



SAN FRANCISCO PLANNING DEPARTMENT

Memo to the Historic Preservation Commission

DATE: January 18, 2017
FROM: Stephanie Cisneros, Planning Department, Preservation Planner
Tina Tam, Planning Department, Senior Preservation Planner
RE: 2015-015129ENV – 1523-1525 Franklin Street

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At the HPC hearing on December 7, 2016 during Public Comment, a member of the public from Duane Morris spoke about and submitted a letter from Alice Barkley dated October 17, 2016 regarding the historic status of the building located at 1523-1525 Franklin Street. The HPC requested that Staff prepare an update in response to the submitted letter regarding the project and historic status of the property.

Please find attached the following materials for your review for 1523-1525 Franklin Street.

- *Historic Resource Evaluation Response (HRER)* issued on September 20, 2016.

The proposal is to demolish an existing Category B property (potential historic resource) and construct a new mixed-use 8-story building. An Environmental Evaluation Application was filed on December 28, 2015. Based upon Mrs. Barkley's letter, she contests the subject property at 1523-1525 Franklin Street is not a historic resource. Relying solely on the Historic Resource Evaluation (HRE) prepared by LSA dated May 2016, Mrs. Barkley believes the property does not have any significant ties to the LGBTQ movement. However, as presented in the Historic Resource Evaluation Response (HRER), prepared by the Department's Preservation Staff, dated October 2016, the property is eligible for listing in the California Register under Criterion A and is significant for its association with building LGBTQ communities in San Francisco from the 1960s through the 1990s.

As such, 1523-1525 Franklin Street is a historic resource for the purposes of CEQA review. Should the proposed project be determined to cause a significant and unavoidable impact to a historic resource, a focused EIR will likely be required and the HPC will have an opportunity to review and comment on the findings and adequacy of the environmental documents.

If you have any questions, please feel free to contact me at 415-575-9186 or Stephanie.Cisneros@sfgov.org.

Thank you.

CC: Commission Secretary

Attachments: *HRER*, Dated September 20, 2016
Letter from Alice Barkley, Dated October 17, 2016



SAN FRANCISCO PLANNING DEPARTMENT

Historic Resource Evaluation Response

Date: September 20, 2016
Case No.: **2015-015129ENV**
Project Address: **1523-1525 Franklin Street**
Zoning: NC-3 (Neighborhood Commercial, Moderate Scale)
130-E Height and Bulk District
Block/Lot: 0665/005
Date of Review: September 20, 2016 (Part I)
Staff Contact: Stephanie Cisneros (Preservation Planner)
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PART I: HISTORIC RESOURCE EVALUATION

Buildings and Property Description

The subject property, 1523 Franklin Street, is located on a rectangular shaped lot that totals 59 feet by 69 feet, on the southwest corner of Franklin and Austin Streets, in the Western Addition neighborhood. The subject property is located within a NC-3 (Neighborhood Commercial, Moderate Scale), and a 130-E Height and Bulk District.

The subject property contains a two-story over basement, unreinforced masonry commercial building constructed in 1928 by San Francisco-based architect Mel I. Schwartz in a utilitarian architectural style. The building has a rectangular plan that covers the entire parcel and a flat roof with a parapet clad in terracotta tile. The ground floor commercial storefront and the building entrance, which consists of metal and glass storefront system, face Franklin Street. Based on the Historic Resource Evaluation (HRE) report for the subject property prepared by LSA (May 2016), the building was originally constructed as a single-unit auto glass repair shop but was divided into two units by 1950. The property had multiple owners prior to construction of the subject building.

Known exterior alterations to the original building elements constructed in 1928 include removal of damaged framing and replacement with masonry (1941); removal of plate glass façade and installation of garage doors (1957); installation of front door (1961); remodel of glass sliding doors on façade (1963); addition of tubular steel canvas canopy on façade (1964); removal of a portion of parapet (1997); and removal and infill of skylights (2003). Visual inspection also reveals alterations to fenestration along the primary façade over the years, window replacements, addition of non-original cladding, enclosure of a secondary entrance on Austin Street, and painting over of original casement windows. The subject property has not undergone any significant changes to its footprint.

Pre-Existing Historic Rating/Survey

1523-1525 Franklin Street was included in the 1977-1978 Downtown Survey conducted by San Francisco Architectural Heritage with a "C" rating, or "building with contextual importance." This property was also included in the 1990 Unreinforced Masonry Structure Survey but was not given a rating.

