

### MEMO TO THE HISTORIC PRESERVATION COMMISSION

HEARING DATE: October 7, 2020

October 7, 2020

Case Number:	2017-004557ENV
Project Address:	2500 Mariposa Street (SFTMA Potrero Yard)
Zoning:	P – Public Zoning District
	65-X Height and Bulk District
Block/Lot:	3971/001
Project Sponsor:	San Francisco Municipal Transportation Agency, Licinia Iberri – (415) 646-2715
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### Re:

Review and Comment on Preservation Alternatives for Draft EIR

The Planning Department ("department") and the Project Sponsor ("sponsor") are requesting review and comment before the Historic Preservation Commission (HPC) regarding the proposed Preservation Alternatives for the project at 2500 Mariposa Street, the SFMTA Potrero Yard ("the project").

The Planning Department is in the process of preparing an Initial Study and Draft Environmental Impact Report (EIR) to evaluate the related physical environmental effects of the proposed project. The proposed Preservation Alternatives are being brought to the HPC for comment prior to inclusion in the Draft EIR which is expected to be released for public review in Spring 2021. A hearing to receive the HPC's comments on the Draft EIR would occur during the Draft EIR public comment period.

### Background

On March 18, 2015, the Historic Preservation Commission (HPC) adopted Resolution No. 0746 to clarify expectations for the evaluation of significant impacts to historic resources and the preparation of preservation alternatives in Environmental Impact Reports. Although the resolution does not specify Architectural Review Committee ("ARC") review of proposed preservation alternatives, the HPC, in their discussions during

preparation of the resolution, expressed a desire to provide feedback earlier in the environmental review process – prior to publication of the Draft EIR – particularly for large projects. After passing of the resolution, preservation alternatives were presented to the ARC for their feedback but were not reviewed by the full HPC until after publication of the Draft EIR. More recently, the HPC expressed interest in having all members of the HPC review and provide feedback on the alternatives. Alternatives are now brought to the full HPC for their consideration prior to publication of the Draft EIR. The department and sponsor seeks the HPC's input in design of the preservation alternatives to address the anticipated significant impact to the historical resource at 2500 Mariposa Street.

### **Property Description**

2500 Mariposa Street ("subject property") is located on a superblock comprised of two square blocks bounded by 17th Street to the north, Hampshire Street to the east, Mariposa Street to the south, and Bryant Street to the west, Assessor's Block 3971, Lot 001, in the Mission/Potrero Hill neighborhood. The subject property is located within a P (Public) Zoning District and a 65-X Height and Bulk District. The subject property contains the Potrero Trolley Coach Division Maintenance and Operations Facility, historically known as the Mariposa Bus Yard, including a two-story maintenance and operations building, control tower, surface parking lot, and several work stations located around the perimeter of the yard.

The primary building on the lot is a two-story, reinforced-concrete maintenance and operations facility designed in the Renaissance Revival style. The building is roughly divided into two sections, the front portion of the building that faces Mariposa Street is referred to as the office wing, while the rear portion of the building is referred to as the shops wing. The office wing comprises the primary facade of the building that faces Mariposa Street and is seven bays wide and two stories tall. The ground floor includes wide openings for vehicular entrances and the main pedestrian entry. The upper floor of the building features widely spaced double-hung steel windows with a light pattern of six-over-six. The building is clad in stucco, capped with a flat roof, and is subtly embellished with molded cement plaster ornament including re-entrant corners, Tuscan pilasters and door hoods, a bold intermediate cornice, and a shallow cornice embellished with circular medallions. The office wing wraps the Hampshire Street elevation that features the same decorative detailing as the Mariposa Street façade and is 4 bays wide with an irregular rhythm of the same double-hung steel windows in addition to a ground floor pedestrian entrance at the corner of Mariposa and Hampshire streets. The office wing connects to the north with the shops wing along Hampshire Street. The shops wing features a prominent parapet wall that is slightly taller than the office wing and is two-stories tall towards Mariposa Street but due to the change in grade is only one story tall as it meets 17<sup>th</sup> Street to the north. While the office wing is highly ornamented, the shops wing is less so and aside from a small amount of ornamentation including a decorative parapet and sill, the Hampshire Street portion is otherwise a blank stuccoed wall.

The remaining half of the lot is occupied by surface parking lots serving as storage for electric-powered trolley coaches and parking for non-revenue vehicles, with several work stations lining the perimeter of the yard including a coach washing station to the north side, an outdoor maintenance station on the west side, and a fare collection and a defunct vacuum station on the east side. The asphalt paved parking lot is enclosed by 10-foot-high galvanized steel tube fencing with historic piers and gates fronting 17th and Mariposa Streets.



### Site History<sup>1</sup>

The subject property was constructed in 1915 and was originally a single-story car barn that was later enlarged to two stories in 1924 with the construction of the second-floor office wing and two maintenance shops. The building was designed in the Renaissance Revival style by the Office of City Engineer Michael M. O'Shaughnessy. The facility was Muni's second purpose-built streetcar barn (after the Geary Car Barn), and the first such facility constructed south of Market Street. It was built to provide maintenance and storage facilities for Muni's streetcar lines operating south of Market Street. Due to falling ridership and rising expenses associated with streetcar operations, the Public Utilities Commission decided to replace nearly all of its streetcar lines with bus or trolley coach service. As part of this effort, the Potrero Car Barn was converted into an electric trolley coach maintenance and operations facility in 1948-1949.

### **CEQA Historical Resources Evaluation**

The subject property is considered a known historic resource, having been surveyed in the Showplace Square Historic Resources Survey and later evaluated in a Historic Resource Evaluation (HRE), prepared by VerPlanck Historic Preservation Consulting, dated October 2, 2017. The department concurs with the findings that 2500 Mariposa Street is individually eligible for listing in the California Register of Historic Resources under Criterion 1 as a facility dating back to the earliest years of San Francisco's Municipal Railway, America's first publicly owned street railway, with a period of significance from 1915 to 1948 (year of conversion into an electric trolley coach maintenance and operations facility). The Potrero Car Barn, as the facility was first known, was Muni's second purpose-built car barn and the first such facility built south of Market Street.

The subject property is also eligible under Criterion 3 as a property that embodies the characteristics of a car barn, post-quake reconstruction, as well as being the work of a master, Michael M. O'Shaughnessy, known as the most influential and important Chief Engineer to ever hold this position. The period of significance under Criterion 3 is 1924 to 1941.

The subject property has seen some alterations after the period of significance, the most substantial of which occurred in 1948-1949 when Muni converted the building from a car barn into a trolley coach facility. Alterations to the site included removal of the rear portion of two-street car maintenance shops on the second floor level, remodeling the west façade, construction of a control room at 17<sup>th</sup> and Hampshire streets, alterations to the bays along Mariposa Street, and removal of all streetcar tracks from the site. The subject property was further remodeled in 1989-1990 as a part of a seismic upgrade of the facility that included interior alterations, further modifications to the west elevation, and alterations to the Mariposa Street elevation.

### Integrity

The department concurs with the HRE findings that despite its alterations the subject property is still recognizable as an early twentieth century car barn, in particular from the corner of Mariposa and Hampshire Streets, and therefore retains sufficient integrity as an individual resource eligible for listing in the California Register under Criterion 1 and 3. The department also concurs with the findings in the HRE that found the subject property retains six out of seven aspects of integrity.

<sup>&</sup>lt;sup>1</sup> The following site history is largely adapted from "Historic Resource Evaluation: Potrero Trolley Coach Division Facility, 2500 Mariposa Street," prepared by VerPlanck Historic Preservation Consulting, dated October 2, 2017, 41-52. This report is included as Attachment A.



### Character-defining features

The following is a list of character-defining features of the subject property:

- Overall height and massing of the two-story office wing and the remaining portions of the original shops wing along Hampshire Street, including its flat roof;
- Fenestration pattern on office wing (Mariposa and Hampshire Streets only) consisting of large vehicular openings at the first floor and groups of three double-hung metal windows at the second floor level;
- Remaining molded concrete and cement plaster ornament on Mariposa and Hampshire Streets, including re-entrant corner detailing, pilasters separating the vehicular openings, molded intermediate cornice, continuous lug sill beneath the windows, shallow cornice, and medallion featuring original Muni logo. Some of this detailing continues along the west and east (Hampshire Street) façades of the office wing, as well as on the shops wing on Hampshire Street;
- Remaining pedestrian door surround on Hampshire Street façade with inscription above;
- Remaining door trim on westernmost vehicular bay on Mariposa Street;
- Surviving double-hung, six-over-six, metal windows on office wing;
- Flagpole.

### **Project description and objectives**

The following description of the proposed project is adapted and truncated from the Notice of Preparation of an EIR for the Potrero Yard Modernization Project.<sup>2</sup>

The proposed project would demolish the existing bus storage yard and the maintenance and operations building and would replace them with a new, approximately 75- to 150-foot-tall, up-to-1,300,000-gross-square-foot structure. The proposed structure would cover the entire lot, except for a 5-foot setback from 17th Street. The proposed 1,300,000-gross-square-foot structure would contain an approximately 723,000-gross-square-foot replacement transit facility and up to 577,000 gross square feet of joint development uses (including residential and commercial uses). The replacement transit facility will have three transit levels, and a portion of the joint development, with integrated residential and commercial uses proposed along the Mariposa Street and Bryant street frontages (for a total of six joint development floors within the three-level replacement transit facility). Much of the residential portion of the joint development program would be developed within the three to seven floors proposed to rise above the replacement transit facility, i.e., on joint development floors 7 through 13. The tallest portion of the additional residential development atop the replacement transit facility will be closest to Mariposa Street on the site's south side. Useable open space would be developed on the rooftop of the replacement transit facility, e.g., where the structure is set back from the property lines.

<sup>&</sup>lt;sup>2</sup> San Francisco Planning Department, Notice of Preparation (NOP) of an Environmental Impact Report, August 19, 2020, pp. 13-14. The NOP is included as Attachment F.



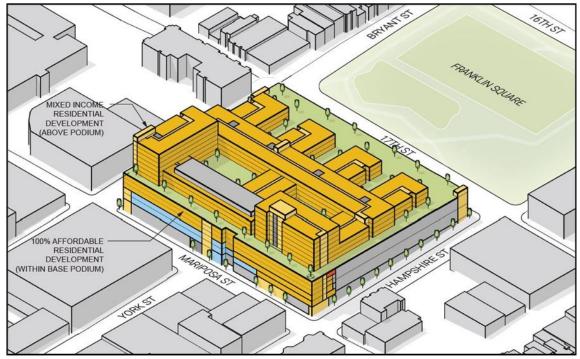


Figure 1: Oblique aerial of proposed project, view northwest (Source: SFMTA, Sitelab and HDR, 2019)

The three new transit levels in the replacement transit facility would be designed to include space for circulation (ramps, drive aisles, and vertical circulation), parking for 213 buses, 18 maintenance bays and maintenance support areas, operations, an SFMTA operator training center, storage (parts and battery-electric infrastructure), administrative uses/common areas (e.g., offices, conference rooms, break rooms), and joint development uses. A total of 310 vehicle spaces would be provided: 63 spaces for the 40-foot-long buses, 150 spaces for the articulated 60-foot-long buses, and 97 parking spaces for large and standard non-revenue vehicles. The project is not proposing any off-street accessory vehicular parking for the entirety of the project, including the proposed joint development. Ramps would provide one-way internal driveways within the replacement transit facility so that buses can access the work bays, bus wash bays, and parking spaces on the three new transit levels.

The proposed joint development uses within the replacement transit facility (ground-floor commercial and residential) and proposed residential uses on the up to seven floors atop the replacement transit facility would include space for up to 575 residential units. Up to 33,000 square of ground-floor commercial use would also be developed along Bryant Street.

**Proposed Building Form and Design**: The design of the building is conceptual at this early stage in the process. Attachment F: NOP contains the following conceptual renderings of floorplans and elevations of the proposed project:

- Page 12 contains a site plan
- Pages 17-20 contains elevations
- Pages 21-24 contain visual simulations of the proposed project from various publicly accessible



viewpoints along the perimeter of the project site.

• Pages 25-34 contain floorplans 1-13 of the proposed project along with a description of each floor.

The proposed new structure would occupy the site up to the property lines, except along the 17th Street frontage, due to the five-foot setback. The project includes a replacement transit facility at approximately 75 feet in height as measured to the top of the roof from grade at the midpoint of the property boundary along each elevation. The three- to seven-story residential structures atop the replacement transit facility would be approximately 30 to 70 feet tall as measured to the top of the roof (exclusive of any mechanical penthouses that could range from 16 to 20 feet and would be centrally located on rooftops). The tallest portion of the new structure would be located away from the 17th Street property line, toward the southern portion of the site. Thus, the proposed overall heights would range from a height of approximately 75 feet for the replacement transit facility to a maximum of up to 150 feet, inclusive of the approximately 75-foot-tall replacement transit facility.

The proposed upper-floor setbacks above the replacement transit facility show residential structures set back approximately 70 feet from the north property line (17th Street), approximately 20 to 30 feet from the east property line (Hampshire Street), approximately 15 to 25 feet from the south property line (Mariposa Street), and approximately 10 to 30 feet from the west property line (Bryant Street).

### **PROJECT OBJECTIVES**

The project sponsor has identified basic and additional project objectives for the proposed project. The following are the project's basic objectives:

- 1) Rebuild, expand and modernize the SFMTA's Potrero Bus Yard by 2026 to efficiently maintain and store a growing Muni bus fleet according to the SFMTA Fleet Plan and Facilities Framework schedule
- 2) Construct the first SFMTA transit facility with infrastructure for battery electric buses
- 3) Construct a new public asset that provides a safe, secure environment for the SFMTA's employees and assets;
- 4) Improve working conditions of the SFMTA's workforce
- 5) Achieve systemwide master plan priorities by consolidating two currently scattered transit support functions at Potrero Yard (Operator Training and Transit Street Operations)
- 6) Inclusive and transparent community participation
- 7) Responsible public investment

Additional project objectives were identified by the project sponsor and they are the following:

- 8) Enhance streetscape to ensure public safety and reduce conflicts
- 9) Enhance architectural and urban design of site
- 10) Maximize market-rate and affordable housing on the site
- 11) Ensure that joint development construction and management is financially feasible without public subsidy
- 12) Ensure that project demonstrates leadership in sustainability

### PROJECT IMPACTS

Planning staff find that because the project would demolish the subject property, it would cause a significant and unavoidable impact to the identified historic resource.



### **Preservation Alternatives**

As the proposed project is anticipated to result in a significant impact on a historic resource due to demolition and new construction, the EIR will consider alternatives to the project. Alternatives considered under CEQA do not need to meet all project objectives; however, they should avoid or substantially lessen any of the significant effects of the project while still meeting most of the basic objectives of the project listed above.

### **Summary of Preservation Alternatives**

Department staff and the project team have identified the following preservation alternatives: No Project Alternative, Full Preservation Alternative, and Partial Preservation Alternative. The Full and Partial Preservation Alternatives are depicted in the attached plans and massing studies in Attachment C. Attachment D contains three tables, Table 1 shows the project characteristics compared with the preservation alternatives, Table 2 shows how the preservation alternatives meet the basic and additional project objectives, and Table 3 evaluates the preservation alternatives impacts on character-defining features. To aid in evaluation of the preservation alternatives, a Secretary of the Interior's Standards analysis was prepared by VerPlanck Historic Preservation Consulting is included as Attachment E.

### No Project Alternative

Under the No Project Alternative, no modifications, repairs, or restoration activities would be conducted on the existing historic resource. The large two-story, reinforced-concrete building that occupies approximately half the site would be retained in its current condition and configuration, including the two-story office building wing and maintenance shops wing. As a result, all of the historic character-defining features of the Potrero Trolley Coach Division Facility would be retained. The SFMTA would continue to store its off-duty electric-powered trolley coaches on the bus yard and conduct washing and light maintenance. No new residential or commercial uses would be added.

The No Project Alternative would retain all the character-defining features of the subject property (see Attachment D: Table 2).

The No Project Alternative would not meet the basic project objectives (See Attachment D: Table 1 and 3).

### Full Preservation Alternative

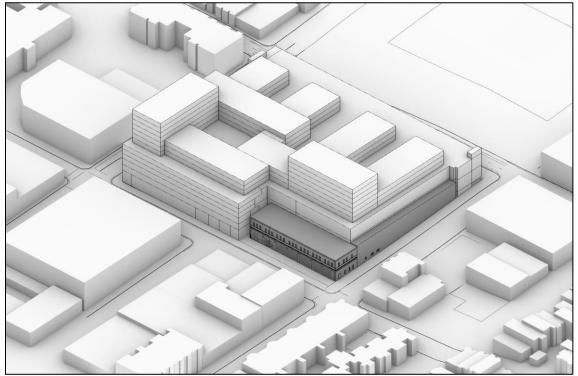


Figure 2: Oblique aerial of full preservation alternative, view northwest (Source: SFTMA, Sitelab and HDR, July 2020)

Under the Full Preservation Alternative, the entire two-story office wing and a 255-foot-long section of the maintenance shops wing along Hampshire Street, to a depth of 15 feet, would be retained and restored (see Attachment C). No vertical addition would be built above the office wing or the retained section of the maintenance shops wing. The podium of the new building would directly abut the retained sections of the historic resource apart from a 10-foot by 30-foot reveal at the west side of the office wing and a 5' by 10' reveal along northern edge of the Hampshire Street elevation. The non-historic infill in two of the bays of the office wing would be removed and the exterior restored.

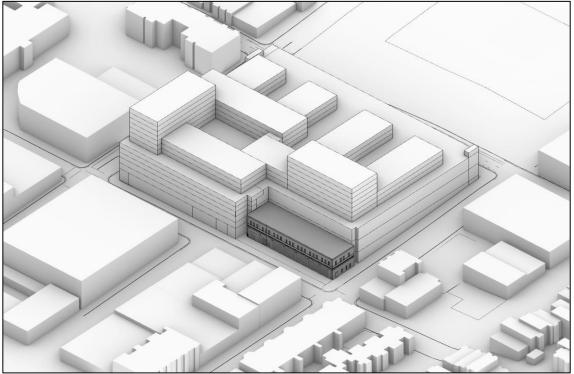
New construction (the replacement transit facility with joint uses and the residential development atop the three-level facility) would cover the remainder of the site except for a 5-foot deep setback along 17th Street. The building's three transit levels would rise to a height of 75 feet with the multi-family residential floors above rising to 150 feet (inclusive of the 75-foot-tall transit podium). The multi-family residential floors would be oriented differently than under the proposed project; however, most of the setbacks from the transit facility podium along 17th Street (70 feet), Bryant Street (10 to 30 feet), and along Mariposa Street between Bryant and York streets (15 to 20 feet) would be similar to that for the proposed project. Along Mariposa and Hampshire streets adjacent to and above the retained elements of the historic structure the multi-family residential floors would be set back 15 feet and 10 feet, respectively, from the transit facility podium such that the overall setback of the larger volume from the Mariposa Street property line would be 90 feet, and from the Hampshire Street property line it would be 25 feet. The Full Preservation Alternative would allow for the construction of the enclosed bus



facility totaling 584,180 gross square feet, 249 vehicle parking spaces (173 trolley coaches and 76 non-revenue vehicles), and 455 residential units of housing.

The Full Preservation Alternative would retain the majority of the character-defining features of the historic resource, including the overall height and massing of the two story office wing of the building, however the overall height and massing of the remaining portion of the shops wing along Hampshire street would only be partially retained (see Attachment D: Table 2). A more detailed description of the Full Preservation Alternative on pp. 7-9 of Attachment E: Potrero Yard Preservation Alternatives Memorandum, prepared by VerPlanck Historic Preservation Consulting.

The Full Preservation Alternative meets or partially meets the basic objectives of the project but the size of the enclosed bus transit facility would be reduced by 138,820 gross square feet, vehicle parking spaces would be reduced by 61 spaces, and this alternative would construct 120 units of housing less than the proposed project (see Attachment D: Table 1 and 3).



### Partial Preservation Alternative

Figure 3: Oblique aerial of partial preservation alternative (Source: SFMTA, Sitelab and HDR, July 2020)

Under the Partial Preservation Alternative, the two-story office wing along Mariposa and Hampshire streets would be retained and restored but the remainder of the elevation along Hampshire Street that includes the maintenance shops wing would be demolished (see Attachment C). As with the Full Preservation Alternative, the historic office wing would be modified to include two exit bays near York Street on the west end of the historic building and other façade modifications would likely be needed. Similarly, no vertical additions would be built above the retained historic office wing.



New construction would cover the remainder of the site except for a 5-foot deep setback along 17th Street and rise to heights ranging from 75 feet to up to 150 feet (inclusive of the 75-foot-tall transit podium). The building's mass would be differentiated from the retained historic office wing. The proposed transit levels along Mariposa Street would have a 10- by 30-foot notch to reveal a portion of the historic office wing's west façade, and, along Hampshire Street, would be developed to the property line except for a 5- by 10-foot notch at the northeast corner of the office wing. As with the Full Preservation Alternative, the multi-family residential floors would be oriented differently than under the proposed project; however, most of the setbacks from the transit facility podium along 17th Street (70 feet), Bryant Street (10 to 30 feet), and along Mariposa Street between Bryant and York streets (15 to 20 feet) would be similar to that for the proposed project. Along Mariposa Street adjacent to and above the retained historic office wing, the multi-family residential floors would be set back 15 feet from the transit facility podium such that the overall setback of the larger volume from the Mariposa Street property line would be 90 feet. Along Hampshire Street, the multi-family residential floors would be set back 20 feet from the transit facility podium. The Partial Preservation Alternative would allow for the construction of the enclosed bus facility totaling 951,180 gross square feet, 283 vehicle parking spaces (207 trolley coaches and 76 non-revenue vehicles), and 455 residential units of housing.

Partial Preservation Alternative would retain some of the character-defining features of the site, most notably the two-story office wing of the historic resource would be retained. However, the new construction would not retain any of the Hampshire Street elevation beyond the office wing (see Attachment D: Table 2). A more detailed description of Partial Preservation Alternative is located on pp. 9-10 of Attachment E: Potrero Yard Preservation Alternatives Memorandum, prepared by VerPlanck Historic Preservation Consulting.

The Partial Preservation Alternative meets or partially meets the basic objectives of the project but the size of the enclosed bus transit facility would be reduced by 131,820 gross square feet, vehicle parking spaces would be reduced by 27 spaces, and this alternative would construct 120 units of housing less than the proposed project (see Attachment D: Table 1 and 3).

### **Development of Preservation Alternatives**

In preparing preservation alternatives, the department and project sponsor explored several different approaches. The department considered the project objectives and the characteristics of the site. Some approaches kept more of the building but ultimately did not sufficiently meet most of the basic project objectives. Other approaches met most of the basic project objectives but did not avoid or substantially lessen the significant effect.

The department and project sponsor explored the possibility of simply retaining and rehabilitating the existing structure. Retention and rehabilitation of the existing building would have avoided or substantially lessened impacts to the historic resource. However, due to the transit capacity requirements included as part of the project objectives, the department determined rehabilitation of the existing building would not meet most of the basic project objectives to be considered a potentially feasible alternative.

The department and the project sponsor also explored a range of different setbacks from the Hampshire Street façade to reduce the visibility of new construction. Three different setbacks from Hampshire Street were explored; a 58-foot setback from Hampshire Street that would retain the second floor maintenance wing in its entirety; and 25- and 30-foot-deep setbacks from Hampshire Street. Ultimately the department determined that



these deeper setbacks from Hampshire Street would limit the functional effectiveness of the circulation ramps on the second and third transit levels and further reduce programmable space for the project sponsor. The project sponsor explored several options to address this reduction in space. One possibly explored was to alter the location or length of the bus circulation ramps; however, the ramps as proposed could not be reduced substantially because they were near the minimum length and were already designed with maximum allowable slopes. The project sponsor also explored the possibility of further reducing the space dedicated to bus and non-revenue vehicle storage to accommodate different bus circulation patterns. But this further reduction in capacity was such that it wouldn't be considered a potentially feasible alternative that met most of the basic project objectives. Therefore, these full preservation approaches were not explored further.

The department and the project sponsor also explored some approaches that would just retain the facades of the existing historic resource. Under one approach explored, the subject property would be demolished with the exception of the primary two-story façade along Mariposa Street and the return portion of this façade that wraps around to Hampshire Street, which would be preserved and incorporated into the new building. The new building's upper floors would be set back 10 feet from the retained portion of the building. This approach would have allowed the project to be built largely as proposed, but it would not avoid or substantially lessen reduce the project's impacts because it would not have retained any sense of volume of the original structure.

