

September 27, 2011 Ask-A-Planner Night

An "Ask-A-Planner" event focused on the review of future alterations was held at the Duboce Park Café a week following the community workshop. Department planners and Commissioner Alan Martinez engaged several property owners in detailed discussions regarding levels of review identified and prioritized at the workshop. It served as an additional forum to receive feedback and hear of concerns regarding the review of certain scopes of work.

December 7, 2011 Drop-In Event / Community Meeting

With Supervisor Scott Wiener and DTNA, the Department hosted a Drop-In Event / Community Meeting to share revisions to the proposed levels of review. During the first half of this event, Department planners were on hand to discuss the revised review framework and to discuss the differences between the current California Environmental Quality Act (CEQA) review process and the proposed Article 10 review process. During the meeting's second half, the group convened for a larger question and answer session with Department staff, Supervisor Scott Wiener, and DTNA. In addition, Executive Director of San Francisco Architectural Heritage, Mike Buhler, provided information at the meeting about the Facade Easement program.

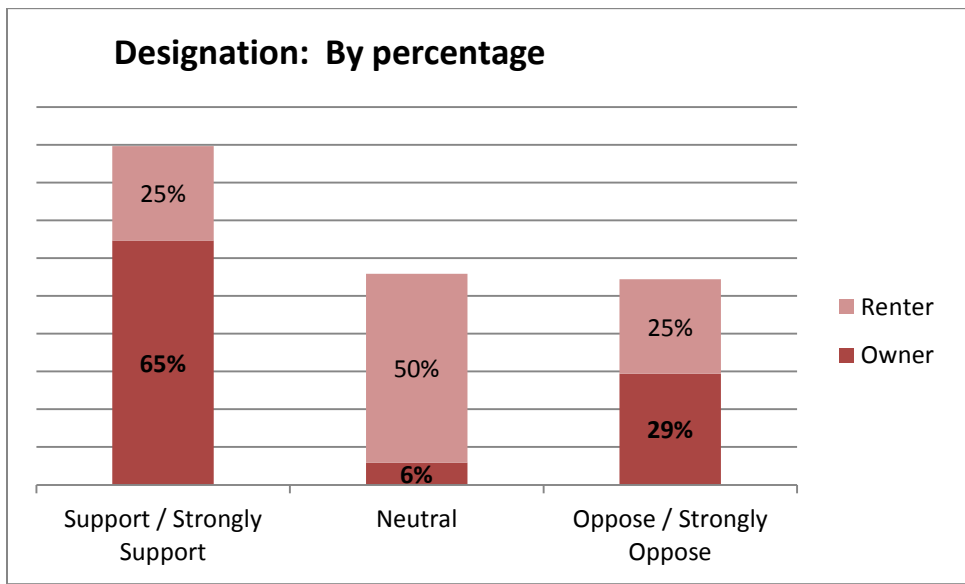
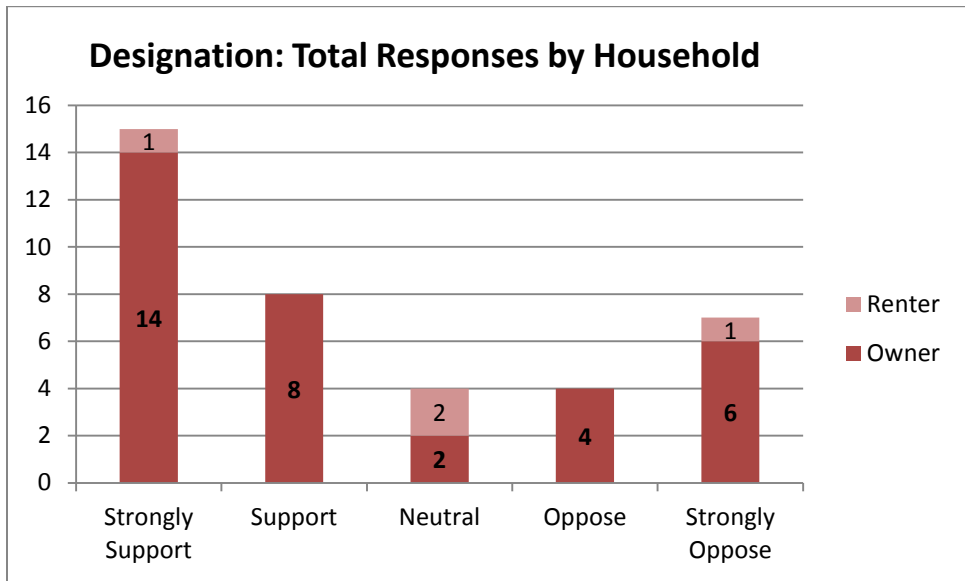
Promotional materials for this event included a save-the-date postcard and a five-page mailing to residents, owners, and stakeholders outlining the revised levels of review for future alterations to properties within the proposed district. Large-scale posters outlined the revised levels of review at the primary facade, visible rear facade, and non-visible rear facade. At the request of community members, the Department created a comparison chart that documented the existing review process as compared to the proposed review process.

At this meeting, many property owners expressed interest in the property tax savings offered by the Mills Act program and concern that the existing application process presented a barrier to realizing those savings. At the request of property owners, Supervisor Scott Wiener sponsored legislation to amend San Francisco's Mills Act Program to make the application process quicker, cheaper, and more predictable. The Department coordinated with the San Francisco Assessor's office to set established periods for the submittal and review of Mills Act applications and reduced the application fee. The improved program became effective in October 2012.

Online Questionnaire

At the request of property owners and Supervisor Scott Wiener, the Department created an online questionnaire to solicit feedback regarding the proposed district. The online questionnaire was designed specifically for residents and owners of buildings located within the proposed district. It was available online from November 5, 2012 through November 26, 2012. Participation was limited to one questionnaire per household. The online questionnaire produced a total of 38 valid household responses. The vast majority of responses were provided by property owners. Just four renter households participated. The following section summarizes responses to the online questionnaire. Details regarding promotion of the online questionnaire, participation, and the full text of qualitative responses are included in the December 5, 2012 Case Report.

Property owners supported the proposed landmark district designation by more than a two-to-one ratio. Of the 34 owner participants, 65% support or strongly support the designation, compared to 29% who oppose or are strongly opposed.



STAFF ANALYSIS

As documented in the December 5, 2012 Case Report, the Department has determined that the subject district meets the requirements for Article 10 eligibility as a landmark district. The justification for its inclusion is outlined below under the Significance and Integrity sections of this case report. The district is comprised of 79 contributing buildings, three contributing interior block park entrances, and eight non-contributory buildings.

SIGNIFICANCE

The Period of Significance for the district dates from 1899 to 1911, inclusive of the known period of construction of all buildings within the district.

Association with significant events

The Duboce Park Landmark District is significant for the unusual development history of the contested tract of land upon which it was built and the way in which the contested nature of the tract impacted the District's physical appearance and connection to the adjacent park. The tract (formerly known as the Public Reservation, Hospital Lot, and Marion Tract) was subject to a decades-long series of court battles over legal ownership, with the City of San Francisco losing half of its claim to the land to the German Savings and Loan Association in the late 1890s. After acquiring title to half of the tract, the bank subdivided the land, carved out interior block streets, and sold lots to builders who developed the residential portion of the tract. The lots sold quickly and a handful of builders immediately began developing the parcels. Due to the delay in development caused by the litigation, construction dates for the vast majority of contributing resources within the district range from 1899 to approximately 1902. This short period of development and limited number of builders resulted in a remarkably uniform streetscape of Victorian- and Edwardian-era houses and flats of similar design and proportion.

The contested nature of the tract, its history as a debris dump, and neighborhood activism and development of the adjacent civic park are key themes linked to the Duboce Park Landmark District. One important visible manifestation of this interrelated history is found at the park's northern border – specifically the lack of separation between the park and residential buildings. The district represents the best example of San Francisco's handful of municipal parks that directly abut residential buildings, without any separation of a street or sidewalk. In addition, the historic stone steps and rock retaining walls at the three interior block park entrances – Carmelita, Pierce, and Potomac Streets – reflect the transformation of the City-owned portion of the contested tract from a dumping ground for Serpentine rock rubble to a picturesque, landscaped civic park. Serpentine rock rubble is also found in the foundations of many district buildings.

Significant architecture:

The Duboce Park Landmark District is significant within the category of architecture, as a remarkably intact district of Victorian- and Edwardian-era residential buildings. The district expresses the distinctive characteristics of late Victorian- and Edwardian-era architectural styles, with the Queen Anne style widely represented. Although the district displays a remarkable variety of ornament, unifying design features include asymmetrical and articulated facades, steep roof pitches, the use of multiple textures and wood cladding, and front yard setbacks.

Many of the Queen Anne cottages and flats were developed by Fernando Nelson, a master builder known for his exuberant ornamentation and elaborately applied millwork. Nelson designed and built approximately one half of the district properties, including nearly all of the residences on Carmelita and Pierce Streets. The district represents one of the earliest developments in his 77-year career and is an excellent representation of his effusive interpretation of the Queen Anne style. District features characteristic of Nelson's Victorian-era period include button boards, drips, and donuts; blocky geometric cut-outs above the entry porch; two-sided bay windows; half-circle rows of dentils located in gable ends; and a wavy, stylized quarter-sunburst detailed at the arched entry.

The turn-of-the-century development of buildings within the district often resulted in a rare fusion of Edwardian-era massing with exuberant Victorian-era detailing. It is common in the district for Edwardian-era flats to feature unusually ornamented spandrel panels and decorative friezes and several are capped with the gable roof form more commonly associated with Queen Anne style buildings.

The Department believes that the subject district is eligible as a landmark district due to its association with significant events and significant architecture.

INTEGRITY

The Duboce Park Landmark District retains the physical components, aspects of design, spatial organization, and historic associations that it acquired during the 1899-1911 Period of Significance. Despite limited alterations to individual buildings, the district retains sufficient overall integrity to convey its significance. The integrity analysis is found on pages 28-29 of the draft Landmark Designation Report. The Department believes that the district retains sufficient overall integrity to convey its significance.

CHARACTER-DEFINING FEATURES

Whenever a building, site, object, or landscape is under consideration for Article 10 Landmark designation, the Historic Preservation Commission is required to identify character-defining features of the property. This is done to enable owners and the public to understand which elements are considered most important to preserve the historical and architectural character of the proposed landmark. The character-defining features of the Duboce Park Landmark District are included in draft Landmark District Designation Report and are copied below.

The character-defining *interior* features of buildings in the district are identified as: None.

The character-defining *exterior* features of buildings in the district are identified as: All exterior elevations and rooflines as described below.

The character-defining *landscape elements* of the district are identified as: The rustic interior block park entrances at Carmelita, Pierce, and Potomac Streets – which include the historic stone steps, Serpentine rock retaining walls set in a random rubble pattern, and the public rights-of-way within a 10-foot buffer – and the lack of physical separation between the park and adjacent buildings.

The following section describes in further detail the character-defining features of the district and of individual buildings and landscape elements contained therein. Landmark district designation is intended to protect and preserve these character-defining features.

1. Overall Form, Continuity, Scale and Proportion

Due to the brief period of construction – most buildings were constructed between 1899 and 1902 – and combined involvement of two primary builders, buildings within the district exhibit a remarkable consistency in term of massing, scale, style, detailing, front yard setback, and feeling.

District buildings are overwhelmingly residential, being composed primarily of single family dwellings and residential flats. A few multiple-family residences within the district (typically located on street corners) also include a commercial use at the street level.

Buildings in the district range from 1 ½ story-over -basement to four stories in height, with two and three stories predominating. The district's largest single-family residences and flats were built on corner lots directly adjacent to the Park. These buildings are typically two- to three- stories in height and feature consistent detailing on the primary, Park-facing, and rear façades.

Generally speaking, the buildings fronting Carmelita, Pierce and Potomac Streets were originally constructed as one- or two-family dwellings, while flats dominated the lots facing Waller and Steiner Streets. Mid-block buildings are typically smaller than those constructed at the corners or on Waller and Steiner streets and are more likely to draw from Victorian-era form and massing such as prominent gabled roof forms and asymmetrical massing at the primary façade. Though consistent in massing, single-family buildings on Potomac Street feature the greatest variety of roof forms, including gable, hipped, cross-gable, and one building with a side gable roof form and small eyebrow dormers. Buildings located along the interior blocks feature uniform front yard setbacks of approximately nine feet and are often bounded by a low cast stone site wall. The flats buildings on Steiner Street do not feature front yard setbacks, rather, they present a modulated massing of muscular bay windows and deeply recessed entry porticos.

The Queen Anne style buildings present in the district may be subdivided into two basic arrangements: 1 ½ story-over-raised-basement single family cottages, and 2 ½ story-over-raised-basement single family dwellings or flats. The buildings tend to conform to a basic plan of a projecting bay on the first floor, flanked by an open porch and entry to the side—with the porch entry often surmounted by spindle work or decorative porch brackets. Roof forms are hipped or steeply pitched front-facing gables. Slightly projecting second story overhangs are common.

Edwardian-era flats building are three stories-over-basement in height with wide projecting structural window bays, featuring angled- or bent-sash windows. The roofline of Edwardian-era flats buildings feature projecting cornices that follow the profiles of the primary facades. The buildings are typically topped with flat roofs, though several feature gable roof forms. Massing is symmetrical, except at the first story, where the two structural bays are occupied by a recessed entrance at one side and a projecting bay window at the other.

Original roof projections include turrets topped with witch's cap or conical roof forms and small-scale cross-gables atop projecting bay windows. Turrets, found on both Queen Anne and Edwardian-era buildings, are generally located at the corner, adjacent to or embedded within a forward-facing gable. Additionally, several buildings exhibit what appear to be historic dormers. Located on sloped gables, these dormers are small in scale, gabled, and match the ornamentation and fenestration of primary facades.

Although the roof forms – particularly at the non-visible rear façade – of a substantial number of buildings have been altered to incorporate skylights, small dormer windows, fire escapes, or solar panels,

these alterations were constructed outside of the Period of Significance and have not gained significance in their own right.

Similar roof forms, massing, and setbacks result in a cohesive streetscape of rooflines, entrances, continuous primary facades, and modulated bays. With no visual separation between buildings in the district, the block faces present an overall appearance of attached row-houses; however, with a few exceptions, it is unlikely that buildings feature shared structural walls.

2. Fenestration

Fenestration is remarkably consistent throughout the district, consisting of vertically oriented double-hung wood sash windows, with ogee lugs, set in wood surrounds. Windows are typically set in wide angled bays with smaller windows set flush with the façade, often adjacent to the primary entry door. Windows surrounds are typically topped with cornices, occasionally featuring pediments, with ornamented details.

Smaller vertically oriented windows, set in a single, pair, or ganged configuration, are also often located in the tympanum of the Queen Anne style buildings. Tympanums typically have a higher solid-to-void ratio than the lower stories. Several buildings – typically Edwardian-era flats buildings – feature curved wood sash windows set in curved structural bays. Angled or curved bays typically contain three windows, though certain bays of corner buildings contain four windows. While rare, several buildings display two-sided angled bay windows at the primary facade.

Large corner buildings with greater surface area have a higher solid-to-void ratio than mid-block buildings. Window bays and window openings set flush with the façade are typically placed in the same location, presenting a stacked appearance, at each story of the three story corner buildings.

The vast majority of buildings within the district retain some or all historic double-hung wood sash windows with ogee lugs. Replacement windows made of aluminum or vinyl sash, casement windows, or windows with divided lights that were added to buildings after the Period of Significance have not gained significance in their own right.

3. Materials & Finishes

Buildings in the district are of wood frame construction and were historically clad in horizontal wood siding. Exterior surfaces finishes are painted. Channel drop wood siding is typical at the secondary and rear facades, while a combination of flush, lap, channel drop, and shingles are typically found at the primary facades of Victorian-era buildings. Flush wood siding is most common on the primary facades of Edwardian-era flats buildings. Most buildings retain their historic siding though a few were later clad in stucco, asbestos, or composite shingle siding. These replacement sidings have not gained significance in their own right.

Historically, the gabled roofs within the district were clad in unpainted wood shingles. These historic roofing materials are no longer present. Existing gable roofs are typically finished with asphalt or composite shingles that match the color and tone of the historic wood roofing materials. Though generally compatible, this replacement roofing material has not gained significance in its own right.

4. Architectural Details

Common traits found throughout the district are bay windows, gable roofs, decorative cornices, ornamental shingles, and spindle work, as well as more classically influenced detailing such as dentils, pediments, columns, and applied plaster ornament. Ornamental details are typically larger and more robust in scale at the first story, with finer, more delicate features located at the upper floors.

Many of the district's buildings retain their original primary entrance doors. These paneled wood doors, often slightly wider than contemporary entrance doors, are commonly glazed at the upper portion and feature corniced hoods and incised or applied ornament. Occasionally, a single fixed window is located adjacent to the entry door of Queen Anne buildings and some doors, of both Queen Anne and Edwardian-era buildings, are topped with transom windows.

Queen Anne Design Elements

Late Victorian- and Edwardian-era architectural styles predominate, with the Queen Anne style most widely represented. Though Victorian-era architectural design displayed a remarkable variety of ornament, unifying features include asymmetrical and articulated facades, steep roof pitches, and the use of multiple textures, materials and colors.

Many of the Queen Anne style buildings on Potomac Street, designed by developer George Moore, stand out for their muscular massing, restrained ornament, projecting second story overhangs, and hipped roof forms. In contrast, the developer Fernando Nelson designed most of the Queen Anne buildings on Pierce, Potomac, and Waller streets, to reflect his embrace of more exuberant and delicate architectural features, including spindle screens, turrets, and cut-outs.

Architectural details commonly found on Queen Anne buildings throughout the district include raked cornices, flared eaves, shingled tympanums, diamond and fish-scale shingling, turrets (particularly at corner buildings), projecting bracketed cornices, steeply pitched gable roofs, double-gables, finials, geometric applied ornament at spandrel panels, dentils, friezes decorated with plaster ornament, egg and dart molding, cut-out screens, sunbursts, donut cut-outs, intermediate cornices, window and door hoods, spindle screens, turned wood balustrades and newel posts, Tudor-inspired stick work, turned wood porch supports, a variety of wood cladding and patterned wood shingles, arched porticos, and Corinthian or Composite columns and pilasters. Anthropomorphic details are rare but present within the district.

Historically, there were several types of stairs constructed in the district: longer flights of wood stairs that typically project out from Queen Anne style buildings and shorter flights typically found within the recessed entries of Edwardian-era flats buildings.

The Queen Anne buildings on interior block streets are typically accessed via a straight run flight of wood stairs. Due to the slope, stairs on the west side of these blocks are significantly longer than those on the east. Historically, wood stairs on these interior blocks were solid and uniform in appearance; featured closed risers, solid cheek walls beneath the stairs, turned wood balustrades, and capped newel posts; and had a painted finish. Some flights of stairs were later replaced with brick, concrete, tile, or terrazzo. These replacement stairs have not gained significance in their own right.

Edwardian-Era Design Elements

Edwardian-era buildings, referred to locally as Classical Revival, were constructed in San Francisco from approximately 1901 to 1910. The term Edwardian is used architecturally to describe a more vernacular interpretation of the Classical Revival style and is commonly applied to three-unit flats buildings – like those found within the district – with wide angled or round bay windows, flat roofs, bulky projecting cornices, and columned porch entries. Edwardian-era buildings within the district, particularly those on Steiner Street, feature wood or terrazzo steps with solid cheek walls and landings. These stairs are typically located largely within the building envelope and provide access to recessed entrance doors. Entrances of Edwardian-era flats in the district are typically flanked by Classical columns or pilasters, and decorated with applied plaster ornament, such as garlands and floral friezes.

Architectural ornament associated with the Edwardian-era is typically more restrained than those used during the Victorian-era. The turn-of-the-century development of buildings within the district, however, often resulted in a fusion of Edwardian-era massing with exuberant Victorian-era detailing. It is common in the district for Edwardian-era flats to feature unusually ornamented spandrel panels and decorative friezes and several are capped with the gable roof form more commonly associated with Queen Anne style buildings.

5. Landscape Elements

Properties within the district typically feature uniform front yard setbacks on each block face. Setbacks on the west side of interior blocks are generally much deeper – typically 13' to 17' – than the east side, which, depending upon the block, range from approximately 5' to 13'. Setbacks on the western portion of Waller Street are uniform on each block face, ranging from approximately 8' to 12'. Despite the variability in front yard depth, each block face features similar setbacks and reads as uniform. Buildings located on the eastern portion of Waller and Steiner streets, typically Edwardian-era flats, are built out to the sidewalk, with no or minimal front yard setbacks.

Historically, front yards were bounded with low cast stone site walls and planted with vegetation. Site walls on Carmelita Street – and possibly other blocks – were originally topped with decorative iron fencing. Despite the west to east downward slope, the yards located within the front setback are level rather than terraced or sloped.

Several sections of site walls on Carmelita Street retain all or a portion of their original decorative iron fencing. Front yards setbacks and remnants of intact cast stone site walls are also located along Waller, Pierce, and Potomac Streets.

The addition of garages has altered the front yards of many district properties. None of the historic buildings within the district were originally constructed with an integrated or detached automobile garage. On most blocks, portions of site walls were removed and front yards partially paved in order to accommodate driveways for garages inserted in the basement of many buildings. Several properties feature detached or semi-attached pop-out garages in the front yard. Garages structures, openings, and driveways are not considered significant in their own right.

6. Interior Block Park Entrances

The development history of residential properties within the Duboce Park Landmark District is closely intertwined with the history of the adjacent Duboce Park. Certain identified elements on the periphery of Duboce Park reflect this close association between residential and park development; notably, the lack of a physical separation between residential buildings and the park and rustic entrances from cul-de-sac streets into the park. These park entrances – located at the foot of Potomac Street, Pierce Street, and Carmelita Street – feature rustic stone steps flanked by low retaining walls built of Serpentine rock set in a random rubble pattern.

For the purpose of Article 10, the park entrances at Potomac Street, Pierce Street, and Carmelita Street are defined as the steps, rock walls, and a surrounding 10-foot buffer. The buffer area includes the sidewalks, street rights-of-way and area within the park directly adjacent to the steps and rock walls.

DESIGNATION ORDINANCE

As noted in the Outreach and Engagement section of this case report, the designation ordinance was crafted with community feedback regarding levels of review for future alterations to buildings and the three interior block park entrances within the district. Neighborhood feedback was used to guide discussions and revisions to the designation ordinance, which was further tailored to align more closely with expressed community needs while protecting the neighborhood's character-defining features. The Department significantly scaled back the level of review for scopes of work that meet certain conditions and minimized the proposed review of alterations at the rear of properties. The Department also clarified and simplified the definitions of specific terms and scopes of work. The revised designation ordinance provides clarity and predictability in the review of future alterations as sought by the community.

During the community input process, various scopes of work were assigned one of three levels of review: Certificate of Appropriateness, Administrative Certificate of Appropriateness, and No Certificate of Appropriateness. The following section describes these levels of review and the types of alterations that would typically apply for properties located in the Duboce Park Landmark District.

Certificate of Appropriateness

Existing Landmark Districts: A Certificate of Appropriateness (C of A) is the entitlement required for exterior alterations that require a building permit, demolition, and new construction within designated landmark districts. This level of review applies to contributing and non-contributing buildings. C's of A are heard at regularly scheduled and noticed hearings at the HPC and may occur concurrently with other required Department neighborhood notifications. A C of A is not required for any interior alterations. A sliding scale fee, based on construction cost, is charged for a C of A.

Proposed for the Duboce Park Landmark District: The C of A level of review for the proposed district primarily applies to large, visible alterations, such as vertical additions or garage insertions. The draft designation ordinance identifies many scopes of work that are specifically exempted from the HPC

hearing and notification process. These exempted scopes of work may require review in the form of an “Administrative Certificate of Appropriateness” or “No Certificate of Appropriateness.”

Administrative Certificate of Appropriateness

Existing Landmark Districts: In May 2011, the HPC delegated the ability to approve, disapprove, or modify certain identified minor alterations to Department preservation staff. An Administrative Certificate of Appropriateness (Admin C of A) is approved administratively by Department preservation planners. An Admin C of A does not require neighborhood notification or a hearing at the HPC. A 20-day wait period is required for an Admin C of A. During this period, a member of the public may appeal approval of the Admin C of A, at which point the item would be heard at an HPC hearing. A small fee, based on staff time and materials, is charged for an Admin C of A.

The scopes of work that qualify for an Admin C of A in existing districts, as documented in Motion 181, Exhibit A, include, but are not limited to, ordinary maintenance and repair, window replacement, new signs and awnings, new rooftop equipment that is not visible from the adjacent public right-of-way, new solar panels and supporting structure, new skylights, new or replacement rear yard decks and stairways that are not visible from public rights-of-way, replacement and/or modification of non-historic storefronts, and removal of non-historic features.¹

Proposed for the Duboce Park Landmark District: The Admin C of A level of review for the proposed district was crafted to accommodate more prominent alterations than are typically reviewed at this level in existing landmark districts. For example, the proposed designation ordinance qualifies the following scopes of work for Admin C of A review: vertical or horizontal additions (provided it is not visible from a public right-of-way) and new window or door openings on visible rear facades.

Moreover, many scopes of work that require an Admin C of A in existing landmark districts are exempted from the Admin C of A level of review in the proposed district if certain conditions are met. Examples of exempted scopes of work include, but are not limited to, ordinary maintenance and repair; in-kind window replacement; installation of non-visible rooftop equipment; the repair, replacement or new construction of non-visible rear stairways and decks; and enlarging window or door openings at non-visible rear facades.²

No Certificate of Appropriateness

Existing Landmark Districts: With the exception of seismic upgrades, exterior alterations that require a building permit in existing landmark districts also require a C of A or an Admin C of A.

Proposed for the Duboce Park Landmark District: The designation ordinance for the proposed district identifies many scopes of work that would not require a C of A or an Admin C of A if certain conditions

¹ Note that in order to qualify for an Administrative Certificate of Appropriateness, the proposed alteration typically must meet certain conditions. For example, replacement windows must match the historic windows in terms of material, configuration, and exterior profiles and dimensions.

² These scopes of work do not require an Admin C of A if certain conditions are met. See the draft designation ordinance to review the required conditions.

are met. Examples of exempted alterations at the primary façade include but are not limited to the installation of solar panels and supporting structures; in-kind roof replacement; repair of historic ornament; window repair and replacement; and garage door replacement. Most alterations at the non-visible rear façade do not require a C of A or Admin C of A, including exploratory work, window or door replacement, enlarged window or door openings, and new or replacement fences. Certain alterations at visible rear facades also do not require a C of A, such as installation of security gates or grilles, window replacement or the enlargement of window or door openings, the removal of non-historic ancillary structures, or construction of new ancillary structures.³

Revised Levels of Review

In response to community discussions and staff analysis, the Department revised the Duboce Park Landmark District Designation Ordinance several times in order to more closely align with levels of review appropriate for this particular neighborhood and dominant building type. The review of certain scopes of work, as originally presented, was perceived by some as overly burdensome to property owners. Because the district's buildings display remarkable cohesiveness in terms of massing, materials, fenestration, and cladding, it was possible to exempt many of the contentious scopes of work from C of A or Admin C of A level of review if certain conditions are met. Examples of revisions to the review of scopes of work discussed during the community input process include:

- Prioritized C's of A for larger, visible alterations at the primary façade such as visible additions, garage insertion, or other projects that might impact a building's character-defining features.
- Significantly scaled back the review of alterations at the non-visible rear façade, with most scopes of work exempted from C of A or Admin C of A review.
- Scaled back the review of alterations at the visible rear facades of the 17 properties closest to the park's northern boundary.
- Expanded the types of alterations that would not require a C of A or Admin C of A when certain conditions are met.

GENERAL PLAN POLICIES

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

Planning Code Section 101.1 – Eight Priority Policies establish and require review of permits for consistency with said policies.