The subject property is not currently listed in any local, state or national historical register. The building is considered a "Category B" (Properties Requiring Further Consultation and Review) property for the purposes of the Planning Department's California Environmental Quality Act (CEQA).

Neighborhood Context and Description

The project site is located in the Western Addition neighborhood, specifically within the Van Ness Automotive Special Use District, which is generally considered to be bordered by Pacific Avenue to the north, Market Street to the south, Gough Street to the west and Van Ness Avenue to the east. The surrounding neighborhood consists of large mixed-use properties that range from two-story automotive garages to twelve-story mixed-used and residential properties with commercial storefronts along the ground level.

1523 Franklin Street is located on a commercial block that reflects the general character of the surrounding neighborhood with a mix of Victorian, utilitarian, and modern-styled buildings that range from 2- to 3-stories and are characterized by residential-over-commercial/retail uses.

CEQA Historical Resource(s) Evaluation

Step A: Significance

Under CEQA section 21084.1, a property qualifies as a historic resource if it is "listed in, or determined to be eligible for listing in, the California Register of Historical Resources." The fact that a resource is not listed in, or determined to be eligible for listing in, the California Register of Historical Resources or not included in a local register of historical resources, shall not preclude a lead agency from determining whether the resource may qualify as a historical resource under CEQA.

To assist in the evaluation of the property associated with the proposed project, the Project Sponsor has submitted a consultant report:

- ☐ LSA, *Historic Resource Evaluation of 1523-1525 Franklin Street* (May 2016).

The LSA Historic Resource Evaluation (LSA HRE) provides background information on the property on the project site, including owner and occupant history. LSA found that this property did not appear eligible for any level of significance. The Department concurs with the Criterion 2 and Criterion 3 analyses but disagrees with regard to Criterion 1. Therefore, the eligibility of this property under Criterion 2 (People) and Criterion 3 (Architecture) will not be re-evaluated.

The Planning Department concurs, in part, with the findings by LSA in DPR forms prepared for 1523-1525 Franklin Street.

Below is a brief description of the historical significance per the criteria for inclusion on the California Register for the property that constitutes the proposed project. This summary is based upon the *Citywide Historic Context Statement for LGBTQ History in San Francisco (Citywide LGBTQ HCS)*, information found in the GLBT Historical Society Archives, and Department analysis.

Based on the available information, Preservation staff finds that the subject building appears eligible for inclusion on the California Register individually under Criterion 1.

Individual	Historic District/Context
Property is individually eligible for inclusion in a California Register under one or more of the following Criteria:	Property is eligible for inclusion in a California Register Historic District/Context under one or more of the following Criteria:
Criterion 1 - Event: <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No Criterion 2 - Persons: <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No Criterion 3 - Architecture: <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No Criterion 4 - Info. Potential: <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	Criterion 1 - Event: <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No Criterion 2 - Persons: <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No Criterion 3 - Architecture: <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No Criterion 4 - Info. Potential: <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Period of Significance: ca. 1976	Period of Significance: n/a <input type="checkbox"/> Contributor <input type="checkbox"/> Non-Contributor

Based on the information provided in the Historic Resource Evaluation prepared by LSA (dated May 2016), and information found in the Planning Department files and in the GLBT Historical Society Archives (visited on July 21, 2016), Preservation staff find that the subject property is individually eligible for listing in the California Register under Criterion 1 for its association with building LGBTQ communities in San Francisco from the 1960s through the 1990s. The period of significance is 1976, and reflects the year when the Institute for Advanced Study of Human Sexuality was founded.

Criterion 1: It is associated with events that have made a significant contribution to the broad patterns of local or regional history, or the cultural heritage of California or the United States.

To be eligible under the event criterion, the building cannot merely be associated with historic events or trends, but must have a specific association to be considered significant. Based on information found in the Citywide LGBTQ HCS, in the GLBT Historical Society Archives, and through research, Preservation staff finds that the subject property is individually eligible under Criterion 1 for its association with building LGBTQ communities in San Francisco from the 1960s through the 1990s, and more specifically with the founding of the Institute for Advanced Study of Human Sexuality, the first institution to grant advanced degrees in sexology in San Francisco.¹

¹Sides, Josh, *Erotic City: Sexual Revolutions and the Making of Modern San Francisco* (Oxford: University Press, 2009), page 120.

