

[Planning Code - Landmark Designation - 228-248 Townsend Street (aka New Pullman Hotel)]

Ordinance amending the Planning Code to designate 228-248 Townsend Street (aka New Pullman Hotel), Assessor's Parcel Block No. 3787, Lot No. 018, as a Landmark under Article 10 of the Planning Code; affirming the Planning Department's determination under the California Environmental Quality Act; and making public necessity, convenience, and welfare findings under Planning Code, Section 302, and findings of consistency with the General Plan, and the eight priority policies of Planning Code, Section 101.1.

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

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

Section 1. Findings.

(a) CEQA and Land Use Findings.

(1) The Planning Department has determined that the proposed Planning Code amendment is subject to a Categorical Exemption from the California Environmental Quality Act (California Public Resources Code section 21000 et seq., "CEQA") pursuant to Section 15308 of the Guidelines for Implementation of the statute for actions by regulatory agencies for protection of the environment (in this case, landmark designation). Said determination is on file with the Clerk of the Board of Supervisors in File No. 180720 and is incorporated herein by reference. The Board of Supervisors affirms this determination.

1 (2) Pursuant to Planning Code, Section 302, the Board of Supervisors finds that
2 the proposed landmark designation of 228-248 Townsend Street (aka New Pullman Hotel),
3 Assessor's Block No. 3787, Lot No. 018 ("New Pullman Hotel"), will serve the public
4 necessity, convenience, and welfare for the reasons set forth in Historic Preservation
5 Commission Resolution No. 952, recommending approval of the proposed designation, which
6 is incorporated herein by reference.

7 (3) The Board finds that the proposed landmark designation of the New Pullman
8 Hotel is consistent with the San Francisco General Plan and with Planning Code, Section
9 101.1(b) for the reasons set forth in Historic Preservation Commission Resolution No. 952,
10 recommending approval of the proposed designation, which is incorporated herein by
11 reference.

12 (b) General Findings.

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

17 (2) On August 17, 2016, the Historic Preservation Commission added the New
18 Pullman Hotel to the Landmark Designation Work Program.

19 (3) The Landmark Designation Report was prepared by Planning Department
20 preservation staff. All preparers meet the Secretary of the Interior's Professional Qualification
21 Standards for historic preservation program staff, as set forth in Code of Federal Regulations
22 Title 36, Part 61, Appendix A. The report was reviewed for accuracy and conformance with
23 the purposes and standards of Article 10 of the Planning Code.

24 (4) The Historic Preservation Commission, at its regular meeting of March 21,
25 2018, reviewed Department staff's analysis of the historical significance of the New Pullman

1 Hotel pursuant to Article 10 as part of the Landmark Designation Case Report dated March
2 21, 2018.

3 (5) On March 21, 2018, the Historic Preservation Commission passed
4 Resolution No. 944, initiating designation of the New Pullman Hotel as a San Francisco
5 Landmark pursuant to Section 1004.1 of the Planning Code. Such resolution is on file with the
6 Clerk of the Board of Supervisors in File No. 180720 and is incorporated herein by reference.

7 (6) On April 18, 2018, after holding a public hearing on the proposed
8 designation and having considered the specialized analyses prepared by Planning
9 Department staff and the Landmark Designation Case Report, the Historic Preservation
10 Commission recommended approval of the proposed landmark designation of the New
11 Pullman Hotel, by Resolution No. 952. Such resolution is on file with the Clerk of the Board in
12 File No. 180720.

13 (7) The Board of Supervisors hereby finds that the New Pullman Hotel has a
14 special character and special historical, architectural, and aesthetic interest and value, and
15 that its designation as a Landmark will further the purposes of and conform to the standards
16 set forth in Article 10 of the Planning Code. In doing so, the Board hereby incorporates by
17 reference the findings of the Landmark Designation Report.

18 19 Section 2. Designation.

20 Pursuant to Section 1004 of the Planning Code, 228-248 Townsend Street (aka New
21 Pullman Hotel), Assessor's Block No. 3787, Lot No. 018, is hereby designated as a San
22 Francisco Landmark under Article 10 of the Planning Code. Appendix A to Article 10 of the
23 Planning Code is hereby amended to include this property.

24 25 Section 3. Required Data.

1 Section 3. Required Data.

2 (a) The description, location, and boundary of the Landmark site consists of the City
3 parcel located at 228-248 Townsend Street (aka New Pullman Hotel), Assessor's Block No.
4 3787, Lot No. 018, in San Francisco's South Park neighborhood.

5 (b) The characteristics of the Landmark that justify its designation are described and
6 shown in the Landmark Designation Report and other supporting materials contained in
7 Planning Department Case Docket No. 2017-004023DES. In brief, the New Pullman Hotel is
8 eligible for local designation as it is associated with events that have made a significant
9 contribution to the broad patterns of our history and embodies distinctive characteristics of a
10 type, period, or method of construction, or that represent a significant and distinguishable
11 entity whose components may lack individual distinction. Specifically, designation of the New
12 Pullman Hotel is proper, given it was the primary lodging venue in San Francisco for African
13 American railroad workers, including Pullman porters and maids, during the first half of the
14 twentieth century. As a group, Pullman porters and maids are nationally significant for
15 establishing the first all-Black union in the country, contributing to the development of the
16 African American middle class, and laying important foundations for the Civil Rights
17 Movement. The New Pullman Hotel is the only known property in San Francisco that has
18 strong associations with Pullman porters and maids. Designation of the New Pullman Hotel is
19 also proper given it is a rare remaining example of the once numerous residential hotels built
20 in the South of Market during the post-1906 earthquake and fire reconstruction period.