1. That existing neighborhood-serving retail uses be preserved and enhanced and future opportunities for resident employment in and ownership of such businesses enhanced;

The proposed designation will not impact neighborhood-serving retail uses or ownership/employment opportunities in such businesses. Residential in character, the district contains just two mixed-use properties, each of which feature retail or service-oriented businesses at the ground story storefront and

³ The designation ordinance details the conditions that need to be met in order for exterior alterations to be exempted from a C of A and Admin C of A.

dwelling units at the upper stories. Retention of historic fabric that contributes to this mixed-use character, and related use of these buildings would be encouraged within the district.

2. That existing housing and neighborhood character be conserved and protected in order to preserve the cultural and economic diversity of our neighborhoods;

The proposed designation will encourage conservation and protection of neighborhood character as proposed alterations to exterior features of designated buildings shall be subject to review and approval by the Historic Preservation Commission, or as delegated to Planning Department staff by the HPC in accordance with Sections 1006 through 1010 of the Planning Code and Section 4.135 of the City Charter. Designation will encourage retention of the district's contributory buildings by providing access to an important financial incentive, namely the Mills Act program.

3. That the City's supply of affordable housing be preserved and enhanced;

The proposed designation will not negatively impact the City's supply of affordable housing.

4. That commuter traffic not impede MUNI transit service or overburden our streets or neighborhood parking;

The proposed designation will not impede transit service or overburden our streets or neighborhood parking.

5. That a diverse economic base be maintained by protecting our industrial and service sectors from displacement due to commercial office development, and that future opportunities for resident employment and ownership in these sectors be enhanced;

The proposed designation would not impact the diversity of economic activity.

6. That the City achieves the greatest possible preparedness to protect against injury and loss of life in an earthquake;

The proposed designation would not modify any physical parameters of the Planning Code or other Codes. Seismic upgrades are not limited or subject to additional review as a result of this proposed designation.

7. That the landmarks and historic buildings be preserved;

Designation of buildings under Article 10 of the Planning Code will encourage the preservation of character-defining features of buildings within the district for the benefit of future generations. Designation will require that the Planning Department and the Historic Preservation Commission review any proposed work that may have an impact on character-defining features of buildings within the district. Both entities will utilize the Secretary of Interior's Standards for the Treatment of Historic Properties in their review to ensure that only appropriate, compatible alterations are made. In addition, the designation will require that the Historic Preservation Commission review major alterations at the historic interior block park entrances at Carmelita, Pierce, and Potomac Streets.

8. That our parks and open space and their access to sunlight and vistas be protected from development;

The proposed designation would not impact or facilitate any development which could have any impact on our parks and open space or their access to sunlight and vistas.

URBAN DESIGN ELEMENT Objectives and Policies

OBJECTIVE 2: CONSERVATION OF RESOURCES WHICH PROVIDE A SENSE OF NATURE, CONTINUITY WITH THE PAST, AND FREEDOM FROM OVERCROWDING.

- POLICY 2.4. Preserve notable landmarks and areas of historic, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.
- POLICY 2.5: Use care in remodeling of older buildings, in order to enhance rather than weaken the original character of such buildings.
- POLICY 2.6: Respect the character of older developments nearby in the design of new buildings.
- POLICY 2.7: Recognize and protect outstanding and unique areas that contribute in an extraordinary degree to San Francisco's visual form and character.

The proposed designation would preserve notable landmarks and areas of historic, architectural or aesthetic value by recognizing their cultural and historical value and providing mechanisms for review of proposed alterations as well as incentives for property owners to maintain and preserve their buildings. Designation will require that the Planning Department and/or the Historic Preservation Commission review proposed work that may have an impact on character-defining features.

The **Market and Octavia Plan** of the San Francisco General Plan contains the following relevant objectives and policies:

- OBJECTIVE 3.2: PROMOTE THE PRESERVATION OF NOTABLE HISTORIC LANDMARKS, INDIVIDUAL HISTORIC BUILDINGS, AND FEATURES THAT HELP TO PROVIDE CONTINUITY WITH THE PAST.
- POLICY 3.2.5 Preserve landmarks and other buildings of historic value as invaluable neighborhood assets.
- POLICY 3.2.6 Encourage rehabilitation and adaptive reuse of historic buildings and resources.
- POLICY 3.2.8 Protect and preserve groupings of cultural resources that have integrity, convey a period of significance, and are given recognition as groupings through the creation of historic or conservation districts.
- POLICY 3.2.9 Preserve resources in identified historic districts.
- POLICY 3.2.10 Support future preservation efforts, including the designation of historic landmarks and districts, should they exist, throughout the plan area.

- POLICY 3.2.11 Ensure that changes in the built environment respect the historic character and cultural heritage of the area, and that resource sustainability is supported.
- POLICY 3.2.12 Encourage new building design that respects the character of nearby older development.
- POLICY 3.2.15 Apply the Secretary of the Interior's Standards for the Treatment of Historic Properties for infill construction in Historic Districts and Conservation Districts (designated at the local, state, or national level) to assure compatibility with the character.
- POLICY 3.2.16 Preserve the cultural and socio-economic diversity of the plan area through preservation of historic resources.

Designation of the Duboce Park Landmark District under Article 10 of the Planning Code will fulfill this objective by providing official designation and ensuring appropriate review of the character-defining features of this significant group of historic buildings. The designation will ensure the preservation and protection of the district for future generations. Designation will require that the Planning Department and/or the Historic Preservation Commission review proposed alterations, demolitions, or new construction that may have an impact on character-defining features of buildings within the district and/or at the interior block park entrances. Both entities will utilize the Secretary of Interior's Standards for the Treatment of Historic Properties in their review to ensure that appropriate, compatible alterations are made. Designation as an Article 10 landmark district will also qualify owners of contributory buildings to apply for the voluntary Mills Act program. Approved Mills Act contracts provide a property tax reduction to offset costs to rehabilitate, restore, or maintain historic properties.

BOUNDARIES OF THE LANDMARK SITE

The proposed landmark site encompasses all lots contained within Assessor's Blocks 0863, 0864, 0865, and 0866. The boundary commences 62' east of the southeast corner of Scott Street and Waller Street. The boundary then runs east along the south side of Waller Street, crossing Carmelita, Pierce, and Potomac Streets, until reaching the southwest corner of Waller and Steiner Streets. From there, the boundary runs south to the northeast corner of Duboce Park, where it turns west and travels along the property line separating the residential properties and the adjacent park land. The boundary continues west, where it jogs slightly south at the interior block park entrances at Carmelita, Pierce, and Potomac Streets to accommodate a 10-foot buffer at each set of steps. The boundary continues west along the property line until it reaches the park edge 28' east of Scott Street. From here, the boundary continues north along the residential property line until it reaches the point of beginning. See map.



OTHER ACTIONS REQUIRED

If the Historic Preservation Commission adopts a resolution to recommend approval of the landmark district designation, its recommendation will be forwarded to the Planning Commission, which shall have 45 days to review and comment on the proposed designation. Planning Commission comments will then be sent by the Department to the Board of Supervisors together with the HPC's recommendation. The nomination would then be considered at a future Board of Supervisors hearing for formal Article 10 landmark designation.

PLANNING DEPARTMENT RECOMMENDATION

The Department recommends approval of the proposed landmark district designation.

The Historic Preservation Commission may recommend approval, disapproval, or approval with modifications of the recommendation of designation of the Duboce Park Landmark District as a San Francisco landmark district under Article 10 of the Planning Code.

ATTACHMENTS

- A. Draft Resolution of Recommendation
- B. Draft Designation Ordinance
- C. December 5, 2012 Case Report
- D. Draft Landmark District Designation Report

I:\Preservation\Survey Team\Landmark Designation Work Program\Landmark District\Duboce Park



SAN FRANCISCO PLANNING DEPARTMENT

Historic Preservation Commission Resolution No. XXX

HEARING DATE: DECEMBER 19, 2012

1650 Mission St.
Suite 400
San Francisco,
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RESOLUTION TO RECOMMEND TO THE BOARD OF SUPERVISORS ARTICLE 10 LANDMARK DESIGNATION OF THE DUBOCE PARK LANDMARK DISTRICT, COMPRISED OF ALL LOTS IN ASSESSOR'S BLOCK 0863, 0864, 0865, AND 0866, PURSUANT TO 1004.2 OF THE PLANNING CODE.

1. WHEREAS, in June 2011, the Historic Preservation Commission added the Duboce Park Landmark District to its Landmark Designation Work Program; and
2. WHEREAS, on December 5, 2012, by Resolution No. 696, the Historic Preservation Commission reviewed Department staff's analysis of the Duboce Park Landmark District's historical significance per Article 10 as part of the Landmark Designation Case Report dated December 5, 2012; and
3. WHEREAS, since July 2011, the Department has conducted a robust outreach effort, which included a neighborhood history walking tour, two Ask-A-Planner nights, five community meetings and workshops, and presentations to the Duboce Park Neighborhood Association; and
4. WHEREAS, the Historic Preservation Commission finds that the Duboce Park Landmark District conveys its association with significant development patterns associated with the contested Public Reservation tract and is significant for its Victorian- and Edwardian-era architectural expression; and
5. WHEREAS, the Historic Preservation Commission finds that the Duboce Park Landmark District appears to meet the eligibility requirements per Section 1004 of the Planning Code and warrants consideration for Article 10 landmark designation; and
6. WHEREAS, the Historic Preservation Commission finds that the boundaries and the list of character-defining features, as identified in the draft Landmark District Designation Report, should be considered for preservation under the proposed landmark designation as they relate to the district's historical significance and retain historical integrity; and
7. WHEREAS, the levels of review for specific scopes of work identified in the draft designation ordinance were tailored, with community input, to provide appropriate review for the unique features of this district; and

8. WHEREAS, the proposed designation is consistent with the General Plan priority policies pursuant to Planning Code section 101.1 and furthers Priority Policy No. 7, which states that historic buildings be preserved, for reasons set forth in the December 19, 2012 Case Report; and
9. WHEREAS, the Department has determined that landmark designation is exempt from environmental review, pursuant to CEQA Guidelines Section 15308 (Class Eight – Categorical); and

THEREFORE BE IT RESOLVED, that the Historic Preservation Commission hereby recommends to the Board of Supervisors approval of landmark designation of the Duboce Park Landmark District pursuant to Article 10 of the Planning Code.

I hereby certify that the foregoing Resolution was adopted by the Historic Preservation Commission at its meeting on December 19, 2012.

Jonas P. Ionin
Acting Commission Secretary

AYES:

NAYS:

ABSENT:

ADOPTED:

1 [Planning Code - Duboce Park Historic District.]

2

3 **Ordinance amending the San Francisco Planning Code by adding a new Appendix N to**
4 **Article 10, "Preservation of Historical, Architectural and Aesthetic Landmarks," to**
5 **create the Duboce Park Historic District; and making findings, including environmental**
6 **findings and findings of consistency with the General Plan and Planning Code section**
7 **101.1(b).**

8 NOTE: Additions are *single-underline italics Times New Roman*;
9 deletions are ~~*strike-through italics Times New Roman*~~.
10 Board amendment additions are double-underlined;
11 Board amendment deletions are ~~strike-through normal~~.

11

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

13 Section 1. Findings. The Board of Supervisors of the City and County of San Francisco
14 hereby finds and determines that:

15 (a) Historic Preservation Commission Findings. On December 19, 2012, at a duly
16 noticed public hearing, the Historic Preservation Commission in Resolution No.

17 _____ found that the proposed Planning Code amendments contained in this
18 ordinance were consistent with the City's General Plan and with Planning Code Section
19 101.1(b) and recommended that the Board of Supervisors adopt the proposed amendments.
20 A copy of said Resolution is on file with the Clerk of the Board of Supervisors in File No.

21 _____.

22 (b) On _____, 2012, at a duly noticed public hearing, the Planning
23 Commission in Resolution No. _____ found that the proposed Planning Code
24 amendments contained in this ordinance were consistent with the City's General Plan and

25 Planning Department
BOARD OF SUPERVISORS

1 with Planning Code Section 101.1(b). In addition, the Planning Commission recommended
2 that the Board of Supervisors adopt the proposed Planning Code amendments. A copy of said
3 Resolution is on file with the Clerk of the Board of Supervisors in File No. _____
4 and is incorporated herein by reference.

5 (c) The Board finds that the proposed Planning Code amendments contained in this
6 ordinance are on balance consistent with the City's General Plan and with Planning Code
7 Section 101.1(b) for the reasons set forth in both Historic Preservation Commission
8 Resolution No. _____ and Planning Commission Resolution No. _____,
9 which reasons are incorporated herein by reference as though fully set forth.

10 (d) Pursuant to Planning Code Section 302, the Board finds that the proposed
11 ordinance will serve the public necessity, convenience and welfare for the reasons set forth in
12 Historic Preservation Commission Resolution No. _____ and Planning Commission
13 Resolution No. _____, which reasons are incorporated herein by reference as
14 though fully set forth.

15 (e) Environmental Findings. The Planning Department has determined that the
16 actions contemplated in this Ordinance are exempt from the California Environmental Quality
17 Act (California Public Resources Code section 21000 et seq.) (CEQA). Said determination is
18 on file with the Clerk of the Board of Supervisors in File No. _____ and is
19 incorporated herein by reference.

20
21 Section 2. The San Francisco Planning Code is hereby amended by amending Article
22 10 to add Appendix N, to read as follows:

23 **APPENDIX N TO ARTICLE 10**
24 **DUBOCE PARK HISTORIC DISTRICT**

25 Planning Department
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SEC. 2. DESIGNATION.

Pursuant to Section 1004 of the Planning Code, the Duboce Park Historic District is hereby designated as an Article 10 Historic District, this designation having been duly approved by Resolution No. _____ of the Historic Preservation Commission and Resolution No. _____ of the Planning Commission which Resolutions are on file with the Clerk of the Board of Supervisors under File No. _____ and which Resolutions are incorporated herein and made part hereof as though fully set forth.

SEC. 3. LOCATION AND BOUNDARIES.

The location and boundaries of the Duboce Park Historic District are: the west side of Steiner Street, the south side of Waller Street, the rear property line of lots adjacent to Duboce Park, and the three interior block park entrances at Carmelita, Pierce, and Potomac Streets (with a 10-foot buffer at each set of steps and retaining walls). In addition to the interior block entrances, the historic district encompasses all lots contained within Assessor's Block 0863, 0864, 0865, and 0866 and shall be as designated on the Duboce Park Historic District Map, the original of which is on file with the Clerk of the Board of Supervisors under File No. _____, which Map is hereby incorporated herein as though fully set forth.

SEC. 4. RELATION TO PLANNING CODE AND THE PROVISIONS OF THE CHARTER OF THE CITY AND COUNTY OF SAN FRANCISCO.

(a) Article 10 of the Planning Code is the basic law governing historic preservation in the City and County of San Francisco. This ordinance, being a specific application of Article 10, is both subject to and in addition to the provisions thereof.

(b) Except as may be specifically provided to the contrary in this ordinance, nothing in this ordinance shall supersede, impair or modify any Planning Code provisions applicable to property in the Duboce Park Historic District, including but not limited to existing and future regulations

1 controlling uses, height, bulk, lot coverage, floor area ratio, required open space, off-street parking
2 and signs.

3 **SEC. 5. STATEMENT OF SIGNIFICANCE.**

4 The Duboce Park Historic District is a three-block residential enclave in the Duboce Triangle
5 neighborhood that is immediately adjacent to and shares a common development history with Duboce
6 Park, a small civic park. The district is comprised of 87 residential buildings and the stone steps and
7 Serpentine rock retaining walls at the three interior block park entrances: Carmelita, Pierce, and
8 Potomac Streets. The district is significant for its unusual development history and architectural
9 expression, as described below.

10 The Duboce Park Historic District is significant for the unusual development history of the
11 contested tract of land upon which it was built and the way in which the contested nature of the tract
12 impacted the district's physical appearance and connection to the adjacent park. The tract (formerly
13 known as the Public Reservation, Hospital Lot, and Marion Tract) was subject to a decades-long series
14 of court battles over legal ownership, with the City of San Francisco losing half of its claim to the land
15 to the German Savings and Loan Association in the late 1890s. After acquiring title to half of the tract,
16 the bank subdivided the land, carved out interior block streets, and sold lots to builders who developed
17 the residential portion of the tract. The lots sold quickly and a handful of builders immediately began
18 developing the parcels. Due to the delay in development caused by the litigation, construction dates for
19 the vast majority of contributing resources within the district range from 1899 to approximately 1902.
20 This short period of development and limited number of builders resulted in a remarkably uniform
21 streetscape of Victorian- and Edwardian-era houses and flats of similar design and proportion.

22 The contested nature of the tract, its history as a debris dump, and neighborhood activism and
23 development of the adjacent civic park are key themes linked to the Duboce Park Historic District.
24 One important visible manifestation of this interrelated history is found at the park's northern border –

1 specifically the lack of separation between the park and residential buildings. The district represents
2 the best example of San Francisco's handful of municipal parks that directly abut residential buildings,
3 without any separation of a street or sidewalk. In addition, the historic stone steps and rock retaining
4 walls at the three interior block park entrances – Carmelita, Pierce, and Potomac Streets – reflect the
5 transformation of the City-owned portion of the contested tract from a dumping ground for Serpentine
6 rock rubble to a picturesque, landscaped civic park. Serpentine rock rubble is also found in the
7 foundations of many district buildings.

8 The Duboce Park Historic District is also significant for its architectural expression as a
9 remarkably intact grouping of Victorian- and Edwardian-era residential buildings. The district
10 expresses the distinctive characteristics of late Victorian- and Edwardian-era architectural styles, with
11 the Queen Anne style widely represented. Although the district displays a remarkable variety of
12 ornament, unifying design features include asymmetrical and articulated facades, steep roof pitches,
13 the use of multiple textures and wood cladding, and front yard setbacks.

14 Many of the Queen Anne cottages and flats were developed by Fernando Nelson, a master
15 builder known for his exuberant ornamentation and elaborately applied millwork. Nelson designed and
16 built approximately one half of the district properties, including nearly all of the residences on
17 Carmelita and Pierce Streets. The district represents one of the earliest developments in his 77-year
18 career and is an excellent representation of his effusive interpretation of the Queen Anne style. District
19 features characteristic of Nelson's Victorian-era period include button boards, drips, and donuts;
20 blocky geometric cut-outs above the entry porch; two-sided bay windows; half-circle rows of dentils
21 located in gable ends; and a wavy, stylized quarter-sunburst detailed at the arched entry.

22 The turn-of-the-century development of buildings within the district often resulted in a rare
23 fusion of Edwardian-era massing with exuberant Victorian-era detailing. It is common in the district
24 for Edwardian-era flats to feature unusually ornamented spandrel panels and decorative friezes and

1 several are capped with the gable roof form more commonly associated with Queen Anne style
2 buildings.

3 The period of significance for the Duboce Park Historic District dates from 1899 to 1911,
4 inclusive of the known period of construction of all buildings within the district. Additional historic
5 information may be found in the Duboce Park Historic District Designation Report, which is hereby
6 incorporated herein as though fully set forth. This document is on file at the Planning Department
7 under Case No. 2011.0683L.

8 **SEC. 6. FEATURES OF THE DISTRICT AND EXISTING**
9 **BUILDINGS.**

10 The character-defining interior features of buildings in the district are identified as: None.

11 The character-defining exterior features of buildings in the district are identified as: All exterior
12 elevations and rooflines as described below.

13 The character-defining landscape elements of the district are identified as: The rustic interior
14 block park entrances at Carmelita, Pierce, and Potomac Streets – which include the historic stone
15 steps, Serpentine rock retaining walls set in a random rubble pattern, and the public rights-of-way
16 within a 10-foot buffer – and the lack of physical separation between the park and adjacent buildings.

17 The following section describes in further detail the character-defining features of the district
18 and of individual buildings and landscape elements contained therein. Historic district designation is
19 intended to protect and preserve these character-defining features.

20 **a) Overall Form, Continuity, Scale and Proportion.**

21 Due to the brief period of construction – most buildings were constructed between 1899 and
22 1902 – and combined involvement of two primary builders, buildings within the district exhibit a
23 remarkable consistency in terms of massing, scale, style, detailing, front yard setback, and feeling.

1 District buildings are overwhelmingly residential, being composed primarily of single-family
2 dwelling and residential flats. A few multiple-family residences within the district (typically located
3 on street corners) also include a commercial use at the street level.

4 Buildings in the district range from 1 ½ story-over-basement to four stories in height, with two
5 and three stories predominating. The district's largest single-family residences and flats were built on
6 corner lots directly adjacent to the Park. These buildings are typically two- to three- stories in height
7 and feature consistent detailing on the primary, Park-facing, and rear façades.

8 Generally speaking, the buildings fronting Carmelita, Pierce and Potomac Streets were
9 originally constructed as one- or two-family dwellings, while flats dominated the lots facing Waller and
10 Steiner Streets. Mid-block buildings are typically smaller than those constructed at the corners or on
11 Waller and Steiner streets and are more likely to draw from Victorian-era form and massing such as
12 prominent gabled roof forms and asymmetrical massing at the primary façade. Though consistent in
13 massing, single-family buildings on Potomac Street feature the greatest variety of roof forms, including
14 gable, hipped, cross-gable, and one building with a side gable roof form and small eyebrow dormers.

15 Buildings located along the interior blocks feature uniform front yard setbacks of approximately
16 nine feet and are often bounded by a low cast stone site wall. The flats buildings on Steiner Street do
17 not feature front yard setbacks; rather, they present a modulated massing of muscular bay windows
18 and deeply recessed entry porticos.

19 The Queen Anne style buildings present in the district may be subdivided into two basic
20 arrangements: 1 ½ story-over-raised-basement single-family cottages, and 2 ½ story-over-raised-
21 basement single family dwellings or flats. The buildings tend to conform to a basic plan of a projecting
22 bay on the first floor, flanked by an open porch and entry to the side—with the porch entry often
23 surmounted by spindle work or decorative porch brackets. Roof forms are hipped or steeply pitched
24 front-facing gables. Slightly projecting second story overhangs are common.

1 Edwardian-era flats building are three stories-over-basement in height with wide projecting
2 structural window bays, featuring angled- or bent-sash windows. The roofline of Edwardian-era flats
3 buildings feature projecting cornices that follow the profiles of the primary facades. The buildings are
4 typically topped with flat roofs, though several feature gable roof forms. Massing is symmetrical,
5 except at the first story, where the two structural bays are occupied by a recessed entrance at one side
6 and a projecting bay window at the other.

7 Original roof projections include turrets topped with witch's cap or conical roof forms and
8 small-scale cross-gables atop projecting bay windows. Turrets, found on both Queen Anne and
9 Edwardian-era buildings, are generally located at the corner, adjacent to or embedded within a
10 forward-facing gable. Additionally, several buildings exhibit what appear to be historic dormers.
11 Located on sloped gables, these dormers are small in scale, gabled, and match the ornamentation and
12 fenestration of primary facades.

13 Although the roof forms – particularly at the non-visible rear façade – of a substantial number
14 of buildings have been altered to incorporate skylights, small dormer windows, fire escapes, or solar
15 panels, these alterations were constructed outside of the Period of Significance and have not gained
16 significance in their own right.

17 Similar roof forms, massing, and setbacks result in a cohesive streetscape of rooflines,
18 entrances, continuous primary facades, and modulated bays. With no visual separation between
19 buildings in the district, the block faces present an overall appearance of attached row-houses;
20 however, with a few exceptions, it is unlikely that buildings feature shared structural walls.

21 **b) Fenestration.**

22 Fenestration is remarkably consistent throughout the district, consisting of vertically oriented
23 double-hung wood sash windows, with ogee lugs, set in wood surrounds. Windows are typically set in
24 wide angled bays with smaller windows set flush with the façade, often adjacent to the primary entry

1 door. Windows surround are typically topped with cornices, occasionally featuring pediments, with
2 ornamented details.

3 Smaller vertically oriented windows, set in a single, pair, or ganged configuration, are also
4 often located in the tympanum of the Queen Anne style buildings. Tympanums typically have a higher
5 solid-to-void ratio than the lower stories. Several buildings – typically Edwardian-era flats buildings –
6 feature curved wood sash windows set in curved structural bays. Angled or curved bays typically
7 contain three windows, though certain bays of corner buildings contain four windows. While rare,
8 several buildings display two-sided angled bay windows at the primary facade.

9 Large corner buildings with greater surface area have a higher solid-to-void ratio than mid-
10 block buildings. Window bays and window openings set flush with the façade are typically placed in the
11 same location, presenting a stacked appearance, at each story of the three story corner buildings.

12 The vast majority of buildings within the district retain some or all historic double-hung wood
13 sash windows with ogee lugs. Replacement windows made of aluminum or vinyl sash, casement
14 windows, or windows with divided lights that were added to buildings after the Period of Significance
15 have not gained significance in their own right.

16 **c) Materials & Finishes.**

17 Buildings in the district are of wood frame construction and were historically clad in horizontal
18 wood siding. Exterior surface finishes are painted. Channel drop wood siding is typical at the
19 secondary and rear facades, while a combination of flush, lap, channel drop, and shingles are typically
20 found at the primary facades of Victorian-era buildings. Flush wood siding is most common on the
21 primary facades of Edwardian-era flats buildings. Most buildings retain their historic siding though a
22 few were later clad in stucco, asbestos, or composite shingle siding. These replacement sidings have
23 not gained significance in their own right.

1 Historically, the gabled roofs within the district were clad in unpainted wood shingles. These
2 historic roofing materials are no longer present. Existing gable roofs are typically finished with asphalt
3 or composite shingles that match the color and tone of the historic wood roofing materials. Though
4 generally compatible, this replacement roofing material has not gained significance in its own right.

5 **d) Architectural Details.**

6 Common traits found throughout the district are bay windows, gable roofs, decorative cornices,
7 ornamental shingles, and spindle work, as well as more classically influenced detailing such as dentils,
8 pediments, columns, and applied plaster ornament. Ornamental details are typically larger and more
9 robust in scale at the first story, with finer, more delicate features located at the upper floors.

10 Many of the district's buildings retain their original primary entrance doors. These paneled
11 wood doors, often slightly wider than contemporary entrance doors, are commonly glazed at the upper
12 portion and feature corniced hoods and incised or applied ornament. Occasionally, a single fixed
13 window is located adjacent to the entry door of Queen Anne buildings and some doors, of both Queen
14 Anne and Edwardian-era buildings, are topped with transom windows.

15 **Queen Anne Design Elements**

16 Late Victorian- and Edwardian-era architectural styles predominate, with the Queen Anne style
17 most widely represented. Though Victorian-era architectural design displayed a remarkable variety of
18 ornament, unifying features include asymmetrical and articulated facades, steep roof pitches, and the
19 use of multiple textures, materials and colors.

20 Many of the Queen Anne style buildings on Potomac Street, designed by developer George
21 Moore, stand out for their muscular massing, restrained ornament, projecting second story overhangs,
22 and hipped roof forms. In contrast, the developer Fernando Nelson designed most of the Queen Anne
23 buildings on Pierce, Potomac, and Waller streets, to reflect his embrace of more exuberant and
24 delicate architectural features, including spindle screens, turrets, and cut-outs.

1 Architectural details commonly found on Queen Anne buildings throughout the district include
2 raked cornices, flared eaves, shingled tympanums, diamond and fish-scale shingling, turrets
3 (particularly at corner buildings), projecting bracketed cornices, steeply pitched gable roofs, double-
4 gables, finials, geometric applied ornament at spandrel panels, dentils, friezes decorated with plaster
5 ornament, egg and dart molding, cut-out screens, sunbursts, donut cut-outs, intermediate cornices,
6 window and door hoods, spindle screens, turned wood balustrades and newel posts, Tudor-inspired
7 stick work, turned wood porch supports, a variety of wood cladding and patterned wood shingles,
8 arched porticos, and Corinthian or Composite columns and pilasters. Anthropomorphic details are
9 rare but present within the district.

10 Historically, there were several types of stairs constructed in the district: longer flights of wood
11 stairs that typically project out from Queen Anne style buildings and shorter flights typically found
12 within the recessed entries of Edwardian-era flats buildings.