The Institute for Advanced Study of Human Sexuality (IASHS) was founded in 1976 in this building as the first educational institution to provide an advanced academic foundation for studying human sexuality in San Francisco.² The intent of the founding of the IASHS was to bring to light more in-depth conversations, research, and tools that would benefit professionals whose careers revolved around helping people and providing services in fields related to sexuality such as medicine, psychology, psychiatry and education. The IASHS was founded under the premise that human sexuality would be studied and discussed on a more open and well-rounded level so that these professionals would be able to better connect with, communicate with, and serve both heterosexual and homosexual clients.³

History of the Institute for Advanced Study of Human Sexuality

In 1962, a group of members of the United Methodist Church, United Church of Christ, United Presbyterian Church, American Baptist Church, and Southern Presbyterian Church gathered to discuss current issues surrounding early adulthood and homelessness among youth and to propose a study to develop a strategy to approach these issues. The strategy for tackling these issues among inner city youth began with the development of a study that would take place in four cities throughout the country. The study identified specific issues for youth and contributing factors to these issues with an ultimate goal of using theology and religious understanding to help resolve them.⁴

Ted McIlvenna, a United Methodist minister with a background in sociology, was chosen to oversee the San Francisco branch of this study. He focused his task in the Tenderloin, where he determined that a majority of the homeless youth were gay and recognized a severe lack of services resources being offered to them. Through this project, McIlvenna became greatly involved in and committed to helping gay youth become accepted and fairly treated and served members of society.⁵ The conclusions of the San Francisco study led to a wider conversation on human sexuality, and how homosexuality cannot be understood if the history of human sexuality is not first discussed in an open setting.

Various consultations and meetings throughout the United States and abroad took place soon after the conclusion of this study that brought together representatives from a number of political, educational, religious, and professional backgrounds whose careers revolved around helping or offering services to people. These discussions focused on what professionals in fields that are intended to help or provide services to others were lacking in their knowledge and understanding of human sexuality. From these

² The *Citywide Historic Context Statement for LGBTQ History in San Francisco* (October 2015) states that the Institute “was the first institute of higher education in the U.S. to grant advanced degrees in sexology” (page 246). However, LSA has provided preliminary information that reveals there were other educational institutions nationwide offering similar degrees in a similar field around the same time as IASHS such as Widener University (est. 1976, originally developed as part of University of Pennsylvania). Staff conducted some research to verify whether there were graduate schools that preceded the Institute for Advanced Study of Human Sexuality. Staff preliminarily found that the programs at Widener University (1976) and New York University (est. late 1970s/early 1980s) were closest in timeframe to that of IASHS. While further research is needed to verify if there are others that may precede IASHS on a national scale, this Historic Resource Evaluation Response focuses on the Institute’s eligibility as the first institute in San Francisco to offer graduate-level degrees in sexology and human sexuality.

³ Prior to the founding of IASHS, the topic of sexology (human sexuality) was discussed and taught in a conservative manner, touching on basic ideas and ideologies, yet leaving out controversial topics and issues that were crucial to understanding human sexuality at this time in LGBTQ history.

⁴ Carter, David, *Stonewall: The Riots that Sparked the Gay Revolution* (New York: St. Martin’s Griffin, 2004), 104-107.

⁵ Ibid.

discussions, the idea emerged that there needed to be a center specifically created to train and teach professionals about human sexuality and to relate this understanding to homosexuality.⁶

In spring of 1967, the Institute for Sex Research (later named the Kinsey Institute⁷) in Bloomington, Indiana, hosted a meeting of representatives from the 1962 collaboration of religious bodies, the National Institute of Mental Health, the Glide Foundation, and four other funding organizations and foundations. This meeting led to the formation of the National Sex Forum (NSF), an effort to understand what was missing in the comprehension of human sexuality on a much deeper level and how to address this lack in a creative, educational and meaningful way. The intent was to utilize the platform of the NSF as a way to advance the academic field of sexology. The NSF, which would be sponsored by the United Methodist Church and run out of Glide Memorial Church in San Francisco, was a direct reaction to the lack of formal education available to professionals working in fields such as psychology, medicine, and psychiatry that would help them better understand and interact with the people they work with. The National Sex Forum formally began as part of the Glide Urban Center in San Francisco in October of 1968.⁸