## **REQUESTED ACTION:** The Department seeks comments on the adequacy of the proposed Preservation Alternatives.

### Attachments

Attachment A: Historic Resource Evaluation – Potrero Trolley Coach Division Facility, prepared by VerPlanck Historic Preservation Consulting, (dated October 2, 2017)

Attachment B: Historic Resource Evaluation Review Part 1 and 2, prepared by the San Francisco Planning Department, (dated September, 2020)

Attachment C: Potrero Yard Preservation Alternatives Graphics Package, prepared by Sitelab and SFMTA, (dated July 15, 2020)

Attachment D: Tables 1-3, Comparison of Proposed Project and draft EIR Alternatives , prepared by SWCA and SFMTA, (dated July, 2020)

Attachment E: Potrero Yard Preservation Alternatives Memorandum, prepared by VerPlanck Historic Preservation Consulting, (dated September 21, 2020)

Attachment F: Notice of Preparation of an Environmental Impact Report and Public Scoping Meeting, prepared by the San Francisco Planning Department, (dated August 19, 2020)



# 2500 Mariposa Street SFMTA Potrero Yard Preservation Alternatives

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Attachment A: Historic Resource Evaluation – Potrero Trolley Coach Division Facility, prepared by VerPlanck Historic Preservation Consulting, (dated October 2, 2017)



# HISTORIC RESOURCE EVALUATION

Task Order No. 1008.K.06052017



# Potrero Trolley Coach Division Facility

2500 Mariposa Street

### San Francisco, California

October 2, 2017

Prepared by



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### I. Introduction

VerPlanck Historic Preservation Consulting prepared this Historic Resource Evaluation (HRE) for the San Francisco Municipal Transportation Agency (SFMTA). Its subject is the Potrero Trolley Coach Division maintenance/operations facility at 2500 Mariposa Street, in the Potrero District. The Potrero Trolley Coach facility is over 45 years old, making it a potential historical resource per Planning Department regulations. The Potrero Trolley Coach Division facility occupies the entirety of Assessor Parcel 001, which is coterminous with Block 3971, a two-square-block property bounded by Mariposa, Bryant, 17<sup>th</sup>, and Hampshire Streets (Figure 1). The western half of the property is a large bus yard designed for storing off-duty electric-powered trolley coaches and the eastern half contains a two-story, reinforced-concrete maintenance and operations facility, originally designed as a car barn, which is designed in the Renaissance Revival style. This HRE contains a detailed description of the property and the surrounding neighborhood, as well as an in-depth history of the property, documenting its original construction in 1915, its expansion to two stories in 1924, its conversion into a trolley coach facility in 1948-49, and all other subsequent notable alterations and events associated with the property. This report also includes a biography of the facility's designer, City Engineer Michael M. O'Shaughnessy, and a brief history of car barns and bus yards in San Francisco. This HRE concludes with an analysis of the property's eligibility for listing in the California Register of Historical Places (California Register), finding it individually eligible under Criterion 1 (Events), and Criterion 3 (Design/Construction), with a period of significance of 1915 to 1941.



Figure 1. Map showing location of the Potrero Trolley Coach Division facility at 2500 Mariposa Street. Source: Google Maps; annotated by Christopher VerPlanck



### II. Methods

Christopher VerPlanck, the author of this report, has 20 years of experience evaluating potential historical resources in San Francisco. In compliance with the San Francisco Planning Department's *CEQA Review Procedures for Historic Resources*, this HRE provides a description and a history of the Potrero Trolley Coach Division facility, as well as an analysis of the property's potential eligibility for the California Register. VerPlanck visited the property on June 21, 2017 to survey and photograph it and the surrounding neighborhood. Over the following two weeks, VerPlanck conducted primary research at government offices, libraries, and private repositories, including the San Francisco Office of the Assessor-Recorder, the San Francisco Department of Building Inspection, San Francisco Architectural Heritage, the San Francisco Public Library, the SFMTA Photography Department and Archive, and the California Historical Society. This HRE follows an outline approved by the San Francisco Planning Department on June 14, 2017.

### III. Regulatory Framework

VerPlanck Historic Preservation Consulting searched federal, state, and local records to determine the property's zoning and to see if the Potrero Trolley Coach Division facility had been identified in any cultural resource surveys, or if it is listed in an official historic resource inventory. The specific surveys and registers consulted are described below.

### A. Zoning and Height and Bulk Districts

The Potrero Trolley Coach Division maintenance/operations facility is located in the P-Public zoning district and a 65-X height and bulk district.

### B. Here Today Survey

Published in 1968 by the San Francisco Junior League, *Here Today: San Francisco's Architectural Heritage*, is San Francisco's earliest official historic resource inventory. Prepared by volunteers, the survey provides a photograph and concise historical data for approximately 2,500 properties in San Francisco. The San Francisco Board of Supervisors adopted the survey in 1970 under Resolution No. 268-70. The survey files are archived at the Koshland History Center, at the San Francisco Public Library.

The Potrero Trolley Coach Division maintenance/operations facility is not listed in *Here Today*, either in the book or the survey files.

### C. Department of City Planning Architectural Quality Survey

Between 1974 and 1976, the San Francisco Planning Department completed an inventory of architecturally significant buildings in San Francisco. Planning Department staff assigned each surveyed building a numerical rating ranging from "0" (contextual importance) to "5" (individual significance of the highest degree). An advisory committee consisting of architects and architectural historians assisted in assigning ratings to the roughly 10,000 buildings surveyed. The Planning Department surveyed both contemporary and older buildings, but the inventory assessed only architectural significance, which was defined as a combination of the following characteristics: design features, urban design context, and overall environmental significance. When completed, the Architectural Quality Survey (AQS) was believed to comprise the top 10 percent of the city's building stock.<sup>1</sup> In the estimation of survey participants, buildings rated

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<sup>&</sup>lt;sup>1</sup> San Francisco Planning Department, San Francisco Preservation Bulletin No. 11 – Historic Resource Surveys (San Francisco: n.d.), 3.

"3" or higher represented the top 2 percent of the city's building stock. The San Francisco Board of Supervisors adopted the survey in 1978 under Resolution No. 78-31. Although the survey's methodology is inconsistent with contemporary survey methodology as outlined in CEQA Guidelines PRC 5024.1(g), the Planning Department has been directed to consult the survey for informational purposes.

The Potrero Trolley Coach Division maintenance/operations facility is not listed in the 1976 Architectural Quality Survey.

### D. San Francisco Heritage Surveys

San Francisco Heritage (Heritage) is the city's oldest not-for-profit organization dedicated to increasing awareness of, and advocating for, the preservation of San Francisco's unique architectural and cultural heritage. Heritage has completed several major historic resource inventories in San Francisco, including Downtown, the South of Market, the Richmond District, Chinatown, the Van Ness Corridor, the Northeast Waterfront, and Dogpatch. Heritage ratings range from "D" (minor or no importance) to "A" (highest importance). Ratings, which are based on the Kalman Methodology, are based on both architectural and historical significance.

Heritage has not surveyed the Potrero District and it does not have a file for the Potrero Trolley Coach Division maintenance/operations facility.

### E. Article 10 of the San Francisco Planning Code

San Francisco City Landmarks are buildings, structures, sites, districts, and objects of "special character or special historical, architectural or aesthetic interest or value and [that] are an important part of the City's historical and architectural heritage."<sup>2</sup> Adopted in 1967 as Article 10 of the San Francisco Planning Code, the San Francisco City Landmark program recognizes significant buildings and districts and protects them from inappropriate alterations and demolition through project review by the San Francisco Historic Preservation Commission. As of 2017, there were 273 individually landmarked properties and 13 designated historic districts subject to Article 10. The Article 10 designation process originally used the Kalman Methodology, a qualitative and quantitative method for evaluating the significance of historic properties, but in 2000, Article 10 was amended to use National Register criteria.

The Potrero Trolley Coach Division facility is not a San Francisco City Landmark and it is not a contributor to any locally designated historic districts.

### F. Showplace Square Survey

In 2008-09, the San Francisco Planning Department hired Kelley & VerPlanck Historical Resources Consulting (Kelley & VerPlanck) to survey the Showplace Square neighborhood.<sup>3</sup> The Showplace Square Survey was part of the Planning Department's long-range planning efforts for the Eastern Neighborhoods Plan. The surveys were completed to identify historically, culturally, and architecturally significant properties and districts before changes were made to zoning and height and bulk limits. The boundaries of the Showplace Square survey area included the industrial parts of the northern Mission and Potrero Districts, as well as small parts of the adjoining South of Market Area and the Mission Bay neighborhood. Altogether,

<sup>&</sup>lt;sup>3</sup> The author of this HRE was a principal and co-owner of Kelley & VerPlanck Historical Resources Consulting and he evaluated the Potrero Trolley Coach Division facility.



<sup>&</sup>lt;sup>2</sup> San Francisco Planning Department, San Francisco Preservation Bulletin No. 9 – Landmarks (San Francisco: January 2003).

the survey encompassed 736 acres and approximately 550 individual properties. Reports completed by Kelley & VerPlanck included the *Showplace Square Historic Context Statement*, Department of Parks and Recreation (DPR) 523 A (Primary) forms for every property in the survey area, DPR 523 B (Building, Structure, & Object) forms for 24 selected individual properties, and DPR 523 D (District) forms for three potential historic districts.<sup>4</sup>

Kelley & VerPlanck prepared DPR 523 A and B forms for the Potrero Trolley Coach Division maintenance/operations facility, which was recorded under its historic name, the San Francisco Municipal Railway Potrero Car Barn. The DPR 523 A form briefly documented the facility, concentrating on the 1915 car barn. The DPR 523 B form provided a brief history of the property, and identified City Engineer Michael M. O'Shaughnessy as the designer of the building. The 523 B form concluded that the Potrero Trolley Coach Division maintenance/operations facility appeared eligible for listing in the California Register under Criterion 1 (Events) "for its association with the early days of the San Francisco Municipal Railway, and in particular the expansion of Muni service south of Market Street." The evaluation also found the building eligible under Criterion 3 (Design/Construction) "as an example of a type (municipal car barn), period (World War I), method of construction (reinforced-concrete), as well as the "work of a master," City Engineer Michael M. O'Shaughnessy.<sup>5</sup> See Appendix **Item A** for the DPR 523 A and B forms completed for the Potrero Trolley Coach Division maintenance/operations facility as part of the Showplace Square Survey.

### G. California Historical Resources Information System

Properties listed in the California Historical Resources Information System's (CHRIS) Historic Property Data File, including properties under review by the California Office of Historic Preservation (OHP) or the National Park Service, are assigned California Historical Resource Status Codes (status codes) ranging from "1" to "7." These status codes establish a baseline record of historical significance. Properties with a status code of "1" are already listed in the California Register or the National Register. Properties with a status code of "2" have been formally determined eligible for listing in either register. Properties with a status code of "3" or "4" appear eligible for listing in either register through survey evaluation. Properties with a status code of "5" are "locally significant" or of "contextual importance." Status codes of "6" indicate that the property has been determined ineligible for either register, and a status code of "7" indicates that the property has not yet been evaluated.

Based its evaluation in the Showplace Square Survey, the Potrero Trolley Coach Division maintenance/operations facility has a California Historical Resource Status Code of "3CS," meaning that it is already listed in the California Register and a historical resource under CEQA guidelines.<sup>6</sup>

<sup>&</sup>lt;sup>6</sup> California Office of Historic Preservation, Directory of Properties in the Historic Property Data File for San Francisco County.



<sup>&</sup>lt;sup>4</sup> Kelley & VerPlanck Historical Resources Consulting, *Showplace Square Historic Context Statement* (San Francisco: October 2009), 1-3. <sup>5</sup> Kelley & VerPlanck Historical Resources Consulting, *DPR 523 A and B Forms for San Francisco Municipal Railway Potrero Car Barn* (San Francisco: June 12, 2008).

### IV. Property Description

### A. Context

The Potrero Trolley Coach Division maintenance/operations facility is located in the northern Potrero District, not far from its boundary with the adjoining Mission District. Today, the neighborhood surrounding the subject property is known as Showplace Square in recognition of the large number of wholesale design/retail businesses that migrated there in the late 1970s and early 1980s. In recent years, many of these businesses have themselves been displaced as high technology companies searching for raw "creative space" have bid up rents on warehouses and factories in Showplace Square. There are some industrial enterprises left in the neighborhood, including several food processing, printing, auto repair, and other light manufacturing operations, but it seems that their days are numbered. Indeed, aside from the Anchor Brewery at Mariposa and De Haro Streets, the subject property is the largest property still in industrial use in the Showplace Square neighborhood. Heavily urbanized, the neighborhood's only public open spaces are Jackson Playground and Franklin Square. The latter, which is located just north of the subject property, is a somewhat neglected inner city park bounded by 16<sup>th</sup>, Hampshire, 17<sup>th</sup>, and Bryant Streets.

The subject property consists of two square blocks bounded by 17<sup>th</sup> Street to the north, Hampshire Street to the east, Mariposa Street to the south, and Bryant Street to the west. The terrain slopes uphill toward the north and east and downhill toward the south and west. Seventeenth Street and Bryant Street are both heavily traveled two-lane streets connecting the northern Potrero District to the Mission District and the South of Market Area, respectively. Mariposa Street, which dead-ends at Harrison Street three blocks west, is much quieter, serving just the immediate area. The same is true for Hampshire Street, a lightly traveled street that dead-ends at 17<sup>th</sup> Street, just east of Franklin Square. Other major north-south arteries nearby include Potrero Avenue, a four-lane arterial that separates the flat, industrial part of the Potrero District from the heavily residential Potrero Hill neighborhood. Meanwhile, Harrison Street, three blocks to the west, is the traditional boundary between the Potrero and Mission Districts. The Mission and Potrero Districts were surveyed at different times and the blocks have different dimensions, accounting for the many dogleg intersections along Harrison Street. Muni bus and trolley coach lines serving the neighborhood include the 9 San Bruno, 27 Bryant, 22 Fillmore, 33 Ashbury, and 55 16<sup>th</sup> Street lines. There are many overhead wires on the streets surrounding the Potrero Trolley Coach Division maintenance/operations facility to serve these lines, as well as other trolley coaches based at Potrero.

In terms of their architectural character, the blocks surrounding the Potrero Trolley Coach Division maintenance/operations facility contain a diverse range of property types appropriate to this mixed-use neighborhood, including industrial, commercial, residential, and recreational properties. The front of the facility faces the 2500 block of Mariposa Street, which contains several former industrial properties, KQED's radio and television studio, and several high-density residential projects completed in recent decades. The north side of Mariposa between Hampshire Street and Potrero Avenue contains a two-story, wood-frame industrial building at 2440 Mariposa Street. Built in 1948, the building is designed in the Modernist style (Figure 2). Located next-door at 2424 Mariposa Street is the Verdi Club, a two-story, reinforced-concrete music venue and Italian-American social hall designed in the Art Deco style (Figure 3). Built in 1936, the building is a Category A-Historic Resource. To the east of the Verdi Club is a contemporary condominium building at 480 Potrero Avenue. The south side of Mariposa Street east of Hampshire Street contains just one property, a 64-unit affordable housing project, known as Mariposa Gardens, which was constructed in 1983 at 500-10 Potrero Avenue. Stucco-clad, with gable roofs and aluminum slider windows, Mariposa Gardens is designed in a non-descript contemporary style (Figure 4).



Figure 2. 2440 Mariposa Street (foreground).



Figure 3. Verdi Club, 2440 Mariposa Street.



Figure 4. Mariposa Gardens, looking southeast from Mariposa and Hampshire Streets.

The south side of Mariposa Street opposite the Potrero Trolley Coach Division facility contains three former industrial buildings, including a four-story, reinforced-concrete warehouse at 500-30 Hampshire Street (Figure 5). Built in 1940, the large L-shaped building is designed in the Late Moderne style. It now contains condominiums and a restaurant. Located next-door is 2505 Mariposa Street, a two-story, woodframe warehouse designed in a utilitarian mode. Built in 1923, the building is presently vacant. At the southeast corner of Mariposa and York Streets is a two-story, reinforced-concrete warehouse built in 1954. Designed in the Late Moderne style, 501 York Street is now an office building (Figure 6).





Figure 5. 500-30 Hampshire Street (left) and 2505 Mariposa Street (right), looking southeast.



Figure 6. 501 York Street, looking southeast.



Occupying the entire frontage of the south side of Mariposa Street between York and Bryant Streets is the KQED radio and television studio at 1901 Bryant Street. Three stories in height and built of plywood with stucco cladding, the sprawling building features a non-descript, utilitarian appearance appropriate to its era of construction in 1989 (Figure 7).



Figure 7. KQED studios at 1901 Bryant Street, looking southwest.

Located on the opposite side of Bryant Street from the KQED studio is the former Best Foods factory, a complex of nine buildings that occupy the entire block bounded by Bryant, Mariposa, Florida, and 18<sup>th</sup> Streets. Built in 1923, the complex is designed in the American Commercial style and is typical of daylight-frame industrial buildings of this era **(Figure 8)**. The complex now contains offices, live-work space, and commercial and retail storefronts.



Figure 8. Former Best Foods plant at 1900 Bryant Street, looking southwest.



Located opposite the Potrero Trolley Coach Division maintenance/operations facility on Bryant Street is 1890 Bryant Street, which was built in 1949 as an annex to the Best Foods plant on the south side of the street. The three-story, reinforced-concrete building is designed in a utilitarian mode indicative of its post-World War II era of construction (Figure 9). The building, which was remodeled and expanded in the early 2000s, is presently used as live-work lofts.



Figure 9. Former Best Foods Extension at 1890 Bryant Street, looking northwest.

Continuing north along the west side of Bryant Street is 1850 Bryant, a two-story, concrete block commercial building with a sign reading "Abbett Electric Corporation." Built in 1975, the building is designed in a contemporary utilitarian vocabulary (Figure 10). Located just north of 1850 Bryant Street is a parking lot associated with the Abbett Electric Corporation building (Figure 11). The northernmost property on the 1800 block of Bryant Street, which adjoins the parking lot, is a three-story, wood-frame "live-work" loft building constructed in 2000 (Figure 12).

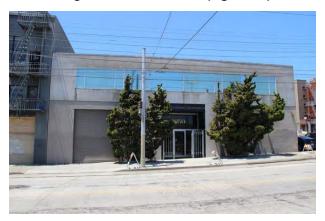


Figure 10. 1850 Bryant Street, looking west.



Figure 11. Parking lot associated with 1850 Bryant Street, looking west.



North of 17<sup>th</sup> Street, the 1700 block of Bryant Street opposite Franklin Square is an idiosyncratic residential enclave in an otherwise industrial/commercial neighborhood. The only non-residential property on the block is the corner building at 1798 Bryant Street, a one-story, reinforced-concrete commercial structure. Built in 1967, the brick-clad building is designed in a contemporary vernacular vocabulary (Figure 13). The rest of the buildings on the block are Victorian and Edwardian-era, two and three-story flats – some with commercial storefronts at the first floor level – including 1712-16 Bryant (built 1905), 1718-22 Bryant (built 1900), 1724 Bryant (built 1907), 1728 Bryant (built 1900), 1730-34 Bryant (built 1900), 1736 Bryant (built 1904), 1740-42 Bryant (built 1905), and 1744-46 Bryant Street (built 1907) (Figure 14).<sup>7</sup> The row was most likely built to take advantage of its proximity to Franklin Square, a rare patch of open space in an otherwise industrial neighborhood.



Figure 12. 1800 Bryant Street, looking west.

Figure 13. 1798 Bryant Street, looking northwest.



Figure 14. 1700 block of Bryant Street, looking west from Franklin Square.

Franklin Square occupies the entire block on the north side of 17<sup>th</sup> Street between Bryant and Hampshire Streets, and is across the street from the Potrero Trolley Coach Division maintenance/operations facility. Set aside as a public park in 1855, Franklin Square was not developed until the early twentieth century. Originally designed as a formally landscaped Victorian park, most of Franklin Square is now occupied by an enclosed soccer field built in 1984. The soccer field is surrounded by high chain-link fencing separating it from the rest of the park. The remainder of the park, which is bounded by a crumbling concrete bulkhead, contains a children's play area, a toilet room, several large eucalyptus trees, and other perimeter plantings (Figures 15-18). Hampshire Street, which dead-ends just north of 17<sup>th</sup> Street, forms the eastern boundary of the park, separating Franklin Square from the former Lux School of Industrial Training (now the SGI Cultural Center) at 2450 17<sup>th</sup> Street (Figure 19). Built of reinforced-concrete and designed in the Renaissance Revival style, the highly intact historic school building, which sits atop a high rock outcropping, is a "Category A-Historic Resource."

<sup>&</sup>lt;sup>7</sup> All of San Francisco's building and assessment records were destroyed in the 1906 Earthquake and Fire. As the City was reconstituting its records, it provided default construction dates of 1900 to many pre-1906 buildings.



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Figure 15. Franklin Square, looking northwest from 17<sup>th</sup> Street.



Figure 17. Entrance to Franklin Square at 17<sup>th</sup> and Bryant Streets.



Figure 16. Franklin Square, looking northeast from 17<sup>th</sup> Street.



Figure 18. Franklin Square, looking southeast from 16<sup>th</sup> and Brvant Streets.



Figure 19. Former Lux School of Industrial Training, looking northeast from 17th Street.



The 400 block of Hampshire Street, which is across the street from the Potrero Trolley Coach Division maintenance/operations facility, is a quiet block lined by several industrial buildings. Beginning at the intersection of 17<sup>th</sup> and Hampshire Streets is the Leyser-Green Co. Building, a two-story, reinforced-concrete industrial building designed in the American Commercial style **(Figure 20)**. Built in 1909 as a factory, the building now contains offices. It is a Category A – "Historic Resource."



Figure 20. Leyser-Green Co. Building at 2401-25 17th Street, looking southeast from 17th Street.

Adjoining the Leyser-Green Co. Building to the south is 445 Hampshire Street, а heavily remodeled, one-story, reinforced-concrete industrial building built in 1924 (Figure 21). Finished in smooth stucco and punctuated by aluminum sliders and roll-up metal doors, the building appears much

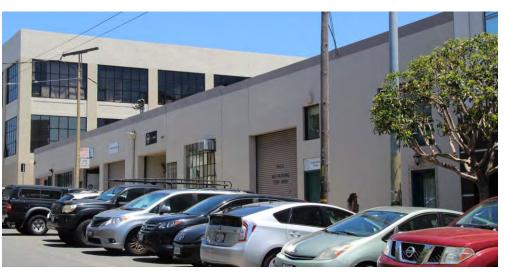


Figure 21. 445 Hampshire Street, looking northeast.

newer than its construction date would otherwise suggest. South of 445 Hampshire Street is 475 Hampshire Street, a four-story, wood-frame, "live-work" loft building constructed in 2001.





Figure 22. Mariposa Bus Yard, looking southwest.

#### B. Site

The Potrero Trolley Coach Division maintenance/operations facility occupies a two-block site measuring 480 feet along 17<sup>th</sup> and Mariposa Streets and 400 feet along Bryant and Hampshire Streets. Less than fifty percent of the site is occupied by buildings, with the western half, as well as the vacated York Street right-ofway, occupied by the asphalt-paved Mariposa Bus Yard (Figure 22). Due to the grade change between the northern and southern edges of the site, the bus yard is only at grade along Mariposa



Figure 23. Mariposa Bus Yard, looking south, showing electrical poles and overhead wires.

Street. Along 17<sup>th</sup> Street, it is approximately 20 feet below-grade. High concrete retaining walls line the northern side and a portion of the western side of the bus yard. The yard is paved in asphalt with painted and numbered parking lanes occupying the center of the yard (Figure 23). Overhead catenary lines mounted on steel poles provide power for the off-duty electric trolley coaches that are stored and serviced in the bus yard. Several work stations are located around the perimeter of the yard, including a coach washing stand on the north side (Figure 24), an outdoor running repair station on the west side, and a fare collection and a defunct vacuum station on the east side (Figure 25).





Figure 24. Wash stand, looking west.

Figure 25. Entrance to bus yard, looking northwest.

The Potrero Trolley Coach Division facility has several other paved areas, including a small parking lot in front of the building on Mariposa Street, and a parking deck above the maintenance facility. Accessed through a gate on 17<sup>th</sup> Street, the parking deck is paved in asphalt and striped to accommodate both offduty trolley coaches, "non-revenue" vehicles, and employees' cars **(Figures 26-27)**. Similar to the bus yard, the parking deck features overhead catenary wires mounted on steel poles.



Figure 26. Parking deck, looking east.

Figure 27. Parking deck, looking northeast.

The only portion of the site not occupied by either buildings or parking lots is an approximately 25-footdeep strip of asphalt in front of the maintenance/operations building. This setback was originally required to allow streetcars, which cannot make ninety-degree turns, sufficient clearance to turn off Mariposa Street into the building. Historically occupied by curved rail sidings, today the space is paved in asphalt. A section of the setback located near the main entrance to the bus yard contains a small lozenge-shaped, concrete "control tower" built in 1990, where drivers check in at the beginning and end of every shift (Figures 28-29).