13 The Queen Anne buildings on interior block streets are typically accessed via a straight run
14 flight of wood stairs. Due to the slope, stairs on the west side of these blocks are significantly longer
15 than those on the east. Historically, wood stairs on these interior blocks were solid and uniform in
16 appearance; featured closed risers, solid cheek walls beneath the stairs, turned wood balustrades, and
17 capped newel posts; and had a painted finish. Some flights of stairs were later replaced with brick,
18 concrete, tile, or terrazzo. These replacement stairs have not gained significance in their own right.

19 Edwardian-Era Design Elements

20 Edwardian-era buildings, referred to locally as Classical Revival, were constructed in San
21 Francisco from approximately 1901 to 1910. The term Edwardian is used architecturally to describe a
22 more vernacular interpretation of the Classical Revival style and is commonly applied to three-unit
23 flats buildings – like those found within the district – with wide angled or round bay windows, flat
24 roofs, bulky projecting cornices, and columned porch entries. Edwardian-era buildings within the

1 district, particularly those on Steiner Street, feature wood or terrazzo steps with solid cheek walls and
2 landings. These stairs are typically located largely within the building envelope and provide access to
3 recessed entrance doors. Entrances of Edwardian-era flats in the district are typically flanked by
4 Classical columns or pilasters, and decorated with applied plaster ornament, such as garlands and
5 floral friezes.

6 Architectural ornament associated with the Edwardian-era is typically more restrained than
7 those used during the Victorian-era. The turn-of-the-century development of buildings within the
8 district, however, often resulted in a fusion of Edwardian-era massing with exuberant Victorian-era
9 detailing. It is common in the district for Edwardian-era flats to feature unusually ornamented
10 spandrel panels and decorative friezes and several are capped with the gable roof form more
11 commonly associated with Queen Anne style buildings.

12 e) **Landscape Elements.**

13 Properties within the district typically feature uniform front yard setbacks on each block face.
14 Setbacks on the west side of interior blocks are generally much deeper – typically 13’ to 17’ – than the
15 east side, which, depending upon the block, range from approximately 5’ to 13’. Setbacks on the
16 western portion of Waller Street are uniform on each block face, ranging from approximately 8’ to 12’.
17 Despite the variability in front yard depth, each block face features similar setbacks and reads as
18 uniform. Buildings located on the eastern portion of Waller and Steiner streets, typically Edwardian-
19 era flats, are built out to the sidewalk, with no or minimal front yard setbacks.

20 Historically, front yards were bounded with low cast stone site walls and planted with
21 vegetation. Site walls on Carmelita Street – and possibly other blocks – were originally topped with
22 decorative iron fencing. Despite the west to east downward slope, the yards located within the front
23 setback are level rather than terraced or sloped.

1 Several sections of site walls on Carmelita Street retain all or a portion of their original
2 decorative iron fencing. Front yard setbacks and remnants of intact cast stone site walls are also
3 located along Waller, Pierce, and Potomac Streets.

4 The addition of garages has altered the front yards of many district properties. None of the
5 historic buildings within the district were originally constructed with an integrated or detached
6 automobile garage. On most blocks, portions of site walls were removed and front yards partially
7 paved in order to accommodate driveways for garages inserted in the basement of many buildings.
8 Several properties feature detached or semi-attached pop-out garages in the front yard. Garage
9 structures, openings, and driveways are not considered significant in their own right.

10 **f) Interior Block Park Entrances.**

11 The development history of residential properties within the Duboce Park Historic District is
12 closely intertwined with the history of the adjacent Duboce Park. Certain identified elements on the
13 periphery of Duboce Park reflect this close association between residential and park development;
14 notably, the lack of a physical separation between residential buildings and the park and rustic
15 entrances from cul-de-sac streets into the park. These park entrances – located at the foot of Potomac
16 Street, Pierce Street, and Carmelita Street – feature rustic stone steps flanked by low retaining walls
17 built of Serpentine rock set in a random rubble pattern.

18 For the purpose of Article 10, the park entrances at Potomac Street, Pierce Street, and
19 Carmelita Street are defined as the steps, rock walls, and a surrounding 10-foot buffer. The buffer area
20 includes the sidewalks, street rights-of-way and area within the park directly adjacent to the steps and
21 rock walls.

22 **SEC. 7. DEFINITIONS**

23 For the purpose of this Appendix N only, the following terms shall have the following meanings:

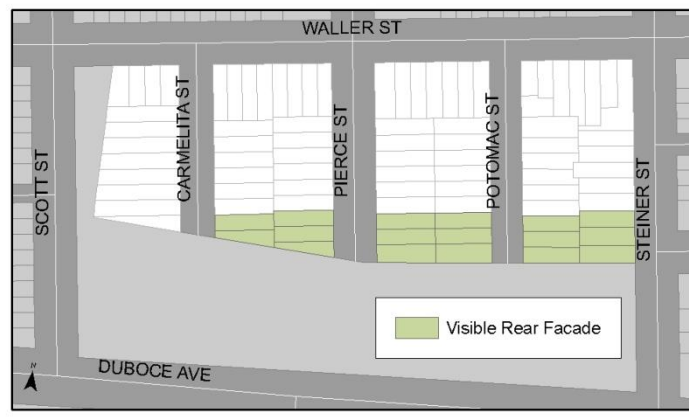
1 Interior Block Park Entrance: The interior block park entrances at Potomac Street, Pierce
2 Street, and Carmelita Streets are defined as the steps, Serpentine rock retaining walls, and a
3 surrounding 10-foot buffer. The buffer area includes the sidewalks, street right-of-way and area within
4 the park directly adjacent to the steps and rock retaining walls.

5 Primary Façade: A primary façade is a building’s main street-facing façade. Corner buildings
6 have two primary façades; the second primary façade may front Duboce Park or the street.

7 Rear Façade: The rear façade is located at the rear of the building.

8 Public Right-of-Way: A public right-of-way is a street, sidewalk, interior block park entrance,
9 or park.

10 Visibility: A building, feature, or alteration is considered “visible” when it can be seen from a
11 public right-of-way within the District and/or is visible from Duboce Park. Visibility from Duboce
12 Park is limited to the highly visible façades of the first three buildings adjacent to the Park. Due to
13 their distance from the Park, the rear façades of buildings adjacent to the western portion of Duboce
14 Park (parallel to Scott Street) are excluded from this definition of visibility. See map.



SEC. 8 STANDARDS FOR REVIEW OF APPLICATIONS

The standards for review of all applications for Certificates of Appropriateness are as set forth in Section 1006.6 of Article 10. For the purposes of review under those standards, the "character of the Historic District" shall mean the exterior architectural features of the Duboce Park Historic District referred to and described in Section 7 of this Appendix.

Any exterior change within the Duboce Park Historic District shall require a Certificate of Appropriateness, pursuant to the provisions of Article 10, when such work requires a City permit, with the exception of specific scopes of work as outlined below. The procedures, requirements, controls and standards of Article 10 of the Planning Code shall apply to all applications for Certificates of Appropriateness and/or Administrative Certificates of Appropriateness in the Duboce Park Historic District.

The following section outlines the levels of review as determined by proposed scopes of work within the Duboce Park Historic District. The three levels of review are: "No Certificate of Appropriateness" is required; an "Administrative Certificate of Appropriateness" is required, which is approved administratively by Planning Department Preservation staff as delegated pursuant to Section 1006.2(b) of the Planning Code; and a "Certificate of Appropriateness" is required pursuant to Section 1006 of the Planning Code at a regularly scheduled Historic Preservation Commission hearing.

See Section 7 for definitions pertaining to primary and rear façades, interior block park entrances, and visibility from public rights-of-way.

Ancillary Structures within the Rear Yard - Construction or Removal

A Certificate of Appropriateness shall not be required for the construction of any structure within the rear yard that is no more than eight feet in height above grade and covers no more than 100

1 square feet of land regardless of visibility from public rights-of-way. A Certificate of Appropriateness
2 shall not be required for the removal of any non-historic ancillary structure within the rear yard.

3
4
5 **Decks, Stairs, & Railings**

6 Front Stairways and Railings: An Administrative Certificate of Appropriateness shall be
7 required for the replacement of historic or non-historic stairways and/or railings with compatible
8 stairways and/or railings provided that the proposal is based on physical or documented evidence and
9 is found to be compatible in terms of location, configuration, materials, and details with the character-
10 defining features of the building and/or district. New railings, if needed, shall match the historic rail
11 system in design. This does not apply to the replacement of porticos, porches, or other architectural
12 components of the entry.

13 Rear Yard Decks, Stairs, and Railings: A Certificate of Appropriateness shall not be required
14 for the repair, replacement, or new construction of rear yard decks and stairways and associated
15 structural elements that are located in the rear yard and are not visible from the public rights-of-way.

16 An Administrative Certificate of Appropriateness shall be required for the replacement or new
17 construction of rear yard decks and stairways and associated structural elements that are visible from
18 public rights-of-way provided that the design is determined compatible in terms of location,
19 configuration, materials, and details with the character-defining features of the district.

20
21 **Demolition**

22 With the exception of ancillary buildings as defined in this Appendix, the demolition of a
23 contributory or non-contributory building within the district shall require a Certificate of
24 Appropriateness.

1 **Doors**

2 Door Replacement – Primary Façade: An Administrative Certificate of Appropriateness shall
3 be required for door replacement on the primary façades provided that the proposed door matches the
4 historic door (extant or not) in terms of opening size, door type, glazing, material, and all exterior
5 profiles, dimensions and detailing.

6 Door Replacement – Secondary Façades: A Certificate of Appropriateness shall not be
7 required for door replacement on secondary façades regardless of material or visibility from the public
8 right-of-way.

9 Door Openings – Non-Visible Rear Façade: A Certificate of Appropriateness shall not be
10 required for the alteration of existing door openings, or the insertion of new door openings, at rear
11 façades that are not visible from public rights-of-way.

12 Door Openings – Visible Rear Façade: A Certificate of Appropriateness shall not be required
13 for the modification of existing openings provided that such openings are not enlarged more than 50%
14 of the existing opening’s size. An Administrative Certificate of Appropriateness shall be required for
15 the insertion of new door openings on rear façades visible from public rights-of-way.

16 Garage Doors: A Certificate of Appropriateness shall not be required for the replacement of an
17 existing garage door provided that the new garage door is compatible in terms of material, pattern,
18 and fenestration and minimizes its visual impacts on the character-defining features of the existing
19 building and front yard setting.

20 **Dormers, Additions, Penthouses**

21 An Administrative Certificate of Appropriateness shall be required for the construction or
22 enlargement of existing dormers, penthouses or horizontal or vertical additions provided that the new
23 construction is not visible from a public right-of-way.

24 **Exploratory and Investigative Work**

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1 An Administrative Certificate of Appropriateness shall be required for the removal of a limited
2 amount of non-historic material to conduct investigation about the historic structure and to determine
3 the existence of underlying historic material. This work will be limited to no more than 20% of the total
4 surface area on the primary façade (excluding window openings) and the area must be stabilized and
5 protected after the investigation is complete. A Certificate of Appropriateness shall not be required for
6 the equivalent removal at the rear or secondary façades of non-historic material for exploratory
7 purposes regardless of visibility.

8 **Exterior Alterations or New Construction**

9
10 Excluding the exceptions defined in this Appendix, any exterior change to a contributory or
11 non-contributory building or new construction within the Duboce Park Historic District shall require a
12 Certificate of Appropriateness, pursuant to the provisions of Article 10, when such work requires a City
13 permit. The following standards shall guide the approval of exterior alterations and new construction:

14 (a) Character of the district. New construction shall complement and support the historic
15 character of the district. Proposals for exterior alterations that result in greater conformity with the
16 character of the district and are based on physical or documented evidence are encouraged.

17 (b) Historic Materials. Exterior alterations or new construction shall not destroy historic
18 materials, features and spatial relationships that characterize the property. Repair and retention of
19 historic windows is encouraged.

20 (c) Compatibility. New construction shall be differentiated from the old and shall be compatible
21 with the historic materials, features, size, scale and proportion, and massing to protect the integrity of
22 the property and its environment, and shall conform to the following provisions:

23 1. Style. New construction shall be compatible with the character-defining features of the district,
24 yet is contemporary in design.

1 2. Scale and Proportion. New construction shall be compatible with the massing, size, and scale
2 of the adjacent contributing buildings within the district.

3 3. Setbacks. New construction shall conform to existing setback patterns found in adjacent
4 buildings and within the district.

5 4. Roofline. Gabled, cross-gabled, or hipped roof forms or flat roofs with projecting cornices are
6 common within the district and new construction shall reference the massing and form of adjacent
7 buildings.

8 5. Dormers and Additions. The enlargement or construction of dormers, penthouses and
9 horizontal or vertical additions shall be designed in a manner that requires minimal change to the
10 character-defining features of the subject building and the district in terms of materials, fenestration,
11 cladding, massing and ornamentation.

12 6. Garages. The insertion of a garage shall minimize the physical and visual impacts on the
13 character-defining features of the existing building and front yard setting. The design of garages and
14 garage doors shall be unobtrusive and simple. Double-hinged doors with panels and multi-lights are in
15 keeping with the character of the district and are encouraged.

16 7. Driveways and Front Yard Setbacks. The addition of new driveways shall minimize the removal
17 of landscaping and include permeable paving materials in order to minimize disruption to front yard
18 setbacks and the character-defining features of the subject building and the district.

19 8. Details. Architectural details on new construction shall be contemporary, yet compatible with
20 the character-defining features found on the contributing buildings within the district.

21 **Fences**

22 A Certificate of Appropriateness shall not be required for the construction or replacement of
23 rear or side yard fences provided that the fence is not directly adjacent to a public right-of-way.

1 including Duboce Park. An Administrative Certificate of Appropriateness shall be required for new or
2 replacement fences that are directly adjacent to Duboce Park or other public right-of-way.

3 **Interior Block Park Entrances**

4 The following scopes of work that may or may not require a building permit at the interior
5 block Duboce Park entrances at Potomac Street, Pierce Street, and Carmelita Street shall be subject to
6 the procedures, requirements, controls and standards of Article 10 of the Planning Code as outlined
7 below.

8 The following standards shall guide the review of work to the interior block Duboce Park
9 entrances:

10 (a) All work shall be compatible with the historic materials, features, size, scale and proportion to
11 protect the integrity of these historic park entrances.

12 (b) Retention of historic rustic steps and Serpentine rock retaining walls is encouraged.

13 (c) Unobstructed views from the interior block Park entrances to the larger expanse of the park are
14 encouraged.

15 (d) Alterations to return previously modified portions of the entrances to their historic rustic
16 character are encouraged.

17 Ordinary Maintenance and Repair: A Certificate of Appropriateness shall not be required for
18 ordinary maintenance and repair – defined as any work, the sole purpose and effect of which is to
19 correct or repair deterioration, decay, or damage – of the rustic steps, Serpentine rock retaining walls,
20 adjacent sidewalks, park pathways, or street rights-of-way.

21 Landscaping: A Certificate of Appropriateness shall not be required for new plantings, pruning,
22 or changes to vegetation within the Park’s interior block Park entrances’ buffer zones. Nothing in this
23 legislation shall be construed to regulate maintenance or changes to vegetation within Duboce Park.

1 Emergency Repair: A Certificate of Appropriateness shall not be required for emergency
2 repair of unsafe or dangerous conditions of the rock wall and steps.

3 Minor Repair or In-Kind Replacement: A Certificate of Appropriateness shall not be required
4 for minor repair of the rustic steps or the in-kind replacement of Serpentine rock at the retaining walls.

5 All Other Alterations: A Certificate of Appropriateness shall be required for all other
6 alterations to the rustic steps, rock retaining walls, and area within the buffer zone.

7 **Mills Act Contract**

8 An Administrative Certificate of Appropriateness shall be required for work described in an
9 approved Mill's Act Rehabilitation/Restoration/Maintenance Plan that has been reviewed and
10 endorsed by the Historic Preservation Commission, approved by the Board of Supervisors, and
11 determined to meet the Secretary of the Interior's Standards.

12 **Ordinary Maintenance and Repair**

13 A Certificate of Appropriateness shall not be required if the proposed work consists of ordinary
14 maintenance and repair, as defined in Section 1005(e)(3) of the Planning Code.

15 **Repair or Replacement of Architectural Details**

16 A Certificate of Appropriateness shall not be required for the repair of existing historic
17 ornament (including, but not limited to porticos, porches, cornices, plaster work, tympanum, roofline,
18 and eaves) regardless of visibility from the public right-of-way. See "Ordinary Maintenance and
19 Repair." An Administrative Certificate of Appropriateness shall be required for the in-kind
20 replacement at the primary façade of historic ornament (including, but not limited to porticos, porches,
21 cornices, plaster work, tympanum, roofline, and eaves) that has been previously removed, provided that
22 replacement ornament is determined to be compatible with documented designs and ornament found on
23 the subject building or within the district.

1 **Roof Replacement**

2 A Certificate of Appropriateness shall not be required for roof replacement provided that the
3 proposed work does not change the roof character, form or structure.

4 **Rooftop Equipment (excluding cellular installations)**

5 A Certificate of Appropriateness shall not be required for the installation of rooftop equipment
6 provided that the rooftop equipment is not visible from a public right-of-way and that the rooftop
7 equipment is installed in a manner that may be easily removed in the future without disturbing any
8 historic fabric.

9 An Administrative Certificate of Appropriateness shall be required for the installation of
10 rooftop equipment (excluding solar panels and related structures) provided that:

11 (a) Proposed rooftop equipment shall be installed in a manner that avoids harming any historic
12 fabric of the building and that may be easily removed in the future without disturbing any historic
13 fabric; and,

14 (b) Proposed rooftop equipment is set back a minimum of 20 feet from the primary street-facing
15 façade; does not result in additional height of more than 5 feet as measured from the base of the
16 equipment; does not cover more than 10% of the total roof area; and is set in from the perimeter walls
17 of the building, and,

18 (c) Proposed skylights, if applicable, shall have a low, flat profile, are mounted flush with the slope
19 of the roof, and are setback from the perimeter walls of the building. Skylight frames shall have a
20 powder-coated or painted finish that matches the color of the roof material and the glazing shall be
21 non-reflective.

22 **Security Measures**

1 Security Measures – Primary Façades: An Administrative Certificate of Appropriateness shall
2 be required for installation or replacement of metal security doors, window grilles, or security gates on
3 primary façades provided that the installation of these measures meet all other requirements of the
4 Planning Code and are installed in a reversible manner that avoids obscuring or damaging exterior
5 character-defining features of the building.

6 Security Measures – All Other Façades: A Certificate of Appropriateness shall not be required
7 for installation or replacement of metal security doors, window grilles, or security gates on rear
8 façades regardless of visibility from the public right-of-way.

9 **Seismic Work**

10 A Certificate of Appropriateness shall not be required for seismic work that complies with
11 Section 1006.2(a)(1) of the Planning Code. Seismic upgrades that minimize the alteration of
12 character-defining features of a structure are encouraged.

13 **Siding**

14 An Administrative Certificate of Appropriateness shall be required for the replacement of non-
15 historic siding with wood siding, provided that the replacement siding is determined to be compatible
16 with documented historic siding (extant or not) found on the subject building or within the district.

17 **Signs & Awnings**

18 An Administrative Certificate of Appropriateness shall be required for new tenant signs and
19 awnings that are compatible in terms of material, location, size, method of attachment, and method of
20 illumination with the property and/or district and meet the following requirements:

21
22 (a) Proposal does not obscure or cover any exterior character-defining features; and,

23 (b) Proposal includes the removal of any abandoned conduit, outlets, attachment structures, and
24 associated equipment.

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1 (c) Proposals for awnings and canopies shall use traditional shapes, forms and materials, and the
2 overall size, shape, and projection from the building shall be in proper proportion and scale to the
3 building and be contained within the window or door opening. In most instances, the only acceptable
4 material for awnings and canopies is canvas; exceptions will be considered if appropriate for historic
5 reasons. Signs or lettering shall be kept to a minimum size.

6 **Solar Panels**

7 A Certificate of Appropriateness shall not be required for the installation of solar panels.

8 A Certificate of Appropriateness shall not be required for the installation of structures that
9 support solar panels, regardless of visibility, provided that the installation would not require
10 alterations to the building greater than normally required to install a solar energy system, such as:

11 (a) Set with a low profile, and

12 (b) Mounted parallel with the slope of the roof (if roof is sloped greater than 1/12), and

13 (c) Not visible from adjacent street sightlines if on a flat roof, and

14 (d) Set in from the perimeter walls of the building, including the building's primary facade

15 **Windows**

16 Window Repair: The repair and retention of historic windows is encouraged. A Certificate of
17 Appropriateness shall not be required for work to repair or correct deterioration, decay, or damage to
18 existing windows, at any façade, including window glazing, sash, muntins, jambs, pulleys, sills and
19 other historic window components. See "Ordinary Maintenance and Repair."

20 Window Replacement – Primary Façade: A Certificate of Appropriateness shall not be required
21 for window replacement on primary façades provided that the proposed windows match the historic
22 (extant or not) windows in terms of opening size, configuration, material, and all exterior profiles and
23 dimensions.

1 Window Replacement – Rear Façade: A Certificate of Appropriateness shall not be required for
2 window replacement on non-visible rear façades within the existing openings. A Certificate of
3 Appropriateness shall not be required for window replacement on visible rear façades provided that
4 the replacement windows are compatible in terms of material and configuration.

5 Window Openings – Non-Visible Rear Façade: A Certificate of Appropriateness shall not be
6 required for the alteration of existing window openings, or the insertion of new window openings, at
7 rear façades that are not visible from public rights-of-way.

8 Window Openings – Visible Rear Façade: A Certificate of Appropriateness shall not be
9 required for the modification of existing openings provided that such openings are not enlarged more
10 than 50% of the existing opening’s size. An Administrative Certificate of Appropriateness shall be
11 required for the insertion of new window openings at visible rear façades.

12 **SEC. 9. SIGNIFICANCE OF INDIVIDUAL BUILDINGS TO THE**
13 **HISTORIC DISTRICT.**

14 Each building within the Duboce Park Historic District is assigned to either of the two
15 following categories.

16 Contributory. This category identifies buildings, which date from the Historic District's period
17 of significance and retain their historic integrity. These structures are of the highest importance in
18 maintaining the character of the Historic District. The maximum suspension period allowable under
19 Article 10 shall be imposed on applications for demolition of Contributory buildings.

20 The following buildings and interior block park entrances are deemed Contributory to the
21 Historic District:

<u>APN</u>	<u>From St. #</u>	<u>To St. #</u>	<u>Street Name</u>	<u>Date Built</u>
<u>0863-009</u>	<u>49</u>	<u>49</u>	<u>Carmelita St.</u>	<u>1899</u>
<u>0864-011</u>	<u>50</u>	<u>52</u>	<u>Carmelita St.</u>	<u>1899</u>

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<u>APN</u>	<u>From St. #</u>	<u>To St. #</u>	<u>Street Name</u>	<u>Date Built</u>
<u>0863-008</u>	<u>53</u>	<u>53</u>	<u>Carmelita St.</u>	<u>1899</u>
<u>0863-007</u>	<u>57</u>	<u>57</u>	<u>Carmelita St.</u>	<u>1899</u>
<u>0864-013</u>	<u>58</u>	<u>58</u>	<u>Carmelita St.</u>	<u>1899</u>
<u>0864-014</u>	<u>60</u>	<u>62</u>	<u>Carmelita St.</u>	<u>1899</u>
<u>0863-006</u>	<u>61</u>	<u>61</u>	<u>Carmelita St.</u>	<u>1899</u>
<u>0863-005</u>	<u>65</u>	<u>65</u>	<u>Carmelita St.</u>	<u>1899</u>
<u>0864-015</u>	<u>66</u>	<u>66</u>	<u>Carmelita St.</u>	<u>1899</u>
<u>0863-004</u>	<u>69</u>	<u>69</u>	<u>Carmelita St.</u>	<u>1899</u>
<u>0864-016</u>	<u>70</u>	<u>70</u>	<u>Carmelita St.</u>	<u>1899</u>
<u>0863-003</u>	<u>73</u>	<u>73</u>	<u>Carmelita St.</u>	<u>1899</u>
<u>0863-002</u>	<u>77</u>	<u>77</u>	<u>Carmelita St.</u>	<u>1899</u>
<u>0864-018</u>	<u>78</u>	<u>78</u>	<u>Carmelita St.</u>	<u>1899</u>
<u>0865-011</u>	<u>46</u>	<u>48</u>	<u>Pierce St.</u>	<u>1899</u>
<u>0864-010</u>	<u>47</u>	<u>47</u>	<u>Pierce St.</u>	<u>1899</u>
<u>0864-009</u>	<u>49</u>	<u>51</u>	<u>Pierce St.</u>	<u>1899</u>
<u>0865-012</u>	<u>52</u>	<u>52</u>	<u>Pierce St.</u>	<u>1899</u>
<u>0864-008</u>	<u>55</u>	<u>55</u>	<u>Pierce St.</u>	<u>1899</u>
<u>0865-013</u>	<u>56</u>	<u>56</u>	<u>Pierce St.</u>	<u>1899</u>
<u>0864-007</u>	<u>59</u>	<u>59</u>	<u>Pierce St.</u>	<u>1899</u>
<u>0865-014</u>	<u>60</u>	<u>60</u>	<u>Pierce St.</u>	<u>1899</u>

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<u>APN</u>	<u>From St. #</u>	<u>To St. #</u>	<u>Street Name</u>	<u>Date Built</u>
<u>0864-006</u>	<u>63</u>	<u>65</u>	<u>Pierce St.</u>	<u>1899</u>
<u>0865-015</u>	<u>64</u>	<u>64</u>	<u>Pierce St.</u>	<u>1899</u>
<u>0864-005</u>	<u>67</u>	<u>67</u>	<u>Pierce St.</u>	<u>1899</u>
<u>0865-016</u>	<u>68</u>	<u>68</u>	<u>Pierce St.</u>	<u>1899</u>
<u>0864-004</u>	<u>71</u>	<u>71</u>	<u>Pierce St.</u>	<u>1899</u>
<u>0865-017</u>	<u>72</u>	<u>72</u>	<u>Pierce St.</u>	<u>1899</u>
<u>0864-003</u>	<u>75</u>	<u>75</u>	<u>Pierce St.</u>	<u>1899</u>
<u>0865-018</u>	<u>76</u>	<u>76</u>	<u>Pierce St.</u>	<u>1901</u>
<u>0864-002</u>	<u>79</u>	<u>79</u>	<u>Pierce St.</u>	<u>c. 1901</u>
<u>0866-010</u>	<u>44</u>	<u>48</u>	<u>Potomac St.</u>	<u>c.1900</u>
<u>0865-026, 027, 028</u>	<u>47</u>	<u>51</u>	<u>Potomac St.</u>	<u>1901</u>
<u>0866-011</u>	<u>50</u>	<u>54</u>	<u>Potomac St.</u>	<u>1900</u>
<u>0865-009</u>	<u>53</u>	<u>57</u>	<u>Potomac St.</u>	<u>1901</u>
<u>0866-012</u>	<u>56</u>	<u>56</u>	<u>Potomac St.</u>	<u>1899</u>
<u>0865-008</u>	<u>59</u>	<u>59</u>	<u>Potomac St.</u>	<u>1900</u>
<u>0866-013</u>	<u>60</u>	<u>60</u>	<u>Potomac St.</u>	<u>1899</u>
<u>0865-006</u>	<u>63</u>	<u>63</u>	<u>Potomac St.</u>	<u>1899</u>
<u>0866-014</u>	<u>64</u>	<u>64</u>	<u>Potomac St.</u>	<u>1899</u>