Following the initiation of the NSF in 1968, the forum's collaborators and organizers worked to develop programs and trainings in the field of human sexuality that would address the topics and issues that proved to be where professionals generally lacked understanding or knowledge in sexuality. The concerns of the NSF brought together a group of twelve people, whose backgrounds and professional fields ranged from religious clergy, medicine, psychiatry, psychology and sex therapy, who devoted the next five years to studying sexology and various specialties and topics within the field.⁹ Of these initial twelve individuals, nine were able to complete their research and compile the information they gathered about their particular topic within the field in order to build a strong foundational academia that would become the Institute for Advanced Study of Human Sexuality (IASHS). Six of these nine individuals went on to become the original faculty of IASHS.¹⁰ These six individuals – Ted McIlvenna, Herb Vandervoort, Laird Sutton, Marguerite Rubenstein, Loretta Haroian, and Phyllis Lyon – developed various courses and specialties that would become the groundwork upon which IASHS would be founded, leading to its official establishment in June of 1976 at the subject property.¹¹ At the time of its founding, IASHS was one of a few institutions nationwide offering graduate level degrees in human sexuality education, the others being University of Pennsylvania (whose program would later break away to become Widener

⁶ McIlvenna, Ted, "Institute for Advanced Study of Human Sexuality," in *Human Sexuality: An Encyclopedia*, ed. Vern L. Bullough and Bonnie Bullough (New York: Garland Publishing, Inc., 1994), 310-312.

⁷ The Kinsey Institute is a research facility in Indiana that was established in 1947 originally as the Institute for Sex Research. This Institute was involved with researching human sexual behavior in order to promote a greater understanding of human sexuality and relationships through research, outreach, education, and historical preservation. "Explore Kinsey," Kinsey Institute website <https://www.kinseyinstitute.org/about/index.php> (visited 8/22/2016).

⁸ Irvine, Janice M., *Disorders of Desire: Sexuality and Gender in Modern American Sexology*, (Philadelphia: Temple University Press, 2005), 84-85.

⁹ From 1968 to 1973, this sexological study team, along with the National Sex Forum, worked with a number of professionals from the University of Minnesota Medical School's and the University of California Medical School's sexuality training programs to develop a clear understanding of what was lacking in professional understanding of human sexuality. McIlvenna, Ted, "Institute for Advanced Study of Human Sexuality," in *Human Sexuality: An Encyclopedia*, ed. Vern L. Bullough and Bonnie Bullough (New York: Garland Publishing, Inc., 1994), 310-312.

¹⁰ By 1975, the National Sex Forum was sponsorship was transferred from Glide Memorial to the Exodus Trust, a non-profit organization focused on providing education, information and conducting research on AIDS and in the field of sexuality.

¹¹ The school was established as a free-standing, private, non-sectarian institution to allow the institute to be flexible with topics and to not be under the control of an outside board of directors, who might otherwise be limiting.

University) and New York University.¹² As noted in *Sex Education in the Eighties: The Challenge of Healthy Sexual Education*, Harvey Gochros describes, "One of the newest and largest programs concerned with advanced education for health practitioners is the Institute for Advanced Study of Human Sexuality... This program and that at New York University are among the few in which human sexuality and sex education are seen as legitimate, autonomous areas of academic and professional study worthy of attention for students pursuing an advanced degree."¹³

Contributions of the Institute

The founding of the IASHS was initiated as a unified effort to educate people about human sexuality's past, present and future. The purpose and intent of the IASHS was to provide a strong educational foundation upon which professionals would be able to expand their knowledge and understanding of human sexuality and, as a result, homosexuality. The IASHS would contribute to the broader ongoing discussions of sexuality so that it would become a widely understood field necessary for professionals working in fields that are directly associated with helping or offering services to others. IASHS was founded on a non-traditional approach to discussing and teaching the field of human sexuality and sexology. The Institute worked toward a more well-rounded understanding of human sexuality that touched on topics that were considered to be controversial for the time, but that gave way to a more open collective knowledge of sexuality. Some fields of human sexuality that have benefitted from the education, research and work of students and faculty of the IASHS include, but are not limited to:

- Sex Education
- Sexual Medicine
- Clinical Sexology
- AIDS/STI Prevention
- Sex Counseling & Sex Therapy
- Sexual Identity

Graduates of IASHS utilized their advanced degrees in ways that have benefitted many fields such as education, medicine, and psychology among others. They have gone on to become clinical sexologists, sex therapists, authors of academic papers, journals and case studies, and founders of organizations that have focused on various aspects of human sexuality and sexology relevant to the understanding of how sexuality has evolved and is continuously evolving in order to help and serve others.

Academic and Professional Degrees offered by IASHS are:

- Doctor of Education
- Doctor of Philosophy
- Doctor of Human Sexuality
- Master of Human Sexuality
- Master of Public Health in Human Sexuality

¹² Calderwood, Deryck, "Educating the Educators," in *Sex Education in the Eighties: The Challenge of Healthy Sexual Evolution*, ed. Lorna Brown, (New York: Plenum Press, 1981), 193.