21 (c) The particular features that shall be preserved, or replaced in-kind as determined
22 necessary, are those generally shown in photographs and described in the Landmark
23 Designation Case Report, which can be found in Planning Department Docket No. 2017-
24 004023DES, and which are incorporated in this designation by reference as though fully set
25 forth. Specifically, the following features shall be preserved or replaced in kind:

1 All exterior elevations, form, massing, structure, roofline, architectural ornament and
2 materials of the New Pullman Hotel identified as:

- 3 (1) Two-story, rectangular building plan;
4 (2) Existing flat roofline and entablature, including a projecting bracketed cornice,
5 frieze, and architrave;
6 (3) Existing window and door openings on all three visible facades (west, south,
7 and east elevations);
8 (4) Configuration of six existing storefronts at front façade, including an angled,
9 recessed entryway with paired doors at southeast corner;
10 (5) Two entrances on front façade leading up to second floor;
11 (6) Horizontal, projecting wooden belt course on east elevation; and
12 (7) Wooden window surrounds on east elevation.

13
14 Section 4. Effective Date. This ordinance shall become effective 30 days after
15 enactment. Enactment occurs when the Mayor signs the ordinance, the Mayor returns the
16 ordinance unsigned or does not sign the ordinance within ten days of receiving it, or the Board
17 of Supervisors overrides the Mayor's veto of the ordinance.

18
19 APPROVED AS TO FORM:
20 DENNIS J. HERRERA, City Attorney

21 By:


22 VICTORIA WONG
Deputy City Attorney

23 n:\legana\as2018\1800206\01268768.docx
24
25



City and County of San Francisco

Tails Ordinance

City Hall
1 Dr. Carlton B. Goodlett Place
San Francisco, CA 94102-4689

File Number: 180720

Date Passed: October 23, 2018

Ordinance amending the Planning Code to designate 228-248 Townsend Street (aka New Pullman Hotel), Assessor's Parcel Block No. 3787, Lot No. 018, as a Landmark under Article 10 of the Planning Code; affirming the Planning Department's determination under the California Environmental Quality Act; and making public necessity, convenience, and welfare findings under Planning Code, Section 302, and findings of consistency with the General Plan, and the eight priority policies of Planning Code, Section 101.1.

September 24, 2018 Land Use and Transportation Committee - CONTINUED

October 01, 2018 Land Use and Transportation Committee - RECOMMENDED

October 16, 2018 Board of Supervisors - PASSED ON FIRST READING

Ayes: 11 - Brown, Cohen, Fewer, Kim, Mandelman, Peskin, Ronen, Safai, Stefani, Tang and Yee

October 23, 2018 Board of Supervisors - FINALLY PASSED

Ayes: 11 - Brown, Cohen, Fewer, Kim, Mandelman, Peskin, Ronen, Safai, Stefani, Tang and Yee

File No. 180720

I hereby certify that the foregoing
Ordinance was **FINALLY PASSED** on
10/23/2018 by the Board of Supervisors of
the City and County of San Francisco.

for Angela Calvillo
Clerk of the Board

London N. Breed
Mayor

Date Approved



SAN FRANCISCO PLANNING DEPARTMENT

Historic Preservation Commission Resolution No. 952 HEARING DATE APRIL 18, 2018

1650 Mission St.
Suite 400
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CA 94103-2479

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Planning
Information:
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Case No. 2017-004023DES
Project: 228-248 Townsend Street (aka New Pullman Hotel)
Re: Recommendation to Board of Supervisors
Staff Contact: Desiree Smith (415) 575-9093
desiree.smith@sfgov.org
Reviewed By: Tim Frye – (415) 575-6822
tim.frye@sfgov.org

RESOLUTION TO RECOMMEND TO THE BOARD OF SUPERVISORS ARTICLE 10 LANDMARK DESIGNATION OF 228-248 TOWNSEND STREET (AKA NEW PULLMAN HOTEL), ASSESSOR'S PARCEL BLOCK NO. 3787, LOT NO. 018, AS LANDMARK NO. XXX

1. WHEREAS, on August 17, 2016, the Historic Preservation Commission added 228-248 Townsend Street (aka New Pullman Hotel), Assessor's Block 3787, Lot 018, to the Landmark Designation Work Program; and
2. WHEREAS, Department staff, Desiree Smith, who meets the Secretary of Interior's Professional Qualification Standards, prepared the Landmark Designation Report for 228-248 Townsend Street which was reviewed by Department staff Tim Frye, who meets the Secretary of Interior's Professional Qualification Standards, for accuracy and conformance with the purposes and standards of Article 10; and
3. WHEREAS, the Historic Preservation Commission, at its regular meeting of March 21, 2018 reviewed Department staff's analysis of 228-248 Townsend Street's historical significance per Article 10 as part of the Landmark Designation Case Report dated March 21, 2018 and initiated landmark designation process through Resolution 944; and
4. WHEREAS, the Historic Preservation Commission finds that the 228-248 Townsend Street nomination is in the form prescribed by the Historic Preservation Commission and contains supporting historic, architectural, and/or cultural documentation; and
5. WHEREAS, the Historic Preservation Commission finds that 228-248 Townsend Street is eligible for local designation as it is the only known remaining building in San Francisco associated with Pullman porters – African American railroad workers who established the first all-Black union in the country, contributed to the development of an African American middle class, and laid important foundations for the Civil Rights Movement and it is a rare and representative

example of the residential hotels constructed in the South of Market following the 1906 earthquake and fire; and

6. WHEREAS, the Historic Preservation Commission finds that 228-248 Townsend Street meets two of the Historic Preservation Commission's four priorities for designation which are the designation of underrepresented property types and the designation of properties with strong cultural or ethnic associations; and
7. WHEREAS, the Historic Preservation Commission finds that 228-248 Townsend Street meets the eligibility requirements per Section 1004 of the Planning Code and warrants consideration for Article 10 landmark designation; and
8. WHEREAS, the Historic Preservation Commission finds that the boundaries and the list of exterior character-defining features, as identified in the Landmark Designation Report, should be considered for preservation under the proposed landmark designation as they relate to the building's historical significance and retain historical integrity; and
9. Whereas, Article 10 Landmark designation fulfills objectives and policies of the Central SoMa Plan to protect and promote resources in the built environment that best represent the architectural, historical, and cultural contributions of the people of Central SoMa, today and of generations past, and
10. WHEREAS, the proposed designation is consistent with the General Plan priority policies pursuant to Planning Code sections 101.1 and 302; and furthers Priority Policy 7, which states that historic buildings be preserved; and
11. WHEREAS, the Department has determined that landmark designation is exempt from environmental review, pursuant to CEQA Guidelines Section 15308 (Class Eight - Categorical); and

THEREFORE BE IT RESOLVED that the Historic Preservation Commission hereby recommends to the Board of Supervisors approval of landmark designation of 228-248 Townsend Street (aka New Pullman Hotel), Assessor's Block 3787, Lot 018 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 April 18, 2018.