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<u>APN</u>	<u>From St. #</u>	<u>To St. #</u>	<u>Street Name</u>	<u>Date Built</u>
<u>0865-005</u>	<u>65</u>	<u>65</u>	<u>Potomac St.</u>	<u>1899</u>
<u>0866-015</u>	<u>66</u>	<u>66</u>	<u>Potomac St.</u>	<u>1900</u>
<u>0865-004</u>	<u>67</u>	<u>67</u>	<u>Potomac St.</u>	<u>1899</u>
<u>0866-016</u>	<u>68</u>	<u>68</u>	<u>Potomac St.</u>	<u>1900</u>
<u>0865-003</u>	<u>69</u>	<u>69</u>	<u>Potomac St.</u>	<u>c.1900</u>
<u>0866-017</u>	<u>70</u>	<u>70</u>	<u>Potomac St.</u>	<u>1901</u>
<u>0865-029</u>	<u>71</u>	<u>75</u>	<u>Potomac St.</u>	<u>1900</u>
<u>0866-018</u>	<u>72</u>	<u>76</u>	<u>Potomac St.</u>	<u>c. 1905</u> <u>(visual)</u>
<u>0866-019</u>	<u>82</u>	<u>86</u>	<u>Potomac St.</u>	<u>1911</u>
<u>0866-009</u>	<u>101</u>	<u>105</u>	<u>Steiner St.</u>	<u>1903</u>
<u>0866-008</u>	<u>107</u>	<u>111</u>	<u>Steiner St.</u>	<u>1907</u>
<u>0866-007</u>	<u>115</u>	<u>115</u>	<u>Steiner St.</u>	<u>1902</u>
<u>0866-006</u>	<u>121</u>	<u>125</u>	<u>Steiner St.</u>	<u>1902</u>
<u>0866-005</u>	<u>127</u>	<u>131</u>	<u>Steiner St.</u>	<u>1903</u>
<u>0866-002</u>	<u>133</u>	<u>135</u>	<u>Steiner St.</u>	<u>c. 1899</u>
<u>0866-001</u>	<u>501</u>	<u>505</u>	<u>Waller St.</u>	<u>1901</u>
<u>0866-024</u>	<u>511</u>	<u>511</u>	<u>Waller St.</u>	<u>1902</u>
<u>0866-023</u>	<u>515</u>	<u>517</u>	<u>Waller St.</u>	<u>1902</u>
<u>0866-022</u>	<u>521</u>	<u>525</u>	<u>Waller St.</u>	<u>c.1900</u>

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<u>APN</u>	<u>From St. #</u>	<u>To St. #</u>	<u>Street Name</u>	<u>Date Built</u>
<u>0866-021</u>	<u>527</u>	<u>531</u>	<u>Waller St.</u>	<u>1902</u>
<u>0866-020A</u>	<u>533</u>	<u>537</u>	<u>Waller St.</u>	<u>1904</u>
<u>0866-020</u>	<u>539</u>	<u>539</u>	<u>Waller St.</u>	<u>c.1905</u>
<u>0865-025</u>	<u>563</u>	<u>567</u>	<u>Waller St.</u>	<u>1900</u>
<u>0865-023</u>	<u>579</u>	<u>579</u>	<u>Waller St.</u>	<u>1900</u>
<u>0865-022</u>	<u>581</u>	<u>581</u>	<u>Waller St.</u>	<u>1900</u>
<u>0865-021</u>	<u>587</u>	<u>587</u>	<u>Waller St.</u>	<u>1900</u>
<u>0865-020</u>	<u>591</u>	<u>595</u>	<u>Waller St.</u>	<u>1902</u>
<u>0864-026</u>	<u>601</u>	<u>601</u>	<u>Waller St.</u>	<u>1900</u>
<u>0864-025</u>	<u>607</u>	<u>609</u>	<u>Waller St.</u>	<u>1900</u>
<u>0864-024</u>	<u>611</u>	<u>617</u>	<u>Waller St.</u>	<u>1899</u>
<u>0864-023</u>	<u>621</u>	<u>621</u>	<u>Waller St.</u>	<u>1900</u>
<u>0864-022</u>	<u>627</u>	<u>627</u>	<u>Waller St.</u>	<u>1899</u>
<u>0864-021</u>	<u>633</u>	<u>633</u>	<u>Waller St.</u>	<u>1899</u>
<u>0864-020</u>	<u>639</u>	<u>639</u>	<u>Waller St.</u>	<u>1900</u>
<u>0864-019</u>	<u>643</u>	<u>643</u>	<u>Waller St.</u>	<u>1900</u>
<u>0863-013, 014, 015</u>	<u>661</u>	<u>663</u>	<u>Waller St.</u>	<u>1902</u>

<u>APN</u>	<u>From St. #</u>	<u>To St. #</u>	<u>Street Name</u>	<u>Date Built</u>
<u>0863-012</u>	<u>667</u>	<u>667</u>	<u>Waller St.</u>	<u>1900</u>
<u>0863-011</u>	<u>673</u>	<u>675</u>	<u>Waller St.</u>	<u>1900</u>
<u>0863-016</u>	<u>679</u>	<u>681</u>	<u>Waller St.</u>	<u>1900</u>
<u>Carmelita Street interior block park entrance</u>				
<u>Pierce Street interior block park entrance</u>				
<u>Potomac Street interior block park entrance</u>				
<u>For the purpose of Article 10, the park entrances at Potomac Street, Pierce Street, and Carmelita Street are defined as the steps, rock walls, and a surrounding 10-foot buffer. The buffer area includes the sidewalks, street rights of way and area within the park directly adjacent to the steps and rock walls.</u>				

Noncontributory. This category identifies buildings which postdate the Historic District's period of significance and/or no longer retain sufficient integrity to convey significance. Demolition permit applications for these buildings will be processed without reference to the suspension provisions of Article 10. Alterations to Noncontributory buildings would require Certificate of Appropriateness review in order to ensure that alterations and new construction would be compatible with the historic character of the District in terms of scale, massing, fenestration, materials and detail.

The remaining buildings shall be deemed to be Noncontributory within the Historic District:

<u>APN</u>	<u>From St. #</u>	<u>To St. #</u>	<u>Street Name</u>	<u>Year Built</u>
<u>0864-012</u>	<u>54</u>	<u>54</u>	<u>Carmelita St.</u>	<u>1899</u>

<u>0864-017</u>	<u>74</u>	<u>74</u>	<u>Carmelita St.</u>	<u>c.1899</u>
<u>0865-019</u>	<u>80</u>	<u>80</u>	<u>Pierce St.</u>	<u>c.1899</u>
<u>0865-007</u>	<u>61</u>	<u>61</u>	<u>Potomac St.</u>	<u>1900</u>
<u>0866-003</u>	<u>137</u>	<u>137</u>	<u>Steiner St.</u>	<u>1902</u>
<u>0866-004</u>	<u>139</u>	<u>141</u>	<u>Steiner St.</u>	<u>2009</u>
<u>0865-033</u>	<u>569</u>	<u>573</u>	<u>Waller St.</u>	<u>1900</u>
<u>0865-001</u>	<u>559</u>	<u>561</u>	<u>Waller St.</u>	<u>c.1905</u>

SEC. 10. PAINT COLOR.

Nothing in this legislation shall be construed to regulate paint colors within the District.

Section 3. Effective Date. This ordinance shall become effective 30 days from the date of passage.

Section 4. This section is uncodified. In enacting this Ordinance, the Board intends to amend only those words, phrases, paragraphs, subsections, sections, articles, numbers, punctuation, charts, diagrams, or any other constituent part of the Planning Code that are explicitly shown in this legislation as additions, deletions, Board amendment additions, and Board amendment deletions in accordance with the "Note" that appears under the official title of the legislation.

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

By: _____
ANDREA RUIZ-ESQUIDE
Deputy City Attorney

Planning Department
BOARD OF SUPERVISORS

LEGISLATIVE DIGEST

[Planning Code - Duboce Park Historic District.]

Ordinance amending the San Francisco Planning Code by adding a new Appendix N to Article 10, “Preservation of Historical, Architectural and Aesthetic Landmarks,” to create the Duboce Park Historic District; and making findings, including environmental findings and findings of consistency with the General Plan and Planning Code section 101.1(b).

Existing Law

Under Article 10, Section 1004 of the Planning Code, the Board of Supervisors may, by ordinance, designate individual structures or groups of structures that have special character or special historical, architectural or aesthetic interest or value as a City landmarks or historic districts. Once a structure or group of structures has been named a landmark or a district, any construction, alteration, removal or demolition for which a City permit is required and that may affect the character-defining features of the landmark or district necessitates a Certificate of Appropriateness from the Historic Preservation Commission ("HPC"). (Planning Code Section 1006; Charter of the City and County of San Francisco, Section 4.135.) Thus, landmark or historic district designation affords a high degree of protection to historic and architectural structures of merit in the City. There are currently 262 individual landmarks in the City and 11 historic districts under Article 10, in addition to other structures and districts in the downtown area that are protected under Article 11. (See Appendices to Article 10.)

Amendments to Current Law

This Ordinance amends the Planning Code by adding a new historic district to Article 10: Appendix N, the Duboce Park Historic District. It sets forth the location of the district – in the Duboce Triangle Neighborhood in San Francisco – and its precise boundaries. The Ordinance also sets forth the historical significance of the district, specifically, its highly unusual development history and the resulting remarkably uniform streetscape of Victorian- and Edwardian-era houses and flats of similar design and proportion.

As required by Section 1004, the ordinance lists in detail the particular features that shall be preserved, or replaced in-kind as determined necessary. It distinguishes which types of scopes of work or alterations would require no Certificate of Appropriateness at all, which would require an Administrative Certificate of Appropriateness from Planning Department staff, as authorized by Section 1006.2(b) of the Planning Code, and which would require a Certificate of Appropriateness from the Historic Preservation Commission (“HPC.”)

FILE NO.

Background Information

This historic district designation was initiated by the HPC pursuant to its authority under the Charter to recommend approval, disapproval, or modification of landmark and historic district designations under the Planning Code to the Board of Supervisors. The HPC held a hearing to initiate the designation of the Duboce Park Historic District on December 5, 2012. On December 19, 2012, after holding a public hearing on the proposed designation and having considered the specialized analyses prepared by Planning Department staff and the Landmark Designation Case Report also prepared by Planning Department Staff, the HPC voted to recommend approval of the designation of the Duboce Park Historic District to the Board of Supervisors.



SAN FRANCISCO PLANNING DEPARTMENT

Article 10 Landmark District Historic Preservation Commission Case Report Nomination and Initiation

Hearing Date: December 5, 2012
Case No.: **2011.0683L**
Project: **Duboce Park Landmark District**
Zoning: RH-2 & RTO
Blocks: 0863, 0864, 0865, 0866
Staff Contact: Mary Brown – (415) 575-9074
mary.brown@sfgov.org
Reviewed By: Tim Frye – (415) 575-6822
tim.frye@sfgov.org

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Information:
415.558.6377

PROJECT DESCRIPTION

The case before the Historic Preservation Commission is the consideration to initiate the Article 10 landmark designation process of the Duboce Park Landmark District pursuant to Section 1004.1 of the Planning Code.

PROPERTY DESCRIPTION & SURROUNDING LAND USE AND DEVELOPMENT

The Duboce Park Landmark District (district) is a three-block residential enclave in the Duboce Triangle neighborhood. The district is immediately adjacent to and shares a common development history with Duboce Park, a small civic park composed of open grassy areas, wandering paths, a playground and recreation center. The district is comprised of 87 residential buildings and the stone steps and rock retaining walls at the three interior block park entrances: Carmelita, Pierce, and Potomac Streets.

Construction dates of contributing buildings within the district range from 1899 to 1911. Nearly two thirds of the buildings were constructed in 1899 and 1900. The district's buildings display similar massing, materials, and uniform front yard setbacks that provide a cohesive streetscape of Victorian- and Edwardian-era residences. Generally speaking, the buildings fronting Carmelita, Pierce and Potomac Streets are single-family dwellings, while flats dominate the lots facing Waller and Steiner Streets. A few mixed-use properties are found in the district, such as the three-story flats-over-store building on the southwest corner of Waller and Steiner. Buildings in the district range from 1 ½ story-over-basement to four stories in height, with two and three stories predominating. Mid-block buildings are typically smaller than those constructed at the corners or on Waller and Steiner Streets. These buildings are more likely to draw from Victorian-era form and massing such as prominent gabled roof forms and asymmetrical massing at the primary façade. The district's largest single-family residences and flats were built on corner lots directly adjacent to the Park. These buildings are typically two- to three- stories in height and feature consistent detailing on the primary, park-facing, and rear façades.

Properties in the district are assigned one of two zoning districts. Buildings zoned RH-2 are found on the interior block streets of Carmelita, Pierce, and Potomac Streets. Properties zoned RTO are located on Waller and Steiner Streets. All buildings in the district are located within a 40-X height and bulk zoning district. Buildings in the immediate vicinity of the district are zoned RH-3 (Scott Street, Waller Street, and Duboce Avenue), RM-1 (Waller Street), and RTO (Steiner Street and Duboce Avenue). Surrounding blocks likewise have a 40-X height and bulk limit with the exception of the California Pacific Medical Center, Davies Campus, to the southwest of Duboce Park, which has a split 65-D and 130-E height and bulk limit.

ENVIRONMENTAL REVIEW STATUS

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

BACKGROUND / PREVIOUS ACTIONS

The Historic Preservation Commission, at its regularly scheduled hearing on June 15, 2011, added the subject district to its Landmark Designation Work Program.

APPLICABLE PRESERVATION STANDARDS

ARTICLE 10

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

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

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

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

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

ARTICLE 10 LANDMARK CRITERIA

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

OUTREACH AND ENGAGEMENT

The following section provides an overview of the Department's outreach activities focused on the district. The Department engaged in extensive community outreach, produced informational materials, and hosted eight community events, as detailed below. Representatives from Supervisor Scott Wiener's office, the Recreation and Park Department, and the Duboce Triangle Neighborhood Association attended most of these events.

DTNA Meeting, April 2011

Department staff presented the Historic Preservation Commission's Landmark Designation Work Program (Work Program) at a regularly scheduled Duboce Triangle Neighborhood Association meeting. See attached.

Historic Preservation Commission Hearing, June 15, 2011

In advance of the June 15, 2011 HPC hearing to add the subject district to the Work Program, the Department produced promotional materials and conducted outreach to property owners, tenants, government officials, and community stakeholders. A letter and packet of information, which included a four-page FAQ related to the landmark designation process and potential benefits, an informational letter for property owners, and a brochure of existing landmark districts was mailed to tenants and owners of property located within the proposed landmark district. In addition, a hearing notification flyer was posted in the neighborhood. All materials are attached. At the June 15, 2011 HPC hearing, with the stated

support from property owners and the Duboce Triangle Neighborhood Association, the HPC unanimously added the subject district to its Work Program. Following the inclusion of the subject district to the Work Program, the Department developed a series of community events and outreach materials as described below.

Department Event No. 1: July 16, 2011 Neighborhood History Walking Tour

Department planners Moses Corrette, Mary Brown, and Tim Frye led three separate large groups on a neighborhood history walking tour of the subject district. Department planners shared the history of the neighborhood and provided information regarding the landmark district designation process including promotion of the Landmark Designation Kick-Off Meeting. Materials and outreach associated with this event include an events flyer which was mailed to all residents, owners, and stakeholders (see attached). In addition, the flyer was hand delivered to every building in the subject district and posted on poles and businesses in the neighborhood.

Department Event No. 2: July 18, 2011 Landmark Designation Kick-Off Community Meeting

Two days after the Neighborhood History Walking Tour, the Department hosted a Kick-Off Community Meeting at the Harvey Milk Recreation Center. This event was promoted in conjunction with the walking tour. The Department presented an overview of what Article 10 designation entails, how Article 10 designation differs from the historic resource survey evaluation, the potential benefits and drawbacks of designation, and the permit process for alterations to Article 10 landmark district buildings.

Department Event No. 3: August 16, 2011 Community Meeting

Preservation incentives and the process for review of future alterations were the focus of the second Duboce Park Community Meeting. See attached presentation. A flyer for this event was mailed to all residents, property owners, and stakeholders. The flyer was also posted in the neighborhood and hand delivered to all properties within the subject district.

Department Event No. 4: August 30, 2011 Ask-A-Planner Night

The Department hosted its first "Ask-A-Planner" event at the Duboce Park Café across the street from the subject district. This one-hour event was intended to supplement the larger community meeting process and to provide for casual one-on-one discussions related to the proposed landmark designation. Several stakeholders attended the event and engaged in discussion regarding potential future alterations to properties within the district. This event was promoted in conjunction with the August 16th Community Meeting.

Department Event No. 5: September 20, 2011 Community Workshop

This interactive workshop focused on community review of a draft designation ordinance for the subject district. New policies introduced by the Historic Preservation Commission, such as delegation of review to Department staff in the form of Administrative Certificates of Appropriateness, allowed for greater flexibility and engagement with the community in the tailoring of the designation and required levels of review.

Topics at the workshop included prioritizing preservation needs and levels of permit review. Working in small groups, workshop participants provided input on how to best protect neighborhood character through appropriate review of identified scopes of work. Participants prioritized scopes of work for three

separate levels of review: Certificate of Appropriateness, Administrative Certificate of Appropriateness, and No Certificate of Appropriateness. The goal of the workshop was to gain a better understanding – at an open, public forum – of the types of alterations that stakeholders prioritize for additional review. The feedback gathered at the workshop helped tailor a designation ordinance that aligns more closely with community needs, provides a clear and predictable review process for specific scopes of work, and protects the character of the neighborhood.

Department Event No. 6: September 27, 2011 Ask-A-Planner Night

A second “Ask-A-Planner” event was held at the Duboce Park Café a week following the community workshop focused on review of alterations. Department planners and Commissioner Alan Martinez engaged several property owners in detailed discussions regarding levels of review identified and prioritized at the workshop. It served as an additional forum to receive feedback and hear of concerns regarding the review of certain scopes of work. This event was promoted in conjunction with the August events and with the September 20th Community Workshop.

Department Event No. 7: December 7, 2011 Drop-In Event / Community Meeting

With Supervisor Scott Wiener and the Duboce Triangle Neighborhood Association, the Department hosted a Drop-In Event / Community Meeting to share revisions to the proposed levels of review. During the first half of this event, Department planners were on hand to discuss the revised review framework and to discuss the differences between the current California Environmental Quality Act (CEQA) review process and the proposed Article 10 review process. During the meeting’s second half, the group convened for a larger question and answer session with Department staff, Supervisor Scott Wiener, and the Duboce Triangle Neighborhood Association. In addition, Executive Director of San Francisco Architectural Heritage, Mike Buhler, provided information at the meeting about the Facade Easement program.

Promotional materials for this event included a save-the-date postcard and a five-page mailing to residents, owners, and stakeholders outlining the revised levels of review for alterations. Large-scale posters included graphics outlining the proposed levels of review at the primary facade, visible rear façade, and non-visible rear facades.

DTNA Meeting, August 13, 2012

On August 13, 2012, the Department provided an information update regarding the subject district and amendments to the Mills Act program at the regularly scheduled Duboce Triangle Neighborhood Association meeting.

Department Event No. 8: November 1, 2012 Final Community Meeting

On November 1, 2012, the Department hosted its final community event focused on the subject district. At the meeting, participants visited three stations staffed by Department planners: Mills Act, Revised Levels of Review, and Designation Process / Timeline. In addition, Supervisor Scott Wiener provided an overview of the recently implemented amendments to the Mills Act program. Residents, stakeholders, and property owners were notified of this meeting via a postcard mailing.

Mills Act Amendments

At the December 7, 2011 Community Meeting, many property owners expressed interest in the property tax savings offered by the Mills Act and concern that the existing application process presented a barrier

to realizing those savings. At the request of property owners, Supervisor Scott Wiener sponsored legislation to amend San Francisco's Mills Act Program to make the application process quicker, cheaper, and more predictable. The Department coordinated with the San Francisco Assessor's office to set established periods for the submittal and review of Mills Act applications and reduced the application fee. The improved program became effective in October 2012.

Online Questionnaire

At the request of property owners and Supervisor Scott Wiener, the Department created an online questionnaire to solicit feedback regarding the proposed district. The online questionnaire was designed specifically for residents and owners of buildings located within the proposed district. It was available online from November 5, 2012 through November 26, 2012. Participation was limited to one questionnaire per owner household and one questionnaire per tenant household. Tenants and owners were provided the option to submit a paper questionnaire, though no household availed themselves of this option. The questionnaire and responses are included in the attached appendix.

The questionnaire was designed to gauge support and opposition to the proposed district as well as the underlying reasoning behind these opinions. In addition, the questionnaire examined the impact of expanded access to the Mills Act program on support or opposition to the survey and the level of interest of applying for the Mills Act.

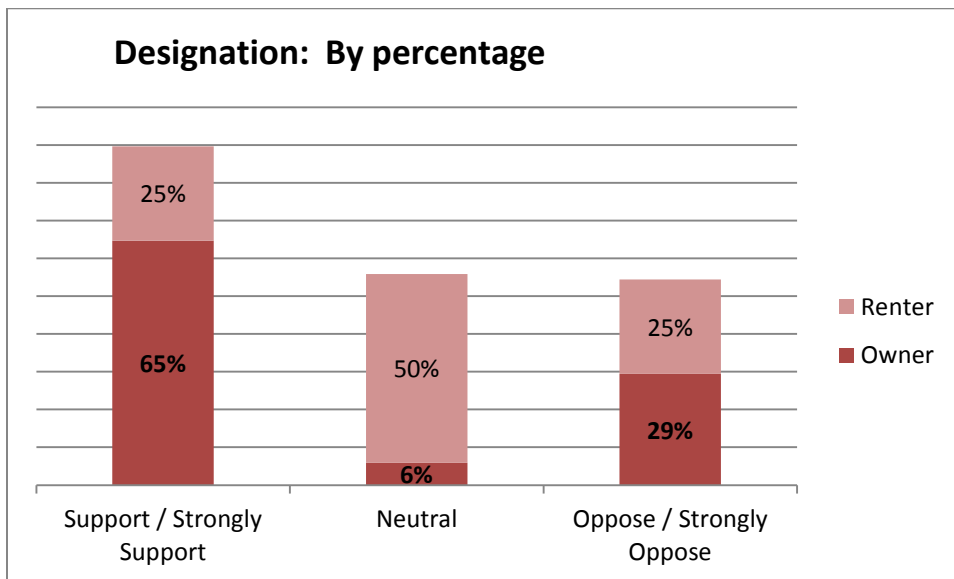
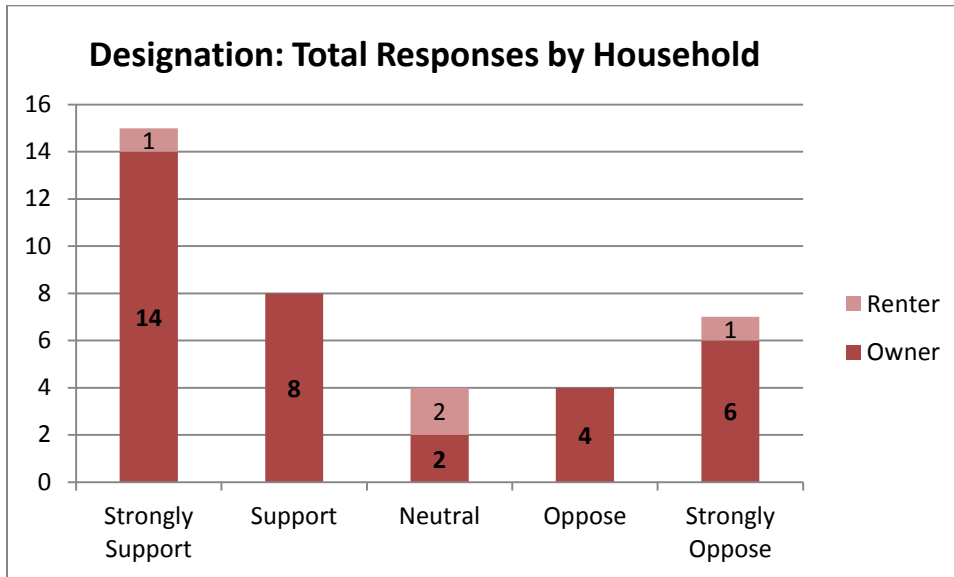
Participation in the online questionnaire was encouraged through several channels. All residents and property owners were mailed a postcard containing a link to the questionnaire on November 5, 2012. The online questionnaire was promoted at the Department's Community Meeting on November 1, 2012. Mention of the online questionnaire was added to an update on the project website. The Department emailed an announcement and web link for the questionnaire to the 65 people on its project mailing list on November 7, 2012 and a follow-up reminder email on November 21, 2012. Supervisor Scott Wiener emailed a web link for the questionnaire to the list of people who had previously contacted his office regarding the proposed designation.

The online questionnaire produced a total of 38 valid household responses. Six of the 44 submitted questionnaires were eliminated from the final analysis for the following reasons: participant did not live or own property in the proposed district (1); more than one questionnaire was submitted for a single owner household (1); participant did not indicate support or opposition to the district (2); and participant did not provide a name and address, hence it was not possible to confirm residency or property ownership in the proposed district (2). Given short turnaround time between the closing of the survey and the submittal of this case report, the Department did not have sufficient time to analyze all questions and variables presented in the survey, such as length of residency and number of events attended. This extended analysis, including notable correlations will be provided at the second HPC hearing. The following analysis focuses primarily on the support or opposition to the designation and the underlying reasons for this support or opposition.

The vast majority of responses were provided by property owners. Just four renter households were included in the analysis.

Questionnaire Findings

Property owners supported the proposed landmark district designation by more than a two-to-one ratio. Of the 34 owner participants, 65% support or strongly support the designation, compared to 29% who oppose or are strongly opposed. Just four renters completed the questionnaire. One was in strong support, one in strong opposition, and two were neutral on the proposed designation. See charts below.



Impact of Mills Act

Half of the respondents indicated that the Mills Act program, particularly the recent amendments expanding access to the program, impacted their view of the proposed designation. Nearly 20 respondents indicated that they plan to apply for the Mills Act program if the district is formally designated.

Reasons for Support

Supporters of the district were asked to rank the reasons behind their support of the district. 96% of respondents indicated that protecting the visual and architectural character of buildings in the district was very important. Protecting the midblock park entrances was important or somewhat important to 87% of respondents. Providing “clear expectations and guidelines for myself and my neighbors in the review of future exterior alterations to the district” was very important to 70% of respondents and somewhat important to 30%. Bestowing neighborhood recognition was very important to 65%, somewhat important to 26%, and not important to 9% of participants. Improving property values or taking advantage of the Mills Act was very important to 39% and somewhat important to 52% of participants.

Participants supportive or strongly supportive of the district designation also provided the following additional qualitative responses for their support.

As new property owners this is somewhat confusing - however, a balanced approach to conservation makes sense given the unique aspects of the area. I hope this is what will be achieved by this proposal.
Forty-odd years ago, The Western addition was razed in the name of urban renewal. The area now being considered for landmark status was the next area scheduled for demolition. Hopefully, we have learned something about the need to preserve and protect San Francisco's historical areas.
TO PREVENT THE URBANIZATION AND MODERNIZATION OF THE NEIGHBORHOOD
To protect the character of the street given the more intensive zoning established by the Market-Octavia project.

Property owners supportive of designation additionally provided the following “final thoughts” on the online questionnaire.

I find the negative views extremely short-sighted; residents need to think beyond their "tenure" in the area and support preservation for future generations.
I have lived in this neighborhood for over 15 years -- first Walter Street, now Carmelita Street for the last 4+ years. We have a neighborhood worth protecting. As a former City Guide, I strongly support preserving the character of San Francisco's neighborhoods. I am deeply grateful to the Duboce Triangle Neighborhood Association for starting this process and to the Planning Department for carrying it forward. Thank you.
I'd love to have confirmed my current understanding that a new garage entrance would require extra review. If so, is it less likely to be able to do it?

I am concerned that the main park entry, at Pierce, is not ADA/wheelchair accessible. I believe this can be done sensitively, but am concerned that the landmark legislation not encumber that.

Reasons for Opposition

The top three ranked reasons for opposing the proposed designation were “opposition to any additional fees or review time for myself or my neighbors in the review of future exterior alterations” (93% of participants found this very important); “I have experienced or know of past negative experiences with the Dept. of Building Inspections or with the Planning Department” (85% of participants found this very important); and “I am opposed to government oversight of my property” (65% of participants found this very important, while 21% indicated it was somewhat important).

Participants opposed or strongly opposed to the district designation also provided the following qualitative responses for their opposition.