The bus yard is enclosed within 10-foot-high, galvanized steel tube fencing with balusters that curve outward at the top. Gates on both 17<sup>th</sup> and Mariposa Streets provide access to the site. The fencing, installed in 1991, makes use of what appear to be historic piers. Street trees planted at the same time the fence was installed include *Eucalyptus Nicholii* (willow peppermint) along 17<sup>th</sup> Street, *Platanus Acerifolia* (London plane) along Hampshire Street, and an unidentified tree species on Bryant Street (**Figures 30-33**).





Figure 28. Paved setback in front of maintenance/operations building, looking north.



Figure 29. Paved setback and control tower in front of maintenance/operations building, looking northeast.



Figure 30. Perimeter fencing and street trees, looking northeast from Mariposa and Bryant Streets.



Figure 31. Perimeter fencing and street trees, looking southeast from 17<sup>th</sup> and Bryant Streets.



Figure 32. Gate on 17<sup>th</sup> Street, looking south from Franklin Square.



Figure 33. Street trees on Hampshire Street, looking northwest.



### C. Maintenance/Operations Building

The eastern half of the Potrero Trolley Coach Division facility is occupied by the maintenance/operations building. The rectangular-plan building has a concrete perimeter foundation and a flat roof. Due to the change in grade between the north and south sides of the property, the first floor level is fully abovegrade on Mariposa Street and below-ground on 17<sup>th</sup> Street. This allows the roof of the maintenance building to be used as a parking deck with additional maintenance shops. Built in 1915 as a one-story car barn for Muni streetcars operating on its south of Market lines, the building was enlarged in 1924 with several additions, including an office wing along Mariposa Street and two shops at 17<sup>th</sup> and Hampshire Streets. In 1948-49, the Public Utilities Commission converted the building into an electric trolley coach maintenance and operations facility, a use it has retained to this day. Constructed of reinforced-concrete with cement plaster ornament, the two-story office wing facing Mariposa Street is designed in the Renaissance Revival style. A modest amount of original ornament survives along the Hampshire Street façade as well. The first floor level of the interior consists of Maintenance Department facilities, including "heavy" and "running" repair bays, machine and tire shops, offices, storage rooms, and maintenance staff facilities. The second floor level of the office building houses the Operations Department, and it includes offices, training facilities, a dispatch office, men's and women's toilet rooms, a locker room, and a "Gilley" room for the use of operators on break or between shifts. The following sections describe each of the building's four exterior elevations and then each of its primary interior spaces.



Figure 34. Primary façade of maintenance/operations building, looking northwest from Hampshire and Mariposa Streets.



#### **Exterior: Primary (Mariposa Street) Façade**

The primary façade of the maintenance/operations building faces south toward Mariposa Street. Finished in cement plaster, it is seven bays wide and two stories high (Figure 34). The Mariposa Street façade is subtly embellished with molded cement plaster ornament, including reentrant corners, Tuscan pilasters and door hoods, a bold intermediate cornice, and a shallow cornice embellished with circular medallions. The westernmost (left) bay, which is partly concealed behind the control tower, projects outward about six inches from



Figure 35. Two westernmost bays of the primary façade, looking north.

the rest of the façade. At the first floor level, it retains an original vehicular entrance featuring a decorative surround and a bracketed architrave. The frieze just below the architrave is embellished with an incised inscription reading "MUNICIPAL RAILWAY AD 1915" (Figure 35). The bay is now infilled with concrete and stucco. Above the doorway, at the second floor level, the left bay contains three widely spaced double-hung steel windows with a light pattern of six-over-six. The next bay to the east is the location of the main entrance at 2500 Mariposa Street. The first floor features a concrete infill panel punctuated by an aluminum storefront and a metal roll-up door –both added in 1990. The



Figure 35. Inscription above doorway.

storefront is divided into a grid of large fixed lights by aluminum mullions. The transom is emblazoned with the building's address. At the top of the concrete infill panel are Muni's "worm" logo and orange letters that read "POTRERO DIVISION." Similar to its neighbors, this bay is flanked by Tuscan pilasters and capped by a broad intermediate cornice that extends across the rest of the façade. Just like the rest of the primary façade, the second floor level contains three double-hung metal windows and is capped by a modest cornice.

The remaining five bays of the primary façade are essentially identical, featuring wide vehicular bays at the first floor level and three double-hung windows in the office wing above **(Figure 36)**. Each bay is defined by Tuscan pilasters, except for the easternmost bay, which was widened in 1948-49, destroying the pilasters and the bracketed architrave seen in the westernmost bay. Above the vehicular entrances is the broad intermediate cornice described above. At the second floor level, all of the bays are essentially the



same (Figure 37). A continuous lug sill forms the base of each grouping of windows. This sill projects out several inches below the center window in each grouping, adding a subtle visual rhythm to the primary façade. Similar to its counterpart on the west side of the primary façade, the easternmost bay projects out about six inches beyond the rest of the façade. Otherwise, it is the same, except for a circular medal-lion above the center window that features Muni's original logo (Figure 38). A wood flagpole is mounted on the roof behind the parapet of the easternmost bay.

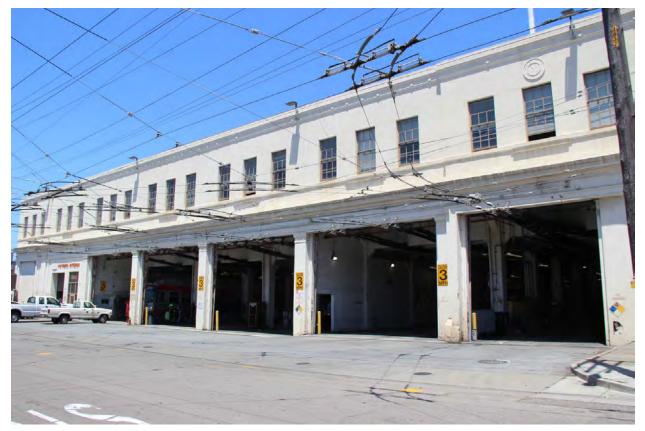


Figure 36. Primary façade, looking northwest.



Figure 37. Easternmost bays of primary façade, looking north.



Figure 38. Original Muni logo on primary façade.





Figure 39. Secondary façade, looking northwest from Hampshire and Mariposa Streets.



Figure 40. Secondary façade, looking southwest from Hampshire and 17<sup>th</sup> Streets.

### Exterior: Secondary (Hampshire Street) Façade

The secondary façade of the maintenance/operations building faces Hampshire Street to the east (Figures **39-40**). Like the primary façade, it is two stories high, except for the rear portion near 17<sup>th</sup> Street, which consists of a wall and a small control room (now abandoned). It is finished entirely in cement plaster with a modest amount of ornament. The nearly 400-foot-long façade is almost windowless, except for the two-story office wing near Mariposa Street.



The southernmost part of the Hampshire Street façade is detailed the same as the primary façade because it is part of the office wing (Figure 41). This section is finished in cement plaster and embellished with a modest amount of Renaissance Revival ornament, including reentrant corners, a broad intermediate cornice, and a shallow upper cornice. The first floor level features a highly ornamented pedestrian entrance at the left side. The entrance is embellished with a cable molding and a Tuscan architrave. The frieze below the architrave has incised lettering that reads "OFFICE." To the right of the entrance are three evenly spaced, steel multi-light windows. The second floor level is articulated by four double-hung metal windows with a light pattern of sixover-six. These windows match the primary façade.

The rest of the secondary façade is essentially windowless and obscured behind a row of London plane trees (Figure 42). It is divided into horizontal bands by an intermediate cornice. Three metal windows are located at the first floor level just above



Figure 41. Southernmost section of secondary façade facing Hampshire Street, looking northwest.



Figure 42. Middle section of secondary façade, looking northwest.



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the sidewalk toward the left. This part of the building is capped by a cornice that matches the primary façade.



Figure 43. Northern section of secondary façade, looking southwest from Hampshire and 17<sup>th</sup> Streets.

The northernmost part of the Hampshire Street façade is a wall (built in 1948-49) and a small office formerly used as the Operations Department's control center (also built in 1948-49 – now abandoned) (Figure 43). Detailed the same, the wall and the former control room are finished in cement stucco and capped by a narrow crown molding. The control room features a wrap-around metal window at the corner of 17<sup>th</sup> and Hampshire Streets.

### Tertiary (17<sup>th</sup> Street) Façade

The tertiary façade of the maintenance/operations building faces 17<sup>th</sup> Street. Due to the grade change between Mariposa and 17<sup>th</sup> Streets, the only exposed portions of the north façade are the former control room, the rear wall of the maintenance bays, and the rear wall of the two-story office wing on Mariposa Street. The north wall of the former control room is finished in cement plaster and capped by a narrow crown molding. It is fenestrated with a six-light fixed window (Figure 44). The north wall of the maintenance bays, which contain the tire shop and the paint shop, are utilitarian and without any ornament. The shops were originally designed to match the Mariposa and Hampshire Street façades but the ornament was stripped in 1948-49 when the building was converted into a trolley coach facility. The east maintenance bay has a contemporary overhead roll-up door and the west bay contains folding metal accordion doors that date to the 1949-49 remodel (Figure 45). The north wall of the office wing is finished in cement plaster, largely windowless, and entirely utilitarian, featuring a handful of non-historic metal doors and two metal awning windows arranged in an asymmetrical pattern (Figure 46).



Figure 44. North wall of former control room





Figure 45. North façade of second floor maintenance shops, looking south from parking deck.



Figure 46. North façade of second floor office wing, looking south from parking deck.

# Quaternary (Bryant Street) Façade

The quaternary façade faces west toward the Mariposa Bus Yard and Bryant Street (Figure 47). It is composed of two sections: the west façade of the second floor maintenance bays and the much larger section that adjoins the bus yard. The latter section is furthermore composed of two sections: the one-story maintenance shops to the north and the two-story office wing near Mariposa Street.





Figure 47. West façade of maintenance /operations building, looking northeast from bus yard.

The west façade of the second floor maintenance shops is finished in cement plaster without any ornament **(Figure 48)**. This façade is divided into 11 bays by plain concrete piers. Every other bay is articulated by a large multi-light steel industrial window. A roof-mounted skylight is visible above the parapet on the roof.



Figure 48. West façade of second floor maintenance shops, looking northeast from parking deck.

The portion of the west façade facing the bus yard is 18 bays wide. The northernmost section consists of a large vehicular entrance and an adjoining bay containing a multi-light steel industrial window (Figure 49). Similar to the north bay, the next seven bays date to the 1948-49 remodel. The first four bays feature tripartite steel industrial windows with operable awning sashes. The remaining two bays contain pairs of older wood accordion doors installed in 1948-49 (Figure 50). The next five bays feature modern overhead door inserts installed Ca. 2000 (Figure 51). The southernmost part of the west façade, which is part of the two-story office wing, is also heavily altered, consisting of several infilled window openings and a non-historic pedestrian entrance added in 1989-90. The second floor level of the office wing matches Hampshire Street, with four double-hung metal windows with a light pattern of six-over-six (Figure 52).





Figure 49. Vehicular entrance at north end of west facade, looking east from bus yard.



Figure 51. Contemporary overhead doors on west façade, looking northeast from bus yard.



Figure 50. Older windows and doors on west façade, looking northeast from bus yard.



Figure 52. Two-story office wing on west façade, looking east from bus yard.

# **Interior: First Floor Level Maintenance Shops**

The maintenance shops occupy nearly the entire first floor level of the maintenance/operations building. The linear maintenance bays occupy the vast majority of what was historically the original 1914 car barn. Labeled in sequence from Bays 20 to 29, the maintenance bays are divided into two sections, with Bays 20-25 used for "heavy" repairs and Bays 26-29 for minor "running" repairs. A row of large concrete piers divides the two sections (Figure 53). The floors are formed of thick concrete and the walls and ceilings are made of poured-in-place, board-formed concrete. The ceilings are divided into coffers by oversized beams that run from east to west across the building. All trolley coaches undergoing maintenance enter the building from the vehicular entrance shown in Figure 50. From there they turn into one of the maintenance bays. Catenaries are attached to the ceiling to power the trolley coaches inside the building (Figure 54). Shallow maintenance pits are located in the floor of the repair bays (Figures 55-56). Mechanics use the pits to repair the trolley coaches, although the pits are much too shallow for most Muni maintenance staff members to stand upright. Compounding the problem, the ceiling is too low to lift a coach high enough to work on it from below, meaning that many repairs must be made outside in the bus yard. Once repaired, the trolley coaches exit the building at Mariposa Street and enter the bus yard further down the street.



Figure 53. Maintenance bays, looking south.



Figure 54. Detail of Bay 29, looking north.





Figure 55. Maintenance pit, looking south.

Figure 56. Maintenance pit, looking south.

Flanking the maintenance bays to the west is a row of offices, shops, and staff rooms, including the parts shop, machine shop, tool room, brake shop, electronics shops, superintendent's office, locker room, men's and women's toilet rooms, lunch room, and a cluster of heavy repair bays that are now used for storage because they are too shallow to accommodate modern trolley coaches (Figure 57). The shops are similar to the maintenance bays, with concrete floors and poured-in-place, board-formed concrete walls and ceilings. Most of the shops and offices were partitioned in 1948-49, when the Potrero Car Barn was converted into a trolley coach maintenance facility. The electronics shop is newer, dating to the last decade or so. The toilet rooms, locker room, hand wash station, and lunch room were all remodeled in 1989-90. These spaces have tiled floors and gypsum board walls and ceilings with contemporary box light fixtures (Figure 58).

Flanking the maintenance bays to the north is a row of small offices, storage racks, several small shops, as well as a stair that provides access to the parking deck and the former control room at 17<sup>th</sup> and Hampshire Streets (Figure 59). Flanking the maintenance bays to the east is a row of offices that extend below the sidewalk along Hampshire Street (Figure 60). Originally built as toilet rooms and locker rooms, they were converted into offices in 1989-90. They have fixed metal windows and single-panel doors. Above the offices are painted-over steel windows that once illuminated a passageway that passed above the offices.



Figure 57. Heavy repair shop on west side of first floor level, looking southeast.



Figure 59. Storage rooms and driveway on north side of first floor level, looking east.



Figure 58. Hand wash station near toilet rooms on west side of first floor level, looking west.



Figure 60. Shops on east side of first floor level, looking southeast.

#### Interior: Second Floor Level Maintenance Shops

As mentioned previously, the second floor level has two maintenance shops, the tire shop and the paint shop. With the exception of pits, which they do not have, these two shops are identical to the maintenance bays on the first floor level, with concrete flooring, poured-in-place concrete walls and ceilings, exposed concrete piers and beams, and catenary wires attached to the ceiling **(Figure 61)**.

#### **Interior: Second Floor Level Operations Offices**

The second floor level of the office wing houses the Potrero Division's Operations Department. The building's rectangular footprint is divided down the center by a double-loaded corridor with offices, training rooms, a locker room, men's



Figure 61. Second floor maintenance shop, looking north.

and women's toilet rooms, a dispatch office, and a "Gilley Room." The corridor has tiled flooring, lath and plaster walls and ceilings, and wood transoms, windows, and doors (Figure 62). Metal lockers line the corridor walls (Figure 63). Most finishes appear to date back to the building's 1948-49 conversion into a trolley coach maintenance facility, though some spaces, including the toilet rooms, dispatch office, and Gilley Room were remodeled in 1989-90 (Figure 64).





Figure 62. Corridor in office wing, looking west.

Figure 63. Lockers in corridor, looking west.



Figure 64. Typical office on second floor of office wing.



# V. Historical Context

This section provides an overview of San Francisco's Showplace Square neighborhood, a construction and operational history of the Potrero Trolley Coach Division maintenance/operations facility, as well as a biography of City Engineer Michael M. O'Shaughnessy, and a brief history of car barns and bus yards in San Francisco.

# A. Showplace Square<sup>8</sup>

The Potrero Trolley Coach Division maintenance/operations facility is located in a part of the northern Potrero District known as "Showplace Square." The name dates back to the late 1970s/early 1980s when wholesale design firms formerly based in Jackson Square began moving into the vacant and underutilized warehouses of the northern Potrero and adjoining parts of the Northeast Mission District, the South of Market Area, and Mission Bay (Figure 65).

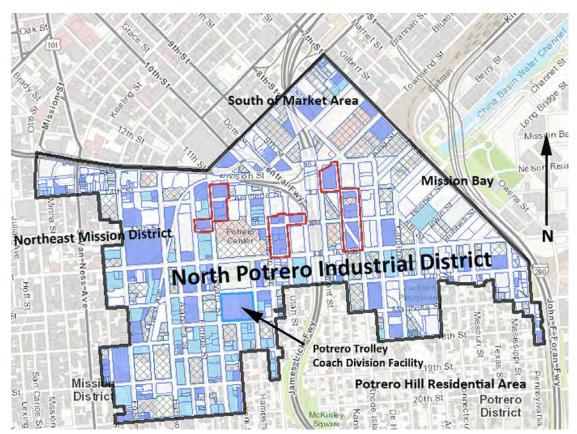


Figure 65. Map showing boundaries of Showplace Square Planning Area. Source: San Francisco Planning Department; annotated by Christopher VerPlanck

<sup>&</sup>lt;sup>8</sup> The history of the North Potrero District is distilled from the *Showplace Square Historic Context Statement* (2009) by Kelley and VerPlanck Historical Resources Consulting.



With the exception of the Central Waterfront, which emerged as a mixed-use industrial/residential district as early as the 1860s, the Potrero District remained a semi-rural backwater throughout the nineteenth century. Isolated from the rest of the city by Mission Bay, the development of the Potrero District only got underway once Mission Bay had been filled in the 1890s. Once this occurred, the northern and western slopes of Potrero Hill became ripe for industrial development. Because development arrived comparatively late, the neighborhood was a blank slate, without many pre-existing obstacles industrialization. First, there was little residential development in the area. In addition to reducing potential conflicts over noise and pollution, much of the area remained intact as large individual landholdings. These conditions were ideal for building large-footprint warehouses and factories because industrialists did not have to go through the difficult and expensive process of assembling smaller house lots into usable parcels. Furthermore, ever since Mission Bay had been filled, the northern Potrero District gained good access to piers of the Northeast Waterfront and the rail yards of Mission Bay through a network of street-level railroad tracks and industrial spurs and sidings installed by the Southern Pacific, Western Pacific, and Atchison, Topeka & Santa Fe Railroads.

The industrial development that got underway in what is now Showplace Square after 1900 surged after the 1906 Earthquake. The disaster, which had wrecked hundreds of factories and warehouses in the South of Market, led industrialists to relocate to Mission Bay and its vicinity. Industrialists who came to the area included wholesale hardware dealers, food processers and canners, cable and belt manufacturers, steel fabricators, commercial bakers, paint manufacturers, barrel makers, brewers, mattress makers, and many others. They built sprawling, state-of-the-art brick warehouse and factories, many of which still survive in Showplace Square. Transit providers, including the Market Street Railway, were also attracted to the area by its central location and large parcels. In 1893, the Market Street Railway built a powerhouse at 15<sup>th</sup> and Bryant Streets to power its growing fleet of electric streetcars.

Although industrial uses predominated in what is now Showplace Square throughout the first quarter of the twentieth century, non-industrial uses continued to be built until the passage of San Francisco's first zoning ordinance in the 1920s. Though the majority of the housing stock in the Potrero District is located on Potrero Hill itself, speculators built several small residential enclaves throughout the industrial area of the north Potrero District, including a row of 10 flats on the west side of Bryant Street between 16<sup>th</sup> and 17<sup>th</sup> Streets **(See Figure 15)**. Built between 1890 and 1907, these flats were presumably built in this location because of their proximity to Franklin Square.

Franklin Square itself is a very old public park that dates back to the 1855 Van Ness Ordinance and the concurrent Rancho Potrero Nuevo survey. As part of this survey, the City reserved certain blocks and lots for public use, including parks, schools, hospitals, police stations, etcetera. Franklin Square was set aside as a public park along with Jackson Square and Buena Vista Park (now McKinley Square). However, virtually nothing was done to improve Franklin Square throughout the nineteenth century. Indeed, Franklin Square became an informal dumping ground and squatters repeatedly built houses on it. Increasing development pressures in the Potrero District after 1900 forced the City's hand. With money allocated for its improvement, the Parks Department had just torn down the last squatter's dwelling when the 1906 Earthquake hit. The Red Cross Relief Corporation designated Franklin Square an official refugee camp and built dozens of compact refugee cottages in the park. The City cleared Franklin Square in 1907 and finished building it as a Victorian-style park in 1911 with a concrete perimeter coping, eucalyptus and palm trees, and lush lawns crisscrossed by paved footpaths. Remnants of its original design remain, including the entrance stairs on Bryant Street and much of the perimeter coping.



Two decades after Franklin Square was built, the San Francisco Seals, a Pacific Coast League team, built a baseball stadium just north of the park, adding a second recreational facility to the neighborhood. The 18,500-seat stadium opened in 1931. Seals Stadium and Franklin Square are both visible on aerial photographs taken by Harrison Ryker in 1938 (Figure 66). Together, the two properties comprise a rare concentration of greenery in an otherwise industrial neighborhood.

Another important non-industrial property in the northern Potrero District is the former Lux School of Industrial Training. Built in 1913 at 17<sup>th</sup> and Hampshire Streets, just across the street from Franklin Square, the Renaissance Revival-style school building was designed by architect William C. Hays. It was built with an endowment from cattle baroness Miranda Lux as a vocational training school for working-class girls. In 1953, it merged with the Lick-Wilmerding School, and in 1955, the school moved to Ocean Avenue. After this, the school became a union hall. It is now home to a Buddhist organization.

Expansion of industrial uses continued in the northern Potrero District until World War II. After the war, dozens of San Francisco industrialists moved their businesses to Emeryville, South San Francisco, San Leandro, and other industrial suburbs where large plots of land, lower taxes, better freeway access, and anti-union policies beckoned. As San Francisco continued to deindustrialize, several warehouses and factories in the northern Potrero District found new life in the 1970s as home to wholesale furniture design and firms. Pushed out of increas-



Figure 66. Seals Stadium and Franklin Square, 1938. Source: David Rumsey Map Collection

ingly expensive Jackson Square, owners of these businesses embraced the large warehouses in the northern Potrero District because of their large floorplates, freeway access, and ample parking. By the early 1980s, the proliferation of design showrooms in the northern Potrero District and the adjoining Northeast Mission District gave this part of the city a new nickname: "Showplace Square." These days Showplace



Square is again transforming, as high-tech executives in search of "creative space" bid up rents and displace the remaining design showrooms and legacy manufacturers. Meanwhile, vacant and underutilized lots and former railroad rights-of-way are being redeveloped with luxury condominiums.

## B. Historical Development of the Future Site of the Potrero Trolley Coach Division Facility: 1857–1914

According to the 1857 U.S. Coast and Geodetic Society Map of San Francisco, what is now the site of the Potrero Trolley Coach Division maintenance/operations facility was undeveloped pastureland on the south slope of a low rise northwest of Potrero Hill. Several footpaths connecting the rural area to the more heavily urbanized Mission District west of Mission Creek (Figure 67) crisscrossed the site. Though the Potrero District had been surveyed two years earlier, no streets or public reservations are shown on the map.

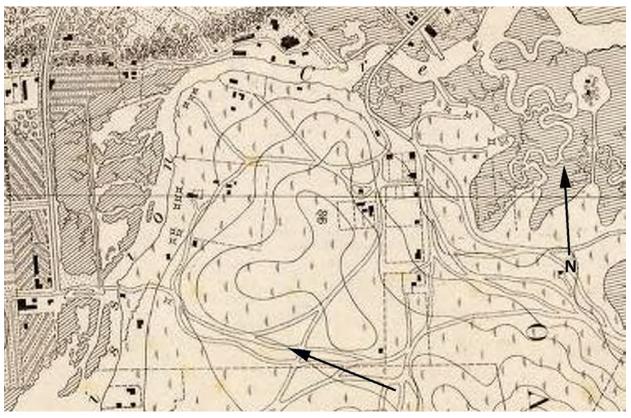


Figure 67. 1857 U.S. Geodetic Society Map showing the future location of the Potrero Trolley Coach Division maintenance/operations facility. Source: David Rumsey Map Collection

Published a little over a decade later, George H. Goddard's 1869 Map of San Francisco shows a tightly woven grid of streets and rectangular blocks superimposed on the steep terrain and partially submerged tidal marshlands of the Potrero District. Franklin Square is show as occupying two full city blocks on the map, though no work had been completed toward its development. Similarly, the future site of the Potrero Trolley Coach Division maintenance/operations facility is shown as two undeveloped blocks (Potrero Blocks 41 and 48) across the street from Franklin Square (Figure 68).