Jonas P. Ionin
Commission Secretary

AYES: Black, Hyland, Johnck, Johns, Pearlman, Matsuda, Wolfram

NAYS: None

ABSENT: None

ADOPTED: April 18, 2018



SAN FRANCISCO PLANNING DEPARTMENT

Historic Preservation Commission Resolution No. 944 HEARING DATE MARCH 21, 2018

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Case No. 2017-004023DES
Project: 228-248 Townsend Street (aka New Pullman Hotel)
Re: Initiation of Article 10 Landmark Designation
Staff Contact: Desiree Smith (415) 575-9093
desiree.smith@sfgov.org
Reviewed By: Tim Frye – (415) 575-6822
tim.frye@sfgov.org

RESOLUTION TO INITIATE DESIGNATION OF 228-248 TOWNSEND STREET (AKA NEW PULLMAN HOTEL), ASSESSOR'S BLOCK 3787, LOT 018, AS ARTICLE 10 LANDMARK.

1. WHEREAS, the Historic Preservation Commission, at its regular meeting of August 17, 2016, added 228-248 Townsend Street (aka New Pullman Hotel), Assessor's Block 3787, Lot 018, to the Landmark Designation Work Program;
2. WHEREAS, Department Staff who meets the Secretary of Interior's Professional Qualification Standards prepared the Landmark Designation Report for 228-248 Townsend Street (aka New Pullman Hotel), Assessor's Block 3787, Lot 018, which was reviewed for accuracy and conformance with the purposes and standards of Article 10; and
3. WHEREAS, the Historic Preservation Commission, at its regular meeting of March 21, 2018, reviewed Department staff's analysis of 228-248 Townsend Street (aka New Pullman Hotel), Assessor's Block 3787, Lot 018, historical significance per Article 10 as part of the Landmark Designation Case Report dated March 21, 2018; and
4. WHEREAS, the Historic Preservation Commission finds that 228-248 Townsend Street (aka New Pullman Hotel), Assessor's Block 3787, Lot 018, nomination is in the form prescribed by the HPC and contains supporting historic, architectural, and/or cultural documentation; and

THEREFORE BE IT RESOLVED, that the Historic Preservation Commission hereby initiates designation of 228-248 Townsend Street (aka New Pullman Hotel), Assessor's Block 3787, Lot 018, as a Landmark pursuant to Article 10 of the Planning Code.

I hereby certify that the foregoing Resolution was adopted by the Historic Preservation Commission at its meeting on March 21, 2018.



Jonas P. Ionin
Commission Secretary

AYES: Black, Johns, Johnck, Hyland, Pearlman, Matsuda, Wolfram

NAYS: None

ABSENT: None

ADOPTED: March 21, 2018



DRAFT LANDMARK DESIGNATION REPORT



New Pullman Hotel 228-248 Townsend Street

DRAFT Article 10 Landmark Designation Report submitted to the Historic Preservation Commission March 21, 2018.

City and County of San Francisco
Mark Farrell, Mayor

Planning Department
John Rahaim, Director

Landmark No.

XXX

Cover: Porter and passenger in front of Southern Pacific train circa 1958 (San Francisco Public Library); New Pullman Hotel circa 1960 (San Francisco Assessor Recorder's Office).

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.

New Pullman Hotel

228-248 Townsend Street

Built: 1909
Architect: John Charles Flugger

This Article 10 Landmark Designation Report provides documentation and assessment to demonstrate the historical, cultural, or architectural significance for the purpose of local designation as a San Francisco City Landmark under Article 10 of the Planning Code. This document may reference previous studies and supporting documentation, such as historic context statements, surveys, state or national historic registries, and or other comparable documents. For more information regarding supporting documentation and source material, please reference the materials listed in the bibliography.

CRITERIA FOR DESIGNATION

Events: Associated with events that have made a significant contribution to the broad patterns of our history.

Architecture: embodies the distinctive characteristics of a type, period, or method of construction.

PERIOD OF SIGNIFICANCE

1909-1964

The Period of Significance for the New Pullman Hotel is 1909-1964, reflecting the year of construction through the years it served as a primary lodging venue for African American railroad workers, and ending in 1964 when the Civil Rights Act was enacted and barriers to public accommodations began to lift for African Americans.

STATEMENT OF SIGNIFICANCE

The New Pullman Hotel is individually eligible for Article 10 landmark designation as a rare remaining example of the once numerous residential hotels built in the South of Market during the post 1906-earthquake and fire reconstruction period and as the primary lodging venue in San Francisco for African American railroad workers, including Pullman porters and maids, during the first half of the twentieth century. As a group, Pullman porters and maids are nationally significant for establishing the first all-Black union in the country, contributing to the development of the African American middle class, and laying important foundations for the Civil Rights Movement. 228-248 Townsend Street is the only known property in San Francisco that has strong associations with Pullman porters and maids.