I believe we already have basic preservation laws on the books and that this process is redundant and makes it appear we had to, or have to do something special to be designated historic. The fact is, the houses themselves make it historic. What we homeowners have done to these homes is make them livable and done as best we can to maintain their original character. Now, if present zoning laws would allow someone to build a auto repair shop in an historic district THAT is something that needs to be dealt with. Otherwise, I think the City should bestow historic neighborhood status to our neighborhood because we already are historic and because the homeowners have kept it that way. Make it an award, not just another obligation for homeowners to abide by.

I have just gone through 18 months of dealing with Planning and the preservation department and I would not wish this process on anyone. In my opinion, this will only get worse if the Landmark District is approved.

My house is under more scrutiny than houses not in view of the park. I feel this could negatively impact the value of my property and add additional cost to remodeling due to a higher standard imposed by the Historic District. Besides the Mills Act, which does not apply to me, there is NO financial help with what could be additional costs for these improvements. I am retired and on a fixed income so these kinds of issues worry me greatly. There seems to be a lack of appreciation on behalf of people imposing this on us that we, the proposed Historic District Owners, have been responsible for improvement of this area and the oversight of properties that do not adhere to a certain standard. I know I moved into the area due to the love for my home and the desire to maintain its historic integrity. I know that the majority of neighbors are of like minds. We didn't need the government, which is already over the top, to do this. One of the most infuriating aspects of this plan is the fact we were not asked from the inception of the idea, which was evidently 8 years ago. how we felt about it or if we were interested in participating in this project. I know that a lot of time and MONEY has gone into this effort, something that might have been minimized had we been consulted at the outset. The first I heard of this proposal was about three years ago. The majority of the people who decided to move ahead with this proposal do not live in the area nor are they impacted by these proposed rules. These are only a few reasons that I oppose this plan. I will be going to the Mayor to tell him my point of view. I am certain that others in the area will join me.

Renovations to windows following historical designations can be costly. The cheapest way they can be fulfilled is through plexiglass substitutes which are not suitable for a high-traffic area like Duboce Park. I am not interested in living in a place like Alamo Square. We already have problems with people leading bike tours that are extremely disruptive to the neighborhood.

The historic district designation introduces additional overhead to a process that already takes into account, more than some would like, the character of the neighborhood. The new Mills Act process is unproven. I would like to see some successful applications before our neighborhood is even considered. The notion that home values would increase has never been shown with data from San Francisco despite the fact that there are many historic districts with enough data to make comparisons. The only assumption I can draw is that historic designation in a city like SF is irrelevant to property value, people know and seek out great neighborhoods regardless of any designations. *Maybe* the use of the Mills Act will change this in the future. It is sad that the only contribution to the neighborhood that the City will make is a handful of historic landmark designation signs and upkeep of the park entrances. At the very least the park entrances should be restored. Streets and sidewalks should be repaired. Historic lighting should be put in place. All empty tree basins should be replanted. As it stands the proposal could be titled the Duboce Park Landmark Facades Designation as that is what it is preserving and celebrating. The central component of a Historic District but by no means the only component. It is not a holistic designation for a District as evidenced by the lack of investment in the District. If we are going to declare it a landmark, let's celebrate the entire area, not just the facades contained within. A survey of this sort should have been one of the first orders of business. I believe there was an immense strategic error in the presentation of this effort to make this a historic district. Rather than people in the neighborhood rallying for this, it was perceived that outsiders were not merely suggesting it should happen, but dictating that it would happen. I think this process would be more effective as a grass roots effort from within the neighborhood rather than a top down effort coming mostly from outside the neighborhood in question. As it is, despite some very genuine, positive, and supportive efforts from the folks involved, especially the planning department, it leaves a bitter taste. It is as absurd that the before being approved any of these conditions would be put in place, even if just for 6 months. I can understand if there are imminent tear downs that need to be protected but there is nothing imminent and tear down protection appears to be in place already. In general I have seen the neighbors that can afford to remodel their homes in ways that preserve the historic character independent of a mandate by the city. I also know that these efforts were to some degree dictated by the planning department simply based on the neighborhood character. The biggest issue for people is not the desire to make all of these homes beautiful, it is the cost of getting high quality work done on these homes, whether to remodel or simply upkeep. In that light this proposal is simply a burden to owners.

The planning and building departments are already a nightmare. Why would anyone want even more regulation? A review process is already in place to prevent unsightly remodeling projects.

The property owners in the designated area have done an excellent job of maintaining the historic character of their homes without the involvement of a preservation board. I don't think this is needed. I've owned my house for 34 years. I and my neighbors have been careful to preserve the historic character of our block. We have done this without historic district status. Conversely, I and my neighbors feel the permitting process in San Francisco is excessive and costly. It already takes a

minimum of one year to get permits for renovations, and for major renovations it's simply a nightmare. We wish a more efficient process, not another layer in the permitting process.

There are protections already in place that limit the scope of what people are able to do to their homes. I know this from recent first-hand experience. There is also the additional hurdle of neighborhood notification that allows neighbors to weigh in on alterations. If this was ELIMINATED from the process, in exchange for the higher scrutiny, I would be a strong supporter of this.

Too many processes / procedures already in place for construction permits.

Property owners opposed to designation additionally provided the following "final thoughts" comments on the online questionnaire.

Don't make maintaining and / or renovating an old house any harder to then it already is (I just completed a remodel so I know the process well after 1 1/2 years just to get our permits!).

I have owned and lived two separate properties within this proposed Landmark District and I don't know of any fellow property owner's who asked for this. It really feels like it's being forced on us with no clear benefit.

I live in a house that is 3 in from the park. Do not agree with restrictions for the rear or back area of the first 3 properties closest from the park. It is not fair to these home owners.

I want to commend the planners working on this process as well as Supervisor Weiner for their efforts and their responsiveness.

I will say, Supervisor Weiner and the Landmark Board has done a spectacular job in working with our community. While I remain opposed to the designation it is solely because I do not like additional government involvement in my homeownership. This City is VERY homeowner unfriendly and especially Landlord unfriendly and homeowners are already smothered in rules and regulations. My house is historic because it is over 100 years old and because I take care of it NOT because government regulators have protected it. If it's been OK for over 100 years why do we need government intervention now? I recognize that many want the historic designation so I will no longer openly oppose it. A lot of work has been done to make this more palatable so I have resigned myself that this will become the next historic neighborhood.

Not exactly clear on the benefits/ramifications

Please think of the neighbors who live here who would have to deal with the extra traffic that this designation would bring. It's a negative effect on the quality of life for those who live here.

The "cache" of living in a Landmark District is of no interest to me. What does interest me is less interference. We are already forced by law to donate thousands of dollars every year in the form of subsidized housing (rent controlled unit). This is not simply property we own. This is our home.

Coordination with City Officials and Agencies

At the June 15, 2011 HPC hearing regarding the Work Program, staff from the Recreation and Park Department voiced their concerns over inclusion of Duboce Park in the subject district. As background, the park was listed as a contributing element of the identified eligible National Register historic district during the Market and Octavia Area Plan Historic Resource Survey. The survey was endorsed by the Landmarks Preservation Advisory Board on December 19, 2007. For the purpose of CEQA the park is considered a historic resource and a contributing element of the identified eligible district. The Department recognizes that the park has undergone substantial renovation since its creation, including the construction of a recreation center, basketball courts, streetcar tunnel portal, and playground. The most significant character-defining features of the park, in relation to historic themes identified for the subject district, are the lack of separation between the park and adjacent residential buildings and the interior block park entrances. As a compromise, the Recreation and Park Department suggested that rather than including the entire park in the subject district, the park-portion of the district be limited to the historic stone steps and retaining walls at the three interior block park entrances. This boundary largely alleviates the Recreation and Parks Department's concerns regarding review of non-character-defining elements of the park. On November 2, 2011, the Department presented this boundary option to the Capital Committee of the Recreation and Park Commission.

The Recreation and Park Department prefers this option limiting inclusion of the park in the subject district to the three interior block park entrances and surrounding 10' buffer. Supervisor Scott Wiener is likewise supportive.

Website

In June 2011, the Department created a project webpage – <http://dubocepark.sfplanning.org> – which it updated frequently during the outreach and engagement process. This webpage includes the following materials: a searchable Google Maps component which provides direct access to previously documented building evaluations; a Duboce Park Fact Sheet; uploaded PDFs and calendar notification for meetings and events; uploaded five-page PDF mailer of proposed framework for review of alterations; updates related to preservation incentives and post-event progress reports; and recent studies focused on the impact of historical designation on property values.

Media

The Department produced updates for the Duboce Triangle Neighborhood Association's Fall 2011, Winter 2011, and Fall 2012 newsletter editions. The Department was interviewed by reporters from the *New York Times* and the *San Francisco Examiner*. The *New York Times* article, produced by the Bay Citizen, contained inaccuracies and misrepresentations regarding the impact of the proposed designation.

STAFF ANALYSIS

The case report and analysis under review was prepared by Department preservation staff based upon the attached draft Landmark District Designation Report as well as staff site visits, research, and photography. The draft Landmark District Designation Report was prepared by Mary Brown with research assistance provided by Department interns Alexandra Kirby, Maura Martin, and Susan Parks. The draft Landmark District Designation Report borrows heavily from the California Department of Parks and Recreation (DPR) 523-District form produced as part of the Market-Octavia Historic Resource Survey. Additional review was provided by Tim Frye, Department Preservation Coordinator. Department preservation planning staff meet the Secretary of the Interior's Professional Qualification Standards for Historic Preservation.

The Department has determined that the subject district meets the requirements for Article 10 eligibility as a landmark district. The justification for its inclusion is outlined below under the Significance and Integrity sections of this case report.

SIGNIFICANCE

The Period of Significance for the district dates from 1899 to 1911, inclusive of the known period of construction of all buildings within the district.

Association with significant events

The Duboce Park Landmark District is significant for the unusual development history of the contested tract of land upon which it was built and the way in which the contested nature of the tract impacted the District's physical appearance and connection to the adjacent park. The tract (formerly known as the Public Reservation, Hospital Lot, and Marion Tract) was subject to a decades-long series of court battles over legal ownership, with the City of San Francisco losing half of its claim to the land to the German Savings and Loan Association in the late 1890s. After acquiring title to half of the tract, the bank subdivided the land, carved out interior block streets, and sold lots to builders who developed the residential portion of the tract. The lots sold quickly and a handful of builders immediately began developing the parcels. Due to the delay in development caused by the litigation, construction dates for the vast majority of contributing resources within the district range from 1899 to approximately 1902. This short period of development and limited number of builders resulted in a remarkably uniform streetscape of Victorian- and Edwardian-era houses and flats of similar design and proportion.

The contested nature of the tract, its history as a debris dump, and neighborhood activism and development of the adjacent civic park are key themes linked to the Duboce Park Landmark District. One important visible manifestation of this interrelated history is found at the park's northern border – specifically the lack of separation between the park and residential buildings. The district represents the best example of San Francisco's handful of municipal parks that directly abut residential buildings, without any separation of a street or sidewalk. In addition, the historic stone steps and rock retaining walls at the three interior block park entrances – Carmelita, Pierce, and Potomac Streets – reflect the transformation of the City-owned portion of the contested tract from a dumping ground for Serpentine rock rubble to a picturesque, landscaped civic park. Serpentine rock rubble is also found in the foundations of many district buildings.

Significant architecture:

The Duboce Park Landmark District is significant within the category of architecture, as a remarkably intact district of Victorian- and Edwardian-era residential buildings. The district expresses the distinctive characteristics of late Victorian- and Edwardian-era architectural styles, with the Queen Anne style widely represented. Although the district displays a remarkable variety of ornament, unifying design features include asymmetrical and articulated facades, steep roof pitches, the use of multiple textures and wood cladding, and front yard setbacks.

Many of the Queen Anne cottages and flats were developed by Fernando Nelson, a master builder known for his exuberant ornamentation and elaborately applied millwork. Nelson designed and built approximately one half of the district properties, including nearly all of the residences on Carmeltia and Pierce Streets. The district represents one of the earliest developments in his 77-year career and is an excellent representation of his effusive interpretation of the Queen Anne style. District features characteristic of Nelson's Victorian-era period include button boards, drips, and donuts; blocky geometric cut-outs above the entry porch; two-sided bay windows; half-circle rows of dentils located in gable ends; and a wavy, stylized quarter-sunburst detailed at the arched entry.

The turn-of-the-century development of buildings within the district often resulted in a rare fusion of Edwardian-era massing with exuberant Victorian-era detailing. It is common in the district for Edwardian-era flats to feature unusually ornamented spandrel panels and decorative friezes and several are capped with the gable roof form more commonly associated with Queen Anne style buildings.

The Department believes that the subject district is eligible as a landmark district due to its association with significant events and significant architecture.

INTEGRITY

The Duboce Park Landmark District retains the physical components, aspects of design, spatial organization, and historic associations that it acquired during the 1899-1911 Period of Significance. Despite limited alterations to individual buildings, the district retains sufficient overall integrity to convey its significance.

The seven aspects of integrity are location, design, materials, workmanship, setting, feeling, and association. Alterations introduced after 1911 generally detract from integrity. The impact of these alterations is limited however, due to their low number, small-scale, and general conformity with the historic design. The district was largely spared the remodeling, recladding, and stripping of ornament that characterizes many Victorian-era neighborhoods. It clearly exhibits high physical integrity of materials, design, and workmanship, with most buildings still retaining historic double-hung wood windows, wood cladding, decorative shingles, millwork, and historic applied ornament. Likewise, the district's roof forms, front setbacks, massing, and entrances are largely intact. There are no significant intrusions in the district and just one building was constructed after the identified 1899-1911 Period of Significance.

Limited alterations are found within the district. Several buildings have been re-clad in stucco or asbestos shingle siding and some windows replaced with aluminum sliders or vinyl sash. Most buildings were remodeled to accommodate a garage opening, though for the most part such alterations do not diminish

the overall integrity of the district. A few buildings feature pop-out garage structures that fully envelop the front yard set-back. Nonetheless, despite the diminished integrity of certain individual buildings, the district when evaluated as a whole retains sufficient integrity with which to convey its significance.

The interior block park entrances at Carmelita, Pierce, and Potomac Streets likewise retain sufficient integrity with which to convey significance related to the contested nature of the Tract. Despite recent alterations at the Carmelita Street entrance, the historic stone steps and Serpentine rock walls at the three interior block entrances provide a direct and tangible connection to the intertwined development history of the park and residences and the contested Tract's historic use as a rubble debris dump.

Resources located within the Duboce Park Landmark District boundaries are identified as Contributory or Non-Contributory. Contributory resources were constructed during the district's period of significance and retain a sufficient level of integrity. Non-Contributory resources may have been constructed during the district's period of significance but have lost integrity such that significance is no longer conveyed. The district is comprised of 79 contributing buildings, three contributing interior block park entrances, and eight non-contributory buildings.

The Department believes that the district retains sufficient overall integrity to convey its significance.

CHARACTER-DEFINING FEATURES

Whenever a building, site, object, or landscape is under consideration for Article 10 Landmark designation, the Historic Preservation Commission is required to identify character-defining features of the property. This is done to enable owners and the public to understand which elements are considered most important to preserve the historical and architectural character of the proposed landmark. The character-defining features of the Duboce Park Landmark District are included in draft Landmark District Designation Report and are copied below.

The character-defining *interior* features of buildings in the district are identified as: None.

The character-defining *exterior* features of buildings in the district are identified as: All exterior elevations and rooflines.

The character-defining *landscape elements* of the district are identified as: The rustic interior block park entrances at Carmelita, Pierce, and Potomac Streets – which include the historic stone steps, Serpentine rock retaining walls set in a random rubble pattern, and the public rights-of-way within a 10-foot buffer – and the lack of physical separation between the park and adjacent buildings.

The following section describes in further detail the character-defining features of the district and of individual buildings and landscape elements contained therein. Landmark district designation is intended to protect and preserve these character-defining features.

1. Overall Form, Continuity, Scale and Proportion

Due to the brief period of construction – most buildings were constructed between 1899 and 1902 – and combined involvement of two primary builders, buildings within the district exhibit a remarkable consistency in term of massing, scale, style, detailing, front yard setback, and feeling.

District buildings are overwhelmingly residential, being composed primarily of single family dwellings and residential flats. A few multiple-family residences within the district (typically located on street corners) also include a commercial use at the street level.

Buildings in the district range from 1 ½ story-over -basement to four stories in height, with two and three stories predominating. The district's largest single-family residences and flats were built on corner lots directly adjacent to the Park. These buildings are typically two- to three- stories in height and feature consistent detailing on the primary, Park-facing, and rear façades.

Generally speaking, the buildings fronting Carmelita, Pierce and Potomac Streets were originally constructed as one- or two-family dwellings, while flats dominated the lots facing Waller and Steiner Streets. Mid-block buildings are typically smaller than those constructed at the corners or on Waller and Steiner streets and are more likely to draw from Victorian-era form and massing such as prominent gabled roof forms and asymmetrical massing at the primary façade. Though consistent in massing, single-family buildings on Potomac Street feature the greatest variety of roof forms, including gable, hipped, cross-gable, and one building with a side gable roof form and small eyebrow dormers. Buildings located along the interior blocks feature uniform front yard setbacks of approximately nine feet and are often bounded by a low cast stone site wall. The flats buildings on Steiner Street do not feature front yard setbacks, rather, they present a modulated massing of muscular bay windows and deeply recessed entry porticos.

The Queen Anne style buildings present in the district may be subdivided into two basic arrangements: 1 ½ story-over-raised-basement single family cottages, and 2 ½ story-over-raised-basement single family dwellings or flats. The buildings tend to conform to a basic plan of a projecting bay on the first floor, flanked by an open porch and entry to the side—with the porch entry often surmounted by spindle work or decorative porch brackets. Roof forms are hipped or steeply pitched front-facing gables. Slightly projecting second story overhangs are common.

Edwardian-era flats building are three stories-over-basement in height with wide projecting structural window bays, featuring angled- or bent-sash windows. The roofline of Edwardian-era flats buildings feature projecting cornices that follow the profiles of the primary facades. The buildings are typically topped with flat roofs, though several feature gable roof forms. Massing is symmetrical, except at the first story, where the two structural bays are occupied by a recessed entrance at one side and a projecting bay window at the other.

Original roof projections include turrets topped with witch's cap or conical roof forms and small-scale cross-gables atop projecting bay windows. Turrets, found on both Queen Anne and Edwardian-era buildings, are generally located at the corner, adjacent to or embedded within a forward-facing gable. Additionally, several buildings exhibit what appear to be historic dormers. Located on sloped gables, these dormers are small in scale, gabled, and match the ornamentation and fenestration of primary facades.

Although the roof forms – particularly at the non-visible rear façade – of a substantial number of buildings have been altered to incorporate skylights, small dormer windows, fire escapes, or solar panels, these alterations were constructed outside of the Period of Significance and have not gained significance in their own right.

Similar roof forms, massing, and setbacks result in a cohesive streetscape of rooflines, entrances, continuous primary facades, and modulated bays. With no visual separation between buildings in the district, the block faces present an overall appearance of attached row-houses; however, with a few exceptions, it is unlikely that buildings feature shared structural walls.

2. Fenestration

Fenestration is remarkably consistent throughout the district, consisting of vertically oriented double-hung wood sash windows, with ogee lugs, set in wood surrounds. Windows are typically set in wide angled bays with smaller windows set flush with the façade, often adjacent to the primary entry door. Windows surrounds are typically topped with cornices, occasionally featuring pediments, with ornamented details.

Smaller vertically oriented windows, set in a single, pair, or ganged configuration, are also often located in the tympanum of the Queen Anne style buildings. Tympanums typically have a higher solid-to-void ratio than the lower stories. Several buildings – typically Edwardian-era flats buildings – feature curved wood sash windows set in curved structural bays. Angled or curved bays typically contain three windows, though certain bays of corner buildings contain four windows. While rare, several buildings display two-sided angled bay windows at the primary facade.

Large corner buildings with greater surface area have a higher solid-to-void ratio than mid-block buildings. Window bays and window openings set flush with the façade are typically placed in the same location, presenting a stacked appearance, at each story of the three story corner buildings.

The vast majority of buildings within the district retain some or all historic double-hung wood sash windows with ogee lugs. Replacement windows made of aluminum or vinyl sash, casement windows, or windows with divided lights that were added to buildings after the Period of Significance have not gained significance in their own right.

3. Materials & Finishes

Buildings in the district are of wood frame construction and were historically clad in horizontal wood siding. Exterior surfaces finishes are painted. Channel drop wood siding is typical at the secondary and rear facades, while a combination of flush, lap, channel drop, and shingles are typically found at the primary facades of Victorian-era buildings. Flush wood siding is most common on the primary facades of Edwardian-era flats buildings. Most buildings retain their historic siding though a few were later clad in stucco, asbestos, or composite shingle siding. These replacement sidings have not gained significance in their own right.

Historically, the gabled roofs within the district were clad in unpainted wood shingles. These historic roofing materials are no longer present. Existing gable roofs are typically finished with asphalt or

composite shingles that match the color and tone of the historic wood roofing materials. Though generally compatible, this replacement roofing material has not gained significance in its own right.

4. Architectural Details

Common traits found throughout the district are bay windows, gable roofs, decorative cornices, ornamental shingles, and spindle work, as well as more classically influenced detailing such as dentils, pediments, columns, and applied plaster ornament. Ornamental details are typically larger and more robust in scale at the first story, with finer, more delicate features located at the upper floors.

Many of the district's buildings retain their original primary entrance doors. These paneled wood doors, often slightly wider than contemporary entrance doors, are commonly glazed at the upper portion and feature corniced hoods and incised or applied ornament. Occasionally, a single fixed window is located adjacent to the entry door of Queen Anne buildings and some doors, of both Queen Anne and Edwardian-era buildings, are topped with transom windows.

Queen Anne Design Elements

Late Victorian- and Edwardian-era architectural styles predominate, with the Queen Anne style most widely represented. Though Victorian-era architectural design displayed a remarkable variety of ornament, unifying features include asymmetrical and articulated facades, steep roof pitches, and the use of multiple textures, materials and colors.

Many of the Queen Anne style buildings on Potomac Street, designed by developer George Moore, stand out for their muscular massing, restrained ornament, projecting second story overhangs, and hipped roof forms. In contrast, the developer Fernando Nelson designed most of the Queen Anne buildings on Pierce, Potomac, and Waller streets, to reflect his embrace of more exuberant and delicate architectural features, including spindle screens, turrets, and cut-outs.

Architectural details commonly found on Queen Anne buildings throughout the district include raked cornices, flared eaves, shingled tympanums, diamond and fish-scale shingling, turrets (particularly at corner buildings), projecting bracketed cornices, steeply pitched gable roofs, double-gables, finials, geometric applied ornament at spandrel panels, dentils, friezes decorated with plaster ornament, egg and dart molding, cut-out screens, sunbursts, donut cut-outs, intermediate cornices, window and door hoods, spindle screens, turned wood balustrades and newel posts, Tudor-inspired stick work, turned wood porch supports, a variety of wood cladding and patterned wood shingles, arched porticos, and Corinthian or Composite columns and pilasters. Anthropomorphic details are rare but present within the district.

Historically, there were several types of stairs constructed in the district: longer flights of wood stairs that typically project out from Queen Anne style buildings and shorter flights typically found within the recessed entries of Edwardian-era flats buildings.

The Queen Anne buildings on interior block streets are typically accessed via a straight run flight of wood stairs. Due to the slope, stairs on the west side of these blocks are significantly longer than those on the east. Historically, wood stairs on these interior blocks were solid and uniform in appearance; featured

closed risers, solid cheek walls beneath the stairs, turned wood balustrades, and capped newel posts; and had a painted finish. Some flights of stairs were later replaced with brick, concrete, tile, or terrazzo. These replacement stairs have not gained significance in their own right.

Edwardian-Era Design Elements

Edwardian-era buildings, referred to locally as Classical Revival, were constructed in San Francisco from approximately 1901 to 1910. The term Edwardian is used architecturally to describe a more vernacular interpretation of the Classical Revival style and is commonly applied to three-unit flats buildings – like those found within the district – with wide angled or round bay windows, flat roofs, bulky projecting cornices, and columned porch entries. Edwardian-era buildings within the district, particularly those on Steiner Street, feature wood or terrazzo steps with solid cheek walls and landings. These stairs are typically located largely within the building envelope and provide access to recessed entrance doors. Entrances of Edwardian-era flats in the district are typically flanked by Classical columns or pilasters, and decorated with applied plaster ornament, such as garlands and floral friezes.

Architectural ornament associated with the Edwardian-era is typically more restrained than those used during the Victorian-era. The turn-of-the-century development of buildings within the district, however, often resulted in a fusion of Edwardian-era massing with exuberant Victorian-era detailing. It is common in the district for Edwardian-era flats to feature unusually ornamented spandrel panels and decorative friezes and several are capped with the gable roof form more commonly associated with Queen Anne style buildings.

5. Landscape Elements

Properties within the district typically feature uniform front yard setbacks on each block face. Setbacks on the west side of interior blocks are generally much deeper – typically 13' to 17' – than the east side, which, depending upon the block, range from approximately 5' to 13'. Setbacks on the western portion of Waller Street are uniform on each block face, ranging from approximately 8' to 12'. Despite the variability in front yard depth, each block face features similar setbacks and reads as uniform. Buildings located on the eastern portion of Waller and Steiner streets, typically Edwardian-era flats, are built out to the sidewalk, with no or minimal front yard setbacks.

Historically, front yards were bounded with low cast stone site walls and planted with vegetation. Site walls on Carmelita Street – and possibly other blocks – were originally topped with decorative iron fencing. Despite the west to east downward slope, the yards located within the front setback are level rather than terraced or sloped.

Several sections of site walls on Carmelita Street retain all or a portion of their original decorative iron fencing. Front yards setbacks and remnants of intact cast stone site walls are also located along Waller, Pierce, and Potomac Streets.

The addition of garages has altered the front yards of many district properties. None of the historic buildings within the district were originally constructed with an integrated or detached automobile garage. On most blocks, portions of site walls were removed and front yards partially paved in order to accommodate driveways for garages inserted in the basement of many buildings. Several properties

feature detached or semi-attached pop-out garages in the front yard. Garages structures, openings, and driveways are not considered significant in their own right.

6. Interior Block Park Entrances

The development history of residential properties within the Duboce Park Landmark District is closely intertwined with the history of the adjacent Duboce Park. Certain identified elements on the periphery of Duboce Park reflect this close association between residential and park development; notably, the lack of a physical separation between residential buildings and the park and rustic entrances from cul-de-sac streets into the park. These park entrances – located at the foot of Potomac Street, Pierce Street, and Carmelita Street – feature rustic stone steps flanked by low retaining walls built of Serpentine rock set in a random rubble pattern.

For the purpose of Article 10, the park entrances at Potomac Street, Pierce Street, and Carmelita Street are defined as the steps, rock walls, and a surrounding 10-foot buffer. The buffer area includes the sidewalks, street rights-of-way and area within the park directly adjacent to the steps and rock walls.

BOUNDARY ANALYSIS

At the request of owners of property located just outside the subject district, the Department analyzed the feasibility of expanding the district boundary to include properties on Scott Street, Lloyd Street, Duboce Avenue, and both sides of Waller Street. Some of these properties were also constructed by builder Fernando Nelson and/or display similar design qualities; however, several large intrusions constructed after the identified Period of Significance also characterize the surrounding blocks, including the California Pacific Medical Center, Davies Campus and a 1980s-era residential development. After reviewing water connection records, buildings permits, and historic maps of the surrounding blocks, the Department confirmed the boundary as set forth in this case report. The identified boundary is focused on the intertwined development history of the contested tract of land formerly known as the Public Reservation, Hospital Lot, and Marion Tract. The limited dates of construction, shared development history, high degree of physical integrity, and lack of intrusions justify the constrained boundary.

BOUNDARIES OF THE LANDMARK SITE

The proposed landmark site encompasses all lots contained within Assessor's Block 0863, 0864, 0865, and 0866. The boundary commences 62' east of the southeast corner of Scott Street and Waller Street. The boundary then runs east along the south side of Waller Street, crossing Carmelita, Pierce, and Potomac Streets, until reaching the southwest corner of Waller and Steiner Streets. From there, the boundary then runs south to the northeast corner of Duboce Park, where it turns west and travels along the property line separating the residential properties and the adjacent park land. The boundary continues west, where it jogs slightly south at the interior block park entrances at Carmelita, Pierce, and Potomac Streets to accommodate a 10-foot buffer at each set of steps. The boundary continues west along the property line until it reaches the park edge 28' east of Scott Street. From here, the boundary continues north along the residential property line until it reaches the point of beginning. See map.