¹³ Gochros, Harvey L., "Sex Education for the Allied Professionals," in *Sex Education in the Eighties: The Challenge of Healthy Sexual Evolution*, ed. Lorna Brown, (New York: Plenum Press, 1981), 222.

In the greater context of LGBTQ activism occurring during the 1960s and 1970s in San Francisco, the research, work and academics of the IASHS helped to build strong LGBTQ communities in San Francisco through education and advocacy for understanding of sexuality and sexual identity.¹⁴ The founding of the IASHS is within the theme of Building LGBTQ Communities (1960s to 1990s) in the *Citywide Historic Context Statement for LGBTQ History in San Francisco* as it was the first graduate-level educational institute to offer advanced degrees in human sexuality and sexology in San Francisco. IASHS developed an educational understanding and discussion of human sexuality that went beyond the more conservative approaches to the topic at the time. The school offered courses and degrees that were considered to be controversial yet were pertinent to the understanding of sexual identity evolution and revolutions that were occurring during this time.

It is therefore determined that the subject property is individually eligible for listing in the California Register under Criterion 1 for its association with the IASHS, the first institute in San Francisco to offer graduate level degrees in the fields of sexology and human sexuality. Its unique beginnings, its founding faculty, and its subject matter, though subjected to scrutiny and criticism, have created a substantial place in LGBTQ history and education.

Criterion 2: It is associated with the lives of persons important in our local, regional or national past.

Staff concurs with the LSA HRE finding that the subject property does not appear eligible for listing on the California Register under Criterion 2. Although the Institute was founded by some important members and activists of the LGBTQ community — Ted McIlvenna, Maggi Rubenstein and Phyllis Lyon — the subject property is not associated with their most important activism and work.

Therefore the subject property is not eligible for listing in the California Register under Criterion 2. See LSA report for additional historic context.

Criterion 3: It embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of a master, or possesses high artistic values.

Staff concurs with the LSA HRE finding that the subject property does not appear eligible for listing on the California Register under Criterion 3. The building was originally constructed in a utilitarian design in 1928 and was designed by San Francisco-based architect Mel I. Schwartz. Schwartz worked in the early-to-mid 20th century, with his most productive years being 1919 to 1923. 1523 Franklin Street was one of the last buildings he designed. Since its construction, the building has been significantly altered such that it does not display high artistic value nor does it appear to represent the work of a master as Mel I. Schwartz was not a prominent architect among the architectural community.

Therefore the subject property is not individually eligible for listing in the California Register under Criterion 3.

Criterion 4: It yields, or may be likely to yield, information important in prehistory or history.

Based upon a review of information in the Departments records, the subject property is not significant under Criterion 4, which is typically associated with archaeological resources and is subject to separate

¹⁴ For more history and context on LGBTQ activism and education in San Francisco, please refer to the *Citywide Historic Context Statement for LGBTQ History in San Francisco*.

study. The building is also unlikely to yield information important to history, such as evidence of unique building materials or methods.

It is therefore determined that 1523-1525 Franklin Street is not eligible for listing in the California Register under Criterion 4.

Criterion G: A property has achieved significance within the past 50 years if it is of exceptional importance.

1523 Franklin Street retains its overall integrity of location, association, design, workmanship, setting, feeling, and materials and conveys its historical significance as San Francisco's first educational institute to offer graduate-level and advanced degrees in the field of human sexuality/sexology (IASHS). The period of significance for 1523 Franklin Street is the founding year of the Institute for Advanced Study of Human Sexuality, 1976, which makes its character-defining features associated with a period that is less than 50 years old. As such, 1523 Franklin Street's historical associations must be of "exceptional importance" to the City of San Francisco, State of California, western region of the United States, or the nation to be eligible for listing in the NRHP.

1523 Franklin Street is exceptionally important under Criterion A for its role as the founding location of the first educational institute to offer advanced degrees in the field of sexology and human sexuality in San Francisco. The founding of IASHS brought about advanced academic discussion of human sexuality that fostered a more well-rounded understanding of sexuality's ever-evolving nature. During the time in which IASHS was founded, professionals discussed the field of sexology and human sexuality in a conservative fashion due to a lack of understanding of how sexuality has evolved and was continuing to evolve. The educational groundwork of IASHS was meant to break down the barriers preventing a fuller societal understanding of sexuality. The Institute explored areas of sexuality that had been previously thought to be controversial or avoided areas that needed to be talked about and understood in order to better address the continuing evolution of sexuality and to understand how to more effectively address the LGBT community and their social, health and cultural needs, couples sex therapy, AIDS and STI prevention, and sexual medicine.