HISTORIC CONTEXTS

Residential Hotel Development in the South of Market

Following the discovery of gold near San Francisco in 1848, the city's population grew from several hundred to nearly 35,000 in the span of a few years. Many of the newcomers, having arrived from across the globe in search of newfound fortunes, resided in large camps made up of tents and temporary wooden shelters established in today's South of Market neighborhood by the early 1850s. These makeshift communities were eventually replaced by more permanent buildings and infrastructure, including more substantial piers and wharves along the nearby waterfront, as well as foundries that produced metal castings.¹ The South of Market quickly became the center of industrial production in San Francisco and the major west coast industrial supplier of mining equipment, heavy machinery, and other goods to the western states. A great number of warehouses were built to store imported goods and products awaiting export from the city, and smaller manufacturing operations could also be found amidst the larger warehouses.²

Boarding and lodging houses soon sprang up to accommodate the employees of the South of Market's growing industries.³ From the 1860s through the 1920s, residential hotels were built in great numbers to house the increasing population of seasonal laborers and employees, primarily single men, of the nearby factories, mills, and warehouses along the waterfront.⁴ One-quarter of the city's boarding houses and half of the city's 655 lodging houses were located South of Market by 1870. A great number of boarding houses and hotels were located along Mission Street between 3rd and 9th streets. By the mid-nineteenth century, South of Market was a bustling and self-contained community. Several churches, social organizations, schools, hospitals and other welfare institutions, along with stores and saloons, served a population that by 1900 had grown to 62,000 people, making it the most densely populated section of the city.⁵

South of Market, like much of San Francisco, was devastated by the 1906 earthquake and fire. Only a few buildings in the neighborhood, primarily built of steel-frame construction, survived. The disaster destroyed all of the South of Market's lodging houses and decimated the neighborhood's population.⁶ Following the earthquake and fire, San Francisco again saw a massive influx of people as temporary workers arrived in the city to aid in the reconstruction. Prior to 1906, 20,000 seasonal building trade workers were employed in the city. Following the disaster, that number rose to 60,000. Residential hotels, boarding, and lodging houses were again in demand to house the growing labor force. New hotels were constructed in great numbers and many were located on large corner lots and followed the building plan consisting of first floor commercial space with lodging on the upper levels established in years prior to the earthquake. The newly arrived workers constructed fifty-eight hotels

¹ Page & Turnbull, South of Market Historic Context Statement, San Francisco, CA, June 30, 2009, 18-20.

² Ibid., 22; Page & Turnbull, Central SoMa Historic Context Statement and Historic Resource Survey, San Francisco, CA, March 16, 2015, 9-10.

³ Page & Turnbull, Central SoMa Historic Context Statement and Historic Resource Survey, San Francisco, CA, March 16, 2015, 9-12.

⁴ Page & Turnbull, South of Market Historic Context Statement, San Francisco, CA, June 30, 2009, 44, 84; "South of Market Building up Rapidly," *The Call*, 11/09/1912; *High Spirits*, 72.

⁵ Page & Turnbull, South of Market Historic Context Statement, San Francisco, CA, June 30, 2009, 25-26, 37.

⁶ Page & Turnbull, South of Market Historic Context Statement, San Francisco, CA, June 30, 2009, 11.

and eighty lodging houses by 1907, with the greatest concentration located between First, Sixth, Market and Bryant streets and the largest number along 3rd, Howard and Folsom streets.⁷

Typically built of wood-frame or brick masonry construction, residential hotels in the South of Market usually featured flat roofs and were two to four stories in height, often with a raised basement level. Those erected after 1915 may have been built of reinforced concrete or steel frame construction with smooth stucco cladding. Most featured double-hung wood sash windows and Classical Revival design influences, particularly those characteristic of the Edwardian style, including roofline cornices and the use of Classical motifs like “applied shield, cartouche and swag ornaments.”⁸ Residential hotels frequently housed a small hotel lobby and saloons or other commercial businesses on the first floor with the upper floors devoted to lodging.⁹ They are dispersed throughout the South of Market but most commonly found on corners south of Harrison Street or in close proximity to Mission and Howard Streets west of 5th Street.¹⁰

228-248 Townsend Street

Constructed in 1909, the property at 228-248 Townsend Street served as a residential hotel with commercial on the ground floor for most of its history. The hotel is listed in city directories beginning in 1910 and has held many names over the years, including: Bancroft Hotel (1910-1912), Hotel Carlo (1913), Hotel Townsend (1915-1934), Dades Hotel (1934), Eleanor Hotel (1935-1940), Aunt Mary’s Hotel (1938- c.1939), New Townsend Hotel (1942), and eventually the New Pullman Hotel (1948-1984). In 1984, the second floor was remodeled and converted into office space. The six storefronts at the first floor have been occupied by restaurants, cigar stores, saloons, liquor stores, and a soda fountain supply store. One restaurant, Lena’s Luncheonette, appears to have operated out of the building from at least the 1960s through 1984, the same year the New Pullman Hotel closed. In a historic photograph from the 1960s, an arrow-shaped sign with the business’ name points toward the Clyde Street elevation, implying that the entry to Lena’s Luncheonette may have been located in the alleyway. As of the writing of this nomination, the ground floor exhibits active commercial uses.

The New Pullman Hotel exhibits many of the characteristics that were typical of residential hotels constructed in the nineteenth century through the post-1906 earthquake and fire reconstruction period. These characteristics include the building’s wood-frame construction, flat roof, two-story height, and residential over commercial uses. In addition, the former New Pullman Hotel displays several Classical Revival-influenced features that are also characteristic of residential hotels of the period, including its bracketed cornice, frieze, architrave, projecting wooden belt course, and wooden window surrounds.

⁷ Page & Turnbull, Central SoMa Historic Context Statement and Historic Resource Survey, San Francisco, CA, March 16, 2015, 11, 28; Averbach, 204.

⁸ Page & Turnbull, South of Market Historic Context Statement, San Francisco, CA, June 30, 2009, 48-49.

⁹ Page & Turnbull, South of Market Historic Context Statement, San Francisco, CA, June 30, 2009, 42-43; Page & Turnbull, Central SoMa Historic Context Statement and Historic Resource Survey, San Francisco, CA, March 16, 2015, 11; Groth, Paul. *Living Downtown: The History of Residential Hotels in the United States*. Berkeley: University of California Press, 1994, 154-155.

¹⁰ Page & Turnbull, South of Market Historic Context Statement, San Francisco, CA, June 30, 2009, 48-49.