OTHER ACTIONS REQUIRED

If the Historic Preservation Commission adopts a resolution to confirm nomination and initiate designation of the subject properties as an Article 10 landmark district, a second HPC hearing will be scheduled for the Commission's recommendation of approval of the designation. At that hearing, the Department will present the designation ordinance, which outlines the proposed levels of review required for certain identified scopes of work. The ordinance was developed and refined based on feedback from the community and Department analysis.

If the HPC recommends approval of the landmark district designation ordinance, its recommendation will be forwarded to the Planning Commission, which shall have 45 days to review and comment on the proposed designation. Planning Commission comments will then be sent by the Department to the Board of Supervisors together with the HPC's recommendation. The nomination would then be considered at a future Board of Supervisors hearing for formal Article 10 landmark designation.

PLANNING DEPARTMENT RECOMMENDATION

The case report and analysis under review was prepared by Department preservation staff based upon the attached draft Landmark District Designation Report as well as staff site visits, research, and photography. The Department has determined that the subject properties meet the requirements for Article 10 eligibility as a landmark district. The designation report provides the justification for its inclusion. The Department recommends that the HPC approve the proposed designation of the subject district as a San Francisco landmark district.

The Historic Preservation Commission may recommend approval, disapproval, or approval with modifications of the proposed initiation of the Duboce Park Landmark District as a San Francisco landmark district under Article 10 of the Planning Code.

ATTACHMENTS

- A. Draft Landmark District Designation Report
- B. Draft Resolution Initiating Designation
- C. Outreach Materials
- D. Online Questionnaire and Results

I:\Preservation\Survey Team\Landmark Designation Work Program\Landmark District\Duboce Park



DRAFT DUBOCE PARK LANDMARK DISTRICT Designation Report



Prepared for the Historic Preservation Commission

December 5, 2012

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The Historic Preservation Commission (HPC) is a seven-member body that makes recommendations to the Board of Supervisors regarding the designation of landmark buildings and districts. The regulations governing landmarks and landmark districts are found in Article 10 of the Planning Code. The HPC is staffed by the San Francisco Planning Department.

This draft Landmark Designation Report is subject to possible revision and amendment during the initiation and designation process. Only language contained within the Article 10 designation ordinance, adopted by the San Francisco Board of Supervisors, should be regarded as final.

Duboce Park Landmark District

87 Buildings, 3 Interior Block Park Entrances

Built: c.1895-1907

Builders: Fernando Nelson, George Moore, Charles Olinger

Overview

The Duboce Park Landmark District (district) is a three-block residential enclave in the Duboce Triangle neighborhood. The district is immediately adjacent to and shares a common development history with Duboce Park, a small civic park composed of open grassy areas, meandering paths, a playground, and recreation center. The district is significant for the unusual and contested history, and the litigation that resulted in the subdivision of interior block streets and the adjacent civic park. The district is comprised of 87 residential buildings and the stone steps and Serpentine rock retaining walls at the three interior block park entrances: Carmelita, Pierce, and Potomac Streets. The district and adjacent park are sited on a contested plot of land formerly known as the Public Reservation, Hospital Lot, and Marion Tract. Through a decades-long series of court battles, the tract was split nearly in half, with the City retaining title to what is now Duboce Park and the German Savings and Loan Association acquiring title to the adjacent land, which is what now encompasses the district. In the late 1890s, the German Savings and Loan subdivided the land and sold lots to builders who developed the residential portion of the former Marion Tract. The nearly 40-years of contested claims and litigation, the resultant delayed development of the residential buildings, and creation of the civic park are inextricably intertwined. One visible manifestation of this interrelated history is found in the lack of separation between the park and residential buildings – it is the best example in San Francisco of a civic of park that immediately abuts residential buildings, without any separation of a street or sidewalk.

The district is also significant as an excellent example of mass-produced Victorian-era architecture designed for middle-class turn-of-the-century San Franciscans. Construction dates of contributing buildings within the district range from 1899 to 1911. Nearly two thirds of the buildings were constructed in 1899 and 1900. Most buildings in the

district were constructed by two key builders: the prolific Victorian-era master builder Fernando Nelson, known for his lavishly applied ornamentation, and the smaller-scale partnership of George Moore and Charles Olinger. The short period of construction combined with the limited number of builders resulted in a remarkably uniform streetscape of houses and flats dominated by Victorian-era design influences, which include exuberant Queen Anne decorative elements, a profusion of shingled cladding, angled bay windows, and gabled or hipped roof forms. Likewise, the buildings' similar massing, materials, and uniform front yard setbacks provide a cohesive streetscape of one and a half- to four-story residential buildings.



Duboce Park Landmark District boundary.

Development History

Buildings within the district were constructed on land originally set aside as a public park. Known variously as the Public Reservation, Hospital Lot, and Marion Tract, the highly contested public land – bounded by the streets now known as Duboce Avenue, Scott Street, Waller Street, and Steiner Streets – was subject to decades of litigation and contested ownership. As noted in the *San Francisco Chronicle* in 1900, “The tract of land has long been a bone of contention, and, cut down one-half of its original size through litigation.”¹ Court rulings in the mid-1890s resulted in the partial subdivision of the original Public Reservation into a civic park (to the south) and smaller, builder developed parcels (to the north). The creation of Duboce Park and the adjacent residential development are historically and physically intertwined, linked by the rubble that once covered the entire tract.

The following section details the historical development of this contested tract, from early Consolidation Acts, prolonged litigation, the role of neighborhood improvement clubs, the creation of Duboce Park, and the connection between the park and adjacent residential development.

Early History

Consolidation Acts

The first inclusion of the Duboce Park area within San Francisco’s city limits occurred in 1851, when one of three Consolidation Acts passed by the San Francisco City Council extended the city limits south to Twenty-Second Street and west to Castro Street. At the time, expansion of the street grid to the west and south had been hampered by the existence of squatters on Pueblo Lands (territory of the City of San Francisco inherited from the Mexican

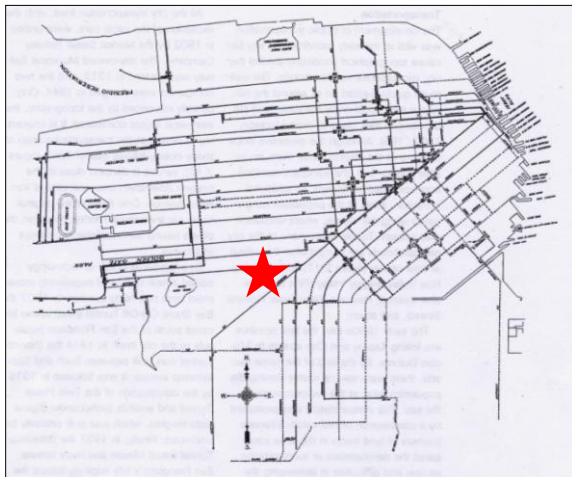
¹ *San Francisco Chronicle*. Dedication of Duboce Park, September 10, 1900, 9.

government) and by the efforts of large private landholders such as the Noe, Bernal and De Haro families, to maintain their properties intact.

These conflicting claims were largely resolved by the Van Ness Ordinance of 1855. Named for then-councilman (and later mayor), James Van Ness, the Van Ness Ordinance clarified land titles in the outlying areas. The ordinance settled land claims largely in favor of squatters by granting titles to those in actual possession of land on or before January 1, 1855. The City's claims to the Pueblo Lands were formally recognized by the U.S. Land Commission in the 1860s.

Shortly after the expansion of the city limits, street grids began to be plotted in the area, though in reality streets remained ungraded, unpaved and lacked any infrastructure. A small subdivision, known as the Mission Dolores tract (now portions of the Mission District, Eureka Valley and Duboce Triangle neighborhoods) was established by the platting of those streets. It was bounded by Castro Street to the west, Duboce Avenue to the north, Valencia Street to the east, and Eighteenth Street to the south. To the north lay the vast Western Addition neighborhood, comprising most of the city limits west of Larkin Street and north of Market Street.

Development was slow, hampered by the lack of reliable transportation. The area presently known as Duboce Triangle did not become readily accessible until Market Street was graded west of Dolores Street during the 1870s. However, it was still considered difficult to reach due to its distance from downtown San Francisco. The construction of the first cable car by Andrew Hallidie in 1873 revolutionized mass transit in San Francisco. The 1880s witnessed a proliferation of cable car lines running to the Western Addition and Upper Market areas, such as the Market and Haight (Red Line) which opened in 1883; the Market and Castro Line in 1887; and the Market and Hayes (Green Line) opening in 1889.² These transit lines made commuting to jobs downtown and in the South of Market Area feasible, and residential construction began to proliferate in the Duboce Triangle area.



*Map of streetcar lines in San Francisco, circa 1895.
Source: Anne Moudon, "Built for Change:
Neighborhood Architecture in San Francisco"
(Cambridge: MIT Press, 1986), 24.*

Public Reservation and Contested Ownership

Duboce Park had been designated as a "public reservation" as early as 1856 in the Van Ness Ordinance. It was one of several block-square reservations set aside as public parkland in the Western Addition, such as Alamo Square,

² Joe Thompson, Market Street Cable Railway, <http://www.cable-car-guy.com/html/ccsfmsr.html>.

Jefferson Square, and Lafayette Square. Although these reservations were relatively small in relation to the overall area of the Western Addition, the fact that any land was set aside for the public good was at the time an unprecedented event in San Francisco.

Unlike the other park reservations, which were typically square or rectangular, the Public Reservation in the Duboce Park area had an odd wedge shape due to the awkward intersection between the Western Addition and Mission Dolores surveys. In fact, its creation was likely the result of trying to rectify the intersection between the differing street grids. In addition, the topography of the site was different from the other parks, which were usually centered on hilltops and, other than Jefferson Square, not as steeply sloped.

For San Francisco's early park reservations, though, mere designation as open space was usually not enough. City authorities often had to confront squatters and other competing interests to preserve the open reservations. Duboce Park is a notable example of this phenomenon. As early as 1861, a city map labeled the park as a "hospital site" for a proposed city hospital. Why it was re-designated from parkland to a hospital site is unknown, but it remained as such on city maps throughout the latter half of the nineteenth century. In the meantime, the open land was still the subject of squatters' claims related to the earlier land title disputes. In May 1869, a portion of the northern half of the City reservation was awarded by the District Court of San Francisco to Mary Polack. Four years later, in January 1873, a group of court-appointed referees awarded another portion of the City reservation to Dan Rogers.³ The City, however, continued to dispute their ownership.

In the 1880s, the Public Reservation (site of the district and Duboce Park) was leased to the San Francisco Female Hospital at the rate of \$1.00 per year, although the hospital was never built. In 1896, the City finally relinquished its claims to the northern half of the Public Reservation, which by then was often referred to as the Hospital Lot. By that time, the German Savings and Loan Association had assumed ownership of the land, and in July 1897, the bank asked the City to accept deeds for the extension of Pierce Street south of Waller Street, as well as deeds for two new dead-end streets called Primrose and Daisy Streets (now known as Carmelita and Potomac).⁴ The bank then sold the remaining land to private developers who began constructing houses. It is these properties north of the existing park that now make up the Duboce Park Landmark District.

The loss of formerly public land to private owners was long a sore spot for City leaders. A *San Francisco Chronicle* article in 1902 laments: "The site of Duboce Park was a bone of contention for four decades, and the litigation which lost to San Francisco a piece of land as large again as the present park shows what can happen to municipal holdings when citizens are apathetic."⁵

Hospital Lot Improvement Club

By 1896, the Hospital Lot / Marion Tract was occupied by Buckman's Camp, a ramshackle collection of stables and temporary boarding houses that served as a lodging place for laborers. The camp, named after its owner, the contractor A.E. Buckman, raised the ire of nearby residents and property owners, who in August 1896 organized a committee to rid the park of the squatters and demand a settlement of land ownership issues. The newly formed "Hospital Lot Improvement Club" petitioned the Department of Health to close the camp as a public health

³ City of San Francisco. "Real estate owned by the City and County of San Francisco and Historical Data Relating to Same, with citations from decisions of the Superior, Supreme and Federal Courts." San Francisco: Board of Supervisors. 1910, 91.

⁴ *Ibid.*, 9.

⁵ *San Francisco Chronicle*, The Story of Duboce Park, April 27, 1902, A10.

nuisance.⁶ Residents of the camp were reportedly infected with typhoid fever. Within weeks, several hundred residents had joined the club which increased its demand for City action and decried Buckman's refusal to close the camp as "an infamous outrage on a long-suffering community that has borne this nuisance patiently for about two years...."⁷ By late August, Buckman had agreed to remove his camp from City property and the club set its sight on improving the public land for neighborhood use.⁸

Although the Hospital Lot Improvement Club was successful in ridding the area of the laborers' camp, the tract remained a rubble-strewn mess and the "dumping of garbage could not be stopped."⁹ It was still filled with rock rubble from the 14th Street excavation project, often mounded in massive piles many feet high. This former staging area was decried as "blight upon the neighborhood,"¹⁰ and the lot continued to be a bone of contention with nearby residents, who stewed over the City's continued inaction. The City, for its part, indicated a lack of urgency in undertaking the monumental and expensive task of converting the debris-strewn area into a civic park, and the area remained a dumping ground for many years following the settlement of land claims.

A 1902 article in the *San Francisco Chronicle* summarized the contested nature of the site and factors which caused it to lay largely fallow for decades:

"More than forty years ago, this site, and as much more land adjoining, was set apart by the municipality for hospital uses. No one knows just how, but complications concerning titles and taxes accumulated and the city fought out the issue with the German Savings Bank and the Sharp estate, with the result that one-half of the property was awarded to the bank. That settled, no one bothered about what should be done with it and in turn this property was a dumping ground, a vegetable garden and finally was covered with stables and all the unsightly appurtenances of a contractor's camp. The era of the vegetable garden was picturesque at least and lasted until 1895, when a local firm secured the construct to cut through Fourteenth Street. It supplemented this by getting from the German Bank permission to dump rock on these blocks. This was done and the building of temporary boarding houses and stables made this section one of the most undesirable in the city. The unsanitary conditions of this camp developed typhoid fever, and matters went from bad to worse until the people who managed to remain in the vicinity decided to get what was their due."¹¹

⁶ *San Francisco Chronicle*, Buckman's Camp Nuisance, August 9, 1896, 32.

⁷ *San Francisco Chronicle*, Organized to Protest, August 17, 1896, 10.

⁸ *San Francisco Chronicle*, Buckman's Camp to Go, August 29, 1896, 7.

⁹ *San Francisco Chronicle*, The Story of Duboce Park, April 27, 1902, A10.

¹⁰ *Ibid.*

¹¹ *Ibid.*



*Buckman's Camp (presumably), site of present day district and adjacent Duboce Park. No date.
Source: San Francisco History Center, San Francisco Public Library*

New Park Improvement Club

With construction of residential buildings on the privately owned portion of the Marion Tract, came renewed efforts to clean up the abandoned lot. These new residents, who included builders George Moore and Charles Olinger, the politically connected Supervisor James Gallagher, and developer E.W. Hinkle, revived and reconstituted the old Hospital Lot Improvement Club into a new association – the New Park Improvement Club – to pressure the City into cleaning up the abandoned lot and developing a park.

In June of 1900, the New Park Improvement Club was formed to promote the development of the vacant lot into a civic park. As noted in the *San Francisco Chronicle*, “People living in the vicinity of the hospital lot [Marion Tract], bounded by Steiner, Scott, Ridley [Duboce Avenue], and Waller streets, are showing much interest in the project of converting the lot into a park, and are raising money to supplement the appropriation made for this purpose by the Board of Supervisors.”¹² The revived club lobbied the Board of Supervisors to set aside the land for its intended use – a civic park – and quickly raised \$1,000 to assist the Park Commission in the lot’s clean-up. The proactive role of the New Park Improvement Club in lobbying and raising funds for creation of the long-planned civic park provided the crucial momentum for the park’s creation. As noted in an April 1902 *San Francisco Chronicle* report on the park’s development history:

“What these citizens of Duboce Park district have done for their locality any other improvement club can repeat. Some civic pride, a little sacrifice, some time and a bit of money is the recipe the Duboce Club is glad to give to all who want to know how they made their part of town one of the most homelike and inviting spots in the seven by seven miles of this municipality. Too often citizens grumble and fuss and then ask for what is well nigh impossible: they make plans for stupendous improvements and get nothing. If each district, each neighborhood would work to improve itself, the city would wake up some day and find itself beautiful.”¹³

¹² *San Francisco Chronicle*, New Park Improvement Club, Raising Money to Beautify Hospital Lot, June 26, 1900, 5.

¹³ *San Francisco Chronicle*, The Story of Duboce Park, April 27, 1902, A10.

Park Dedication and Development

The new park was dedicated around the same time that Colonel Victor Duboce, a returning hero of the Spanish-American War, returned to San Francisco from his post in the Philippines. He was in poor health and in a vote of sympathy for the ailing Colonel Duboce, the Board of Supervisors passed a resolution extolling his “high character, loyalty, and amiable disposition” and renamed Ridley Street (also known as 13th Street for a time) to Duboce Avenue in his honor. The Board also voted to convert the undeveloped portion of the old hospital lot into a park to be named Duboce Park.

Duboce Park was dedicated on September 9, 1900. At that time, the park was neither cleared, graded, nor landscaped – it was the vision of a future park that was celebrated, not the reality of the still vacant, rubble-strewn landscape. At the dedication ceremony, Mayor James Phelan described the future park’s condition: “It looks as if it had been the scene of a battle among the gods in which they threw huge rocks at one another.”¹⁴ A reported 1,500 people attended the dedication ceremony, which was in part a celebration of the future park and a memorial to the recently passed Colonel Duboce. At the dedication, a flag was raised on the new flagstaff, purchased by the New Park Improvement Club, placed in the center of the park.

At the dedication ceremony, Mayor Phelan lamented the loss of City property through litigation: “For some reason the city has lost one-half the piece of land that it originally had, but is fortunate in getting the other half. It is better as a park than as a hospital, for which it was originally intended, for the one conduces to health of the community, while the most the other can do is to restore it. The people have been wise enough at this time to set apart for a park this piece of land.”¹⁵

Development of the new park’s paths, lawns, and rubble-mounded flower beds was underway in 1901, and within a year, the park was cleared and landscaped. A 1902 Parks Commission report detailed the considerable work undertaken to transform the rubble dump into a picturesque park. Several tons of dumped rock – mounded in some places six or seven feet above grade – was redistributed on the land, some “to fill in hollows and others to build rockeries.”¹⁶ The rock debris was then covered with soil, mulched with manure, plowed, raked, and sown with grass and plantings.¹⁷ The land’s transformation was triumphantly described in the Parks Commission annual report, “Three years ago a more uninviting spot for a square could hardly be imagined; to-day a green lawn, rockeries and flowering shrubs form a pleasant, inviting picture to the eye.”¹⁸

Constructed during the long tenure of Park Superintendent John McLaren, Duboce Park was designed as a large expanse of lawn, crossed by meandering walking paths, with groupings of trees, shrubs, and flowering beds. The rockeries (rock gardens) were formed by mounding Serpentine rock rubble into large beds planted with a range of flowering plants. Nearly 4,000 flowering plants and bulbs were planted, along with 14 species of flowering and evergreen shrubs, hedges, and trees including Magnolia, Lemonwood, Spindle tree, Mexican orange shrub, Bottle Brush, and a handful of Cordyline Palms.¹⁹ Constructed during the period when “pleasure gardens” were a popular aspect in urban planning (c.1850-1900s), Duboce Park embraced the conventions of that school of park design. The concept of the pleasure garden referenced pastoral landscapes with few man-made elements. They presented a

¹⁴ *San Francisco Chronicle*, The Dedication of Duboce Park, September 10, 1900, 9.

¹⁵ *Ibid.*

¹⁶ Annual Report of the Board of Parks Commissioners of San Francisco, 1902.

¹⁷ *Ibid.*

¹⁸ *Ibid.*

¹⁹ *Ibid.*

counterpoint to the city around them by providing a “wilderness” setting and circulation paths that broke the strict grid of the city streets. They represent an effort to provide relief to city workers at a time when the urban environment was reducing the availability of open land.



View from 1904 of the Duboce Park rock gardens. In the background are district houses on Carmelita Street.

Source: San Francisco History Center, San Francisco Public Library

Street Platting and Connection to the Park

Historically, San Francisco parks were platted as floating blocks, separated from street-facing buildings by streets and sidewalks. The construction of residential buildings adjacent to park land, with no physical separation such as a street or sidewalk is highly unusual. In order to maximize the development potential for its half of the land, the German Savings and Loan Association, however, opted to carve three interior block streets perpendicular to the park, rather than parallel. This decision resulted in the unusual development pattern of buildings placed directly adjacent to the park, with prominent side and rear facades. As noted in the following section, builders in Duboce Park responded to this unusual site placement by extending the street-facing design along the buildings’ side and rear profiles.

In addition to the open connection between Duboce Park and the nearby residences, elements on the periphery of the park reflect this close and unusual association between residential and park development, most notably, the rustic interior block park entrances. Located at the foot of Carmelita, Pierce, and Potomac Streets, these entrances feature rustic stone steps flanked by low retaining walls built of Serpentine rock set in a random rubble pattern. The onsite presence of Serpentine rock was a result of the 1890s dumping of rubble excavated during the extension of Duboce Avenue near Market Street. Its later use in the rock retaining walls provides a direct, visible connection to the history of park and residential development. Just as the dumped Serpentine rock was incorporated into rockeries and interior block park entrance, the dumped rock was also used in the construction of the new residential buildings. The Serpentine rock was incorporated into the foundations for many of the new houses in the adjacent district. Although foundations are typically not visible from the street, a portion of Serpentine foundation is visible on at least one building directly abutting the park.



Left: View from Duboce Park looking east toward the highly ornamented park-facing façade at 50-52 Carmelita Street. Right: View from Duboce Park looking north toward the visible Serpentine rock foundation of 44 Potomac Street.



Left: Stone steps at the Potomac Street interior block park entrance. Right: Detail of rubble rock retaining wall at the Pierce Street interior block park entrance. Below: Pierce Street interior block park entrance (Source: Google Earth).



Duboce Park Refugee Camp

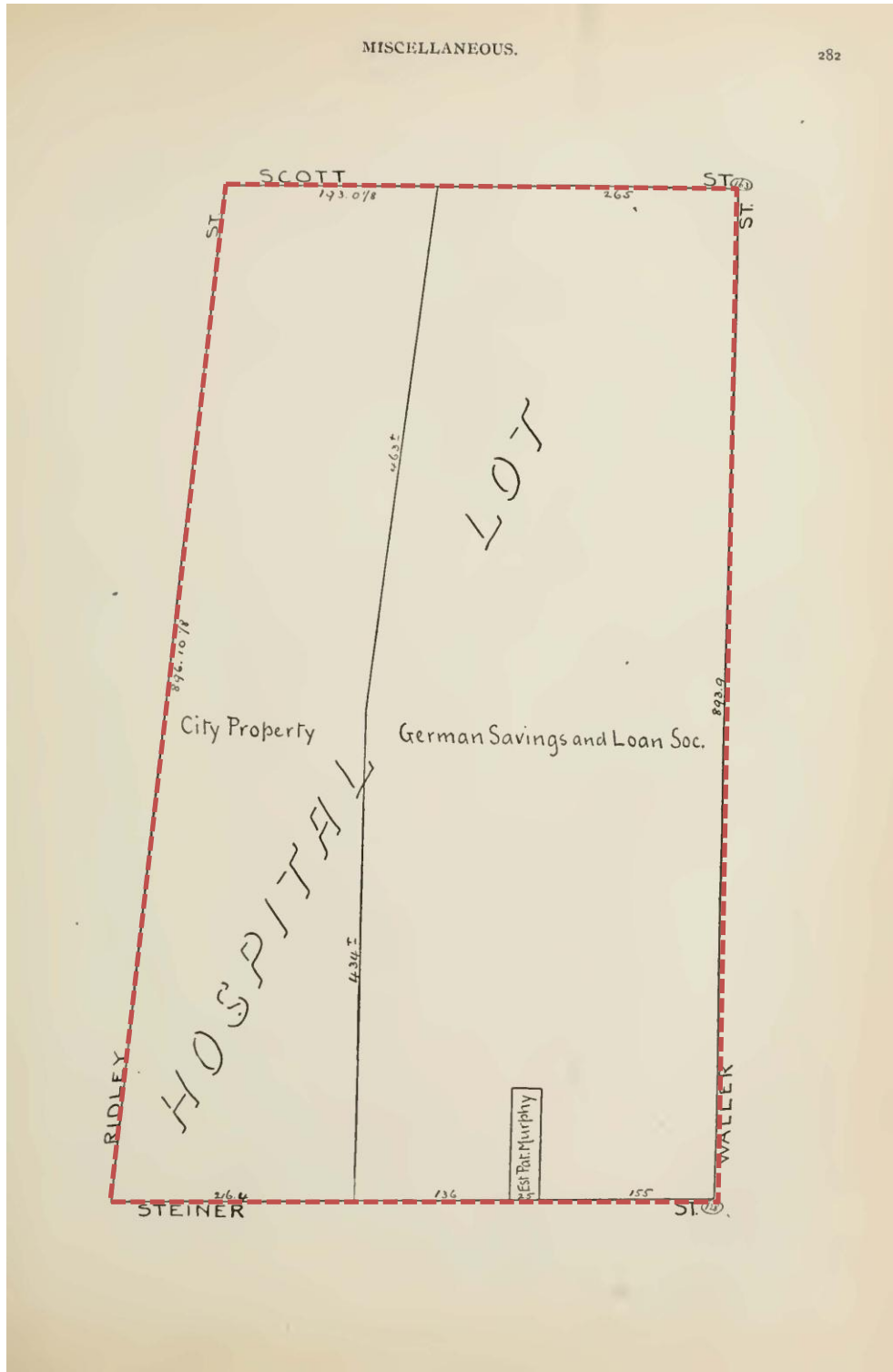
The 1906 Earthquake and Fire devastated much of San Francisco. Unlike eastern portions of the Western Addition, the Duboce Park area was relatively undamaged aside from cracked foundations and toppled chimneys. Immediately following the disaster, refugees from nearby areas streamed into Duboce Park to camp. By July 1906, Duboce Park was officially organized as Relief Camp No. 19 with 300 residents living in tents. Although the San Francisco Relief Corporation placed redwood “refugee shacks” in parks throughout the City, Camp No. 19 remained

a tent camp until it was disbanded on February 8, 1907.²⁰ As San Francisco rebuilt itself, Duboce Park was restored to its pre-quake appearance.