Step B: Integrity

To be a resource for the purposes of CEQA, a property must not only be shown to be significant under the California Register of Historical Resources criteria, but it also must have integrity. Integrity is defined as "the authenticity of a property's historic identity, evidenced by the survival of physical characteristics that existed during the property's period of significance." Historic integrity enables a property to illustrate significant aspects of its past. All seven qualities do not need to be present as long the overall sense of past time and place is evident.

The subject property retains integrity from the period of significance (1976) noted in Step A:

Location: ☒ Retains ☐ Lacks
Association: ☒ Retains ☐ Lacks
Design: ☒ Retains ☐ Lacks
Workmanship: ☒ Retains ☐ Lacks

Setting: ☒ Retains ☐ Lacks
Feeling: ☒ Retains ☐ Lacks
Materials: ☒ Retains ☐ Lacks

The *Citywide Historic Context Statement (HCS) for LGBTQ History in San Francisco* provides guidance in the evaluation of integrity for LGBTQ-associated resources, noting that the focus should not be on aesthetic values or physical characteristics. As noted in the LGBTQ HCS,

...very few sites important to LGBTQ history in San Francisco will express their historic associations solely through their physical fabric, so integrity of design, workmanship, and materials are not generally critical when evaluating a property. Instead, the important aspects of integrity for most LGBTQ resources are location, feeling, and association.¹⁵

Although the subject property at 1523-1525 Franklin Street has had some alterations since its construction to accommodate the needs of various tenants during its lifespan, most of these alterations were storefront alterations to the Franklin Street façade and included installation and de-installation of various signs throughout the years, window and door alterations, and alterations to the brick parapet.¹⁶ As such, these alterations do not deter from level of integrity maintained from the period of significance (1976). Since 1976, there have been only three minor alterations – removal of portion of brick parapet (1997), seismic retrofit (2003) and remove and infill skylights (2003) – which have not compromised the overall levels of integrity of Location, Association, Design, Workmanship, Setting, Feeling and Materials.

Step C: Character Defining Features

If the subject property has been determined to have significance and retains integrity, please list the character-defining features of the building(s) and/or property. A property must retain the essential physical features that enable it to convey its historic identity in order to avoid significant adverse impacts to the resource. These essential features are those that define both why a property is significant and when it was significant, and without which a property can no longer be identified as being associated with its significance.

Character-defining features of 1523-1525 Franklin Street include:

- Massing and scale
- Red clay tile parapet
- Brick masonry surrounding the storefront system along Franklin Street
- Brick masonry along Austin Street façade
- Fenestration design and articulation along Austin Street façade with a combination of wood and steel sash windows
- Location on the corner of Franklin Street and Austin Street

CEQA Historic Resource Determination

- ☒ Historical Resource Present
- ☒ Individually-eligible Resource
- ☐ Contributor to an eligible Historic District
- ☐ Non-contributor to an eligible Historic District

¹⁵ Graves and Watson, page 349.

¹⁶ It should be noted that the LSA HRE did not conduct an assessment of integrity because they did not find the building to be eligible for listing in the California Register.

☐ No Historical Resource Present

PART I: SENIOR PRESERVATION PLANNER REVIEW

Signature: _____

Tina Tam, *Senior Preservation Planner*

Date: _____

cc:



1523-1525 Franklin Street, view SW of Franklin Street & Austin Street façades (Google Maps)



1523-1525 Franklin Street, view W of Franklin Street façade (Google Maps)



1523-1525 Franklin Street, view SW of Franklin Street & Austin Street façades (Google Maps)

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October 17, 2016

Commissioner Andrew Wolfram
President, Historic Preservation
Commission
San Francisco Planning Department
1650 Mission Street, Suite 400
San Francisco, CA 94103

**Subject: Opposition to Identification of 1523-1525 Franklin Street as
Potentially Eligible for Designation as Historical Resource**

Dear Commissioner Wolfram:

Our office represents JS Sullivan Development Company, LLC, which is in contract to purchase, which has submitted an environmental review application, and which has commissioned two Historic Resource Evaluations of the property located at 1523-1525 Franklin Street ("1523 Franklin" or "the Building"),¹ as the authorized agent of the current owner.

1523 Franklin was identified in the Citywide Historic Context Statement for Lesbian, Gay, Bisexual, Transgender, and Queer (LGBTQ) History in San Francisco as potentially eligible for City Landmark, California Register, or National Register status, but was not formally evaluated. For the reasons described herein, the designation of the Building as a historical resource is not appropriate. We ask that this Commission direct the Planning Department Staff to amend the LGBTQ Historic Context Statement findings to eliminate 1523 Franklin from the list of properties in San Francisco that may be eligible for City Landmark, California Register, or National Register status for the reasons discussed below.