African American Workers in the South of Market

During the early twentieth century, a small African American community formed around the Southern Pacific Railroad Depot (not extant) in San Francisco's South of Market area, only a few blocks from where the former New Pullman Hotel is located. It was comprised of African American laborers who helped reconstruct the city following the 1906 earthquake and fire, as well as sailors, steamship workers, maids, janitors, and railroad industry workers.¹¹ Labor shortages during World War I resulted in increased economic opportunities that attracted African Americans to San Francisco in the 1910s, though such opportunities were essentially limited to unskilled jobs.¹²

The railroad industry in particular was an important employer of African Americans. The Southern Pacific Railroad had two main depots in the Bay Area – one in Oakland and another in San Francisco. As the westernmost terminus for the transcontinental railroad, Oakland attracted a higher number of African American workers than did San Francisco, which mostly served regional commuter trains to and from San Jose. Albert Broussard, author of *Black San Francisco*, notes that many African Americans moved to West Coast cities like San Francisco and Oakland “specifically to work on the railroads,” noting less competition for jobs on the West Coast than in other parts of the country.¹³ The railroad industry continued to employ large numbers of African Americans locally and across the country until World War II.¹⁴



Southern Pacific Depot, 3rd and Townsend Streets, June 16, 1939 (San Francisco Public Library)

¹¹ San Francisco Planning Department, *Central SoMa Historic Context Statement & Historic Resource Survey* (San Francisco: 2015), 31 and Tim Kelley Consulting, The Alfred Williams Consultancy, VerPlanck Historic Resource Consulting, and the San Francisco Planning Department, *Draft African American Citywide Historic Context Statement* (Unpublished Draft, 2015), 59-60.

¹² Ibid.

¹³ Albert S. Broussard, *Black San Francisco: The Struggle for Racial Equality in the West, 1900-1954* (Lawrence: University of Kansas Press, 1993), 50.

¹⁴ Broussard, *Black San Francisco*, 50.

Pullman Porters and Maids in a National Context

Within the railroad industry, the company to employ the largest number of African Americans was the Pullman Company. Established in 1867, the Pullman Company popularized luxury sleeper cars on trains and railroads across the nation, offering middle class white Americans the opportunity to travel in lavish settings and comfortable accommodations on overnight trips. The Pullman Company contracted with railroad companies but remained an autonomous organization. By the 1920s, it was the largest employer of African Americans in the country.¹⁵

From its very beginnings, the Pullman Company hired black men almost exclusively to provide hospitality services to its predominantly white passengers. The first hired were formerly enslaved African Americans from the U.S. South who following the Civil War found few economic opportunities in their home states. Many sought better lives outside of the Jim Crow South. Company founder, George Pullman, explained his hiring of African Americans as porters with the belief that white passengers preferred attendants who they were unlikely to meet in everyday life. Scholars, however, note that the Pullman Company benefitted from the lower wages it was able to pay its African American employees, as well as the fact that black workers were more likely to take difficult and demanding jobs due to the limited options available to them.¹⁶ African American women were also hired by the company, mainly as maids. Unfortunately, the experiences of maids and other African American female employees of the Pullman Company are less well-documented than their male counterparts.

As the first northern industrialist to hire African Americans in large numbers, the Pullman Company by the 1920s had become the largest employer of African American workers in any industry. Historians note that it was difficult for African Americans to secure employment with actual railroad companies in the North and the West due to all-white unions who effectively blocked their entry. Among African Americans, the job of a porter was a highly respected and coveted position due to its relatively good compensation – due to tips received from passengers – as well as the opportunities it presented for travel, relocation, and training.¹⁷ The Pullman Company sparked the migration of thousands of African Americans from the South to other parts of the country, including the West, and contributed significantly to the formation of a black middle class in the United States.

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A newspaper advertisement for Southern Pacific Railroad announcing the Coast Daylight. A drawing in the upper right corner depicts a porter at work, circa 1937 (cruisehistory.com)

¹⁵ Larry Tye, *Rising from the Rails: Pullman Porters and the Making of the Black Middle Class* (New York: Henry Holt and Company), 17.

¹⁶ *Ibid.*, 17-26

¹⁷ *Ibid.*

While the job of a porter was generally considered a great opportunity for African American workers in the first half of the twentieth century, the Pullman Company also took advantage of its black employees by subjecting them to arduous and demanding working conditions for long hours and low pay. Frustration led a group of Pullman porters and maids in New York to begin organizing for improved working conditions. Of the 24 national labor unions that existed in 1925, none admitted African Americans, and thus the Pullman porters and maids decided to create their own. In 1925, they founded the nation's first all-black union – the Brotherhood of Sleeping Car Porters.¹⁸ In 1935, the nationwide BSCP received a charter in the American Federation of Labor (the first African American union to do so) and in 1937 won its first contract with the Pullman Company.

Utilizing “a protest strategy grounded in making demands backed by collective action,” the BSCP’s efforts not only resulted in improved working conditions and compensation for black Pullman employees, but it also sparked the creation of a new model of activism that inspired the Civil Rights Movement of the 1950s and ‘60s. In fact, the union’s primary leaders – A. Philip Randolph, C.L. Dellums, and E.D. Nixon – went on to become key civil rights figures in the broader movement for social change.¹⁹

By the 1950s, the railroad industry began to decline and in 1969, the Pullman Company ceased operations. In 1978 the BSCP merged with the Brotherhood of Railway Clerks, known today as the Transportation Communication International Union.



A porter assists passengers of the Coast Daylight heading to San Francisco from Glendale, California, circa 1940 (cruiselinehistory.com)

¹⁸ Tompkins Bates, 6.

¹⁹ Ibid., 8.