Figure 68. 1869 George C. Goddard Map of San Francisco showing the future location of the Potrero Trolley Coach Division maintenance/operations facility. Note, Santa Clara Street is now 17<sup>th</sup> Street and Center Street is now 16<sup>th</sup> Street. Source: David Rumsey Map Collection; annotated by Christopher VerPlanck

The 1873 A.L. Bancroft Map shows similar conditions to the 1869 Goddard Map. Shading indicates that all of the blocks facing Franklin Square contained at least some development. The 1873 Bancroft Map also indicates that Mission Creek, which separated the Potrero and Mission Districts, was in part filled in and that the Southern Pacific's main line ran along Harrison Street three blocks west of the subject property. Published a decade later, the 1884 U.S. Coast Survey Map shows that streets had been built throughout the level parts of the Potrero District but not on the steep flanks of Potrero Hill itself, which remained occupied by small ranches, dairies, and other rural properties. Franklin Square, which appears to contain several squatters' houses, is not identified on the 1884 map, indicating that nothing had been done to develop it and that the surveyors were probably not even aware of its existence. The site of the future Potrero Trolley Coach Division maintenance/operations facility is shown on the 1884 Coast Survey Map as two separate blocks (Potrero Blocks 41 and 48) containing a handful of houses and rural outbuildings **(Figure 69)**.

The 1889 Sanborn Maps, the first published for the Potrero District, illustrate similar – if more detailed – conditions as the 1884 U.S. Coast Survey Map. The two blocks comprising the future Potrero Trolley Coach Division maintenance/operations facility were still rural. There was one large house with several outbuildings at the northeast corner of Potrero Block 41 and several cottages and rural outbuildings on the northern half of Potrero Block 48 (Figure 70).





Figure 69. 1884 U.S. Coast Survey Map showing the future location of the Potrero Trolley Coach Division maintenance/operations facility.

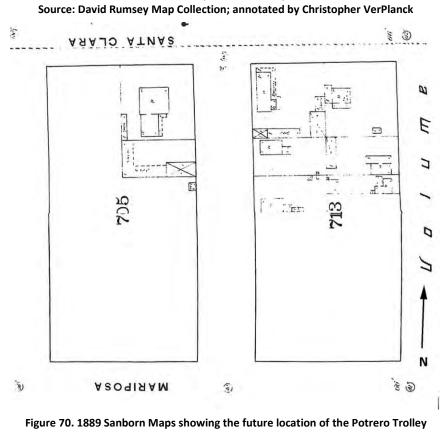


Figure 70. 1889 Sanborn Maps showing the future location of the Potrero Trolley Coach Division maintenance/operations facility. Source: San Francisco Public Library

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Published about 15 years later, the 1905 Sanborn Maps show very similar conditions to the 1889 Sanborn Maps, illustrating that semi-rural conditions continued to characterize this part of the Potrero District **(Figure 71)**. The October 1906 Block Book indicates that the majority of the two blocks belonged to an "R. O'Neill," including all of Potrero Block 41 bounded by 17<sup>th</sup>, York, Mariposa, and Bryant Streets; and the southern two-thirds of Potrero Block 48 bounded by 17<sup>th</sup>, Hampshire, Mariposa, and York Streets.

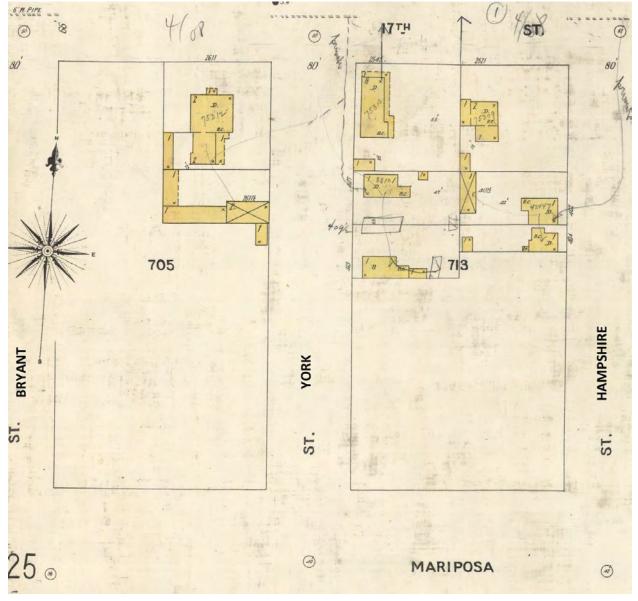


Figure 71. 1905 Sanborn Maps showing the future location of the Potrero Trolley Coach Division maintenance/operations facility. Source: David Rumsey Map Collection

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The 1914 Sanborn Maps, the last series published before the Potrero Trolley Coach Division maintenance/operations facility was built, shows startlingly similar conditions to the 1905 Sanborn Maps, with very little development beyond the previously described rural dwellings and outbuildings. However, these two blocks had lagged behind the surrounding neighborhood, which in the decade since the 1906 Earthquake and Fire had been developed with warehouses, factories, and other industrial facilities, as well as several residential enclaves. The 1914 Sanborn Maps also show that Mariposa Street, from Potrero Avenue to Florida Street, was occupied by a section of the Ocean Shore Railway's main line **(Figure 72)**. The Ocean Shore Railway was a short-lived railroad that was to link San Francisco and Santa Cruz via San Mateo County's Pacific shoreline. Its main terminal in San Francisco was located at 12<sup>th</sup> and Mission Streets.

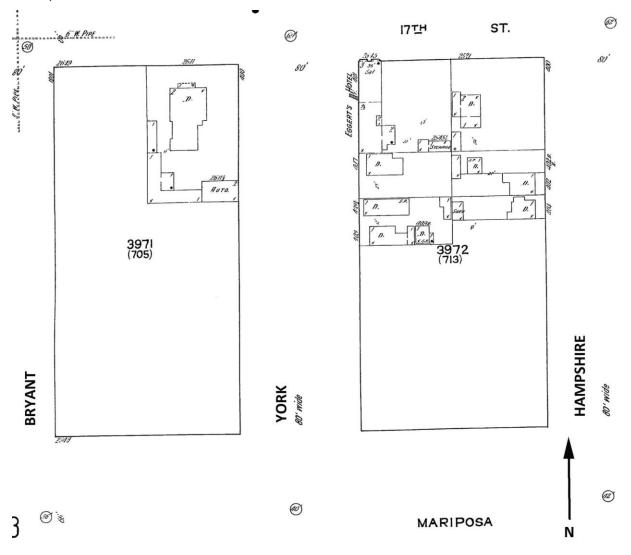


Figure 72. 1914 Sanborn Maps showing the future location of the Potrero Trolley Coach Division maintenance/operations facility. Source: San Francisco Public Library



# C. Brief History of the San Francisco Municipal Railway

The first transit service in San Francisco was a horse-drawn omnibus line that opened in 1851 to provide service between North Beach and the South of Market area. As the city grew over the second half of the nineteenth century, various other private transit providers built an informal network of horse-drawn omnibus and steam "dummy" train lines serving the core of the Victorian city. The invention of the cable car by Andrew Hallidie in 1873 revolutionized transit operations in San Francisco. Horse-drawn vehicles were never able to scale San Francisco's steep hills, and the cable car opened previously inaccessible terrain to development, allowing the city to expand westward over the steep rampart of Nob Hill and Russian Hill and into the Western Addition. The cable cars lines, like their horse-car predecessors, were privately operated companies locked into fierce competition with each other. Accordingly, service was not coordinated to serve the needs of the city's inhabitants or the expansion of the city into its rural hinterlands.

Cutthroat capitalism ensured that the weaker providers succumbed to the stronger companies, and in 1893, most of the city's cable lines were folded into the Market Street Railway Company. Further consolidation of independent lines resulted in the creation of United Railroads of San Francisco (URR) in 1901, which operated the vast majority of the city's cable car lines, as well as a growing number of faster and more dependable electric-powered streetcar lines.<sup>9</sup>

The URR inherited a jumbled system consisting of 234 miles of track, 56 miles of cable, and 166 miles of overhead catenaries. The rolling stock included 376 cable cars, 414 electric streetcars, 65 steam "dummy" trains, and 10 horsecars. Approximately half the cable lines had already been converted to overhead electrical lines by 1901, but many San Franciscans opposed the overhead catenaries on aesthetic grounds, preferring the more expensive option of putting them underground in slots beneath the street. The issue was quite controversial, pitting URR chief Patrick Calhoun against several of San Francisco's most powerful businessmen and politicians, including sugar baron Rudolph Spreckels and ex-Mayor James Phelan.<sup>10</sup> As mayor, James Phelan had overseen the creation of a new Charter for San Francisco, which encouraged the "municipalization" of city services, including water delivery, electrical power, and transportation, and he had no interest in helping the URR.<sup>11</sup>

While the URR was pressing forward with its plans to convert most of its remaining cable car lines to streetcars, its representatives were giving regularly scheduled bribes to Abraham "Boss" Reuf, the power behind the new Union Labor Party mayor, Eugene Schmitz, to smooth the way for overhead catenaries. Even before these payoffs became widely known during the Graft Trials of 1907-08, opponents decided to organize a rival municipal transit company to demonstrate that undergrounding electrical wires was both feasible and aesthetically superior. On April 17, 1906, one day before the 1906 Earthquake, Rudolph Spreckels and his father Claus filed papers with the State of California incorporating the Municipal Street Railways of San Francisco.<sup>12</sup> More of a political move than a concrete attempt to form a municipal transit company, the incorporation nonetheless signaled the City's desire to end the near-monopoly of the URR in the near future.



<sup>&</sup>lt;sup>9</sup> "Our History," Market Street Railway: <u>https://www.streetcar.org/about-sfmsr/our-history/</u>, accessed July 5, 2017.

<sup>&</sup>lt;sup>10</sup> Chris Carlsson, "United Railroads," FoundSF: <u>http://www.foundsf.org/index.php?title=United\_Railroads</u>, accessed July 5, 2017.

<sup>&</sup>lt;sup>11</sup> Anthony Perles, *The People's Railway* (Glendale, CA: Interurban Press, 1981), 15.

<sup>&</sup>lt;sup>12</sup> Perles, 16.

The 1906 Earthquake and Fire laid to waste San Francisco and put the URR's system temporarily out of commission. The URR was, however, able to restore service on several lines, beginning with the 22 Fillmore streetcar line. However, the URR was an extraordinarily unpopular company, and opposition to it only grew as news got out about the bribes, as well as a strike against the company by its motormen in 1907, which killed 31 people and injured over 1,000 – mostly at the hands of thugs hired by Calhoun to break the strike.<sup>13</sup> Collective outrage against the URR fueled support for two bond issues put before San Francisco voters in 1909. Combined, the bond issues proposed to build a streetcar line on Market Street from the Ferry Building to Geary Street, and then all the way out to Ocean Beach on Geary. Both bonds passed, and despite political and legal maneuvering by the URR to derail the bond sales, construction got underway in June 1911. For this line, San Francisco's Municipal Railway (Muni) was able to use some existing infrastructure built by the defunct Geary Street, Park & Ocean Railway, augmenting existing tracks on Geary Street with extensions to Golden Gate Park, Ocean Beach, and the Ferry Building.<sup>14</sup> In addition to the Geary trunk line, which would become the spine of Muni's A, B, and C streetcar lines, the project included building a new car barn at Presidio Boulevard and Geary Street to house Muni's initial fleet of 10 streetcars, as well as Muni's management offices. The Geary Car Barn, as it was known, was designed by the Office of City Engineer Michael M. O'Shaughnessy in blend of the Renaissance Revival and Mission Revival styles (Figure 73). Service began on the system's Geary Street line on the December 28, 1912.<sup>15</sup>



Figure 73. Geary Car Barn, June 23, 1921. Source: SFMTA Photography Department and Archive, Image No. W07110



<sup>&</sup>lt;sup>13</sup> Perles, 16.

<sup>&</sup>lt;sup>14</sup> Perles, 19.

<sup>&</sup>lt;sup>15</sup> Perles, 24.

The opening of the San Francisco Municipal Railway in December 1912 was a momentous occasion. In addition to its status as the United States' first publically owned transit system, the founding of Muni initiated the municipalization of several other services in San Francisco – a primary goal of the 1900 Charter. With other cities looking on, San Francisco's Municipal Railway was under a lot of pressure to expand the system quickly so that it could complete against the hated URR. Mayor James "Sunny Jim" Rolph understood the responsibilities that the City had taken on with this project, stating in his opening day speech that the Geary Street line was only the beginning:

It is in reality the people's road, built by the people and with the people's money. The first cable road in the country was built in San Francisco, and now the first municipal railway of the country is built in San Francisco. Our operation of this road will be closely watched by the whole country. It must prove a success! We must run it by proper methods. When we have it built from the Ferry to the Ocean, it will be the best single route in the City, and we must extend it wherever possible, until it becomes a great municipal system. I want everyone to feel that it is but the nucleus of a mighty system of streetcar lines which will someday encompass the entire city.<sup>16</sup>

Over the next year, Muni completed its Geary Street lines but as soon as they were open, Muni turned its attention toward the vast working-class districts South of Market Street, which had traditionally received short shrift from private transit providers. Under the direction of Muni Superintendent Bion J. Arnold, with City Engineer Michael M. O'Shaughnessy assisting, Muni developed a masterplan entitled: *Report on the Improvement and Development of the Transportation Facilities of San Francisco*. This document, published in March 1913, guided the expansion of the system and the construction of its infrastructure for the next 15 years.<sup>17</sup>

Between 1913 and 1915, Muni began a huge expansion campaign designed to connect Downtown to the site of the upcoming Panama Pacific International Exposition (PPIE) in the Marina District. This effort resulted in the acquisition of the Presidio & Ferries Railroad, whose line ran from just north of the Ferry Building to the Presidio via The Embarcadero, Washington Street, Columbus Avenue and Union, Larkin, Vallejo, Franklin, and Greenwich Streets. After acquiring the line in early 1914, City Engineer O'Shaughnessy oversaw its conversion from a cable line to an electric streetcar line. Opening February 10, 1915 as the E line, it was Muni's third completed line.<sup>18</sup>

So far, Muni had depended on acquiring existing independent street railroads to expand its system. In 1914, it began building its first all-new lines, including the D, E, and H lines. The H line, Muni's first cross-town line, ran from Van Ness Avenue and Bay Street, down Van Ness to Market Street. From there it would continue south along 11<sup>th</sup> Street and Division Street to Potrero Avenue. At Potrero Avenue, it shared the Ocean Shore Railroad's track as far south as 25<sup>th</sup> Street, with a dogleg on Mariposa Street to access Muni's planned second car barn at Mariposa and Hampshire Streets. The D line was built at the same time. Beginning at the Ferry Building, it utilized existing tracks along Geary Street and Van Ness Avenue to Chestnut Street, where it turned west to access the PPIE site.<sup>19</sup> Another line built to serve the PPIE was the F line, which ran from Market Street to Stockton Street, and then along Columbus Avenue,

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<sup>&</sup>lt;sup>16</sup> Mayor James Rolph, as quoted in Perles, 27.

<sup>&</sup>lt;sup>17</sup> Perles, 31.

<sup>&</sup>lt;sup>18</sup> Perles, 37-38.

<sup>&</sup>lt;sup>19</sup> Perles, 38-39.

North Point Street, Van Ness Avenue, and Laguna, Chestnut, and Scott Streets. The Stockton Street Tunnel, designed by City Engineer Michael O'Shaughnessy, was an important part of this project, allowing the F line to travel at a level grade beneath Nob Hill.<sup>20</sup>

In less than three years, the San Francisco Municipal Railway had grown from just one line running on Geary Street to seven lines, including the A, B, C, D, E, F, and H, with another line, the J Church, under development to provide a connection from Market Street to Noe Valley via Church Street **(Figure 74)**. Muni owned two car barns, including the original Geary Car Barn at Geary Street and Presidio Boulevard, as well as a new car barn at Mariposa and Hampshire Streets that was intended to serve the south of Market Street lines. Over the next few years, Muni would undertake its most expensive and technically audacious project: the construction of the Twin Peaks Tunnel from Castro and Market Streets to the still largely rural residential area West of Twin Peaks. This project, completed in 1918, included the construction of San Francisco's first subway tunnel and two stations at Eureka Valley and Laguna Honda Boulevard (now Forest Hill Station). The Twin Peaks Tunnel provided the infrastructure for several new lines serving the West of Twin Peaks neighborhoods, including the K, L, and M lines. Several years later, Muni built another tunnel beneath Buena Vista Park, the Sunset Tunnel, to access the Haight-Ashbury and Sunset neighborhoods. This tunnel provided the necessary link for the N Judah line.

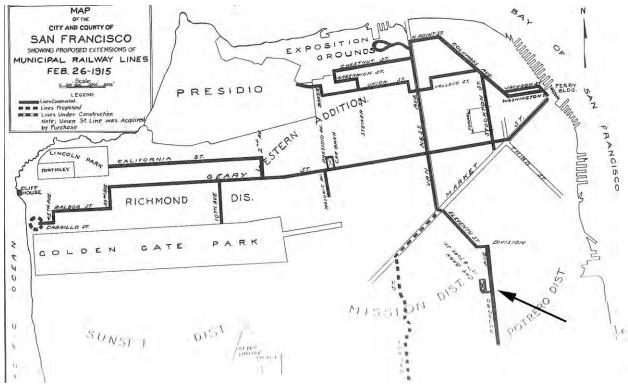


Figure 74. Muni system map, 1915. Location of proposed Potrero Car Barn indicated by black arrow. Source: Anthony Perles, *The People's Railway*.

<sup>20</sup> Perles, 43.



### D. Design and Construction of the Potrero Car Barn: 1913–1915

Muni's proposed H line was very popular with many civic organizations in the neighborhoods south of Market Street, including the Mission Promotion Association (MPA), which had originally suggested the Potrero Avenue alignment.<sup>21</sup> As mentioned previously, the H Line project included a car barn on or near Potrero Avenue to serve it, as well as any additional lines built south of Market Street. A \$3.5 million bond approved by San Francisco voters in a special election held on August 26, 1913 funded both the H line and the car barn. Incidentally, this was Muni's second major victory at the polls, suggesting that voters approved of its goals to extend its service area beyond the Geary Street corridor. In addition to funding the H line and the Potrero Car Barn, this bond funded the construction of the E and F lines and preliminary engineering work for the proposed J line on Church Street.22

Following passage of the bond, Muni manager Bion J. Arnold began looking for a site for a car barn in the Potrero District. A very large site was necessary because the facility had to accommodate 100 streetcars.<sup>23</sup> In October 1913, the City entered into negotiations with John Center to purchase two adjoining parcels on the east side of Potrero Avenue, between 18<sup>th</sup> and 19<sup>th</sup> Streets. Within a month, negotiations ended abruptly, and on December 14, 1913, the City purchased the first of six lots on Potrero Block 48 bounded by 17<sup>th</sup>, Hampshire, Mariposa, and York Streets (**Figure 75**).<sup>24</sup> The City began by buying two 100' x 100' lots on 17<sup>th</sup> Street from August and Lena Eggert and M. Reuf, respectively, for \$85,000.<sup>25</sup> One month later, in January 1914, the City purchased two

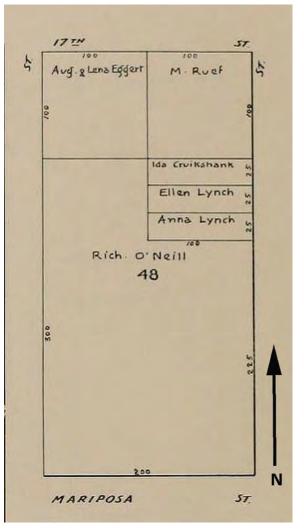


Figure 75. 1909 San Francisco Block Book showing Potrero Block 48. Source: San Francisco History Center, San Francisco Public Library

25' x 100' house lots on Hampshire Street from Ellen and Anna Lynch for \$28,606.<sup>26</sup> On July 2, 1914, the City then bought the southern two-thirds of Block 48 from the Estate of Richard O'Neill and John and Alice T. McDade.<sup>27</sup> It is not known when the City bought the remaining 25' x 100' house lot from Ida Cruikshank on Hampshire Street.

<sup>&</sup>lt;sup>21</sup> "Mission Asks for More Railroads," San Francisco Chronicle (March 5, 1913), 9.

<sup>&</sup>lt;sup>22</sup> "Little More than Week Left to Register for Coming Election," San Francisco Chronicle (July 16, 1913), 11.

<sup>&</sup>lt;sup>23</sup> "Quick Track Work Promised by City," San Francisco Chronicle (September 4, 1913), 13.

<sup>&</sup>lt;sup>24</sup> "Planning for New City Car Lines," San Francisco Chronicle (October 1, 1913), 5.

<sup>&</sup>lt;sup>25</sup> "Estimates Cost of New City Railway Lines," San Francisco Chronicle (December 14, 1913), 21.

<sup>&</sup>lt;sup>26</sup> "Property Owners to Pay for City Railway Paving," San Francisco Chronicle (January 23, 1914), 16.

<sup>&</sup>lt;sup>27</sup> San Francisco Office of the Assessor-Recorder, Sales Ledger Records for APN 3971/001.

Excavation for the Potrero Car Barn got underway in July 1914, with the Daniel O'Day Co. winning the contract with a low bid of \$34,850.<sup>28</sup> The work was arduous because it involved blasting many tons of serpentine to bring the entire site down to grade along Mariposa Street. In late 1914, the Board of Public Works requested bids from contractors to construct the first floor level of the car barn. In December, it received 12 bids and awarded the contract to Clinton Fireproofing Company, which submitted the lowest qualified bid of \$196,000.<sup>29</sup> Clinton Fireproofing completed the building ahead of schedule in May 1915 and because of this, was awarded a substantial bonus of \$400 per day that it came in ahead of schedule.<sup>30</sup>



Figure 76. Potrero Car Barn under construction, 1915. Source: SFMTA Photography Department and Archive, Image No. W02557

As shown in historic photographs, the newly completed Potrero Car Barn was originally a one-story, flatroofed concrete shed with a modest amount of ornament on its exterior. The primary façade faced Mariposa Street, where curved tracks entered the building through seven vehicular bays (Figure 76). Additional streetcars could be stored on the roof, which was accessed by a spur track running along 17<sup>th</sup> Street. The building, designed by the Office of the City Engineer, Michael M. O'Shaughnessy, was rendered in the Renaissance Revival style, with Tuscan pilasters separating the vehicular bays and bracketed architraves capping the corner bays facing Mariposa Street, as well as the main pedestrian entrance on Hampshire Street. The building was clearly designed to accept another story because the windowsills for the future

<sup>&</sup>lt;sup>28</sup> "Contracts Given by Works Board," San Francisco Chronicle (July 14, 1914), 5.

<sup>&</sup>lt;sup>29</sup> "California Street Municipal Railway and Another Car barn to be Built," San Francisco Chronicle (December 3, 1914), 5.

<sup>&</sup>lt;sup>30</sup> "Municipal Car Barn Contract Completed," San Francisco Chronicle (May 9, 1915).

office addition are clearly visible in early photographs of the original one-story building. The interior of the building was simple, consisting of maintenance bays used for repairing, maintaining, and storing offduty streetcars. Additional storage space was located on the roof, although it was not covered, which was a necessity during the rainy season with the open-ended streetcars that Muni originally used. The interior also contained a supervisor's office at the southeast corner of the building, several shops along the north side of the building, and toilet rooms and locker rooms beneath the sidewalk along Hampshire Street.

# E. Operational History of the Potrero Car Barn: 1915–1949

# Second Floor Additions: 1924

In the summer of 1915, the Board of Public Works requested the Department of Architecture to complete plans and specifications for several second story additions to be built atop the Potrero Car Barn. In addition to an office wing facing Mariposa Street, plans included two shop additions along Hampshire Street, increasing the number of streetcars that could be stored on-site.<sup>31</sup> However, the second floor additions were put off for a decade, presumably because funds were not available. When the funds were finally disbursed in October 1924, the work was estimated to cost \$140,000. The work was completed by the firm of Vukicevic & Baggo, which submitted the low bid.<sup>32</sup> Original drawings do not survive, so it is not known whether the additions were built as they were originally designed in 1914 or whether they were modified. Based on their simplified cornice detailing, as well as the addition of some Mediterranean detailing on the parapet, it seems possible that the design was slightly modified. The second floor office addition at the front of the building was built for the Operations Department, including a dispatch office, locker rooms, toilet rooms, and a Gilley room. Meanwhile, the second floor shop additions were built for the Maintenance Department.

Historic photographs taken of the Potrero Car Barn after 1924 show a facility that superficially resembles what exists today, especially the Mariposa Street façade. The new second floor office wing looked virtually exactly as it does today, with seven bays – each of which contains three pairs of double-hung metal windows – a modest cornice, and re-entrant corners to match the first floor level. The only difference between what is shown in historic photographs and what exists today is that the original tiled parapet coping was removed in 1989-90 (Figure 77). Meanwhile, the second floor shop additions along Hampshire Street were largely windowless, utilitarian structures with simplified detailing designed to harmonize with the Mariposa Street façade. Originally, the second floor shop additions extended all the way from the rear wall of the office wing to the corner of 17<sup>th</sup> and Hampshire Streets (Figure 78). A sign above the easternmost bay read "MUNICIPAL RAILWAY A.D. 1924." The shops were later reduced in length in 1948-49 when the Potrero Car Barn was converted into a trolley coach facility. Spur tracks branching off a line running along 17<sup>th</sup> Street accessed the shops, as well as a parking deck on the second floor level.