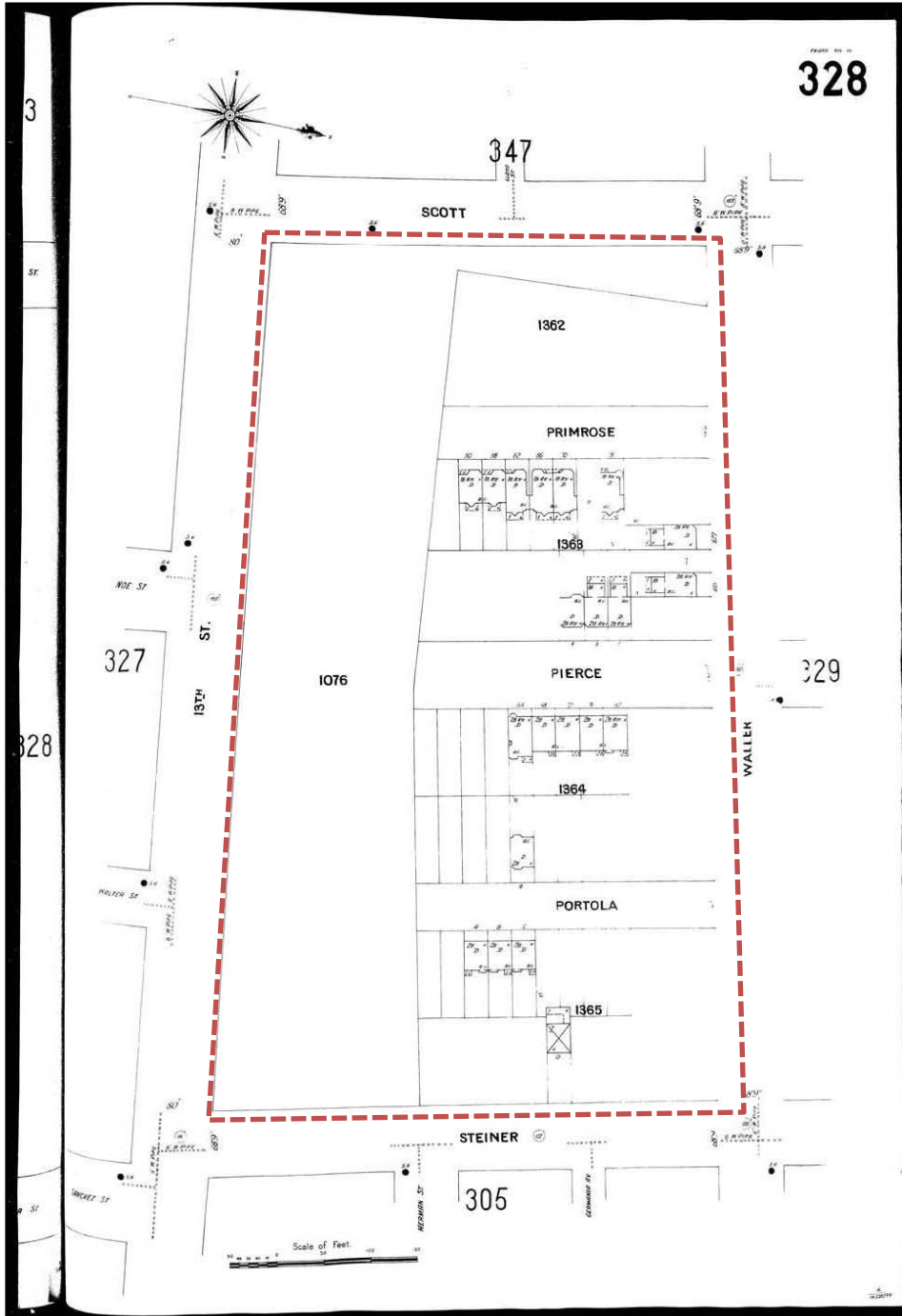


1906 Earthquake Refugee camp in Duboce Park. Source: California Historical Society.

²⁰ San Francisco Relief Corporation, Department Reports of the San Francisco Relief and Red Cross Funds (San Francisco: annual report of the San Francisco Relief Corporation, March 19, 1907), 18.

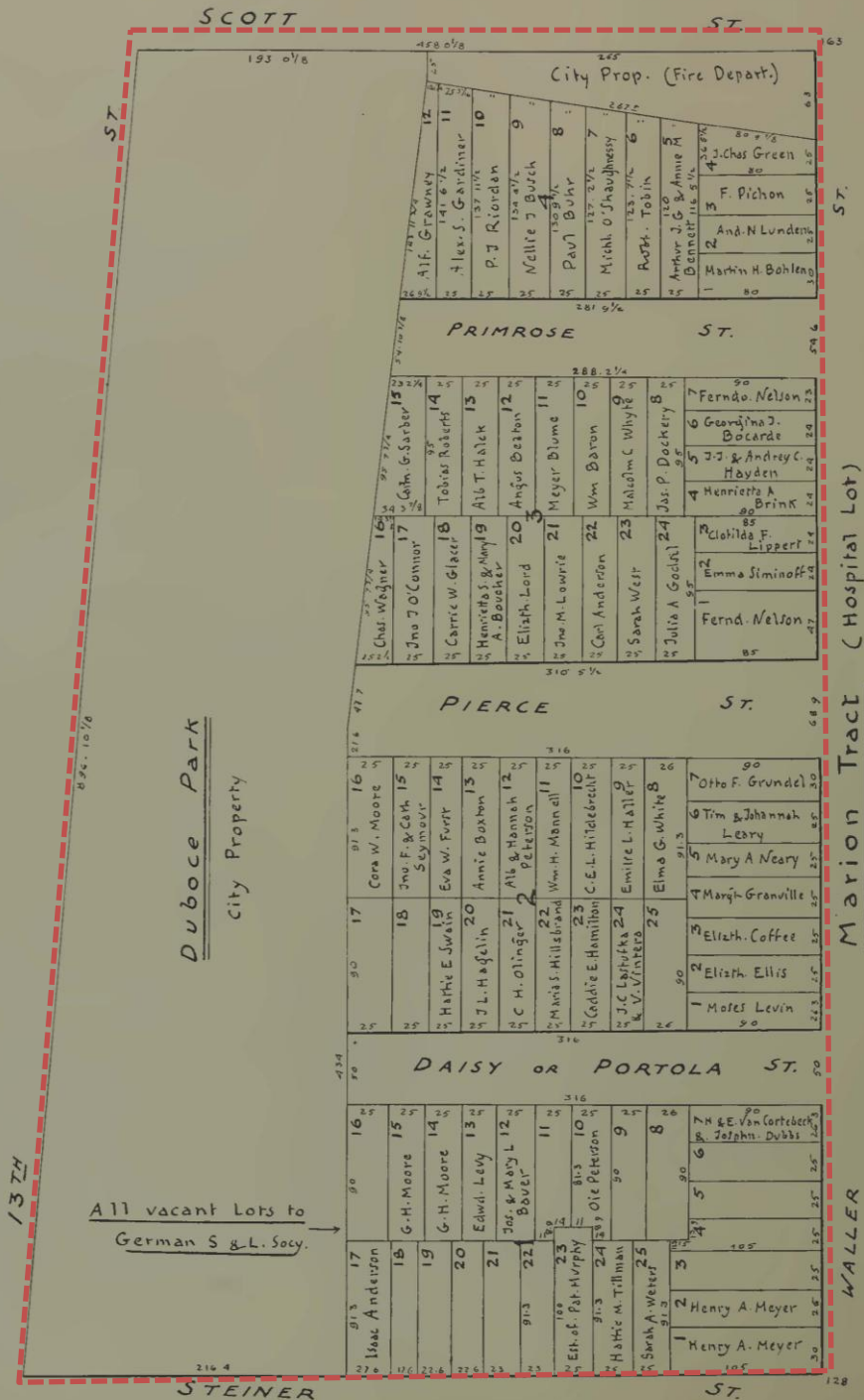


1894 Block Book. By 1894, the old Hospital Lot had been split nearly in half, though continued court battles prevented the subdivision and development of the German Savings and Loan Association's holdings. Notably, the bank relinquished its claim to the northwest portion of the tract, an oddly shaped lot near the corner of Scott and Waller Streets, which the City later acquired (see following map). A single lot was carved from the bank's tract, a 25' x 100' lot owned by Patrick Murphy, which had a depth greater than that of adjacent parcels when the land was subdivided. This oversized lot dimension persists to this day.



1899 Sanborn Fire Insurance Map. The red dotted line indicates the historic boundary of the Public Reservation / Hospital Lot / Marion Tract. By 1889, early development is shown along the interior block streets of Portola (Potomac Street), Pierce Street, and Primrose (Carmelita Street). The 1893 Sanborn Fire Insurance map (not shown due to poor reproduction quality), surveyed prior to the start of residential construction, showed the tract to be vacant with the exception of a large stable or shed structure located near Scott and Waller Streets. Source: Sanborn Fire Insurance Maps, 1899, Volume 3, Sheet 328.

MARION TRACT



1901 San Francisco Block Book. The red dotted line indicates the historic boundary of the Public Reservation /Hospital Lot / Marion Tract. By 1901, the German Savings and Loan Association had sold all but 16 of the subdivided lots. The northern portion of the park was noted as City Property controlled by the Fire Department, though the Department never built a station and the land has remained part of the city park.



1905 San Francisco Fire Insurance Map. The red dotted line indicates the historic boundary of the Public Reservation / Hospital Lot / Marion Tract. By 1905, all but two of the lots had been built out. Note the unusual depth of the undeveloped mid-block lot on Steiner Street, the former Patrick Murphy lot. Source: Sanborn Fire Insurance Maps, 1905, Volume 3, Sheet 328.

Residential Development

Residential development of the northern half of the former Public Reservation / Hospital Lot / Marion Tract came soon after the settlement of land claims in the late 1890s. By that time, the German Savings and Loan Association had assumed ownership of the land, and in July 1897 the bank began to carve out interior block streets and subdivide the large lot into smaller, 25' x 90-95' parcels.²¹ The bank then sold the remaining privately held land of the former Public Reservation to developers who began constructing houses.

According to a review of water connection permits, the first house in the district – 78 Carmelita Street – was connected to the water system on April 21, 1899.²² Master builder Fernando Nelson designed the 980-square-foot turreted Queen Anne house as a small-scale replica of his personal residence at 709 Castro Street. The 1899 Sanborn maps indicate that Carmelita, Pierce, and Potomac Streets had been platted into the northern portion of the Tract and some buildings were already constructed. Residential construction was rapid, particularly on Carmelita and Pierce Streets. These included clusters of single-family dwellings along the east sides of Carmelita and Pierce Streets, as well as three single-family dwellings along the east side of Potomac. The lots facing Waller and Steiner Streets were nearly completely vacant, save for two single family dwellings on Waller Street between Carmelita and Pierce. By the end of 1899, 40 houses and flats – nearly half of the entire 87-property district – were constructed.

The frenzied pace of building activity continued into 1900, with the construction of an additional 19 houses and flats, primarily on Waller and Potomac Streets. Steiner Street was the last block segment to develop, with a row of three-story flats constructed in the early 1900s. Generally speaking, the buildings fronting Carmelita, Pierce, and Potomac Streets were single-family dwellings, while flats dominated the lots facing Waller and Steiner Streets. A few mixed use properties were built, such as the prominent three-story residential-over-commercial building on the southwest corner of Waller and Steiner (501 – 505 Waller Street), which was John Nolan's saloon for many years. On Steiner Street, a butcher lived above his butcher shop.

Early district residents were solidly middle-class. As noted earlier, many of the new residents were active in the New Park Improvement Club's efforts to lobby for creation of the adjacent park. Residents of the first constructed block in the district – the smaller one- to two-story Queen Anne cottages on Carmelita Street – included Angus Beaton, a shipwright, and Rutherford Beaton, a clerk, who resided at 62 Carmelita Street; Miss Helen Bush, who resided across the street at 61 Carmelita Street; James Dockery, an insurance agent, resided at 78 Carmelita; Albert T. Halck, a foreman, at 58 Carmelita; Alexander Gardner, clerk, at 65 Carmelita Street; and tailor Tobias Roberts and Miss Rose Siminoff, a cloak maker, at 54 Carmelita Street.²³

²¹ Ibid., 9.

²² Due to the loss of building permits and Assessor's sales records during the 1906 earthquake and fire, the exact construction dates for the district's contributing resources are unknown. Dates of construction were extrapolated from water connection records, notices in the *San Francisco Chronicle*, and documentation on Sanborn Fire Insurance Maps.

²³ 1900 San Francisco City Directory



Left: 78 Carmelita Street, built 1899. Fernando Nelson's first building in the district was modeled on his personal residence on Castro Street (pictured below).

Below: 709 Castro Street was later raised to accommodate garage openings and moved to a corner lot.

Source: 1976 Department of City Planning Architectural Survey



Builders

After settlement of land claims, the German Savings and Loan Bank moved to subdivide the land, deed the new interior block streets to the City, and sell the lots to private developers. The lots sold quickly. In April 1899, the *San Francisco Chronicle* reported that in a matter of weeks, over 60 of the vacant 85 lots had been sold to builders for prices ranging from \$1,250 to \$3,750.²⁵ Many were purchased by master builder Fernando Nelson. Builders, rather than trained architects, are credited with the exuberant and richly detailed design of the district's buildings.

Fernando Nelson

Fernando Nelson was a master San Francisco carpenter and builder who, during the course of his 77-year career, constructed over 4,000 houses in emerging neighborhoods throughout San Francisco.²⁶ An extraordinarily prolific builder, Nelson is credited with building at least 43 of the district's 87 buildings, in what was then one of his earliest and largest developments.²⁷

Born in New York in 1860, Nelson moved west to San Francisco in 1876. As a teenager, he was employed as a carpenter by builders in the Mission District and Noe Valley. Young, ambitious and entrepreneurial, Nelson completed his first solo commission, an \$800 house in 1880. He built the house on the side, working on evenings and Sundays after his regular work shift. The house at 407 30th Street in Noe Valley (extant) was designed in the flat front Italianate style. A few years later, in 1883, Nelson expanded his role from employed carpenter to builder-developer, constructing a group of 20 houses on the slopes of Bernal Heights.²⁸ The modest houses were, according to Nelson,

²⁵ *San Francisco Chronicle*, Real Estate News, April 29, 1899.

²⁶ *San Francisco Chronicle*, 1952.

²⁷ Based on analysis of Spring Valley Water Works, date of supply application records.

²⁸ *San Francisco Chronicle*, S.F. Veteran Builder Here Half Century, April 19, 1930.

“like barns” compared to his more extravagant buildings in Mount Davidson later in his career.²⁹ In 1889, he partnered with his brother-in-law, William Hamerton, with whom he built two- and three-unit flats in the Haight-Ashbury neighborhood. The partnership dissolved within a few years as the two had differing business objectives. Hamerton preferred the rental income generated by building flats, while Nelson wanted to sell single-family, private homes.³⁰ In the late 1890s, Nelson purchased a tract of land at the southeast corner of 20th and Castro Streets in the Eureka Valley neighborhood. He sited this, and future developments, close to newly expanded public transportation cable car and streetcar lines. In an interview with historian Judith Waldhorn, Nelson’s son, George, recalled, “He thought that people should pay for their houses according to how far they were from the nearest [train] line, he said that after a certain distance; they should just give them the houses.”³¹

Nelson based his business model on direct sales of houses designed in a limited number of interior plan layouts. He typically built a personal residence for himself or a family member at a corner lot, used an adjacent lot for his shop and lumber storage, and sold the remainder of the lots to interested homeowners with a contract for construction.³² Buyers chose a design from Nelson’s calling card, which illustrated Plan A on one side and Plan B on the other, and their ornamentation from his mill-supplied pattern books.³³ However, most buyers left the decorative decisions to Nelson. Nelson’s son described the design process, “Dad was always proud that you could tell a Nelson-built home, and they did stand out. One reason, I guess was that in the early days he had two plans – one on one side of the card and the other on the reverse side. To cut costs, he limited his buildings to those two basic plans.”³⁴

Despite the similar plan layout, Nelson provided a range of ornamentation, resulting in similar, yet unified designs. Typical house plans included long corridors running front-to-back with rooms distributed to either side; “public” rooms (such as living rooms) were located at the fronts of houses and “private” rooms (such as bedrooms) were positioned at the rear. These Victorian-era houses were, as one historian notes, “Usually set on a custom-made base that responded to the irregularities of the topography. The Victorian house was basically a predesigned ‘box’ onto which many additions and adornments could be grafted to suit individual needs and tastes.”³⁶ This allowed for great flexibility on the parts of home builders in determining final appearances. Nelson often decided on details after houses were already built. According to his son, Nelson would “get an idea, scrawl it on an envelope or paper bag and take it down to the Townley Brothers mill. The details would be produced in great quantities, and Nelson would then have them hauled out to the construction site and nailed onto the houses.”³⁷

Some of Nelson’s signature elements include applied panels with rounded ends called “button boards,” pendant-like applied ornaments called “drips,” and bands of cut-out circles referred to as “donuts.”³⁸ One of the district houses, 49 Carmelita Street, appears to include a line of Nelson “donuts” above the entry porch. Another distinctive Nelson design element – a blocky geometric cut-out design located above the entry porch – is found on several buildings on Carmelita and Waller Streets. Other Nelson design elements found in the district include an unusual two-sided bay

²⁹ Ibid.

³⁰ Judith Waldhorn, “Draft Notes, Interview with George Nelson,” October 8, 1974 (Notes on file at San Francisco Architectural Heritage, Fernando Nelson file).

³¹ Ibid.

³² John Freeman, “Fernando Nelson: Master Builder,” San Francisco Architectural Heritage, Heritage News, September/October 2003, 6.

³³ Waldhorn, “Draft Notes.”

³⁴ *San Francisco News*, Fernando Nelson Came Here in '76, January 3, 1952.

³⁶ Moudon, *Built for Change*, 56.

³⁷ Waldhorn & Woodbridge, *Victoria's Legacy*, 137.

³⁸ Ibid.

window; a half-circle row of dentils located in gable ends; and wavy, stylized quarter-sunburst detailing at the arched entry.

After developing the tracts in the former Marion Tract, Nelson shifted his attention to the Richmond District, where he bought the old Bay District Race Track. In addition to his earlier developments in Bernal Heights, Noe Valley, and Eureka Valley, Nelson's firm developed tracts in many new neighborhoods throughout the City, including the Inner Richmond, Sunset Terrace, Parkwood Heights, West Portal Park, Merced Manor, Mt. Davidson Manor, Twin Peaks, and Silver Terrace. He died in 1953 at the age of 93.

Fernando Nelson houses



Clockwise from top left: A pair of small-scale mirrored cottages on Carmelita Street; detail view of the direct connection between a house on Waller Street and Duboce Park; a row of Nelson's 2 1/2 story over raised basement Queen Anne buildings on the west side of Pierce Street; and a row of Nelson's houses on Pierce Street, several of which feature applied stick work reminiscent of the Tudor style.

George H. Moore & Charles Olinger

Other important, though lesser-known, district builders include the partnership of George H. Moore and Charles Olinger. Most houses along Potomac Street (formerly known as Portola Street) were developed by Olinger, a lumber dealer, and Moore, a carpenter. The men lived across the street from each other: Olinger at 63 Potomac Street and Moore at 56 Potomac Street. Moore and Olinger had a financial stake in the neighborhood's desirability and

successful development, and as noted earlier, both men were active in the New Park Improvement Club. Olinger and his family were longtime residents of Potomac Street. He lived there from 1899 until 1917 and members of the Olinger family remained at 63 Potomac Street into the 1930s. Moore resided just a few years on Potomac Street, moving to Oakland in 1903 and later to Sausalito.

Olinger and Moore purchased multiple lots on Potomac Street in July 1899 with the intention of selling empty lots with contracts for houses built to order.³⁹ The pair also offered completed houses for sale. Real estate ads from that period trace their progress. On February 3, 1900 the pair offered lots at the corner of Steiner and Waller Streets for sale for \$1,550 each with “houses built to suit purchaser.”⁴⁰ It is unclear if the lots sold, as a few months later the pair offered three “Modern Houses just completed of 6, 7, and 8 large rooms: sun all day” at the same corner.⁴¹ Moore’s residence at 56 Potomac is listed in newspaper advertisements as the informal sales office.



Far Left: 63 Potomac Street. Builder Charles H. Olinger lived here with his wife Caroline and four children from 1899 until 1917.

Left: 56 Potomac Street. Builder George H. Moore lived with his wife, child, servant, and boarder at this house from 1899 to 1903. The house also served as his sales office and was listed frequently in the real estate section of the San Francisco Chronicle.

The Moore and Olinger houses on Potomac Street are readily distinguishable from Fernando Nelson’s flamboyantly ornate designs. The buildings are more muscular with hipped or gambrel roof forms and display notably less applied ornament. The buildings feel solid, robust, with angled and shallow bays, and flared eaves. Most feature a wide angled bay at the first story, adjacent to an open entry porch. The upper levels are more likely to feature squared bays that project slightly over the first story. Many of Moore and Olinger’s houses are quite small, occupying approximately one third of the lot, though their flats buildings are much larger, occupying most of the lot.⁴² Moore and Olinger also built flats that expressed the Classically-inspired elements associated with Edwardian-era design. These flats feature pedimented hoods, Corinthian columns, garlands, swags, muscular window bays, and denticulated cornice detailing.

Other builders in the district include brothers Edmund H. and August Reinhold Denke, who designed and built a two-story flats building at 69 Potomac Street for property owner John C. Lustufka. The Alameda-based architects designed the building in a Queen Anne style reminiscent of their work in the city of Alameda.⁴³ Architect Isaac

³⁹ *San Francisco Chronicle*, Real Estate News, July 22nd, 1899, 5.

⁴⁰ *San Francisco Chronicle*, February 3, 1900, 10.

⁴¹ *San Francisco Chronicle*, May 25, 1900, 8.

⁴² Spring Valley Water Works records list the building footprint at just 730 square feet.

⁴³ *San Francisco Chronicle*, Real Estate News, March 24, 1900, 7.; Census Records for 1900 & 1910; and *Victoria’s Legacy*.

Anderson is credited with building two single-family houses (68 and 72 Pierce Street) in 1899 and two flats buildings (115-119 and 121-125 Steiner Street) in 1902. Builder G.L. Sweeney constructed a handful of flats buildings from 1901 to 1907 including 501, 533-537, 661-663 Waller Street and 107-111 Steiner Street.



A row of Olinger/Moore houses on the east side of Potomac Street. Built 1899-1900.

Source: Bing.com

Victorian-Era

The 1890s marked the Victorian-era of construction at its most varied and exuberant. Building trade catalogs of the era boasted an almost unlimited array of ornament and supplies, from milled geometric trim pieces to a galaxy of different doors, windows, and porches.⁴⁴ This ready supply of millwork is reflected in the buildings of the era, which display an astonishing array of applied ornament, inventive shapes, and textured cladding. Notable design features include the near ubiquitous use of broad, angled bay windows. Likewise, the use of brackets and raked eaves and decorative shingles in the tympanum are extremely common. Large-scale builders, such as Fernando Nelson, often left signature ornament on their buildings. Judith Waldhorn, author of *Victoria's Legacy*, the seminal text on San Francisco architecture of this period, describes the shift toward non-Classical ornament embraced by Victorian-era design:

"The promise of redwood was fulfilled as local millwrights pushed the material to its limits, turning, sawing, carving, pressing and incising...No longer was wood used to mimic stone details or to faithfully reproduce Classical embellishment such as quoins or Corinthian columns. Breaking away from more traditional residential adornments, architects, contractors, and owners could choose from a bewitching assortment of such details as geometric strips, waffles, leaves, drips, holes and sunbursts."⁴⁵

By 1895, the Queen Anne style was approaching its zenith, most often in the form of multi-story flats or single-family cottages. In both cases, buildings typically featured a front facing gable roof, often with decorative wood shingles and applied ornament near the gable peak. Queen Anne residences also typically featured a bay window on one side of the building, flanked by a covered porch on the other. Here, the upper portion of the porch was often decorated with turned spindlework, while above, the upper floors were highlighted with molded or shingled best courses. The most elaborate residences, flats and houses, might also feature rounded towers at the corner.⁴⁶ Though Victorian-era architectural design displayed a remarkable variety of ornament, unifying features in the district include asymmetrical and articulated facades, steep roof pitches, and the use of multiple textures, materials and colors.

⁴⁴ Based on a draft, unpublished architectural history produced for the San Francisco Planning Department, 2009.

⁴⁵ Judith Lynch Waldhorn and Sally B. Woodbridge, *Victoria's Legacy: Tours of San Francisco Bay Area Architecture* (San Francisco: 101 Productions, 1978), 14-19.

⁴⁶ *Ibid.*

The Queen Anne style is the district's most widely represented style. Architectural details commonly found on Queen Anne buildings throughout the district include raked cornices, flared eaves, shingled tympanums, diamond and fish-scale shingles, turrets (particularly at corner buildings), projecting bracketed cornices, steeply pitched gable roofs, double-gables, finials, geometric applied ornament at spandrel panels, dentils, friezes decorated with plaster ornament, egg and dart molding, cut-out screens, sunbursts, donut cut-outs, intermediate cornices, window and door hoods, spindle screens, turned wood balustrades and newel posts, Tudor-inspired stick work, turned wood porch supports, a variety of wood cladding and patterned wood shingles, arched porticos, and Corinthian or Composite columns and pilasters. Anthropomorphic details are rare but present within the district. Queen Anne buildings in the district typically feature longer flights of wood stairs that project forward from the building.

Many of the Queen Anne influenced buildings on Potomac Street, built Olinger and Moore, stand out for their muscular massing, restrained ornament, projecting second story overhangs, and hipped roof forms. In contrast, the developer Fernando Nelson designed most of the Queen Anne buildings on Pierce, Potomac, and Waller streets, to reflect his embrace of more exuberant and delicate architectural features, including spindle screens, turrets, and cut-outs.

While most 1890s buildings are a riot of millwork and ornament, the last few years of the decade also witnessed the initial appearance of a more restrained type of building, often embellished with the sparse use of Classical architectural details – particularly swags, garlands, and modillions.⁴⁷ In the coming decade, these buildings, often referred to as “Edwardian-era,” would dominate the architecture of the neighborhood.



Left: A generously ornamented Victorian-era corner building at Waller and Potomac Streets. Right: Detail of Queen Anne detailing of flats on Waller Street.

Edwardian-Era

Like the Victorian-era, the Edwardian-era refers to a period of the British Monarchy, marked by the reign of King Edward from 1901 to 1910. Architecturally, however, it is more often used in San Francisco to describe a popular

⁴⁷ Based on a draft, unpublished architectural history produced for the San Francisco Planning Department, 2009.

vernacular interpretation of the Classical Revival style used from about 1900 to 1915. Compared to the exuberant millwork and “gingerbread” of the previous decades, Edwardian-era buildings are typically more restrained in their applied ornament, most often employing a subtle use of Classical details.⁴⁸ The Edwardian-era “style” was commonly applied to three-unit flats buildings – like those found within the district – with wide angled or round bay windows, flat roofs, bulky projecting cornices, and columned porch entries. Such buildings were already becoming common prior to the 1906 Earthquake and Fire, but in the wake of the disaster, they became the design of choice for reconstruction.

The turn-of-the-century development of buildings within the district, however, often resulted in a fusion of Edwardian-era massing with Victorian-era detailing. It is common in the district for Edwardian-era flats to feature unusually ornamented spandrel panels and decorative friezes and several are capped with the gable roof form more commonly associated with Queen Anne style buildings.

Although one key hallmark of the Edwardian-era is the relative restraint in ornamentation, the most readily recognizable aspect of development during this era is the siting of buildings. Whereas previously, most properties featured a pronounced setback from the street, Edwardian-era buildings typically made maximum use of the building lot and were constructed to the edge of the sidewalk.⁴⁹ Entrances of Edwardian-era flats in the district are typically flanked by Classical columns or pilasters, and decorated with applied plaster ornament, such as garlands and floral friezes. Such buildings, particularly those on Steiner Street, feature wood or terrazzo steps with solid cheek walls and landings. These stairs are typically located largely within the building envelope and provide access to recessed entrance doors.



Left: Edwardian-era flats on Steiner Street. The gable-capped flats represent a transition between Queen Anne and Classical Revival forms and massing. Right: A typical Classical Revival flats entryway.

⁴⁸ Ibid.

⁴⁹ Ibid.

Postscript

The last district contributor was constructed in 1911, an in-fill project at 82 Potomac Street consisting of a three-story flats building that replaced an earlier stable found at the rear of the corner lot at Waller and Potomac Streets. Since that time there has been remarkably little change in the historic fabric of the district buildings, although the adjacent park has seen substantial changes since 1902. The first major intrusion in the park was construction of the Municipal Railway's Sunset Tunnel portal in 1926. The Sunset Tunnel opened on October 11, 1928 as a primary route to the Sunset district for the N-Judah streetcar line. The tracks cut into the southwestern portion of the park from Duboce Avenue midway between Walter and Noe Streets, running nearly to the park's western edge at Scott Street and Duboce Avenue. A playground and basketball courts were added. In 1957, a recreation center was built toward the western edge of the park and its footprint was expanded during a 2009 remodel. In the late 1970s, the rock gardens were removed and the original park paths rerouted and paved. Recently, the neighborhood invested in a decorative lighting system and created a labyrinth. Despite these changes, the park plays the same role for the community as it initially did and boasts similar sprawling lawns with meandering paths and groupings of trees along the perimeter. It likewise retains its connection to the adjacent district via the historic Serpentine rock interior block park entrances at Carmelita, Pierce, and Potomac Streets.