African American Pullman Employees and the Brotherhood of Sleeping Car Porters (BSCP) in the San Francisco Bay Area

Most Pullman porters and maids working in the San Francisco Bay Area lived in Oakland. There, porters and maids became “pillars of their communities,” purchased homes, and contributed to the rise of the city’s African American middle class.²⁰ As noted by historian Albert Broussard, earnings from working as a “redcap” (porter) enabled Orval Anderson to purchase a home in San Francisco and send his children to Lowell High School – the city’s highest performing public school.²¹ Nationally, Oakland was important as the West Coast headquarters of the Brotherhood of Sleeping Car Porters (BSCP).²²

C.L. Dellums and the BSCP

Cottrell Laurence “C. L.” Dellums was the Vice President and West Coast Representative of the BSCP. Dellums, who came to California from Texas and began work as a Pullman porter in 1924, took a leadership role in organizing porters on the West Coast. He was critical to the BSCP’s success in negotiating a contract with the Pullman Company as well as the union’s effort to secure an affiliation with the American Federation of Labor.

An interview with C.L. Dellums offers a glimpse into his motivations as a young man, including his initial attraction to San Francisco and his eventual decision to settle in Oakland:

I bought a ticket to San Francisco because I had chosen San Francisco as the most ideal place for a Negro to live in 1923; and secondly I wanted to be a lawyer and I learned that the University of California had the best law school. So everything I wanted was right here...

So I bought a ticket for San Francisco although I didn’t know anyone west of the Rockies! But the porter on the train saw that I was excited or nervous, and would sit and talk with me. Another reason he probably talked with me was because there were so few Negroes on the day coach. He found out I was going to San Francisco and he asked, “Where are you going to stay?” I said I was going to ask the taxi driver to take me to a rooming house. So he explained that there was no such thing as a rooming house. They have hotels. But finally after he got the information, he said, “Let me give you some advice, young man. Get off in Oakland. There are not enough Negroes in San Francisco for you to find in order to make some connections over there. Worst of all,” he said, “you will never find a job. The few Negroes around here in the Bay District are in Oakland, so you can make some contacts.”²³

²⁰ Thomas Trumble and Wilma Trumble, *The Pullman Porters and West Oakland* (Charleston: Arcadia Publishing, 2007).

²¹ Harry Lumsden, “*Oral History of Harry Lumsden, Afro-Americans in San Francisco Prior to World War II*,” Interview with Jesse J. Warr, III, Co-sponsored by The Friends of the San Francisco Public Library and the San Francisco African American Historical and Cultural Society (San Francisco: September 26, 1978).

²² Janice S. Lewis and Eleanor M. Ramsey, “A History of Black Americans in California: Historic Sites,” *Five Views: An Ethnic Historic Site Survey for California*, retrieved from https://www.nps.gov/parkhistory/online_books/5views/5views2h20.htm

The BSCP’s offices were located in what is now the parking lot of the U.S. Post Office at 517 Wood Street.

²³ C.L. Dellums, “Oral Interview of C.L. Dellums, International President of the Brotherhood of Sleeping Car Porters and Civil Rights Leader,” Interview with Joyce Henderson (West Oakland: March 15, 1973).



C.L. Dellums smiling standing in front of locomotive (Oakland Public Library, African American Museum and Library at Oakland)

Dellums went on to serve as the vice president of the BSCP, establishing a West Coast office of the BSCP in Oakland. The office is documented in *Five Views: An Ethnic Historic Site Survey for California*, which states how through unionizing (in large part to Dellums' leadership), "Afro-Americans acquired control of Pullman porters' and dining car workers' positions throughout the railroad system."²⁴

Dellum's work with the BSCP launched a life-long career in civil rights activism, as he became the first chairman of the Alameda County Branch of the NAACP and was later elected as the first President of the West Coast Region of the NAACP. In 1959, he was appointed by Governor Edmund G. Brown to the California Fair Employment Practices Commission and helped pass the nation's first anti-discriminatory law – the California Fair Employment Practices Act.²⁵ Years later, Dellum's nephew, Ronald Vernie "Ron" Dellums, represented the 9th Congressional District of Northern California on the U.S. House of Representatives and in 2006, became the third African American to serve as mayor of Oakland.

Other influential political figures, such as San Francisco's first African American mayor Willie Brown and Supreme Court Justice Thurgood Marshall, were also the descendants of Pullman porters.²⁶

²⁴ Janice S. Lewis and Eleanor M. Ramsey, "A History of Black Americans in California: Historic Sites," *Five Views: An Ethnic Historic Site Survey for California*, retrieved from https://www.nps.gov/parkhistory/online_books/5views/5views2h20.htm

²⁵ African American Museum and Library at Oakland, "Biography," accessed <http://www.oac.cdlib.org/findaid/ark:/13030/c89k4c07/admin/#bioghist-1.3.8>.

²⁶ Oakland Public Library Blog, "C.L. Dellums: An Oakland Civil Rights Hero," accessed January 15, 2017, <http://oaklandlibrary.org/blogs/library-community/cl-dellums-oakland-civil-rights-hero>.



Left: Agreement between Southern Pacific and its chair car porters and maids represented by the Brotherhood of Sleeping Car Porters (Oakland Public Library, African American Museum and Library at Oakland)



Left: Maids at work in the Bay Area (Oakland Public Library, African American Museum and Library at Oakland)
 Right: Pullman porters posing for a photo (California Railroad Museum)



Dining car stewards and waiters in the Coffee Shop Car of the Coast Daylight, a Southern Pacific train that ran between San Francisco and Los Angeles from 1937 to 1971, circa 1940 (cruiselinehistory.com)



A chair car porter working on the Coast Daylight, circa 1937 (cruiselinehistory.com)

New Pullman Hotel

During the Jim Crow era, porters often faced difficulty securing lodging at mainstream hotels in new cities. As a result, the Pullman Company sometimes “provided beds, for free or a nominal fee, in rooming houses, old or empty sleeping cars at the rail yard, or the YMCA, which was more welcoming to Negroes than hotels.”²⁷ Pullman porters who arrived in the San Francisco Bay Area followed a pattern observed in other American cities in which they stayed at rooming houses or homes of other porters until they were able to secure more permanent lodging. African American railroad workers looking for temporary lodging in San Francisco had few options, often crossing the bay to Oakland or staying at the home of a friend or acquaintance in the area.²⁸