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<sup>&</sup>lt;sup>31</sup> Building & Engineering News (June 20, 1915).

<sup>&</sup>lt;sup>32</sup> "Official Advertising: Resolution No.\_\_\_\_" San Francisco Chronicle (October 18, 1924), 25.



Figure 77. Mariposa Street façade of Potrero Car Barn, May 12, 1926. Source: SFMTA Photography Department and Archive, Image No. W10351



Figure 78. Hampshire and 17<sup>th</sup> Street façades of Potrero Car House, November 16, 1948. Source: SFMTA Photography Department and Archive, Image No. D5486



#### Changes to Muni Service: 1925–1941

The heyday of San Francisco's Municipal Railway was 1912 to 1925. Led by the able Bion J. Arnold, with technical and political support from City Engineer Michael O'Shaughnessy and Mayor James Rolph, respectively, plans were made to expand Muni's streetcar lines throughout the city. However, two factors began to reduce public support for expansion: what to do with the Market Street Railway, and the overall expense of expanding and maintaining the growing system. As it may be recalled, when it was founded, Muni's main private competitor was the United Railroads of San Francisco (URR). Following a decade of corruption, labor strife, and several high-profile accidents, the URR reorganized in 1918 under its old name, the Market Street Railway. The Market Street Railway continued to operate several streetcar lines, the Powell Street cable car system, and a growing fleet of buses. However, as its franchises expired, the Board of Supervisors did not renew them, hoping to pressure the Market Street Railway's management to sell the system to the City. Somewhat perversely, this policy convinced many San Franciscans that spending money on expanding Muni was a waste of money if it was eventually going to absorb the extensive Market Street Railway network. Another factor that diminished public support for Muni was its high cost, especially the cost of building expensive streetcar tunnels to the West of Twin Peaks neighborhoods. The upshot of these concerns was a stunning defeat for Superintendent Arnold's plans for a "Greater Muni," when voters failed to pass a \$4.6 million bond issue in November 1927.<sup>33</sup>

The early 1930s witnessed a continued slowdown of Muni's expansion. The passage of the 1931 Charter made several changes to local government, including reducing the near-absolute authority of powerful department heads like City Engineer Michael O'Shaughnessy. O'Shaughnessy, who had been instrumental in overseeing the construction of the Hetch Hetchy water system, San Francisco Airport, the Twin Peaks and Sunset Tunnels, the Municipal Railway, and many other important infrastructure projects, was forced into retirement in 1932. Mayor Rolph's resignation to take up the governorship in 1930 had already weak-ened support for Muni. Since taking office in 1912, Mayor Rolph had been a huge proponent of public works in general and public transit in particular.<sup>34</sup> Although his successor, Angelo Rossi, was also a supporter of Muni, he had a much less grandiose vision than Rolph did, and Rossi refused to spend money that the city did not have, especially during the Depression.<sup>35</sup>

In addition to flagging political support, Muni suffered from its own internal problems. Beyond its age-old rivalry with the Market Street Railway, which Muni did not absorb until 1944, Muni had begun experiencing substantial operational deficits. These deficits were mainly the result of growing private automobile use, especially in the West of Twin Peaks neighborhoods, where Muni had spent so much money tying into the city's transit network. Indeed, falling ridership in the Richmond District forced Muni to abandon its first streetcar line in 1932, the A line, which ran along 10<sup>th</sup> Avenue from Geary Boulevard to Golden Gate Park.<sup>36</sup>

Faced with myriad problems, Muni began looking into ways to speed up service and reduce costs, including skipping every other stop in the Sunset and Richmond Districts and replacing certain lines with bus service. Buses had always played a role in Muni's operations, but mainly as neighborhood "feeder" routes. However, by the 1930s, Muni began substituting bus service for new streetcar lines. In addition to much lower capital costs, buses were cheaper to run because they only required one person, a driver; streetcars

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<sup>&</sup>lt;sup>33</sup> Perles, 99.

<sup>&</sup>lt;sup>34</sup> Perles, 101.

<sup>&</sup>lt;sup>35</sup> Perles, 102.

<sup>&</sup>lt;sup>36</sup> Perles, 102.

required a motorman and a ticket taker. Buses were also easier to re-route and better on steep hills, where streetcars could not operate without expensive tunneling or right-of-way acquisitions. Between 1935 and 1944, Muni added very little new trackage but 43 miles of new bus routes and 6.8 miles of "trackless" trolley coach service.<sup>37</sup>

#### Potrero Car Barn in the 1930s

Despite the increases in bus service, Muni had not cut many streetcar lines yet, so no substantial changes were made to the Potrero Car Barn between 1924 and 1940. Throughout this time, the facility continued to serve as Muni's primary streetcar storage and maintenance facility south of Market Street. Moreover, unlike the suburban Sunset or Richmond Districts, where auto ownership and usage had grown significantly during the 1920s and 1930s, the Mission and Potrero Districts remained working-class, transit-oriented communities. Accordingly, demand for Muni's local streetcar lines remained strong throughout these decades.

A series of aerial photographs taken of San Francisco in 1938 by Harrison Ryker illustrate the Potrero Car Barn property before the first major changes were made in the early 1940s (Figure 79). The photographs indicate that the facility had not been changed since the 1924 additions had been completed, which are visible as an Lshaped mass on the roof of the original one-story building. The facility was still confined to the block bounded by 17<sup>th</sup>, Hampshire, Mariposa, and York Streets. However, in June 1925, the City had acquired the southern half of Potrero Block 41 from Olaf, Arne, Charles, and Nellie Monson for use as a corporation yard.<sup>38</sup> The 1938 aerial photographs indicate that this 200' x 200' property was used to store rails, light standards, machinery, trucks,



Figure 79. 1938 aerial photograph showing Potrero Car Barn (right) Muni Corporation Yard (lower left). Source: David Rumsey Map Collection

and various equipment. It also contained several corrugated metal sheds. A curved section of track accessed it from Mariposa Street.

<sup>&</sup>lt;sup>38</sup> San Francisco Office of the Assessor-Recorder, Sales Ledger Records for APN 3971/001.



<sup>&</sup>lt;sup>37</sup> Perles, 107.

#### Trolley Coach Shop Addition: 1940–1941

By the late 1930s, Muni management and the newly founded Public Utilities Commission (PUC) began making plans to introduce trolley coaches to the Potrero Car Barn facility. As a preliminary step, the PUC entered into negotiations to purchase the northern half of Potrero Block 41 adjoining Muni's corporation yard for a future trolley coach yard. This property, which measured 200' x 200', contained a large Victorian farmhouse and several rural outbuildings. On July 26, 1939, the PUC bought the property from Katherine Fagothy and Margaret McDade.<sup>39</sup> With this purchase, the City owned Potrero Blocks 41 and 48 in their entirety. In 1940, the PUC asked the Board of Supervisors to vacate the one block section of York Street between Mariposa and 17<sup>th</sup> Streets. Shortly thereafter, the PUC merged the two adjoining blocks and the right-of-way into one property: APN 3971/001.

In 1940, the PUC decided to build a trolley coach maintenance shop atop the roof of the Potrero Car Barn. Built to the west of the two existing streetcar maintenance shops, the reinforced-concrete addition consisted of a full-height shop and a lower section containing offices and storage rooms (Figure 80). Although its design was loosely based on the original Potrero Car Barn, the addition adhered to a more strippeddown industrial vocabulary in keeping with changing tastes.



Figure 80. 1940-41 Trolley Coach maintenance shop addition to the Potrero Car Barn, August 25, 1941. Source: SFMTA Photography Department and Archive, Image No. D4675

#### Potrero Car Barn in the 1940s

The trolley coach shop addition was completed not long before the U.S. entry into World War II. Any other anticipated changes to the Potrero Car Barn, as well as the construction of a bus yard on the western half of the site, were put on hold for the duration of the war. In addition to steel and concrete being rationed

<sup>&</sup>lt;sup>39</sup> San Francisco Office of the Assessor-Recorder, Sales Ledger Records for APN 3971/001.



for the war effort, Muni's streetcar ridership surged as an influx of defense workers moved to San Francisco to take jobs in local shipyards and defense plants. In 1944, Muni also finally absorbed the Market Street Railway. These developments resulted in the postponement of any plans to curtail streetcar service or replace any active streetcar lines with bus service.<sup>40</sup>

#### Conversion of Streetcar Lines to Trolley Coaches: 1945–1949

Unfortunately for Muni, the conclusion of World War II did not bring sustained ridership. With rationing of gasoline and rubber over, many San Franciscans enthusiastically took to their cars. Suburbanization was another factor; during the immediate postwar era, many San Franciscans moved out of the dense, transitrich inner city into the sprawling Sunset and Parkside Districts, where Muni service was sparse. The eventual exodus of thousands of more San Franciscans out of the city altogether even more negatively affected Muni's ridership levels. Compounding these trends was auto congestion, which slowed nearly all of Muni's lines, most of which were, and remain, mixed with auto traffic.

The abandonment of public transportation in favor of private automobiles was not unique to San Francisco; declining rates of transit ridership affected nearly every American city during the postwar period. As Muni's fare box receipts declined, the transit agency entered a period of retrenchment that resulted in major changes to its operations.<sup>41</sup> In search of ways to streamline service and save money, the PUC hired Leonard Newton, former vice-president of the Market Street Railway, to develop a new postwar master plan. The Newton Plan, as it was known, was published in 1945. Its primary goals were to eliminate duplicative lines resulting from the 1944 merger; reconfigure the remaining lines to create a "hub and spoke" system to feed commuters from outlying neighborhoods into Downtown; and replace the agency's aging rolling stock with 313 new PCC streetcars, 223 new trolley coaches, and 215 buses.<sup>42</sup>

Two years later, Mayor Roger Lapham convened the Administrative Transportation Planning Council to conduct additional long-range transportation planning in San Francisco. The resulting plan, *Transit History of San Francisco, 1850-1948*, was similar to the Newton Plan in its recommendations, although the latter study called for a more drastic reduction in streetcar service. Embracing the plan's recommendations, Mayor Lapham put a \$20 million bond on the 1947 ballot to "modernize" Muni by replacing fixed-rail streetcars with trolley coaches.<sup>43</sup> The PUC also hired Colonel Marmion D. Mills, onetime regional sales manager for General Motors' Yellow Coach bus manufacturing division, to oversee the dismantling of San Francisco's streetcar lines, a service he infamously provided to several cities. Voters approved the 1947 transit bond and in 1948-49, Muni began abandoning streetcar lines *en masse* and converting all or parts to bus or trolley coach service.<sup>44</sup>

Although the "Lapham Plan" would have eventually eliminated all streetcar service in San Francisco, as most other major American cities had done, San Francisco's challenging topography saved the streetcar from extinction because neither the Twin Peaks Tunnel nor the Sunset Tunnel could accommodate two buses going in opposite directions. Lines dependent on these tunnels, including the K, L, M, and N lines, were therefore preserved. Similarly, the J line's contour-hugging right-of-way from 18<sup>th</sup> to 22<sup>nd</sup> Streets was also too narrow for non-fixed wheel vehicles, sparing this line as well.<sup>45</sup>

- <sup>41</sup> Perles, 133.
- <sup>42</sup> Perles, 134.
- <sup>43</sup> Perles, 135.
- <sup>44</sup> Perles, 175.
   <sup>45</sup> Perles, 181.

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<sup>&</sup>lt;sup>40</sup> Perles, 128.

#### Conversion of the Potrero Car Barn to Trolley Coaches: 1948–1949

Using 1947 bond funds, the PUC commissioned the Utilities Engineering Bureau to develop plans to convert the Potrero Car Barn into a trolley coach facility. The car barn itself would be kept and remodeled, with the rest of the site built out as a bus yard. The project entailed significant changes to the former car barn, including removing all ornament and replacing all fenestration along the west facade facing the bus yard (Figure 81). At 17<sup>th</sup> and Hampshire Streets, the project entailed demolishing the 1940-41 trolley coach shop, demolishing approximately 50 percent of the 1924 streetcar maintenance shop additions, building a concrete wall to enclose the gap created by demolishing the shops, and building a new control room. Additional changes to the former car barn included removing all streetcar tracks, reconfiguring the interior with new offices and shops, and rebuilding the roof to accommodate a parking deck. The office wing was also altered, including remodeling the interior and modifying three vehicular bays on the Mariposa Street façade. The westernmost bay was infilled with concrete and a roll-up. The next bay was infilled with Gunite and plaster and a pedestrian entrance inserted in the opening to access the new offices inside the building. Meanwhile, the easternmost bay along Mariposa Street was widened, resulting in the demolition of the original decorative doorframe. Other changes to the office wing included infilling several windows on the west facade and adding a new medallion with Muni's logo to the second floor level facing Mariposa Street.



Figure 81. Reconstruction of west façade of Potrero Car Barn, 1949. Source: SFMTA Photography Department and Archive, Image No. X1930



The construction of the bus yard entailed the demolition of the large Victorian dwelling on 17<sup>th</sup> Street and the ca. 1925 Muni corporation yard on Mariposa Street, regrading the entire site level with Mariposa Street, constructing a high "rip-rap" retaining wall along Bryant and 17<sup>th</sup> Streets, paving the yard in asphalt, striping the bus yard with parking stalls, and installing electrical poles, catenaries, and maintenance equipment **(Figure 82)**.

The conversion of the Potrero Car Barn into the Potrero Trolley Coach Division maintenance/operations facility was complete by summer 1949. Other projects completed around the same time in support of the changeover from streetcar to bus service included the modernization of the Ocean Avenue Bus Yard and the construction of an addition onto the Geary Car Barn for trolley coach storage.<sup>46</sup> All of this work was paid for from the 1947 bond funds and timed to coincide with the arrival of 53 new trolley coaches built by the Twin Coach Company of Kent, Ohio at a cost of \$1,000,000.<sup>47</sup>

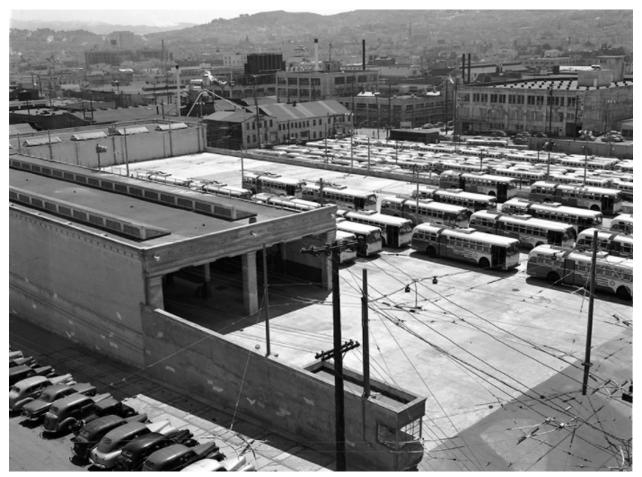


Figure 82. Appearance of the Potrero Trolley Coach Division Facility following 1949 remodel. Source: SFMTA Photography Department and Archive, Image No. X2104

<sup>&</sup>lt;sup>47</sup> Ray Leavitt, "53 Trolley Buses Arrive....Below Par," San Francisco Chronicle (April 7, 1949), 2.



<sup>&</sup>lt;sup>46</sup> "New Muni Changes Coming: One July 3 City will Drop Six Car Lines...Start Five Bus, Five Trolley Coach Lines," San Francisco Chronicle (April 7, 1949), 2.

### F. Operational History of the Potrero Trolley Coach Division: 1950–2017

One year after the 1948-49 conversion of the Potrero Car Barn into the Potrero Trolley Coach Division maintenance/operations facility, the property was depicted on the 1950 Sanborn Maps. The maps show the new bus yard occupying the western portion of the site and the former York Street right-of-way. The 1950 Sanborn Maps also show the former Potrero Car Barn reconfigured for electric trolley coaches. The floor plan, which is shown on the maps, is similar to what exists today, with the maintenance bays, shops, offices, and storage rooms occupying the first floor level and offices, dispatch rooms, and Gilley room occupying the second floor of the office wing (Figure 83). Notes on the maps indicate that staff toilet rooms and locker rooms were still located beneath the sidewalk along Hampshire Street. Notes indicate that the transformer vault was located near the north end of the west façade. In contrast to today, the maps show only two maintenance pits inside the building. The 1950 Sanborn Maps do not show the storage rooms that are now located along the north side of the maintenance facility or the smaller shops that are located along the west side of the building.

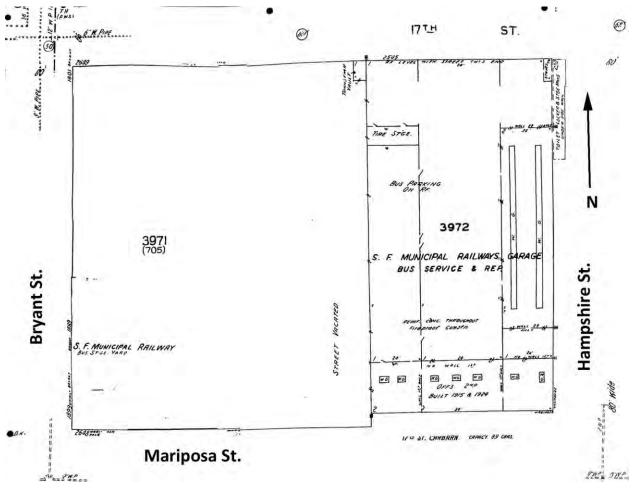


Figure 83. 1950 Sanborn Maps showing the Potrero Trolley Coach Division maintenance/operations facility. Source: San Francisco Public Library

### Potrero Trolley Coach Division Facility: 1949–1989

Between 1949 and 1989, very little of note occurred at the Potrero Trolley Coach Division maintenance/operations facility, which continued to serve as Muni's primary trolley coach facility south of Market Street. Lawrence G. Marshall was the first Superintendent of the facility, commonly known simply as the "Potrero Division." He had previously run the Potrero Car Barn, taking that position in 1939, a year before the first trolley coach shop was built on the site. Marshall retired in 1948, during the conversion of the facility to serve trolley coaches.<sup>48</sup> Wesley R. Mason took over in 1948, serving until 1951. George S. Lewis then ran the facility until 1965.<sup>49</sup> During a period in the 1970s, Joseph N. Crosley was the Superintendent of the Potrero Division.

By the late 1970s, when Crosley ran it, the Potrero Division was beginning to face an increasing amount of criminal activity, including vandalism of buses and buildings, and theft – sometimes by operators, mechanics, and other employees.<sup>50</sup> The 1970s and 1980s were a period of continued decline in the fortunes of San Francisco's Municipal Railway, with both the city's population and ridership in near freefall. At the Potrero Division, drinking, fighting, stealing, and other signs of low morale were frequently reported in local newspapers. These incidents were beginning to take their toll on employees and patrons of what columnist Herb Caen sometimes called the "Muniserable Railway."<sup>51</sup> Newspaper accounts from the 1980s describe Muni buses and facilities as being in a shambles, with broken seats, etched-up windows, and graffiti-coated interiors.

### 1989–1990 Remodel

With employee and passenger morale at an all-time low, Muni management realized something had to be done. During this time, Muni embarked upon improvements to several of its facilities, including rehabilitating the then 76-year-old Potrero Trolley Coach Division maintenance/operations facility in 1989-90. Changes to the bus yard included removing the existing sloped riprap retaining walls to gain additional square footage, installing new bus wash, vacuum, and fare collection stations; new asphalt and striping; and new electrical poles and catenaries. Other changes to the site included the construction of a new control "tower" near the main entrance on Mariposa Street and the enclosure of the bus yard behind a 10' metal fence to discourage vandalism and theft. Changes to the building itself included repairing cracks on the parking deck, repairing drainage systems, reconfiguring the maintenance pits, reconfiguring the heavy repair shops along the west side of the building, installing new storage areas along the north side of the building, converting the former toilet rooms under the sidewalk on Hampshire Street into offices, installing new toilet rooms along the west side of the building, and remodeling the Operations department on the second floor of the office wing. The project also included mechanical, plumbing, and life-safety upgrades. Specific changes to the exterior included reconfiguring several door and window openings along the west facade, installing a new metal storefront and signage at the main entrance on Mariposa Street, and installing five new overhead telescoping doors on the west facade. The north (rear) facade of the office wing received new pedestrian entrances and several windows were infilled. The tire shop on the second floor also received new telescoping doors.<sup>52</sup>

<sup>&</sup>lt;sup>52</sup> San Francisco Municipal Transportation Agency Plan and Permit Archive, "Muni – Potrero Division Rehabilitation," 1989-90.



<sup>&</sup>lt;sup>48</sup> "Pioneer Muni Employee will Retire Today," San Francisco Chronicle (November 30, 1948), 17.

<sup>&</sup>lt;sup>49</sup> "New Muni Manager: Charles D. Miller to Assume Part of Scott's Duties," San Francisco Chronicle (January 3, 1951), 1.

<sup>&</sup>lt;sup>50</sup> Ira Kamin, "Night Watch on the Muni," San Francisco Chronicle (August 7, 1977), 234.

<sup>&</sup>lt;sup>51</sup> Herb Caen, "Ready When You Are," San Francisco Chronicle (December 16, 1980), 33.

The Potrero Trolley Coach Division maintenance/operations facility appears on the ca. 1990 Sanborn Maps maintained by the San Francisco Planning Department. The ca. 1990 Sanborn Maps show no significant changes to the property since the 1950 Sanborn Maps were published 40 years earlier, although it was highly unlikely that anyone went into the building to record the changes made in 1989-1990 (Figure 84).

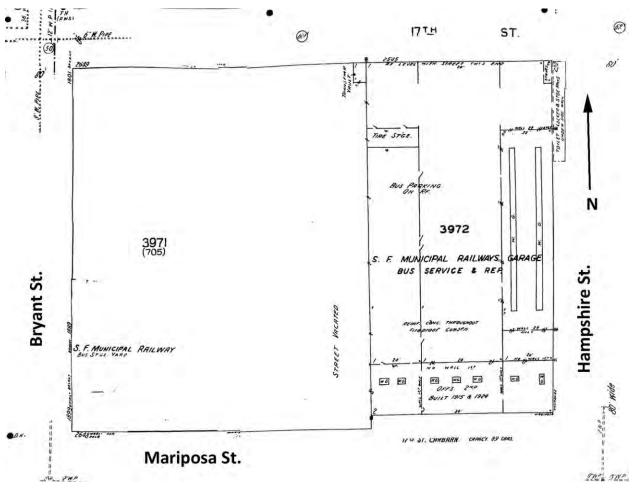


Figure 84. Ca. 1990 Sanborn Fire Insurance Co. Map showing the Potrero Trolley Coach Division maintenance/operations facility. Source: San Francisco Planning Department

# G. Alterations

Since it was initially completed as a streetcar barn over a century ago, the Potrero Trolley Coach Division maintenance/operations facility has undergone several major changes, especially in 1948-49 when the building was converted into a trolley coach maintenance facility. These changes heavily remodeled the west façade, the north façade, and portions of the interior, although the building looks substantially the same from both Mariposa and Hampshire Streets. The 1989-90 seismic retrofit/rehabilitation made additional changes to the building, although the majority of these changes occurred within the interior and on the adjoining bus yard. Since 1990, Muni has made several relatively small changes to the facility, including remodeling the fare collection shop and the electronic repair shop in 1995, reroofing the building in 1999, and completing a series of interior upgrades in 2001, including conversion of the lock shop into an electronics shop, ADA upgrades to the men's and women's toilet rooms, a battery room upgrade, renovations



to the conference room and lunch room, and enlarging the openings in the heavy repair bays along the west façade. The most recent change, which occurred in late 2015, entailed the installation of an additional electrical circuit and telecommunication equipment. All building permits on file for the property are listed below in **Table 1** and attached as **Appendix Item B** of this report. Please note, there are no permit applications for the property pre-dating 1979, suggesting that earlier work was permitted internally and not through the Department of Building Inspection.