¹ LSA prepared a Historic Resource Evaluation of 1523 Franklin in May 2016 and submitted the report to City and County of San Francisco Planning Department and is attached hereto as Exhibit 1. A Preliminary Historical Resource Evaluation of 1523 Franklin was prepared by Left Coast Architectural History on December 16, 2015 and is attached hereto as Exhibit 2.

Commissioner Andrew Wolfram
October 17, 2016
Page 2

The Institute is a for-profit, non-accredited institution that offers courses in Human Sexuality and issues graduate school certificates of course completion. Unlike the tenants in some other buildings in San Francisco, the Institute does not have any significant ties to the LGBTQ movement, nor does the building have any added features to identify it as anything other than an outdated retail building. We respectfully request that 1523 Franklin be determined ineligible for designation as a historical resource.

Background

The Building was originally constructed in 1928 for retail stores and is typical of the early-20th century commercial development in the area. From at least 1930 to 1975, the Building served automotive support functions, such as repair, furnishings, glass and windshield services, and leasing.² Background research indicates that the building's contribution to the rise of the automobile culture in the early-20th century was not important or exceptional. Many similar buildings were constructed in San Francisco during this period to provide secondary auto support services to the established automobile dealerships along Van Ness Avenue which is one block east. These support buildings were utilitarian in purpose and do not possess much in the way of architectural detail or ornamentation.

The Building was purchased in 1975 by the National Sex Forum Trust. The National Sex Forum was founded by Glide Memorial Church in 1968 to dispel misinformation about sex. During the National Sex Forum's most active years, between 1968 and 1975, it was located at the Elks Building at 540 Powell Street.

The Institute and Education in Sexology

In 1976, the National Sex Forum evolved into the Institute. The Building has continuously housed the Institute, an early human sexuality education group based in San Francisco, from 1978 through to the present. However, the Building was not constructed as an educational institution and is not significantly associated with the LGBTQ movement of San Francisco.

Instead, the Institute is a for-profit educational institution offering sex education courses that includes a discussion of LGBTQ rights and issues. The Institute provides education and training and issues professional certificates in designated specialties in the field of sexology. *The Institute has never secured any nationally-recognized accreditation.* The Institute is instead approved to operate as a for-profit, private institution by the California Bureau of Private Postsecondary Education, but has never been accredited by any agency recognized by the U.S. Department of Education. As a result, students of the Institute are not eligible for state or federal financial aid

² See Exhibit 2, p. 8.

Commissioner Andrew Wolfram
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and degrees from the Institute are not recognized for certain employment positions, including with the State of California. Until recently, the Institute did not even require attendees to have a Bachelor's degree before entering its program.

Moreover, the Institute was neither the first nor the only educational institution in San Francisco offering courses on human sexuality. Accredited institutions such as San Francisco State University and San Francisco City College offered courses on human sexuality beginning in the 1960s and Bachelor's and graduate degrees related to LGBTQ history, culture and human sexuality.

In 1968, San Francisco State University began offering courses on human sexuality and by the early 1970s, courses were taught by several faculty members across a variety of departments and disciplines. In 1975, SFSU professors John DeCecco and Michael Shively created the Center for Homosexual Education, Evaluation, and Research, which conducted cross-cultural historical research on homosexuality. In 1980, SFSU created a Human Sexuality Studies Program, which offered an interdisciplinary minor to students. Today, SFSU offers a Master's Degree in Sexuality Studies, as well as minor concentrations in Sexuality and LGBT Studies.

San Francisco City College was the first college nationwide to offer courses on LGBTQ literature. Faculty at SFCC created the Department of Gay and Lesbian Studies and SFCC offers a Bachelor's Degree in LGBT Studies, a minor concentration in Women's Studies and a Sexual Health Educator certificate program.

Given the proliferation of other educational institutions offering courses on LGBTQ history and culture and human sexuality, the Institute and 1523 Franklin have played, at best, only a minor role in LGBTQ history in San Francisco. The Institute's minor, tangential relationship to the LGBTQ movement does not warrant its designation as a historical resource, especially considering the ramifications of such a designation on any environmental review associated with the Property. The requirements of CEQA and the potential for a mandated EIR should not be imposed on 1523 Franklin because it does not qualify as a historical resource due to its minimal impact on the LGBTQ movement.