In San Francisco, the primary option for Pullman porters and other black railroad workers in need of lodging was the New Pullman Hotel.²⁹ Over the span of roughly forty years from 1909 to 1950, city directories and Census documents indicate that African American waiters, cooks, laborers, maids, and porters lived at 228-248 Townsend Street. Its first documented porter, Claude C. Waller, began residing there in 1911.³⁰

In an interview, former porter Harry Lumsden mentions his stay at the Townsend Hotel (later named the New Pullman Hotel) for a period of several weeks before moving in with an acquaintance. According to Lumsden, there was a small community of black Pullman porters and “a few longshoremen” who lived near Third and Townsend Streets in proximity to the New Pullman Hotel.³¹



Commuters crossing railroad track at Southern Pacific Depot, March 14, 1951 (San Francisco Public Library)

²⁷ Tye, *Rising from the Rails*, page 56.

²⁸ Source Ibid.

²⁹ San Francisco Planning Department, *Central Corridor Historic Context Statement & Historic Resource Survey* (San Francisco: 2013), 31; Tim Kelley Consulting, The Alfred Williams Consultancy, VerPlanck Historic Resource Consulting, and the San Francisco Planning Department, *Draft African American Citywide Historic Context Statement* (Unpublished Draft, 2015), 60.

³⁰ 1911 City Directory.

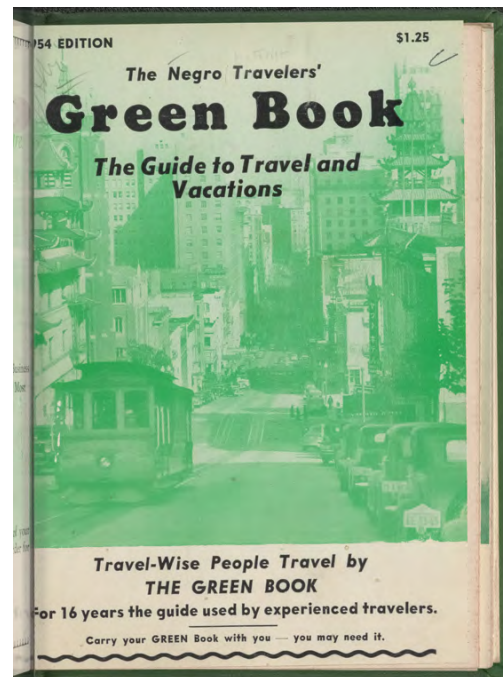
³¹ Harry Lumsden, interview by Jesse J. Warr, III, “*Oral History of Harry Lumsden, Afro-Americans in San Francisco Prior to World War II*,” San Francisco, September 26, 1978.

It is unknown exactly why or how the hotel began catering to an African American clientele, as Census records indicate that all owners of this property were white, but Census records also indicate a pattern of African American occupants that include a number of African American hotel and restaurant managers. The 1920 Census, for example, lists Austin Leslie, an African American man from Georgia, as a hotel keeper and hotel manager. In 1930, 40 black “roomers” were listed as staying with Nettie Leslie, an African American woman from Texas. Of the 40 black “roomers” mentioned, all but one was female. Her name was Alice Brooks, born in 1903 in Louisiana and who worked as a hotel maid in San Francisco and appeared to be living with her husband at 228-248 Townsend Street. The remaining “roomers” were listed as African American railroad workers, sailors, steamship workers, and janitors. Lastly, the 1940 Census indicates the presence of a Mrs. Gertrude Manuel, an African American woman from Louisiana who came to San Francisco with her sister, Perl Manuel, and her niece, Rachel Phyllips. Together they managed a hotel and restaurant at the property from 1934 until at least 1941. From 1940 to 1942, an organization known as the United American Club was housed on the property as well, although research produced no information about this organization.³²

The name New Pullman Hotel appears in city directories beginning in 1948. By the 1950s, a number of businesses and organizations that were likely owned by or catered to African Americans operated out of the building, including the Red Cap Café, Porter’s Inn Liquors, and the Galilee Mission Baptist Church.

Beginning in 1950, the New Pullman Hotel was one of a handful of hotels in San Francisco listed in the *Negro Motorist Green Book*, a guidebook published annually for the sole purpose of informing African American travelers of businesses and services that would accommodate them. The travel experience for African Americans in the United States during the era of segregation all too frequently came with inconveniences, challenges, and real dangers. Finding a place to eat, sleep, or purchase gasoline was not guaranteed for black travelers. They were often refused service at businesses while on the road or in unfamiliar places. In the most extreme cases, “sundown towns” outright forbid the presence of African Americans after dark. Signs posted at town or city boundaries made it known that anyone who broke the rules risked violence or even death.³³

These realities and frustrations inspired New York postal service worker and avid motorist Victor Hugo Green in 1936 to create *The Negro Travelers’ Green Book*. *The Green Book*, as it became known, was published and distributed nationally through 1967. It provided information about restaurants, hotels, motels, nightclubs, restaurants, and



Cover image of *The Negro Travelers’ Green Book: 1954*, which featured San Francisco (Shomburg Center for Research in Black Culture, Jean Blackwell Hutson Research and Reference Division, New York Public Library)

³² 1920, 1930, and 1940 United States Census

³³ Jacinda Townsend, “How the Green Book Helped African-American Tourists Navigate a Segregated Nation,” *Smithsonian Magazine*, April 2016, accessed August 2, 2017. <http://www.smithsonianmag.com/smithsonian-institution/history-green-book-african-american-travelers-180958506/>

state parks that were accepting of African Americans. Each edition featured a specific city, including some international destinations, and highlighted interesting sites and activities. Its first edition, published in 1936, was limited to New York and New Jersey but by 1939 *The Green Book* had expanded to encompass the entire continental United States. Its listings were informed by suggestions from African American travelers and mail carriers. While other guides for black travelers existed, *The Green Book* was the longest-running and maintained the largest distribution.³⁴