Application No.	Date Approved	Applicant	Scope/Cost/Builder	
			Furnish and install new washroom inside	
			building costing \$19,527. Contractor: Henry L.	
7902044	April 30, 1979	SF Municipal Railway	Chapot & Assocs.	
			Structural/seismic upgrade; remodel interior	
			shops, maintenance, and office spaces;	
			mechanical, electrical, and plumbing alterations costing \$6,500,000. Architect:	
0901540	January 14, 1991	SF Municipal Railway	James A. Wallsten; Contractor: TBA	
0501540	January 14, 1991	Si Walleparkalway		
		SF Public Utilities	Install fire sprinklers in tire shop costing	
09025798	May 14, 1991	Commission	\$12,000. Contractor: Progressive Fire Sprinkler	
			Rehabilitate fare collection shop and build	
			new electronics shop costing \$11,000.	
			Architect: Muni Capital Engineering;	
09507422	August 1, 100E	SE Municipal Pailway	Contractor: San Luis Gonzaga Construction,	
09507422	August 1, 1995	SF Municipal Railway	Inc.	
09609398	May 29, 1996	SF Municipal Railway	Renew Permit Application 09507422	
			Install new roofing system at administration	
			building and install new deck coating on	
		SF Public	elevated parking deck costing \$1,152,595.	
		Transportation	Architect: Peter Gabancho; Contractor:	
09902338	February 5, 1999	Commission	Western Roofing Service	
			Convert existing lock shop into electronics	
			shop; ADA upgrade of men's and women's	
			toilet rooms; battery room upgrade;	
			conference room and lunchroom renovations; widen openings of heavy repair bay costing	
			\$348,000. Engineer: Parsons Brinckerhoff;	
200101230430	October 2, 2001	SF Municipal Railway	Contractor: Jersey Contractors, Inc.	
200101200100				
200202078692	February 7, 2002	SF Municipal Railway	Renew Permit Application 200101230430	
			Install electrical circuit with four-gang	
			receptacle; install antennas, cables, and fiber	
			optics; install new control station costing	
			\$20,000. Engineer: Brian Burkhard;	
201510169984	November 10, 2015	SFMTA	Contractor: Champion Telecom	

Table 1: Building Pe	ermit Applications	on File for Potrero	Trolley Coach	Division Facility
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### H. Chief Engineer Michael M. O'Shaughnessy: 1864–1933

The design and construction of the Potrero Car Barn in 1915, as well as its expansion in 1924, occurred under the direction of San Francisco's larger-than-life City Engineer, Michael Maurice O'Shaughnessy (Figure 85). Michael, better known during his life as "M.M.," served Mayor James "Sunny Jim" Rolph from 1912 until 1930, when he was forced into retirement. Throughout his long tenure as San Francisco's Chief Engineer, O'Shaughnessy oversaw the completion of dozens of major public works projects-the largest sustained expansion of San Francisco's infrastructure in the city's history. Although he was responsible for dozens of well-known projects, O'Shaughnessy is today perhaps best known for his work overseeing the massive 167mile-long Hetch Hetchy water delivery system, one of the most ambitious municipal aqueducts ever built in



Figure 85. Michael M. O'Shaughnessy, ca. 1914 Source: San Francisco Public Library

the United States. With this accomplishment, O'Shaughnessy is often compared with Los Angeles City Engineer William Mulholland, another Irish immigrant, who oversaw the design and construction of Los Angeles' Owens Valley Aqueduct. O'Shaughnessy is also well-known by public transit historians for his work designing and building the San Francisco Municipal Railway, America's first public transit agency.

Michael M. O'Shaughnessy was born to a farming family in County Limerick, Ireland in 1864. He studied at University College in Cork and in Galway, before graduating with honors in Engineering from the Royal University of Dublin in 1884.<sup>53</sup> In 1885, O'Shaughnessy came to the United States, arriving in San Francisco on March 30 of that year. In 1886, the Southern Pacific Railroad hired O'Shaughnessy as a surveyor. In 1889, he opened his own practice, specializing in land surveying and hydraulic engineering. In these capacities, he laid out irrigation systems on several sugar plantations in the still-independent Kingdom of Hawaii.<sup>54</sup> The organizers of the California Midwinter International Exposition hired O'Shaughnessy to serve as its Chief Engineer in 1893. In 1895, O'Shaughnessy put his hydraulic engineering skills to use as an employee of the Spring Valley Water Company, the privately owned predecessor to the San Francisco Water Department.

During the late 1890s and first few years of the twentieth century, O'Shaughnessy consulted on many different projects for private companies and municipalities, including the City and County of San Francisco. O'Shaughnessy laid out Sloat Boulevard and the old Bayshore Highway for the City's Public Works Department but he took no other consulting projects for San Francisco because he did not enjoy the city's fractious political environment. In 1907, the Southern California Mountain Water Company hired O'Shaughnessy to be its Chief Engineer, where he worked on water delivery systems for several communities in San Diego County. In 1912, after much hard bargaining, Mayor Rolph convinced O'Shaughnessy to come back to San Francisco to accept the appointment of Chief Engineer for the City and County of San Francisco.

<sup>&</sup>lt;sup>53</sup> Charles R. Boden, "In Memoriam: Michael Maurice O'Shaughnessy," *California Historical Quarterly*, Vol. 13, No. 4, California Historical Society.

<sup>&</sup>lt;sup>54</sup> Wanda Adams, "Hike through History at Pololu Valley," Honolulu Advertiser (September 8, 2002).

<sup>&</sup>lt;sup>55</sup> Michael M. O'Shaughnessy, *Hetch Hetchy: Its Origin and History* (San Francisco: 1934), 10.

When O'Shaughnessy was hired, San Francisco had just embarked upon a pair of major infrastructure projects: the Municipal Railway and the Hetch Hetchy water delivery system. O'Shaughnessy's vision for the new Municipal Railway centered on it becoming an extensive citywide system that would provide service to sparsely populated areas well in advance of residential construction to ensure orderly growth. Though he used bond funds when they were available, O'Shaughnessy was dedicated to the financial health of the city, using operating income and local property tax assessments as much as possible to finance its expansion.<sup>56</sup> In addition to engineering railway alignments, O'Shaughnessy's office was responsible for most associated infrastructure, including tunnels, retaining walls, car barns, power houses, and office buildings. Although he was an engineer, O'Shaughnessy's office adhered to a chaste Renaissance Revival vocabulary that was popular during the post-1906 reconstruction era. He employed this style on dozens of projects, including the Stockton Street Tunnel, Laguna Honda (now Forest Hill) Station, and Twin Peaks Tunnel's west portal (**Figure 86**). Common features of his work include board-formed concrete surfaces rusticated to resemble masonry, simple Tuscan pilasters, and modillion cornices.



Figure 86. West Portal of Twin Peaks Tunnel, 1919. Source: SFMTA Photography Department and Archive, Image No. W05679

M. M. O'Shaughnessy was hired just one year before Congress passed the Raker Act in 1913. This act, which authorized the construction of several dams, a railroad, and other infrastructure in Yosemite National Park, provided San Francisco with the legal basis to begin building its Hetch Hetchy water delivery system. This \$100 million project occupied the majority of O'Shaughnessy's attention for the rest of his career, with water first flowing from the Tuolumne River into San Francisco in 1934, 20 years after construction began. Unfortunately for O'Shaughnessy, he did not live to see the completion of the Hetch Hetchy project, as he died in 1933 after suffering a heart attack. Today, O'Shaughnessy's name lives on in the name of the Hetch Hetchy's highest dam, as well as O'Shaughnessy Boulevard.

<sup>&</sup>lt;sup>56</sup> Robert Cherny, "City Commercial, City Beautiful, City Practical: The San Francisco Visions of William C. Ralston, James D. Phelan, and Michael M. O'Shaughnessy," *California History* (Fall 1994).



## I. Design of American Car Barns and Bus Yards

Car barns have been an essential part of street rail operations in American cities since the late nineteenth century. Designed to service and store off-duty streetcars, the earliest car barns were built alongside the large stables that had housed the original traction method for most American street railways. Early car barns were either modeled on these stables or on the brick shops used in conventional rail yards. Car barns were always built adjacent to or near a streetcar line, sometimes at the end of the line, but also often near the midpoint so that it was easily accessible from either end. Car barns typically included a series of maintenance bays on one floor level to facilitate access from adjoining street-level tracks. In addition to maintenance and storage functions, car barns often also had offices and power generation facilities. Although the offices were usually located on the second story, for safety reasons, the powerhouse was usually a separate structure.

Following the lead of conventional railroads, builders of early street railways often designed their car barns in the American Commercial style and built them of brick. Examples of this type in San Francisco include the SFMTA Cable Car Barn and Powerhouse at Washington and Mason Streets in Chinatown (Figure 87). Originally built in 1887 by the Ferries & Cliff House Railway, the SFMTA Cable Car Barn was badly damaged in the 1906 Earthquake and subsequently rebuilt without its third floor level. Wood was not unheard of for car barn construction, especially for smaller transit providers or for temporary facilities. Nonetheless, masonry remained the most popular building material because it was resistant to fire and could be manipulated to provide large semi-continuous spans for multiple vehicular entrances.



Figure 87. SFMTA Cable Car Barn and Powerhouse, ca. 1960, Mason and Washington Streets, built 1887; rebuilt 1906. Source: San Francisco Historical Photograph Collection, San Francisco Public Library, Image No. AAC-8149

Concrete construction for car barns surged in popularity in San Francisco after the 1906 Earthquake and Fire. The disaster had destroyed and/or heavily damaged several car barns throughout the city, including the San Francisco & San Mateo Electric Railway Co. Car Barn at San Jose and Geneva Avenues. Built in 1901, the building, which is now known as the Geneva Car Barn, was originally part of a larger complex that consisted of a car barn, a powerhouse, and an office building. Though it is mistakenly called a car barn, the building that stands today is actually the office building (Figure 88). Designed in the American Commercial style with Renaissance Revival and Craftsman detailing, the Geneva Car Barn is incidentally one of the only buildings in San Francisco to retain visible damage from the 1906 Earthquake.





Figure 88. Geneva Car Barn and Powerhouse at San Jose and Geneva Avenues, ca. 1905; built 1901 and repaired 1906. Source: <u>www.genevacarbarn.org</u>

The organization of the San Francisco Municipal Railway in 1911-12 launched a new approach to car barn design in San Francisco. As described above, Muni had to move quickly in order to establish a system capable of taking on the United Railroads of San Francisco and other private providers. Due to San Francisco's unique street pattern, with Market Street essentially dividing the city into two separate sections, Muni decided to build two new car barns – one in each part of the city. The Geary Car Barn was built first to serve Muni's north of Market Street lines. Constructed in 1912, the complex consisted of an eight-bay maintenance and storage facility along Geary Street, a corner office building, and a carpenter shop and machine shop along Presidio Avenue (Figure 89). The expansion of service south of Market Street compelled Muni to build a second car barn in the Potrero District in 1914-15. Initially built to serve Muni's H Potrero and J Church streetcar lines, the Potrero Car Barn was designed as a two-story building but only the first floor level – the section containing the maintenance shops – was built first. The office wing housing operations and two additional streetcar maintenance shops were completed a little over a decade later in 1925. In terms of their construction methods, materials, and styling, the Geary and Potrero Car Barns were very similar, having both been designed by the Office of the City Engineer, Michael M. O'Shaughnessy.





Figure 89. Geary Street Car Barn at Geary Boulevard and Presidio Avenue, 1968; built 1912. Source: SFMTA Photography Department and Archive, Image No. M0324\_2

In addition to the two car barns it built in the 1910s, Muni acquired many others after purchasing competing companies, especially in 1944 when Muni absorbed the Market Street Railway. After 1944, the oldest car barns in the Muni system were the Haight Street and the McAllister Street Car Houses. They were both built in 1883 by the Market Street Railway. Muni demolished them both in the late 1940s and sold the sites for development. The next-oldest car barn was the Oak and Broderick Car House, which was built by the Market Street Railway in 1889. Muni demolished it in 1949 and sold the site for development. The fourth-oldest facility was the Turk and Fillmore Car House and Powerhouse, which the Market Street Railway built in 1895. Muni cleared the site except for the electrical substation, which it continued to use for many years. The Turk Street Substation is San Francisco City Landmark 105 (Figure 90). The fifth-oldest car barn was the Sutro Car House, which the Sutro Railway built in 1896. Muni acquired this company and demolished the car barn in 1951. The sixth-oldest car barn owned by Muni in 1944 was the 24<sup>th</sup> and Utah Car House. Unlike the rest, Muni retained this facility, which was built in 1903-04 by the URR. and converted it into a bus garage. It was not demolished until the 1990s. Muni also retained the 29<sup>th</sup> and Mission Car House, which was built in 1894 by the Market Street Railway. Muni repurposed it for a number of uses before tearing it down in 1987. The largest and most important car barn acquired by Muni in 1944 was the Elkton Shops complex, which was built in 1907 by the URR at Ocean and Geneva Avenues. In 1949, Muni converted a portion of the yard into the Ocean Division Bus Yard. Muni cleared the site in 1977 to build the Muni Metro Center LRV facility (now the Curtis E. Green Light Rail Center). Though not built as a car barn, another URR facility acquired by Muni in 1944 was the Market Street Railway Steam Power Plant at 1401 Bryant Street (Figure 91). Built in 1893 and enlarged in 1895, the URR converted the building into a substation in 1911. After 1944, Muni continued to use the building as a substation, later converting it into a warehouse. Today, the SFMTA uses it to store overhead line equipment. It is listed in the California Register as a contributor to the Showplace Square Heavy Timber and Steel-frame Brick Warehouse and Factory Historic District.





Figure 90. Turk and Fillmore Substation, 1966; built 1895. Source: SFMTA Photography Department and Archive, Image No. X9762\_1



Figure 91. Market Street Railway Powerhouse, 1904; built 1893. Source: SFMTA Photography Department and Archive, Image No. U00137

As described in the chapters above, Muni's acquisition of the Market Street Railway in 1944 created a whole host of problems for the already beleaguered transportation provider. These issues compounded pre-existing challenges that had begun to emerge before World War II, chiefly the growing use of private automobiles, the high expense of building streetcar tunnels and extensions, and the requirement that two workers staff streetcars: a motorman and a ticket taker. Faced with the need to eliminate duplicative service and reduce costs, the PUC hired several consultants to advise them on how to reconfigure Muni service after the war. As mentioned previously, the Lapham Plan and the 1947 Muni bond spearheaded these proposed changes to Muni's operations, including the replacement of most of the system's streetcar lines with bus and trolley coach service. After voters approved the bond, the PUC launched a major multiyear campaign to put the recommendations into place, eliminating all but a handful of streetcar lines and replacing the rest with buses and trolley coaches. The changes led to a tremendous demand for more bus storage and maintenance facilities across the city. Muni converted its two purpose-built streetcar barns, the Potrero and Geary Car Barns, to accommodate electric-powered trolley coaches in 1948-49. At the same time, Muni built two new bus yards to store and service its growing fleet of gasoline-powered (and later diesel) motor coaches, including the Ocean Division Bus Yard, which was built at Ocean and San Jose Avenues in 1948-49; and the Kirkland Bus Yard, which was built in 1950 at Stockton and North Point Streets. The Ocean Division yard was demolished in 1977, making Kirkland Muni's oldest motor coach facility.



Since 1950, Muni has built three additional motor coach facilities at various locations in the city. One (Flynn) was inserted into an existing industrial building, the 1941 U.S. Steel Corporation warehouse, at 16<sup>th</sup> and Folsom Streets. The other two, Woods and Islais Creek, were all-new facilities. In addition, both are, like Kirkland, asphalt-paved lots used for parking and storage, with small freestanding buildings for heavy and running repair, tire changing, fuel dispensing, and washing. Woods Motor Coach Division is the oldest and by far the largest and most comprehensive in terms of the services it offers (Figure 92). Built in 1974-76 at 1095 Indiana Street, the Woods Division is 8.2 acres in area. It includes bus parking and storage, the central heavy repair shops for the entire fleet, body and paint shops, fuel dispensing, and washing. It has a sepa-



Figure 92. Woods Motor Coach Division, 1975. Source: SFMTA Photography Department & Archive, Image No. M2093\_3

rate building at 22<sup>nd</sup> and Indiana Streets for its Operations Department. Located less than a half-mile away is the Islais Creek Motor Coach Facility at 1301 Cesar Chavez Street. Built in 2012, Islais Creek includes motor coach storage, light running repair, fuel dispensing, and bus washing. It will soon receive a new building for the Operations Department.

The SFMTA, which operates Muni, also operates two modern streetcar facilities, including the Curtis E. Green Light Rail Center, a sprawling complex of shops located next to the Balboa Park BART station at the northwest corner of Geneva and Ocean Avenues. Built in 1977 as the Muni Metro Center LRV facility, this project consolidated Muni's light rail storage and maintenance facilities in one location (Figure 93). In recent years, Muni opened the Muni Metro East yard at 25<sup>th</sup> and Illinois Streets to serve its T Third line and any future expansions of the system along the Central and Southeastern waterfront areas (Figure 94).



Figure 93. Curtis E. Green Light Rail Center; view toward south.

Figure 94. Muni Metro East Light Rail Center; view toward east.



# VI. Determination of Eligibility

VerPlanck Historic Preservation Consulting evaluated the potential eligibility of the Potrero Trolley Coach Division maintenance/operations facility for the California Register of Historical Resources (California Register).

## A. California Register of Historical Resources

The California Register is an authoritative guide to significant architectural, archaeological, and historical resources in the State of California. Resources can be listed in the California Register through a number of methods. State Historical Landmarks and National Register—eligible properties (both listed and formal determinations of eligibility) are automatically listed. The California Register also includes properties identified in historical resource surveys with Status Codes from 1 to 5 and resources designated as local landmarks in city or county ordinances. Properties can be nominated to the California Register by local governments, organizations, or private citizens. The eligibility criteria used by the California Register are closely based on those developed by the National Park Service for the National Register of Historic Places (National Register). In order to be eligible for listing in the California Register a property must be demonstrated to be significant under one or more of the following criteria:

**Criterion 1 (Event):** Resources that are associated with events that have made a significant contribution to the broad patterns of local or regional history, or the cultural heritage of California or the United States.

**Criterion 2 (Person):** Resources that are associated with the lives of persons important to local, California, or national history.

**Criterion 3 (Design/Construction):** Resources that embody the distinctive characteristics of a type, period, region, or method of construction, or represent the work of a master, or possess high artistic values.

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

In addition to meeting at least one of the criteria a property must retain historical integrity, meaning that it must look much the same as it did when it achieved significance, which in most cases is when it was originally built.

## **Criterion 1 (Event)**

The Potrero Trolley Coach Division maintenance/operations facility appears eligible for listing in the California Register under Criterion 1 (Events) as a facility dating back to the earliest years of San Francisco's Municipal Railway, the United States' first publicly owned street railway. Throughout the nineteenth century, San Francisco had been dominated by *laissez faire* Republicans who did not view civic infrastructure as a priority. The election of James Phelan, an Irish-American Democrat, as mayor in 1897 led to a significant political realignment in San Francisco, culminating with the adoption of a reformist City Charter in 1900. In a stunning break from the past, the 1900 Charter called for the acquisition of utilities to ensure the provision of public services on a more efficient and equitable basis, including "water-works," "gasworks," and "railroads." Founded in 1906 and up and running in 1912, San Francisco's Municipal Railway was a bold experiment in public ownership of a sector that had previously been characterized by high fares and inefficient service. These private companies were organized to make money and not to provide



a public service. Municipal ownership, it was hoped, would rationalize the tangled web of competing lines and distribute transit lines more equitably throughout the city, including to outlying areas to ensure orderly development.

Under the direction of Superintendent Bion J. Arnold and City Engineer Michael M. O'Shaughnessy, the San Francisco Municipal Railway opened in 1911-12 with the Geary Street trunk line running from the Ferry Building to the Pacific Ocean. Working to ensure that Muni could compete with the URR and other private street railroads, Arnold and O'Shaughnessy expanded Muni's service range as quickly as possible, including to the upcoming Panama Pacific International Exposition, as well as to the perennially underserved working-class neighborhoods south of Market Street, including the Mission and Potrero Districts. Challenges were many, including the city's steep topography, acquiring and building rights-of-way across competing lines, and building the supporting infrastructure needed to run a major street railway. The Potrero Car Barn, as the facility was first known, was Muni's second purpose-built car barn and the first such facility built south of Market Street. Built in two sections, with the maintenance shops finished first in 1915 and the second-floor office and shops wings in 1924, the Potrero Car Barn resembled the slightly earlier Geary Car Barn, which Muni had built in 1911-12 to serve its north of Market Street lines. The Potrero and Geary Car Barns remained the only car barns built by the City and County of San Francisco until 1977, when it built the Muni Metro Center LRV facility.

The period of significance for the Potrero Trolley Coach Division maintenance/operations facility under Criterion 1 is 1915 to 1948.

#### **Criterion 2 (Person)**

The Potrero Trolley Coach Division maintenance/operations facility does not appear eligible for listing in the California Register under Criterion 2 because it is not associated with the lives of any persons significant in our past.

## **Criterion 3 (Design/Construction)**

The Potrero Trolley Coach Division maintenance/operations facility appears eligible for listing in the California Register under Criterion 3 as a property that embodies the characteristics of a type (car barn), period of construction (post-quake reconstruction), as well as being the work of a master (Michael M. O'Shaughnessy). The car barn is a property type that emerged in the late nineteenth century to store and maintain streetcars. Descended functionally from stables and conventional railroad shops, most early American car barns were built either of wood or brick. In San Francisco, as in the rest of the country, most early car barns were built of brick and designed in the American Commercial style. When Muni opened in 1911-12, it built two new car barns to provide maintenance and storage services for its lines on either side of Market Street. These two buildings, the Geary and Potrero Car Barns, were different from their predecessors in that they were built of reinforced concrete and designed in the Renaissance Revival style. Today, there are very few pre-World War II car barns left in San Francisco. Although parts of larger multi-building facilities survive, including the Geneva Car Barn (office building only) and the Turk and Fillmore Car Barn (substation only), the only pre-war car barns that survive include the SFMTA Cable Car Barn (built 1887; rebuilt 1906), the Geary Car Barn (now the Presidio Trolley Coach Division – built 1911-12), and the Potrero Car Barn (now the Potrero Trolley Coach Division – built 1924).

The Potrero Trolley Coach Division maintenance/operations facility also appears eligible under Criterion 3 as a work of City Engineer Michael M. O'Shaughnessy, the most influential and important Chief Engineer to ever hold this position in San Francisco. Although a functional structure whose main purposes were streetcar maintenance and storage, O'Shaughnessy gave the building a Renaissance Revival exterior so that it would be an attractive addition to its neighborhood. Nearly all of O'Shaughnessy's public works were designed using the same stylistic vocabulary. No structure was too humble, ranging from simple retailing walls lining road cuts, to tunnels, to transit stations and other infrastructure.

The period of significance for the Potrero Trolley Coach Division maintenance/operations facility under Criterion 3 is 1924 to 1941.

#### **Criterion 4 (Information Potential)**

Evaluation of the Potrero Trolley Coach Division maintenance/operations facility for California Register eligibility under Criterion 4 is beyond the scope of this report because this criterion is concerned primarily with archaeological resources. It is worth noting, however, that the construction of the Potrero Car Barn in 1915 and the adjoining bus yard in 1948-49 resulted in substantial subsurface excavation and grading that would have likely removed any building foundations or other historic-era artifacts. Nonetheless, the services of a qualified archaeologist are necessary to rule out the possibility of encountering any historic or prehistoric-era resources.

#### B. Integrity

The Potrero Trolley Coach Division maintenance/operations facility has undergone several alterations since it was completed in 1924. Described in more depth in the pages above, the most substantial changes occurred in 1948-49 when Muni converted the building from a car barn into a trolley coach facility. In addition to reconfiguring the interior, the project resulted in the removal of the rear portion of two streetcar maintenance shops on the second floor level, remodeling the west facade, construction of a wall and a control room at 17th and Hampshire Streets, altering several vehicular bays on Mariposa Street, and removing all tracks from the site. In 1989-90, Muni completed a multi-million-dollar seismic retrofit and remodel of the facility, resulting in additional changes to the interior, the west facade, and the main entrance on Mariposa Street. Despite these alterations, the building is still recognizable as an early twentieth century car barn, in particular from the corner of Mariposa and Hampshire Streets. Although the type of vehicles the building serviced changed in 1949, the essential function of the building as a maintenance and operations facility for a major municipal transit agency have not changed. The most extensive alterations occurred along the tertiary and quaternary façades, most of which are obscured behind walls, fencing, equipment, and street trees. In contrast, the two primary street façades are still largely intact from the period of significance. The interior, though it has also been altered over time, still feels like an early twentieth century transit facility. In conclusion, the Potrero Trolley Coach Division maintenance/operations facility retains the aspects of location, design, materials, workmanship, feeling, and association. It does not retain the aspect of setting because the adjoining site has undergone too many changes.



#### C. Character-defining Features

The character-defining features of the Potrero Trolley Coach Division maintenance/operations facility include all features present during the period of significance of 1915 to 1948, before the facility was converted into a bus yard and trolley coach maintenance facility. The following character-defining features are for the most part confined to the two-story office wing and a section of the shops wing along Hampshire Street:

- Overall height and massing of the two-story office wing and the remaining portions of the original shops wing along Hampshire Street, including its flat roof;
- Fenestration pattern on office wing (Mariposa and Hampshire Streets only) consisting of large vehicular openings at the first floor and groups of three double-hung metal windows at the second floor level;
- Remaining molded concrete and cement plaster ornament on Mariposa and Hampshire Streets, including re-entrant corner detailing, pilasters separating the vehicular openings, molded intermediate cornice, continuous lug sill beneath the windows, shallow cornice, and medallion featuring original Muni logo. Some of this detailing continues along the west and east (Hampshire Street) façades of the office wing, as well as on the shops wing on Hampshire Street;
- Remaining pedestrian door surround on Hampshire Street façade with inscription above;
- Remaining door trim on westernmost vehicular bay on Mariposa Street;
- Surviving double-hung, six-over-six, metal windows on office wing;
- Flagpole.