View from 1937 showing the park's circulation, vegetation, and connection to the interior blocks. Source: David Rumsey Historical Map Collection

The district has, however, experienced substantial social, economic, and ethnic shifts. During World War II, the influx of defense workers from the South resulted in a large number of African Americans moving to the nearby Western Addition neighborhood. In the 1960s, many African American families moved to the Duboce Triangle neighborhood, as the San Francisco Redevelopment Agency projects forced thousands from their homes in the nearby Western Addition neighborhood.

For a time, into the 1970s, the district was a predominately African American neighborhood. One of the early Black Panther Party rallies was held in the mid-1960s on the steps of 75 Potomac Street, eventually spilling over into the

park.⁵⁰ Hippies moved to the district as did several houses of prostitution.⁵¹ H. Arlo Nimmo, a Professor Emeritus of Anthropology at California State University East Bay and longtime resident on Potomac Street, documented the social and ethnic change of his block in *Good and Bad Times in a San Francisco Neighborhood*. He writes of the shift in the mid-1980s population:

“Another elderly Black man, Mr. Crenshaw, also died. He and his wife lived in the top flat above the grocery store at the corner of Potomac and Waller. They owned the building and for many years Mrs. Crenshaw and her sister operated the small grocery store called “Two Sisters” on the ground floor. They sold delicious barbecued chickens as well as cigarettes by the “stick.” I suppose they will be replaced by the ever increasing mainstream Whites who are moving into the neighborhood.”⁵² (May 21, 1987)

By the late 1970s, white residents – many of them gay or lesbian – returned to the district. At that time, nearby Castro Street was emerging as the center of the gay, primarily male, community. The new gay residents are credited with sprucing up the exterior of the then unfashionable Victorian-era houses and painting the exteriors in a riot of colors. As Alexander Bodi argued in his 1983 study of the neighborhood, “Gentrification always is accompanied by displacement; in the Duboce Triangle as elsewhere, it was the people with lower incomes – including ethnic minorities— who are squeezed out. As the poorer people were displaced, more gays moved in. Today, at least half of the population of the Triangle – 3,012 by the 1980 census – is believed to be gay.”⁵³

Today, the neighborhood composition continues to change as new residents are attracted to the area. Subcultures of the district are evolving, as noted by Nimmo, and newer “subcultures will eventually be altered and perhaps absorbed by the inevitable wave of change that arrives in the neighborhood.”⁵⁴



View from 2012. Source: Google Earth

⁵⁰ H. Arlo Nimmo. *Good and Bad Times in a San Francisco Neighborhood: A History of Potomac Street and Duboce Park*, (San Francisco: October Properties, 2007), 26.

⁵¹ Alexander S. Bodi, “Duboce Triangle of San Francisco: A study of Community,” Master’s Thesis, Anthropology, San Francisco State University, May 1983.

⁵² Nimmo, *Good Times and Bad*, 74.

⁵³ Bodi. “Duboce Triangle of San Francisco,” 84.

⁵⁴ Nimmo, *Good Times and Bad*, 40.

Article 10 Landmark District Designation

CRITERIA FOR DESIGNATION

Criteria

Check all criteria applicable to the significance of the district that are documented in the report. The criteria checked is (are) the basic justification for why the resource is important.

- Association with events that have made a significant contribution to the broad patterns of our history.
- Association with the lives of persons significant in our past.
- Embody distinctive characteristics of a type, period, or method of construction, or that represent a significant and distinguishable entity whose components may lack individual distinction.
- Has yielded or may be likely to yield information in history or prehistory.

Statement of Significance

Characteristics of the Landmark that justify its designation:

Association with significant events

The Duboce Park Landmark District is significant for the unusual development history of the contested tract of land upon which it was built and the way in which the contested nature of the tract impacted the district's physical appearance and connection to the adjacent park. The tract (formerly known as the Public Reservation, Hospital Lot, and Marion Tract) was subject to a decades-long series of court battles over legal ownership, with the City of San Francisco losing half of its claim to the land to the German Savings and Loan Association in the late 1890s. After acquiring title to half of the tract, the bank subdivided the land, carved out interior block streets, and sold lots to builders who developed the residential portion of the tract. The lots sold quickly and a handful of builders immediately began developing the parcels. Due to the delay in development caused by the litigation, construction dates for the vast majority of contributing resources within the district range from 1899 to approximately 1902. This short period of development and limited number of builders resulted in a remarkably uniform streetscape of Victorian- and Edwardian-era houses and flats of similar design and proportion.

The contested nature of the tract, its history as a debris dump, and neighborhood activism and development of the adjacent civic park are key themes linked to the Duboce Park Landmark District. One important visible manifestation of this interrelated history is found at the park's northern border – specifically the lack of separation between the park and residential buildings. The district represents the best example of San Francisco's handful of municipal parks that directly abut residential buildings, without any separation of a street or sidewalk. In addition, the historic stone steps and rock retaining walls at the three interior block park entrances – Carmelita, Pierce, and Potomac Streets – reflect the transformation of the City-owned portion of the contested tract from a dumping ground for Serpentine rock rubble to a picturesque, landscaped civic park. Serpentine rock rubble is also found in the foundations of many district buildings.

Significant architecture:

The Duboce Park Landmark District is significant within the category of architecture, as a remarkably intact district of Victorian- and Edwardian-era residential buildings. The district expresses the distinctive characteristics of late Victorian- and Edwardian-era architectural styles, with the Queen Anne style widely represented. Although the district displays a remarkable variety of ornament, unifying design features include asymmetrical and articulated facades, steep roof pitches, the use of multiple textures and wood cladding, and front yard setbacks.

Many of the Queen Anne cottages and flats were developed by Fernando Nelson, a master builder known for his exuberant ornamentation and elaborately applied millwork. Nelson designed and built approximately one half of the district properties, including nearly all of the residences on Carmelita and Pierce Streets. The district represents one of the earliest developments in his 77-year career and is an excellent representation of his effusive interpretation of the Queen Anne style. District features characteristic of Nelson's Victorian-era period include button boards, drips, and donuts; blocky geometric cut-outs above the entry porch; two-sided bay windows; half-circle rows of dentils located in gable ends; and a wavy, stylized quarter-sunburst detailed at the arched entry.

The turn-of-the-century development of buildings within the district often resulted in a rare fusion of Edwardian-era massing with exuberant Victorian-era detailing. It is common in the district for Edwardian-era flats to feature unusually ornamented spandrel panels and decorative friezes and several are capped with the gable roof form more commonly associated with Queen Anne style buildings.

Period of Significance

The period of significance for the district dates from 1899 to 1911, inclusive of the known period of construction of all buildings within the district.

Integrity

The Duboce Park Landmark District retains the physical components, aspects of design, spatial organization, and historic associations that it acquired during the 1899-1911 Period of Significance. Despite limited alterations to individual buildings, the district retains sufficient overall integrity to convey its significance.

The seven aspects of integrity are location, design, materials, workmanship, setting, feeling, and association. Alterations introduced after 1911 generally detract from integrity. The impact of these alterations is limited however, due to their low number, small-scale, and general conformity with the historic design. The district was largely spared the remodeling, re-cladding, and stripping of ornament that characterizes many Victorian-era neighborhoods. It clearly exhibits high physical integrity of materials, design, and workmanship, with most buildings still retaining historic double-hung wood windows, wood cladding, decorative shingles, millwork, and historic applied ornament. Likewise, the district's roof forms, front setbacks, massing, and entrances are largely intact. There are no significant intrusions in the district and just one building was constructed after the identified 1899-1911 Period of Significance.

Limited alterations are found within the district. Several buildings have been re-clad in stucco or asbestos shingle siding and some windows replaced with aluminum sliders or vinyl sash. Most buildings were remodeled to accommodate a garage opening, though for the most part such alterations do not diminish the overall integrity of the district. A few buildings feature pop-out garage structures that fully envelop the front yard set-back. Nonetheless,

despite the diminished integrity of certain individual buildings, the district when evaluated as a whole retains sufficient integrity with which to convey its significance.

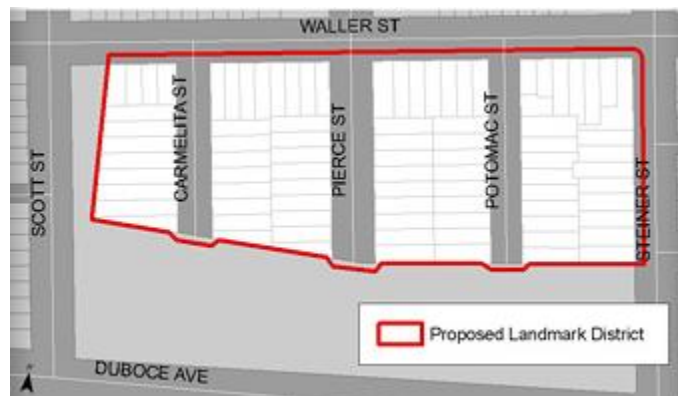
The interior block park entrances at Carmelita, Pierce, and Potomac Streets likewise retain sufficient integrity with which to convey significance related to the contested nature of the Tract. Despite recent alterations at the Carmelita Street entrance, the historic stone steps and Serpentine rock walls at the three interior block entrances provide a direct and tangible connection to the intertwined development history of the park and residences and the contested Tract's historic use as a rubble debris dump.

Resources located within the Duboce Park Landmark District boundaries are identified as Contributory or Non-Contributory. Contributory resources were constructed during the district's period of significance and retain a sufficient level of integrity. Non-Contributory resources may have been constructed during the district's period of significance but have lost integrity such that significance is no longer conveyed. The district is comprised of 79 contributing buildings, three contributing interior block park entrances, and eight non-contributory buildings.

Article 10 Requirements Section 1004 (b)

Boundaries of the Landmark District

The boundary of the Duboce Park Landmark District commences 62' east of the southeast corner of Scott Street and Waller Street. The boundary then runs east along the south side of Waller Street, crossing Carmelita, Pierce, and Potomac Streets, until reaching the southwest corner of Waller and Steiner Streets. From there, the boundary then runs south to the northeast corner of Duboce Park, where it turns west and travels along the property line separating the residential properties and the adjacent park land. The boundary continues west, where it jogs slightly south at the interior block park entrances at Carmelita, Pierce, and Potomac Streets to accommodate a 10-foot buffer at each set of steps. The boundary continues west along the property line until it reaches the park edge 28' east of Scott Street. From here, the boundary continues north along the residential property line until it reaches the point of beginning. The district encompasses all lots contained within Assessor's Block 0863, 0865, 0865 and 0866. See map.



Contributing Properties

The following properties are contributors to the Article 10 landmark district:

APN	From St. #	To St. #	Street Name	Date Built
0863-009	49	49	Carmelita St.	1899
0864-011	50	52	Carmelita St.	1899
0863-008	53	53	Carmelita St.	1899
0863-007	57	57	Carmelita St.	1899
0864-013	58	58	Carmelita St.	1899
0864-014	60	62	Carmelita St.	1899
0863-006	61	61	Carmelita St.	1899
0863-005	65	65	Carmelita St.	1899
0864-015	66	66	Carmelita St.	1899
0863-004	69	69	Carmelita St.	1899
0864-016	70	70	Carmelita St.	1899
0863-003	73	73	Carmelita St.	1899
0863-002	77	77	Carmelita St.	1899
0864-018	78	78	Carmelita St.	1899
0865-011	46	48	Pierce St.	1899
0864-010	47	47	Pierce St.	1899
0864-009	49	51	Pierce St.	1899
0865-012	52	52	Pierce St.	1899
0864-008	55	55	Pierce St.	1899
0865-013	56	56	Pierce St.	1899
0864-007	59	59	Pierce St.	1899
0865-014	60	60	Pierce St.	1899
0864-006	63	65	Pierce St.	1899
0865-015	64	64	Pierce St.	1899
0864-005	67	67	Pierce St.	1899
0865-016	68	68	Pierce St.	1899
0864-004	71	71	Pierce St.	1899
0865-017	72	72	Pierce St.	1899
0864-003	75	75	Pierce St.	1899
0865-018	76	76	Pierce St.	1901
0864-002	79	79	Pierce St.	c. 1901
0866-010	44	48	Potomac St.	c.1900
0865-026, 027, 028	47	51	Potomac St.	1901
0866-011	50	54	Potomac St.	1900

APN	From St. #	To St. #	Street Name	Date Built
0865-009	53	57	Potomac St.	1901
0866-012	56	56	Potomac St.	1899
0865-008	59	59	Potomac St.	1900
0866-013	60	60	Potomac St.	1899
0865-006	63	63	Potomac St.	1899
0866-014	64	64	Potomac St.	1899
0865-005	65	65	Potomac St.	1899
0866-015	66	66	Potomac St.	1900
0865-004	67	67	Potomac St.	1899
0866-016	68	68	Potomac St.	1900
0865-003	69	69	Potomac St.	c.1900
0866-017	70	70	Potomac St.	1901
0865-029	71	75	Potomac St.	1900
0866-018	72	76	Potomac St.	c. 1905 (visual)
0866-019	82	86	Potomac St.	1911
0866-009	101	105	Steiner St.	1903
0866-008	107	111	Steiner St.	1907
0866-007	115	115	Steiner St.	1902
0866-006	121	125	Steiner St.	1902
0866-005	127	131	Steiner St.	1903
0866-002	133	135	Steiner St.	c. 1899
0866-001	501	505	Waller St.	1901
0866-024	511	511	Waller St.	1902
0866-023	515	517	Waller St.	1902
0866-022	521	525	Waller St.	c.1900
0866-021	527	531	Waller St.	1902
0866-020A	533	537	Waller St.	1904
0866-020	539	539	Waller St.	c.1905
0865-025	563	567	Waller St.	1900
0865-023	579	579	Waller St.	1900
0865-022	581	581	Waller St.	1900
0865-021	587	587	Waller St.	1900
0865-020	591	595	Waller St.	1902
0864-026	601	601	Waller St.	1900
0864-025	607	609	Waller St.	1900
0864-024	611	617	Waller St.	1899
0864-023	621	621	Waller St.	1900
0864-022	627	627	Waller St.	1899
0864-021	633	633	Waller St.	1899

APN	From St. #	To St. #	Street Name	Date Built
0864-020	639	639	Waller St.	1900
0864-019	643	643	Waller St.	1900
0863-013, 014, 015	661	663	Waller St.	1902
0863-012	667	667	Waller St.	1900
0863-011	673	675	Waller St.	1900
0863-016	679	681	Waller St.	1900
Carmelita Street interior block park entrance				
Pierce Street interior block park entrance				
Potomac Street interior block park entrance				
For the purpose of Article 10, the park entrances at Potomac Street, Pierce Street, and Carmelita Street are defined as the steps, rock walls, and a surrounding 10-foot buffer. The buffer area includes the sidewalks, street rights of way and area within the park directly adjacent to the steps and rock walls.				

Non-Contributing Properties

The following properties are located within the district boundaries, but are considered non-contributing elements. The majority were constructed within the period of significance, but do not contribute due to subsequent alterations that have significantly altered their integrity such that they can no longer readily convey their significance.

APN	From St. #	To St. #	Street Name	Year Built
0864-012	54	54	Carmelita St.	1899
0864-017	74	74	Carmelita St.	c.1899
0865-019	80	80	Pierce St.	c.1899
0865-007	61	61	Potomac St.	1900
0866-003	137	137	Steiner St.	1902
0866-004	139	141	Steiner St.	2009
0865-033	569	573	Waller St.	1900
0865-001	559	561	Waller St.	c.1905

Character-Defining Features

Whenever a building, site, object, or landscape is under consideration for Article 10 Landmark designation, the Historic Preservation Commission is required to identify character-defining features of the property. This is done to enable owners and the public to understand which elements are considered most important to preserve the historical and architectural character of the proposed landmark.

The character-defining *interior* features of buildings in the district are identified as: None.

The character-defining *exterior* features of buildings in the district are identified as: All exterior elevations and rooflines.

The character-defining *landscape elements* of the district are identified as: The rustic interior block park entrances at Carmelita, Pierce, and Potomac Streets – which include the historic stone steps, Serpentine rock retaining walls set in a random rubble pattern, and the public rights-of-way within a 10-foot buffer – and the lack of physical separation between the park and adjacent buildings.

The following section describes in further detail the character-defining features of the district and of individual buildings and landscape elements contained therein. Landmark district designation is intended to protect and preserve these character-defining features.

1. Overall Form, Continuity, Scale and Proportion

Due to the brief period of construction – most buildings were constructed between 1899 and 1902 – and combined involvement of two primary builders, buildings within the district exhibit a remarkable consistency in terms of massing, scale, style, detailing, front yard setback, and feeling.

District buildings are overwhelmingly residential, being composed primarily of single-family dwellings and residential flats. A few multiple-family residences within the district (typically located on street corners) also include a commercial use at the street level.

Buildings in the district range from 1 ½ story-over-basement to four stories in height, with two and three stories predominating. The district's largest single-family residences and flats were built on corner lots directly adjacent to the Park. These buildings are typically two- to three- stories in height and feature consistent detailing on the primary, Park-facing, and rear façades.

Generally speaking, the buildings fronting Carmelita, Pierce and Potomac Streets were originally constructed as one- or two-family dwellings, while flats dominated the lots facing Waller and Steiner Streets. Mid-block buildings are typically smaller than those constructed at the corners or on Waller and Steiner streets and are more likely to draw from Victorian-era form and massing such as prominent gabled roof forms and asymmetrical massing at the primary façade. Though consistent in massing, single-family buildings on Potomac Street feature the greatest variety of roof forms, including gable, hipped, cross-gable, and one building with a side gable roof form and small eyebrow dormers. Buildings located along the interior blocks feature uniform front yard setbacks of approximately nine feet and are often bounded by a low cast stone site wall. The flats buildings on Steiner Street do not feature front yard setbacks; rather, they present a modulated massing of muscular bay windows and deeply recessed entry porticos.

The Queen Anne style buildings present in the district may be subdivided into two basic arrangements: 1 ½ story-over-raised-basement single-family cottages, and 2 ½ story-over-raised-basement single family dwellings or flats. The buildings tend to conform to a basic plan of a projecting bay on the first floor, flanked by an open porch and entry to the side—with the porch entry often surmounted by spindle work or decorative porch brackets. Roof forms are hipped or steeply pitched front-facing gables. Slightly projecting second story overhangs are common.

Edwardian-era flats building are three stories-over-basement in height with wide projecting structural window bays, featuring angled- or bent-sash windows. The roofline of Edwardian-era flats buildings feature projecting cornices that follow the profiles of the primary facades. The buildings are typically topped with flat roofs, though several feature gable roof forms. Massing is symmetrical, except at the first story, where the two structural bays are occupied by a recessed entrance at one side and a projecting bay window at the other.

Original roof projections include turrets topped with witch's cap or conical roof forms and small-scale cross-gables atop projecting bay windows. Turrets, found on both Queen Anne and Edwardian-era buildings, are generally located at the corner, adjacent to or embedded within a forward-facing gable. Additionally, several buildings exhibit what appear to be historic dormers. Located on sloped gables, these dormers are small in scale, gabled, and match the ornamentation and fenestration of primary facades.

Although the roof forms – particularly at the non-visible rear façade – of a substantial number of buildings have been altered to incorporate skylights, small dormer windows, fire escapes, or solar panels, these alterations were constructed outside of the Period of Significance and have not gained significance in their own right.

Similar roof forms, massing, and setbacks result in a cohesive streetscape of rooflines, entrances, continuous primary facades, and modulated bays. With no visual separation between buildings in the district, the block faces present an overall appearance of attached row-houses; however, with a few exceptions, it is unlikely that buildings feature shared structural walls.

2. Fenestration

Fenestration is remarkably consistent throughout the district, consisting of vertically oriented double-hung wood sash windows, with ogee lugs, set in wood surrounds. Windows are typically set in wide angled bays with smaller windows set flush with the façade, often adjacent to the primary entry door. Windows surround are typically topped with cornices, occasionally featuring pediments, with ornamented details.

Smaller vertically oriented windows, set in a single, pair, or ganged configuration, are also often located in the tympanum of the Queen Anne style buildings. Tympanums typically have a higher solid-to-void ratio than the lower stories. Several buildings – typically Edwardian-era flats buildings – feature curved wood sash windows set in curved structural bays. Angled or curved bays typically contain three windows, though certain bays of corner buildings contain four windows. While rare, several buildings display two-sided angled bay windows at the primary facade.

Large corner buildings with greater surface area have a higher solid-to-void ratio than mid-block buildings. Window bays and window openings set flush with the façade are typically placed in the same location, presenting a stacked appearance, at each story of the three story corner buildings.

The vast majority of buildings within the district retain some or all historic double-hung wood sash windows with ogee lugs. Replacement windows made of aluminum or vinyl sash, casement windows, or windows with divided lights that were added to buildings after the Period of Significance have not gained significance in their own right.

3. Materials & Finishes

Buildings in the district are of wood frame construction and were historically clad in horizontal wood siding. Exterior surface finishes are painted. Channel drop wood siding is typical at the secondary and rear facades, while a combination of flush, lap, channel drop, and shingles are typically found at the primary facades of Victorian-era buildings. Flush wood siding is most common on the primary facades of Edwardian-era flats buildings. Most buildings retain their historic siding though a few were later clad in stucco, asbestos, or composite shingle siding. These replacement sidings have not gained significance in their own right.

Historically, the gabled roofs within the district were clad in unpainted wood shingles. These historic roofing materials are no longer present. Existing gable roofs are typically finished with asphalt or composite shingles that match the color and tone of the historic wood roofing materials. Though generally compatible, this replacement roofing material has not gained significance in its own right.

4. Architectural Details

Common traits found throughout the district are bay windows, gable roofs, decorative cornices, ornamental shingles, and spindle work, as well as more classically influenced detailing such as dentils, pediments, columns, and applied plaster ornament. Ornamental details are typically larger and more robust in scale at the first story, with finer, more delicate features located at the upper floors.

Many of the district's buildings retain their original primary entrance doors. These paneled wood doors, often slightly wider than contemporary entrance doors, are commonly glazed at the upper portion and feature corniced hoods and incised or applied ornament. Occasionally, a single fixed window is located adjacent to the entry door of Queen Anne buildings and some doors, of both Queen Anne and Edwardian-era buildings, are topped with transom windows.

Queen Anne Design Elements

Late Victorian- and Edwardian-era architectural styles predominate, with the Queen Anne style most widely represented. Though Victorian-era architectural design displayed a remarkable variety of ornament, unifying features include asymmetrical and articulated facades, steep roof pitches, and the use of multiple textures, materials and colors.

Many of the Queen Anne style buildings on Potomac Street, designed by developer George Moore, stand out for their muscular massing, restrained ornament, projecting second story overhangs, and hipped roof forms. In contrast, the developer Fernando Nelson designed most of the Queen Anne buildings on Pierce, Potomac, and Waller streets, to reflect his embrace of more exuberant and delicate architectural features, including spindle screens, turrets, and cut-outs.

Architectural details commonly found on Queen Anne buildings throughout the district include raked cornices, flared eaves, shingled tympanums, diamond and fish-scale shingling, turrets (particularly at corner buildings), projecting bracketed cornices, steeply pitched gable roofs, double-gables, finials, geometric applied ornament at spandrel panels, dentils, friezes decorated with plaster ornament, egg and dart molding, cut-out screens, sunbursts, donut cut-outs, intermediate cornices, window and door hoods, spindle screens, turned wood balustrades and newel

posts, Tudor-inspired stick work, turned wood porch supports, a variety of wood cladding and patterned wood shingles, arched porticos, and Corinthian or Composite columns and pilasters. Anthropomorphic details are rare but present within the district.

Historically, there were several types of stairs constructed in the district: longer flights of wood stairs that typically project out from Queen Anne style buildings and shorter flights typically found within the recessed entries of Edwardian-era flats buildings.

The Queen Anne buildings on interior block streets are typically accessed via a straight run flight of wood stairs. Due to the slope, stairs on the west side of these blocks are significantly longer than those on the east. Historically, wood stairs on these interior blocks were solid and uniform in appearance; featured closed risers, solid cheek walls beneath the stairs, turned wood balustrades, and capped newel posts; and had a painted finish. Some flights of stairs were later replaced with brick, concrete, tile, or terrazzo. These replacement stairs have not gained significance in their own right.

Edwardian-Era Design Elements

Edwardian-era buildings, referred to locally as Classical Revival, were constructed in San Francisco from approximately 1901 to 1910. The term Edwardian is used architecturally to describe a more vernacular interpretation of the Classical Revival style and is commonly applied to three-unit flats buildings – like those found within the district – with wide angled or round bay windows, flat roofs, bulky projecting cornices, and columned porch entries. Edwardian-era buildings within the district, particularly those on Steiner Street, feature wood or terrazzo steps with solid cheek walls and landings. These stairs are typically located largely within the building envelope and provide access to recessed entrance doors. Entrances of Edwardian-era flats in the district are typically flanked by Classical columns or pilasters, and decorated with applied plaster ornament, such as garlands and floral friezes.

Architectural ornament associated with the Edwardian-era is typically more restrained than those used during the Victorian-era. The turn-of-the-century development of buildings within the district, however, often resulted in a fusion of Edwardian-era massing with exuberant Victorian-era detailing. It is common in the district for Edwardian-era flats to feature unusually ornamented spandrel panels and decorative friezes and several are capped with the gable roof form more commonly associated with Queen Anne style buildings.

5. Landscape Elements

Properties within the district typically feature uniform front yard setbacks on each block face. Setbacks on the west side of interior blocks are generally much deeper – typically 13' to 17' – than the east side, which, depending upon the block, range from approximately 5' to 13'. Setbacks on the western portion of Waller Street are uniform on each block face, ranging from approximately 8' to 12'. Despite the variability in front yard depth, each block face features similar setbacks and reads as uniform. Buildings located on the eastern portion of Waller and Steiner streets, typically Edwardian-era flats, are built out to the sidewalk, with no or minimal front yard setbacks.

Historically, front yards were bounded with low cast stone site walls and planted with vegetation. Site walls on Carmelita Street – and possibly other blocks – were originally topped with decorative iron fencing. Despite the west to east downward slope, the yards located within the front setback are level rather than terraced or sloped.

Several sections of site walls on Carmelita Street retain all or a portion of their original decorative iron fencing. Front yard setbacks and remnants of intact cast stone site walls are also located along Waller, Pierce, and Potomac Streets.

The addition of garages has altered the front yards of many district properties. None of the historic buildings within the district were originally constructed with an integrated or detached automobile garage. On most blocks, portions of site walls were removed and front yards partially paved in order to accommodate driveways for garages inserted in the basement of many buildings. Several properties feature detached or semi-attached pop-out garages in the front yard. Garage structures, openings, and driveways are not considered significant in their own right.

6. Interior Block Park Entrances

The development history of residential properties within the Duboce Park Landmark District is closely intertwined with the history of the adjacent Duboce Park. Certain identified elements on the periphery of Duboce Park reflect this close association between residential and park development; notably, the lack of a physical separation between residential buildings and the park and rustic entrances from cul-de-sac streets into the park. These park entrances – located at the foot of Potomac Street, Pierce Street, and Carmelita Street – feature rustic stone steps flanked by low retaining walls built of Serpentine rock set in a random rubble pattern.

For the purpose of Article 10, the park entrances at Potomac Street, Pierce Street, and Carmelita Street are defined as the steps, rock walls, and a surrounding 10-foot buffer. The buffer area includes the sidewalks, street rights-of-way and area within the park directly adjacent to the steps and rock walls.

Zoning

Properties in the Duboce Park Landmark District are zoned Residential (RH-2) and Residential Transit Oriented (RTO) as indicated on the map below. All buildings in the district are located within a 40-X height and bulk zoning district.



The red outline indicates the Duboce Park Landmark District boundary.

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