In the opening “Chat With The Editor” of the 1954 edition, Victor H. Green summarizes the purpose and widespread popularity of his publication:

The white traveler for years has had no difficulty in getting accommodations, but with the Negro it has been different. He before the advent of Negro Travel Guides has had to depend on word of mouth and then sometimes accommodations weren’t available. But now a days things are different – he has his own travel guide, that he can depend on for all the information that he wants and with a selection. Hence these guides have made traveling more popular and without running into embarrassing situations.³⁵

In addition to hotels and motels, *The Green Book* listed private homes that were safe and open to African American travelers. These homes were referred to in the guidebook as “Tourist Homes.” The earliest listings for recommended lodging venues in San Francisco were mostly private residences, but a handful of hotels were added to the list over the years. This included the New Pullman Hotel, which was listed beginning in 1950 through *The Green Book*’s last publication in 1966, two years following the passage of the Civil Rights Act.³⁶



San Francisco hotel listings in the 1961 edition of *The Negro Travelers' Green Book* (Shomburg Center for Research in Black Culture, Jean Blackwell Hutson Research and Reference Division, New York Public Library)

³⁴ Townsend, “How the Green Book Helped African-American Tourists Navigate a Segregated Nation,” <http://www.smithsonianmag.com/smithsonian-institution/history-green-book-african-american-travelers-180958506/>

³⁵ Victor Green, “A Chat With The Editor,” *The Negro Travelers' Green Book 1954: The Guide to Travel and Vacations* (New York: 1954), 1. Accessed August 15, 2017 <https://digitalcollections.nypl.org/items/3c85ba30-9374-0132-9292-58d385a7b928/book#page/3/mode/2up>

³⁶ Townsend, “How the Green Book Helped African-American Tourists Navigate a Segregated Nation,” <http://www.smithsonianmag.com/smithsonian-institution/history-green-book-african-american-travelers-180958506/>

City directories listed the New Pullman Hotel at 228-248 Townsend Street until 1984 when it was purchased by a new property owner. That same year, the building's second floor was converted into office space. While limited scholarship exists on the New Pullman Hotel itself it is clear from primary source documents that 228-248 Townsend Street represents one of the few hotels in the city to cater to Pullman porters, maids and other African American workers in San Francisco during a time when segregation and discrimination were widespread in hotels and in American society more generally.

INTEGRITY

The seven aspects of integrity used by the National Register of Historic Places, the California Register of Historical Resources, and Article 10 of the Planning Code are: location, design, materials, workmanship, setting, feeling, and association in relation to the period of significance.

Location

The building is still in its original location.

Design

Although the building has undergone alterations, it retains sufficient integrity to convey its association with its original design, use, and period of construction. Remaining features include its two-story rectangular plan, regular fenestration pattern, commercial storefronts at ground level, and decorative entablature surrounding all sides. The east façade retains the most integrity of design and materials, as it appears to retain original wooden window surrounds.

Feeling & Association

The property retains sufficient feeling and association to convey its original use as commercial on the ground floor and hotel on the second floor. Its storefronts remain in use as commercial spaces; the second floor interior space, however, has been significantly altered.

Setting

The New Pullman Hotel retains integrity of location and setting. It sits within the South End Historic District, which is significant for its associations with industrial development and warehouse architectural form.³⁷ While the former Southern Pacific Depot that once sat adjacent to the New Pullman Hotel was demolished in 1975, it was replaced by the Caltrain Depot, constructed one block away from the site of the original train depot.

Materials & Workmanship

The property has undergone several alterations, including “removal of architectural ornament, stuccoing of two facades, replacement of windows and remodeling of storefronts” that appear to date back to the 1950s or 1960s.³⁸ Building permits document interior alterations in 1964 and again in 1984. Awnings were installed to the exterior in 1985, the roof was replaced in 2001, and an ADA ramp was installed in 2009. In 1984, the second floor interior containing 54 hotel rooms and 11 bathrooms was demolished and replaced with offices. The east façade retains the most integrity of design and materials, as it appears to retain original wooden window surrounds. Some materials have been replaced on the front and west facades, but the materials of the decorative entablature, wooden windows and belt course on east façade remain and are still able to convey their workmanship.

Overall, the building retains sufficient integrity at the exterior to convey its original use, design, and period of construction.

³⁷ San Francisco Planning Department, *Central Corridor Historic Context Statement & Historic Resource Survey* (San Francisco: 2013), 110.

³⁸ Michael Corbett, *228-248 Townsend Street, Primary Record*, Department of Parks and Recreation, State of California, 1996.

ARTICLE 10 REQUIREMENTS SECTION 1004(B)

Boundaries of the Landmark Site

Encompassing all of and limited to Lot 018 in Assessor's Block 3787.

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. Character-defining features include all primary exterior elevations, form, massing, structure, architectural ornament and materials identified as:

- Two-story, rectangular building plan
- Existing flat roofline and entablature, including a projecting bracketed cornice, frieze, and architrave
- Existing window and door openings on all three visible facades (west, south, and east elevations)
- Configuration of six existing storefronts at front façade, including an angled, recessed entryway with paired doors at southeast corner
- Two entrances on front façade leading up to second floor, featuring curved entryway overhead
- Horizontal, projecting wooden belt course on east elevation
- Wooden window surrounds on east elevation

PROPERTY INFORMATION

Historic Name: New Pullman Hotel

Address: 228-248 Townsend Street

Block and Lot: 3787/018

Owner: Richard and Janice Fiore

Original Use: Residential Hotel and Commercial

Current Use: Commercial and Office

Zoning: SLI – SOMA Service – Light Industrial

PHOTOGRAPHS



Primary elevation, view northwest.



Secondary elevation (Lust Street), view north.



Primary elevation, view west.



Secondary (Clyde Street) elevation, view west.



Window detail on Clyde Street elevation, view west.



Clyde Street, view southeast. 228-248 Townsend Street is to the right.

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