## D. Potential Historic District

As mentioned above, the Potrero Trolley Coach Division maintenance/operations facility was evaluated in the 2009 Showplace Square Survey. The Showplace Square survey also inventoried the surrounding neighborhood – surveying individual buildings as well as identifying any potential historic districts. Although the survey identified several dozen properties that appeared eligible for individual listing in the California Register, only one historic district was identified: the Heavy Timber and Steel-frame Brick Warehouse and Factory District. This discontiguous district consists of 10 large brick factories and warehouses grouped in three separate clusters. The Potrero Trolley Coach Division maintenance/operations facility is not located inside the boundaries of this California Register-listed historic district and as a concrete transit facility it does not share the same function, material, or architectural vocabulary, which would preclude its addition to this district. Furthermore, its neighbors span a wide range of construction dates, encompass many different building types and architectural styles, making the surrounding neighborhood too incohesive to be its own historic district.



## VII. Conclusion

The Potrero Trolley Coach Division maintenance/operations facility was designed by the Office of the City Engineer Michael M. O'Shaughnessy and built in two phases, beginning with the one-story car barn section in 1915, and concluding with the second-floor office wing and two maintenance shops in 1924. The facility was Muni's second purpose-built streetcar barn and the first such facility constructed south of Market Street. It was built to provide maintenance and storage facilities for Muni's streetcar lines operating south of Market Street. Falling ridership in the 1930s, combined with the rising expenses associated with streetcar operations, convinced the PUC to examine the efficacy of its streetcar service. Following the recommendations of several reports after World War II, including a study by former General Motors executive Colonel Marmion D. Mills, the PUC decided to replace nearly all of its streetcar lines with bus or trolley coach service. As part of this effort, the Potrero Car Barn was converted into a trolley coach maintenance and operations facility. A new bus yard was also built on the adjoining block to the west and York Street abandoned to create a large "superblock." Ever since 1949, the property has served as one of Muni's two trolley coach facilities – the other being the Presidio Division – and the only one south of Market Street. The former Potrero Car Barn appears eligible for listing in the California Register under Criterion 1 (Events) as a facility associated with the establishment of Muni in 1911-12 and its earliest operations south of Market Street. It also appears eligible for listing under Criterion 3 (Design/Construction) as a moderately intact streetcar barn designed by City Engineer Michael M. O'Shaughnessy. Although it was converted into a trolley coach facility in 1948-49, the building is still recognizable as an early twentieth century car barn designed in the Renaissance Revival style.



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San Francisco Bureau of Building Inspection, Records Management Division: Building and alteration permits on file for 2500 Mariposa Street.

U.S. Bureau of the Census. Records for City and County of San Francisco, 1870–1940.



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#### D. Websites

Carlsson, Chris. "United Railroads." FoundSF: <u>http://www.foundsf.org/index.php?title=United\_Rail-roads</u>, accessed July 5, 2017.

"Our History." Market Street Railway: <u>https://www.streetcar.org/about-sfmsr/our-history/</u>, accessed July 5, 2017.



#### IX. Appendix

- A. DPR 523 Forms for APN 3971/001
- B. Construction and Alteration Permits APN 3971/001



State of California The Resources Agency Department of Parks and Recreation <b>PRIMARY RECORD</b>	Primary # HRI # Trinomial NRHP Status Code	
Other Listings Review Code	Reviewer	Date
	( <b>assigned by recorder)</b> 2501 -2691 al Railway Potrero Car Barn	17TH ST
<b>*a. County:</b> San Francisco	and P2b and P2c or P2d. Attach a Lo	cation Map as necessary.
*b. USGS 7.5' Quad: SF North Da	<b>te:</b> 1994	
*c. Address: 2501 -2691 17th St d. UTM: (Give more than one ofr large and/or linear reso e. Other Locational Data: Assessor's Parcel Number: 3		Zip: 94110

\*P3a. Description: (Describe resource and its major elements. Include design, materials, condition, alterations, size, setting, and boundaries)

2501 17th Street occupies a portion of a 191,999 square-foot block bounded by 17th, Hampshire, Mariposa, and Bryant streets. Owned by San Francisco's Municipal Railway (MUNI), the property is primarily utilized as surface storage for MUNI's Potrero Division's fleet of trackless trolleys. Located at the southeast corner of the property is at two-story concrete, L-plan structure utilized as shops and garage space. The building, partially finished in stucco, rests on a concrete perimeter foundation and it is capped by a flat roof with skylights. The primary facade, which is set back from Mariposa Street, is seven bays wide. The secondary facade, which is three bays wide and built to the lot line, faces east toward Hampshire Street. The leftmost bay of the primary facade features a one-story addition built out to the south lot line. This addition is distinguished by ribbon fenestration beneath an oversized, boxed soffit. It obscures the building's original main entrance, which can still be distinguished by an entablature with oversized dentils and a frieze of carved lettering reading, "Municipal Railway AD 1915." The main entrance is now located in the next bay to the right, which contains a vehicular opening and a modern pedestrian entrance with multi-light sidelights and transom. Vehicular openings characterize the remaining bays, each with enough space to accommodate two city buses. Molded pilasters divide each bay at the first floor level. A belt course divides the first and second floors. Every bay of the second floor level is articulated by three six-over-six, double-hung, wood-sash windows.

The leftmost bay of the first floor level on the secondary facade features the building's secondary pedestrian

\*P3b. Resource Attributes: (list attributes and codes) HP8. Industrial Building, HP17. Railroad Depot P4. Resources Present: Building O Structure O Object O Site O District D Element of District O Other (Isolates, etc.) P5a. Photograph or Drawing (Photograph required for buildings, structures, and objects \*P5b. Photo (view, date, accession #



100\_5701.JPG, 11/20/2007, view to NE

\*P6. Date Constructed/Age and Sources 🛛 Historic Prehistoric Both After 1913, Sanborn Maps

#### \*P7. Owner and Address:

City Property Accounting 850 Bryant St. San Francisco Ca 94103 \*P8. Recorded by Tim Kelley Tim Kelley Consulting 2912 Diamond St. #330 \*P9. Date Recorded: 6/12/08

\*P10. Survey Type: (Describe) Intensive

\*P11. Report Citation: (Cite survey report and other sources, or enter "none") San Francisco Office of the Assessor/Recorder

\*Attachments

Artifact Record

**BSOR** 

Archaeological Record District Record

□ None Location Map □ Photograph Record □ Linear Feature Record Continuation Sheet

Other...

DPR 523A (1/95)

\*Required Information

#### State of California The Resources Agency Primary # DEPARTMENT OF PARKS AND RECREATION HRI # BUILDING, STRUCTURE, AND OBJECT RECORD

		N	RHP Status Code <u>3CB</u>
Page	e <u>2</u> of <u>4</u> *Resource	e Name of # (Ass	gned by recorder) 2501 -2691 17TH ST
B1.	Historic Name: 17th Street	Carhouse, Potr	rero Carhouse
B2.	Common Name Municipal H	Railway Car Barn	1
B3.	Original Use Car barn, main	tenance facilit	y for <b>B4</b> . Present Use Storage and maintenance
*B5.	Architectural Style Utilitaria	an with Classica	l Revival detailing
*B6.	<b>Construction History (Constructi</b> 2501-2691 17th Street was construct	on Date, alterations ed in 1915, and ex	and date of alterations) banded in 1924 and 1941.
*B7. *B8.	Moved? 🛛 No 🛛 Yes Related Features:	Date	Original Location:
B9a. *B10	Architect M.M. O'Shaugnessy Significance: Theme <u>Transport</u>	ation Infrastru	<b>b. Builder</b> Clinton Fireproofing Company acture <b>Area</b> <u>Showplace Square Survey Area</u>
	Period of Significance1915-1941	Property Type	Car barn and Applicable Criteria <u>1 &amp; 3</u>

Period of Significance1915-1941Property Type Car barn andApplicable Criteria 1 & 3(Discuss importance in terms of historical or architectural context as defined by theme, period, and geographic scope. Also address integrity.)On September 7, 1914, the newly founded Municipal Railway (MUNI) completed its first line south of Market Street, the<br/>southern leg of its H-Potrero line, which ran from 11th and Market streets to 25th Street and Potrero Avenue. In<br/>anticipation of more lines in the area, MUNI constructed a car barn and maintenance shop at 17th and Hampshire streets,<br/>one block west of Potrero Avenue. The car barn, which was built to house and repair street cars, is virtually identical<br/>to MUNI's first car barn, built in 1912 at Geary Boulevard and Presidio Avenue. Designed by the office of San Francisco<br/>City Engineer Michael M. O'Shaugnessy as a two-story building, the building was originally only one-story in height. In<br/>1924, the second-floor offices were added atop the garage bays, completing the original design. In 1941, MUNI completed<br/>a two-story addition along Hampshire Street to house the cars of the new R line. By 1947, the new parking lot to the<br/>west of the building was built to house electric buses and coaches. The facility continues to be used for storing and<br/>servicing a portion of MUNI's electric trolley bus fleet.

2501-2691 17th Street appears eligible for listing in the California Register under Criterion 1 (Events) for its association with the early days of the San Francisco Municipal Railway, and in particular with the initial expansion of MUNI service south of Market Street. The building appears eligible under Criterion 3 (Design/Construction) as an example of a type (municipal car barn), period (World War I era), and method of construction (reinforced concrete). (continued)

#### B11. Additional Resource Attributes (List attributes and codes)

HP8. Industrial Building, HP17. Railroad Depot

B12. References Assessor's Records

McKane, John and Anthony Perles, *Inside Muni*, (Glendale: Interurban Press, 1982), 128-132. Sanborn Maps 1900, 1914, 1950 (continued)

(Sketch Map with north arrow required.) B13. Remarks Ż 012 17TH ST ŵ B14. 031 Evaluator Christopher VerPlanck 00 3041011051030 021 \*Date of Evaluation 12.11.08 006 3971 002D 3970 010 HAMPSHIRE ST 0028 (This space reserved for official comments) 004 004 003 MARIPOSA ST 008 boa 001

# **CONTINUATION SHEET**

Primary # HRI # Trinomial

Page 3 of 3	Resource Name or # (Assigned by Recorder) 2501 -2691 17TH ST	
*Recorded by: Tim Kelley	<b>Date</b> 6/12/08	
🛛 Continuation 🛛 Update		

B10 Significance (continued)

The building is also a work of a master, designed by the office of San Francisco's greatest city engineer, Michael Maurice O'Shaughnessy, mastermind of much of the City's important civic infrastructure during the first quarter of the twentieth century. Aside from the addition of a one-story structure on the primary facade, the building has undergone few exterior alterations since the end of the period of significance. The building retains the following aspects of integrity: location, design, setting, materials, workmanship, feeling, and association.

#### B12 References (continued)

San Francisco Chronicle, "City to Buy Lands for Municipal Railway Uses," January 17, 1914 San Francisco Chronicle, "Municipal Car Barn Contract Completed," May 9, 1915

#### State of California The Resources Agency DEPARTMENT OF PARKS AND RECREATION CONTINUATION SHEET

Primary # HRI # Trinomial

 Page 4
 of
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 \*Recorded by:
 Tim Kelley

 Continuation
 Update

Resource Name or # (Assigned by Recorder) 2501 -2691 17TH ST Date 6/12/08



100\_5706.JPG, 11/20/2007, view to SW



100\_5702.JPG, 11/20/2007, view to  $\tt N$ 



100\_5696.JPG, 11/20/2007, view to  ${\tt E}$ 



100\_5704.JPG, 11/20/2007, detail



 $100_{5698.JPG}$ , 11/20/2007, view to E, yard



100\_5687.JPG, 11/20/2007, view to W, Hampshire St. elevation

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CITY AND COUNTY OF SAN FRANCISCO DEPARTMENT OF PUBLIC WORKS BUREAU OF BUILDING INSPECTION	
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Contact Inspector 57M Mou 6H Rm, 450 McAllister or phone: 558-6/17	H.C Building Code H.C Housing Code E.C Electrical Code

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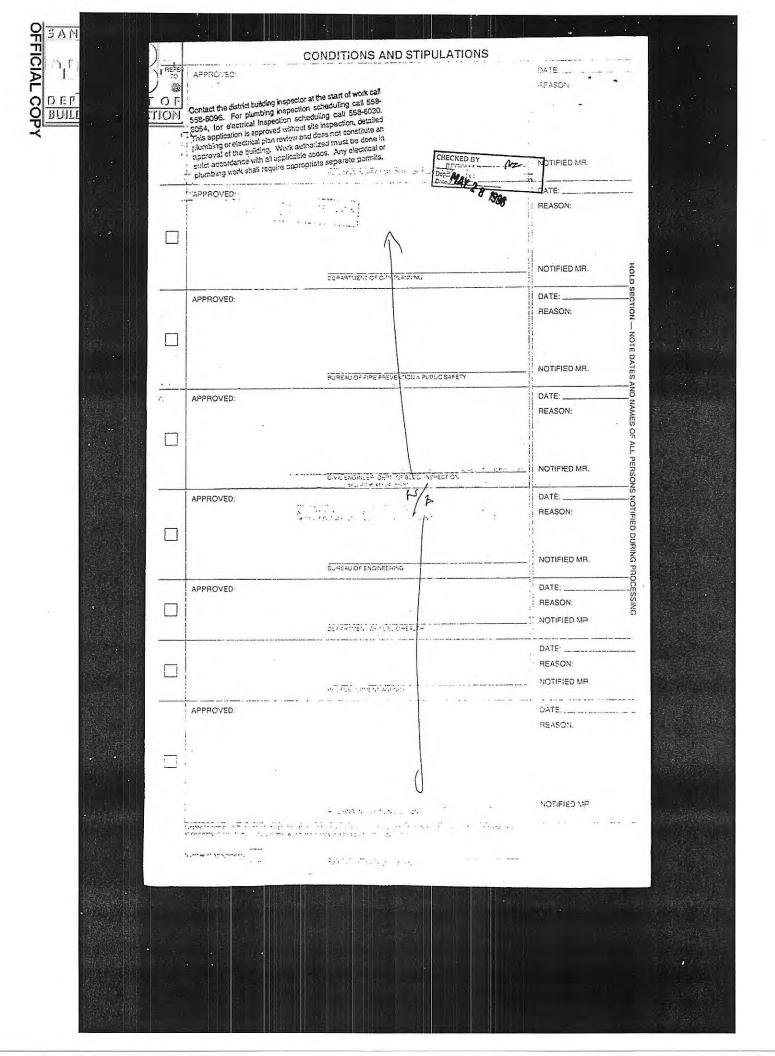
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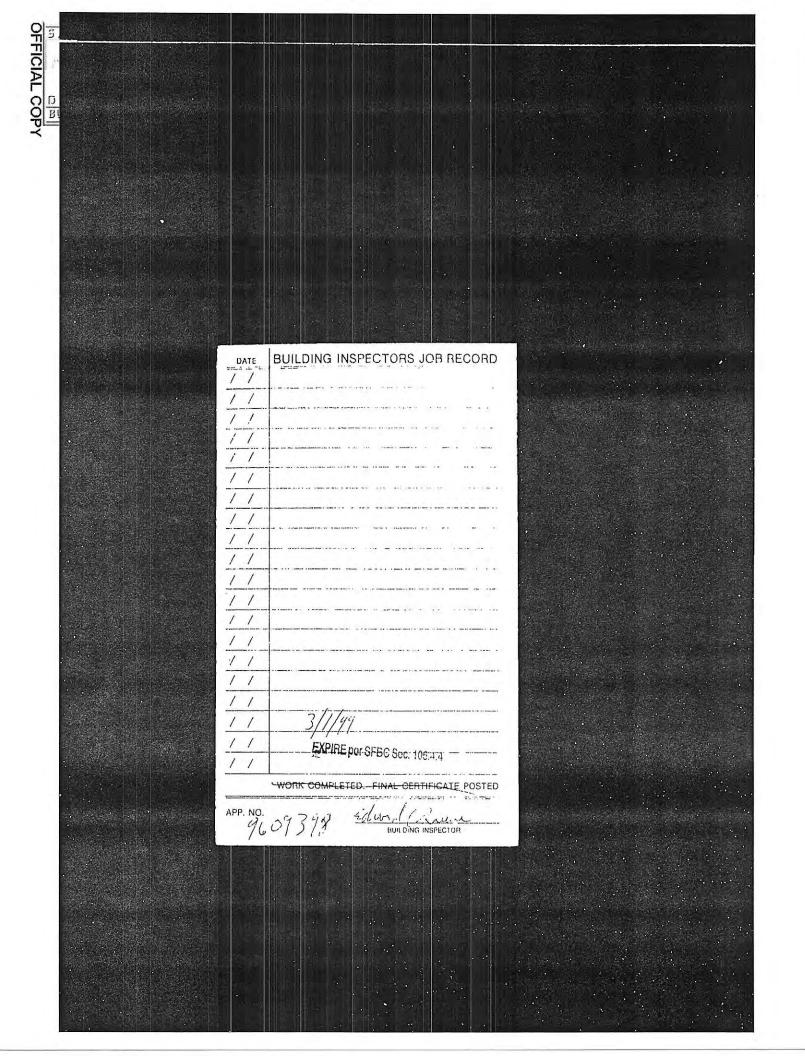
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			I agree to comply with all conditions or stipulations of the various burncus or departments noted on this application, and attached statements of conditions or stipulations, which are hereby made a peri of this application.	
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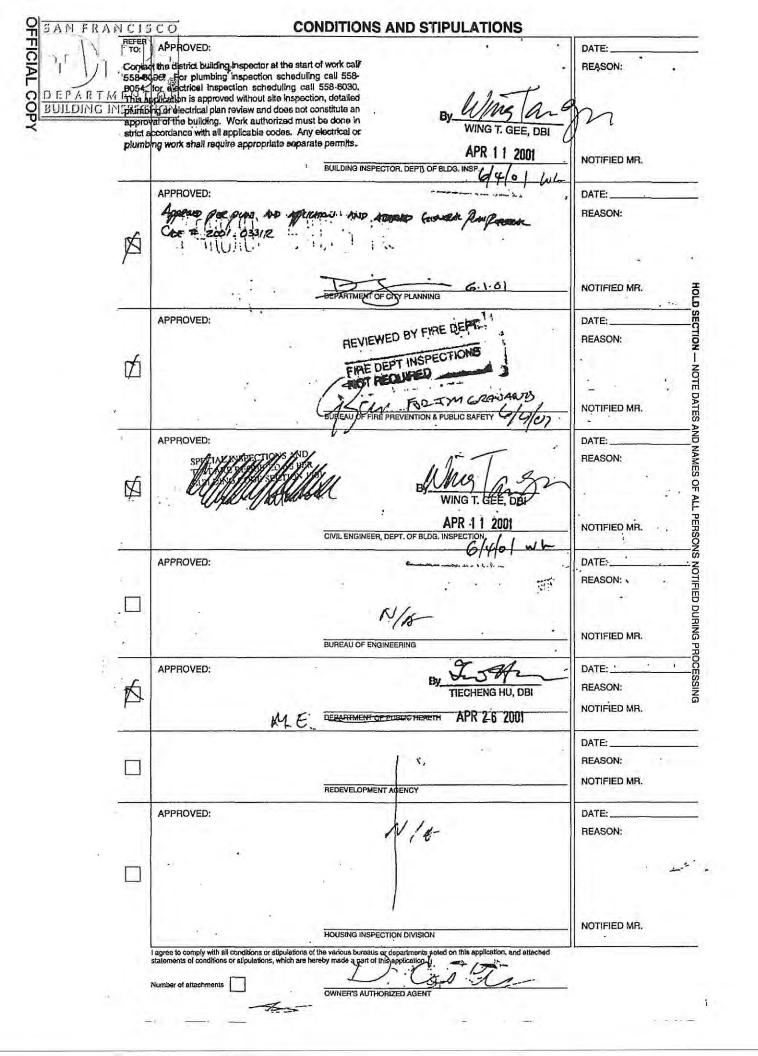


ADDRESS OF JOB		BLOCK/LOT	APPLICATION NO
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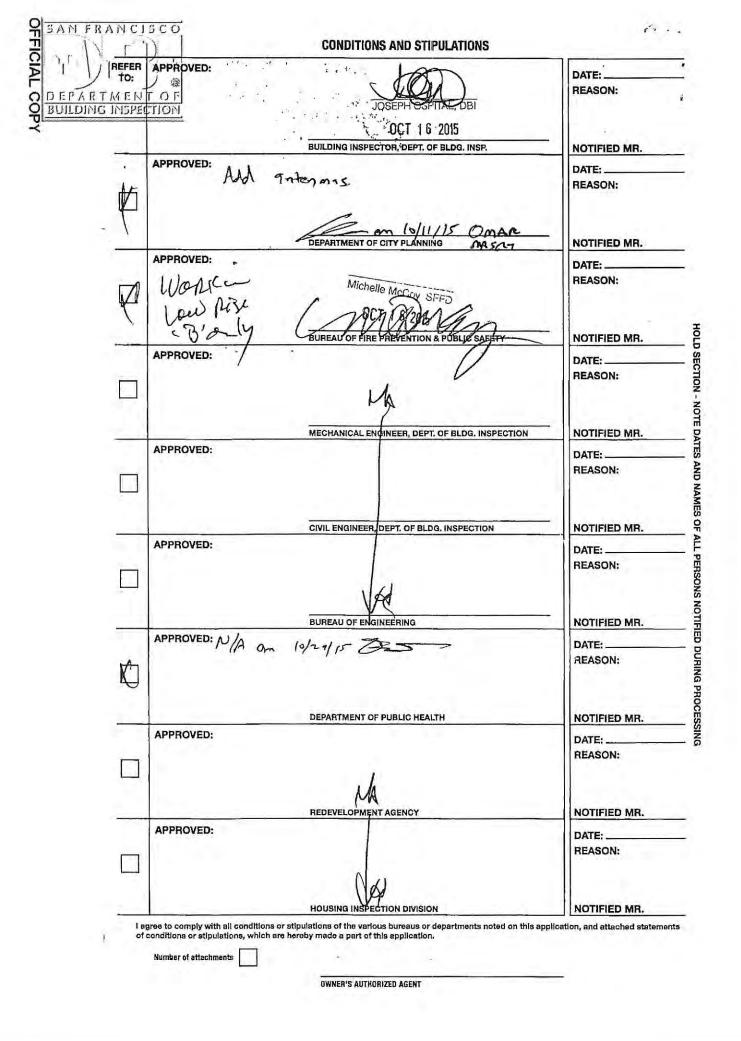
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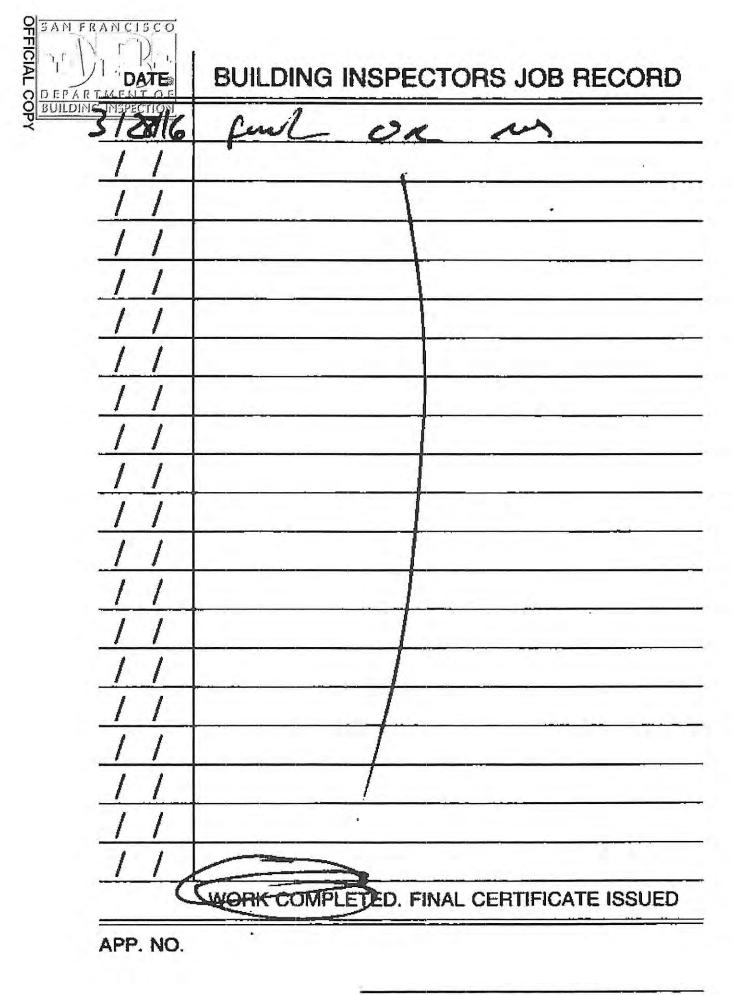
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Attachment B: Historic Resource Evaluation Review Part 1 and 2, prepared by the San Francisco Planning Department, (dated September, 2020)







# **HISTORIC RESOURCE EVALUATION RESPONSE**

Record No.:	2019-021884ENV
Project Address:	2500 Mariposa Street
Zoning:	P – Public Zoning District
	65-X Height and Bulk District
Block/Lot:	3971/001
Staff Contact:	Justin Greving - (628) 652-7553
	Justin.greving@sfgov.org

# **PART I: Historic Resource Evaluation**

## **PROJECT SPONSOR SUBMITTAL**

To assist in the evaluation of the proposed project, the Project Sponsor has submitted a:

Supplemental Information for Historic Resource Determination Form (HRD)
 Consultant-prepared Historic Resource Evaluation (HRE)
 Prepared by: <u>VerPlanck Historic Preservation Consulting (dated October 2, 2017)</u>

Staff consensus with Consultant's HRE report: 🛛 Agree 🗌 Disagree

Additional Comments: Planning Staff concurs with Historic Resource Evaluation provided by VerPlanck Historic Preservation Consulting.