Nor is 1523 Franklin associated with the lives of any person important to local, California, or national history. The Institute was founded in 1976 by Robert "Ted" McIlvenna, a Methodist pastor who worked for Glide Memorial Church. With sponsorship with Glide, McIlvenna founded the Council on Religion and the Homosexual ("CRH"). The CRH's purpose was to work alongside other groups and continue to educate clergy about homosexual and lesbian rights and the negative effects of stigmatization. The CRH was headquartered at Glide's Urban Center at 330 Ellis Street, which is listed in the California Register and is a contributor to the Upper Tenderloin National Register Historical District. The CRH had no association with 1523 Franklin. Pastor McIlvenna is still alive and continues his work through the Institute, but for the reasons stated above, his association with the Institute does not create eligibility for historical

designation. In fact, McIlvenna is currently in contract to sell the Building to our client, further diminishing any effort to protect its historic significance.

Identification of 1523 Franklin in the LGBTQ Historic Context Statement

1523 Franklin was identified in the LGBTQ Historic Context Statement as potentially eligible for City Landmark, California Register, or National Register status, but was not formally evaluated. The LGBTQ Historic Context Statement, which spans 381 pages, contains just two brief mentions of 1523 Franklin.

First, the authors point out at that early meetings of the Intersex Society of North America ("ISNA") were held at the Institute, where Cheryl Chase (who formed ISNA) was a student. (LGBTQ Historic Context Statement, p. 211.) Second, the statement notes that, as described above, the National Sex Forum evolved into the Institute. In addition, Phyllis Lyon and Maggi Rubenstein are identified as faculty members of the Institute and the authors note that the Institute was the first institution of higher education in the U.S. to grant advanced degrees in sexology. (LGBTQ Historic Context Statement, pp. 245-246.)

The Institute and the building at 1523 Franklin are only referenced in the LGBTQ Historic Context Statement for their associations with ISNA and the National Sex Forum. Neither the ISNA nor the National Sex Forum is exclusively associated 1523 Franklin and both organizations have longer associations with other buildings in San Francisco.

Indeed, the historical background of 1523 Franklin pales in comparison to the other San Francisco City Landmarks designated because of their *exclusive* association with LGBTQ history.³ 1523 Franklin was one of *over 50* potentially eligible buildings associated with LGBTQ history identified in the LGBTQ Historic Context Statement. For example, the Society for Individual Rights ("S.I.R.") Community Center at 83 Sixth Street is identified in the LGBTQ Historic Context Statement as a building significant to LGBTQ history.

Unlike the Institute, the S.I.R. is one of the most important historic organizations promoting the interests of the LGBTQ community and is considered the birthplace of the LGBTQ movement. Within two years of its founding in 1964, the S.I.R. was largest civic organization in the country for gay men and women. In 1966, the S.I.R. opened the first gay community center in the country, located at 83 Sixth Street. This building, in stark contrast to 1523 Franklin, housed an

³ Designated City Landmarks exclusively associated with the LGBTQ movement include (1) Harvey Milk's residence and campaign headquarters (City Landmark #227); (2) the Twin Peaks Tavern, a refuge for Castro residents during White Night in 1979 and first openly LGBTQ-owned bar to feature street-facing windows (City Landmark #264); and (3) the NAMES Project/Aids Quilt Founding Site, which housed the first AIDS Quilt production space and acted as a LGBTQ community center during the AIDS crisis (City Landmark #241)

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organization that was instrumental to LGBTQ community building and a cornerstone of the LGBTQ political and civic movement.

Conclusion

1523 Franklin has played a very minor role in LGBTQ history in San Francisco. The Institute operating at 1523 Franklin was not the first, last, or only educational institute offering LGBTQ and sex education curricula throughout its history. The Institute is instead a for-profit institution that lacks accreditation, and there are other examples of accredited colleges and universities in San Francisco which offer major and minor concentrations in various LGBTQ studies. Thus, 1523 Franklin is not historically significant and does not qualify as a historical resource.

We respectfully request that the Commission direct the Planning Department Staff to amend the LGBTQ Historic Context Statement findings to eliminate 1523 Franklin from the list of properties in San Francisco that may be eligible for City Landmark, California Register, or National Register status.

Very truly yours,


Alice Suet Yee Barkley

ASB/bah

Attachments: Exhibits 1 and 2

cc: Aaron Jon Nyland, Commission Vice President
Karl Hasz, Commissioner
Ellen Johnck, Commissioner
Richard S. E. Johns, Commissioner
Diane Matsuda, Commissioner
Jonathan Pearlman, Commissioner