## **BUILDINGS AND PROPERTY DESCRIPTION**

Planning Staff concurs with Historic Resource Evaluation provided by VerPlanck Historic Preservation Consulting According to the Historic Resource Evaluation prepared by VerPlanck Historic Preservation Consulting (dated October 2, 2017) and information found in the Planning Department files, the subject property at 2500 Mariposa St is located on a superblock comprised of two square blocks bounded by 17th Street to the north, Hampshire Street to the east, Mariposa Street to the south, and Bryant Street to the west. The subject lot contains the Potrero Trolley Coach Division Maintenance and Operations Facility, historically known as the Mariposa Bus Yard, including a two-story maintenance and operations building, control tower, surface parking lot, and several work stations located around the perimeter of the yard. The primary building on the lot is a two-story, reinforced-concrete maintenance and operations facility designed in the Renaissance Revival style. The building is roughly divided into two sections, the front portion of the building that faces Mariposa Street is referred to as the office wing, while the rear portion of the building is referred to as the shops wing. The office wing comprises the primary façade of the building that faces Mariposa Street and is seven bays wide and two stories tall. The ground floor includes wide openings for vehicular entrances and the main pedestrian entry. The upper floor of the building features widely spaced double-hung steel windows with a light pattern of six-over-six. The building is clad in stucco, capped with a flat roof, and is subtly embellished with molded cement plaster ornament including re-entrant corners, Tuscan pilasters and door hoods, a bold intermediate cornice, and a shallow cornice embellished with circular medallions. The office wing wraps the Hampshire Street elevation that features the same decorative detailing as the Mariposa Street façade and is four bays wide with an irregular rhythm of the same double-hung steel windows in addition to a ground floor pedestrian entrance at the corner of Mariposa and Hampshire streets. The office wing connects to the north with the shops wing along Hampshire Street. The shops wing features a prominent parapet wall that is slightly taller than the office wing and is two-stories tall towards Mariposa Street but due to the change in grade is only one story tall as it meets 17th Street to the north. While the office wing is highly ornamented, the shops wing is less so and aside from a small amount of ornamentation consisting of a decorative parapet and sill, the Hampshire Street portion is otherwise a blank stuccoed wall.

The remaining half of the lot is occupied by surface parking lots serving as storage for electric-powered trolley coaches and parking for non-revenue vehicles, with several work stations lining the perimeter of the yard including a coach washing station to the north side, an outdoor maintenance station on the west side, and a fare collection and a defunct vacuum station on the east side. The asphalt paved parking lot is enclosed by 10-foot-high galvanized steel tube fencing with historic piers and gates fronting 17th and Mariposa Streets.

The entire complex was constructed in two phases. In 1915 the original Potrero Car Bar consisted of a one-story, flat-roofed concrete shed with a modest amount of ornament on its exterior. The original car barn faced Mariposa Street and featured 7 bays for streetcars accessed from a single spur line off Mariposa Street, with additional streetcar storage located on the roof and accessed from a track running off of 17th Street. In 1924 a second story was added to the building, the office wing was added directly on top of the original 7 bays along Mariposa Street while behind this office wing a maintenance wing that was two bays wide was constructed on top of the existing roof along Hampshire Street. The facility was Muni's second purpose-built streetcar barn and the first such facility constructed south of Market Street. It was built to provide maintenance and storage facilities for Muni's streetcar lines operating south of Market Street. Due to falling ridership and rising expenses associated with streetcar operations by the 1940s, the Public Utilities Commission decided to replace nearly all of its streetcar lines with bus or trolley coach service. As part of this effort, the Potrero Car Barn was converted into an electric trolley coach maintenance and operations facility in 1948-1949.

Known exterior alterations include: addition of a second floor (1924), conversion from car barn into a trolley coach maintenance facility, which included remodeling the west and north facades and the removal of the rear portion of two former streetcar maintenance shops on the second floor level (1948-49), seismic retrofit/rehabilitation, which included changes to the west façade and the main entrance on Mariposa Street (1989-90), remodel of the existing fare collection shop and the electronic repair shop (1995), reroofing (1999), and installation of an electrical circuit and telecommunication equipment (2015).

## **PRE-EXISTING HISTORIC RATING / SURVEY**

Category A – Known Historic Resource, per: Showplace Square/Northeast Mission Historic Resources Survey surveyed the subject property and gave it a rating of 3CS (individually eligible for listing in the California Register). Although this property had been previously surveyed and identified as a historic resource, the HRE prepared by VerPlanck Historic Preservation



Consultants provided additional information about the building history and put it in the context of San Francisco transportation history.

- 🗆 Category B Age Eligible/Historic Status Unknown
- 🗆 Category C Not Age Eligible / No Historic Resource Present, per: \_\_\_\_

Adjacent or Nearby Historic Resources:  $\square$  Yes  $\square$  No <u>There are two identified historic resources across the street</u> from the subject building: 2401 17<sup>th</sup> Street (3973/001), 2450 17<sup>th</sup> Street (3962/014) (individual resources identified in the Showplace Square/Northeast Mission Historic Resources Survey)

#### **CEQA HISTORICAL RESOURCE(S) EVALUATION**

#### **Step A: Significance**

Individual Significance		Historic District / Context Significance			
Property is individually eligib California Register under one Criteria:		Property is eligible for inclusion in a California Register Historic District/Context under one or more of the following Criteria:			
Criterion 1 - Event: Criterion 2 - Persons: Criterion 3 - Architecture: Criterion 4 - Info. Potential:	<ul> <li>Yes</li> <li>No</li> <li>Yes</li> <li>No</li> <li>Yes</li> <li>No</li> <li>Yes</li> <li>No</li> </ul>	Criterion 1 - Event: Criterion 2 - Persons: Criterion 3 - Architecture: Criterion 4 - Info. Potential:			
Period of Significance: 1915-	1948	Period of Significance: Contributor Non-Cont			

#### Analysis:

The subject property at 2500 Mariposa Street is eligible for listing in the California Register under Criterion 1 as a facility dating back to the earliest years of San Francisco's Municipal Railway, America's first publicly owned street railway, with a period of significance from 1915 to 1948 (year of conversion into an electric trolley coach maintenance and operations facility). The Potrero Car Barn, as the facility was first known, was Muni's second purpose-built car barn and the first such facility built south of Market Street. The subject property is also eligible under Criterion 3 as a property that embodies the characteristics of a car barn, post-quake reconstruction, as well as being the work of a master, Michael M. O'Shaughnessy, known as the most influential and important Chief Engineer to ever hold this position. The period of significance under Criterion 3 is 1924 to 1941. The Potrero Car Barn along with the Geary Car Barn were built of reinforced concrete and designed in the Renaissance Revival style, much different from their predecessors in style and materials. Today, there are very few pre-World War II car barns remaining in San Francisco.

#### **Step B: Integrity**

The subject property has retained or lacks integrity from the period of significance noted in Step A:					
Location:	⊠ Retains	□ Lacks	Setting:		⊠ Lacks
Association:	🛛 Retains	🗆 Lacks	Feeling:	🖾 Retains	Lacks
Design:	🖾 Retains	$\Box$ Lacks	Materials:	🖾 Retains	🗆 Lacks
Workmanship:	🛛 Retains	□ Lacks			



#### Analysis:

Planning Department staff agree with the findings of the HRE that the property retains six out of seven aspects of integrity. The subject property has seen several alterations since it was completed in 1924, the most substantial of which occurred in 1948-1949 when Muni converted the building from a car barn into a trolley coach facility; alterations to the site included removal of the rear portion of two-street car maintenance shops on the second floor level, remodeling the west façade, construction of a control room at 17<sup>th</sup> and Hampshire streets, alterations to the bays along Mariposa Street, and removal of all streetcar tracks from the site. The subject property was further remodeled in 1989-1990 as part of a seismic upgrade of the facility that included interior alterations, further modifications to the west elevation, and alterations to the Mariposa Street elevation. Despite these alterations the subject property is still recognizable as an early twentieth century car bar, in particular from the corner of Mariposa and Hampshire Streets, and therefore retains sufficient integrity as an individual resource eligible for listing in the CRHR under Criterion 1 and 3.

## **Step C: Character Defining Features**

#### The character-defining features of the subject property include the following:

The character-defining features of the subject property include the following:

- Overall height and massing of the two-story office wing and the remaining portions of the original shops wing along Hampshire Street, including its flat roof;
- Fenestration pattern on office wing (Mariposa and Hampshire Streets only) consisting of large
- vehicular openings at the first floor and groups of three double-hung metal windows at the second floor level;
- Remaining molded concrete and cement plaster ornament on Mariposa and Hampshire Streets,
- including re-entrant corner detailing, pilasters separating the vehicular openings, molded intermediate cornice, continuous lug sill beneath the windows, shallow cornice, and medallion featuring original Muni logo. Some of this detailing continues along the west and east (Hampshire Street) façades of the office wing, as well as on the shops wing on Hampshire Street;
- Remaining pedestrian door surround on Hampshire Street façade with inscription above;
- Remaining door trim on westernmost vehicular bay on Mariposa Street;
- Surviving double-hung, six-over-six, metal windows on office wing;
- Flagpole.

#### **CEQA HISTORIC RESOURCE DETERMINATION**

- ⊠ Individually-eligible Historical Resource Present
- $\Box$  Contributor to an eligible Historical District / Contextual Resource Present
- $\Box$  Non-contributor to an eligible Historic District / Context / Cultural District
- □ No Historical Resource Present

#### **NEXT STEPS**

- ⊠ HRER Part II Review Required
- □ Categorically Exempt, consult:
- □ Historic Design Review
- 🗆 Design Advisory Team
- □ Current Planner



# **PART I:** Principal Preservation Planner Review

Signature: All:500

Date: <u>9/25/2020</u>

Allison Vanderslice, *Principal Preservation Planner* CEQA Cultural Resources Team Manager, Environmental Planning Division

CC: Laura Lynch, *Senior Environmental Planner* 





Figure 1: SFMTA Potrero Trolley Coach Division Facility, view northeast of west elevation (left) and south elevation (right, primary façade that faces Mariposa Street), (photo courtesy of HRE Part 1). The two story office wing is visible from this vantage point.



Figure 2: SFMTA Potrero Trolley Coach Division Facility, view northwest of east elevation facing Hampshire Street, (photo courtesy of HRE Part 1). The two story office wing connection is visible where the two parapet walls meet.





Figure 3: SFMTA Potrero Trolley Coach Division Facility, view northwest of east elevation facing Hampshire Street, (photo courtesy of HRE Part 1). The end of the shops wing is visible here along Hampshire Street at the intersection of Hampshire and 17<sup>th</sup> Street.



Figure 3: SFMTA Potrero Trolley Coach Division Facility, bus parking lot that occupies the western half of the site, view southeast at the corner of Bryant and 17<sup>th</sup> streets, (photo courtesy of Google maps). The surface parking lot that takes up the western portion of the site is visible from this vantage point.





# **HISTORIC RESOURCE EVALUATION RESPONSE**

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Project Address:	2500 Mariposa Street
Zoning:	P – Public Zoning District
	65-X Height and Bulk District
Block/Lot:	3971/001
Staff Contact:	Justin Greving - (628) 652-7553
	Justin.greving@sfgov.org

# **Part II: Project Evaluation**

Proposed Project:		Per Drawings Dated:
Demolition / New Construction	□ Alteration	11/20/2019

## **PROJECT DESCRIPTION**

The proposed project includes demolition of the existing Potrero Yard Muni Bus Maintenance Facility (Potrero Yard), for the construction of a new bus facility and residential development with a total of approximately 600,000 to 650,000 square feet dedicated to the public transit facility on the lower levels and approximately 525 to 575 units above.

#### **PROJECT DETERMINATION**

Based on the Historic Resource Evaluation in Part I, the project's scope of work:

- ☑ <u>Will</u> cause a significant adverse impact to the <u>individual historic resource</u> as proposed.
- □ <u>Will</u> cause a significant adverse impact to a <u>historic district / context</u> as proposed.
- □ <u>Will not</u> cause a significant adverse impact to the <u>individual historic resource</u> as proposed.
- □ <u>Will not</u> cause a significant adverse impact to a <u>historic district / context</u> as proposed.

#### **PROJECT IMPACT ANALYSIS**

Because the proposed project includes demolition of the Potrero Yard, all character-defining features of the historic resource will be removed. Although the use on the site will remain a transit facility, demolition of the building and construction of a new transit facility means that the site will no longer convey its significance as the second purpose-built car barn in San Francisco that originally served electric trolleys, nor will it convey its significance as the work of master architect Michael M. O'Shaughnessy. The demolition and new construction of

Potrero Yard will remove historic materials, features, and spaces that characterize the property and would result in physical destruction, damage or alteration such that the significance of the individual historical resource would be materially impaired. Therefore, staff find the proposed project would result in a significant unavoidable impact to the Potrero Yard Muni Bus Maintenance Facility at 2500 Mariposa Street.

#### **MITIGATION MEASURES**

Because it is determined that the proposed project will cause a significant unavoidable impact to Potrero Yard, the Department requires the following Mitigation Measures to reduce impacts to the historic resource. Although these measures may reduce impacts to historic resources through the documentation of the affected property and presentation of the findings to the community, they will not reduce the impact to a less-than-significant-level. Only avoidance of substantial adverse changes would reduce impacts to less-than-significant levels. Although the following mitigation measures have been identified they may be amended and additional measures may be required as the project develops.

Mitigation Measure 1: Documentation of Historical Resource(s) Mitigation Measure 2: Salvage Plan Mitigation Measure 3: Video Recordation Mitigation Measure 4: Interpretative Program Mitigation Measure 5: Oral Histories

# **PART II:** Principal Preservation Planner Review

Allison Vandu Signature:

Date: <u>9/25/2020</u>

Allison Vanderslice, *Principal Preservation Planner* CEQA Cultural Resources Team Manager, Environmental Planning Division

CC: Laura Lynch, Senior Environmental Planner

**Attachment C:** Potrero Yard Preservation Alternatives Graphics Package, prepared by Sitelab and SFMTA, (dated July 15, 2020)



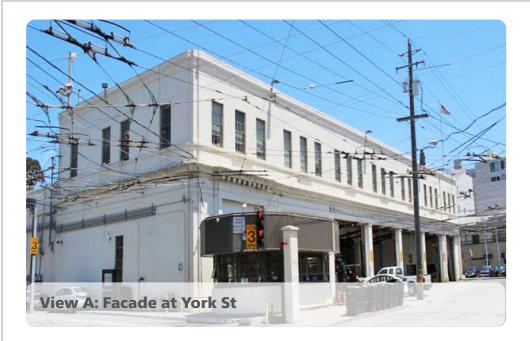


		Title	Proj
		Sheet #	1
		Project Address	2500
<b>SFMTA</b>	FCF	Date	07/1



# roject Location Map

500 Mariposa St, San Francisco, CA 94110



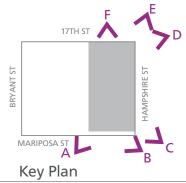




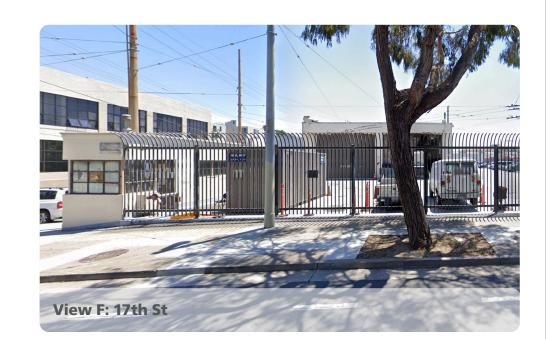




View D: Hampshire St at 17th St



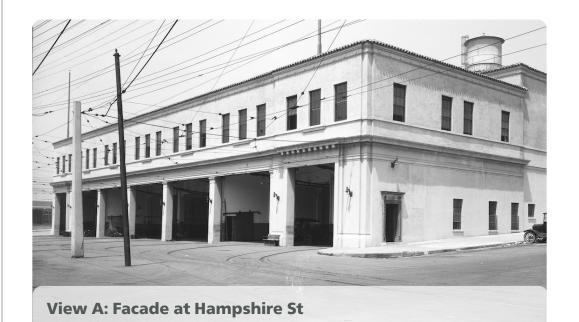




Key Plan			
		Title	Site
		Sheet #	2
		Project Address	250
M SFMTA	SITELAB - FOR	Date	07/

## ite Photos

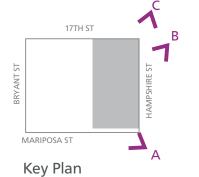
500 Mariposa St, San Francisco, CA 94110





View B: Hampshire St at 17th St

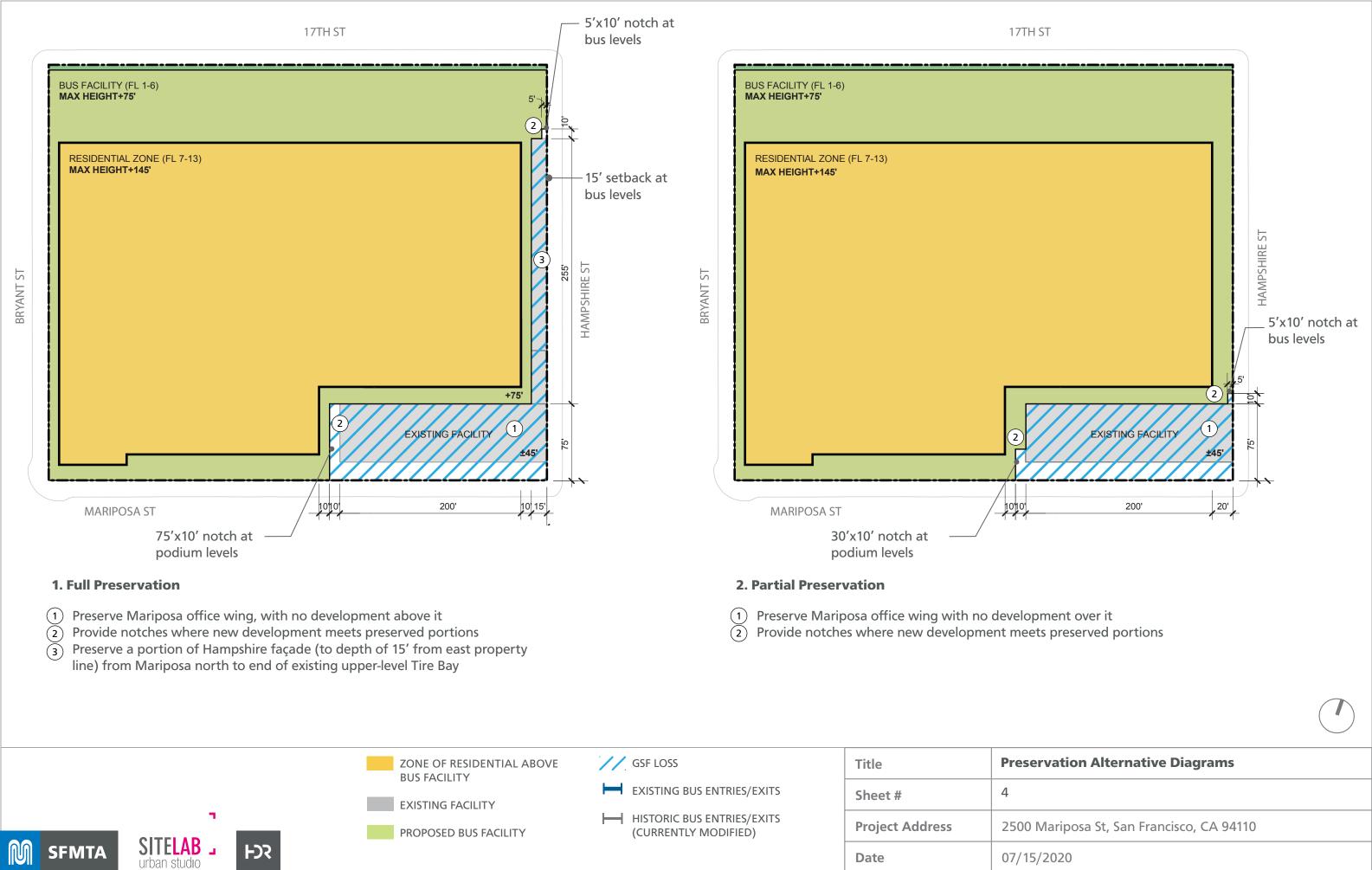




			Title	Histo
			Sheet #	3
			Project Address	2500
М SFMTA	SITELAB _	FSS	Date	07/15

## storic Photos

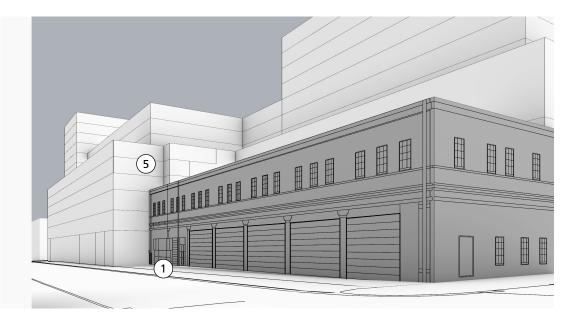
00 Mariposa St, San Francisco, CA 94110



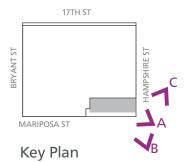




**View A: Full Preservation Mariposa Street Looking Northwest** 

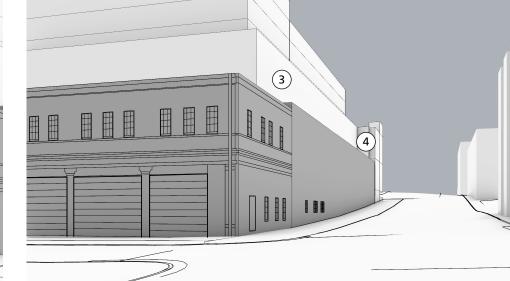


**View A: Partial Preservation Mariposa Street Looking Northwest** 



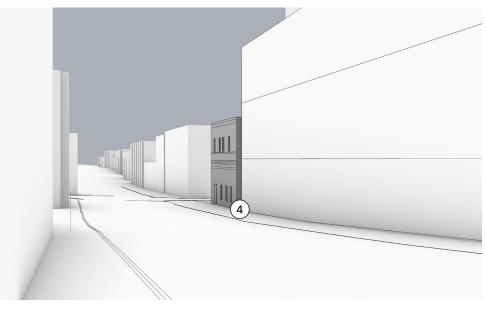
# **KEYNOTES**

- (1) Additional openings required for bus exit at maintenance bays
- (2) 75'x10' notch at podium levels
- (3) 15' setback at bus levels



**View B: Full Preservation Hampshire Street Looking North** 



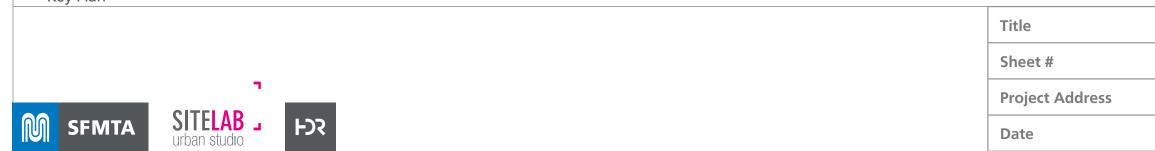


**View B: Partial Preservation Hampshire Street Looking North** 

(4) 5'x10' notch at bus levels

(5) 30'x10' notch at podium levels

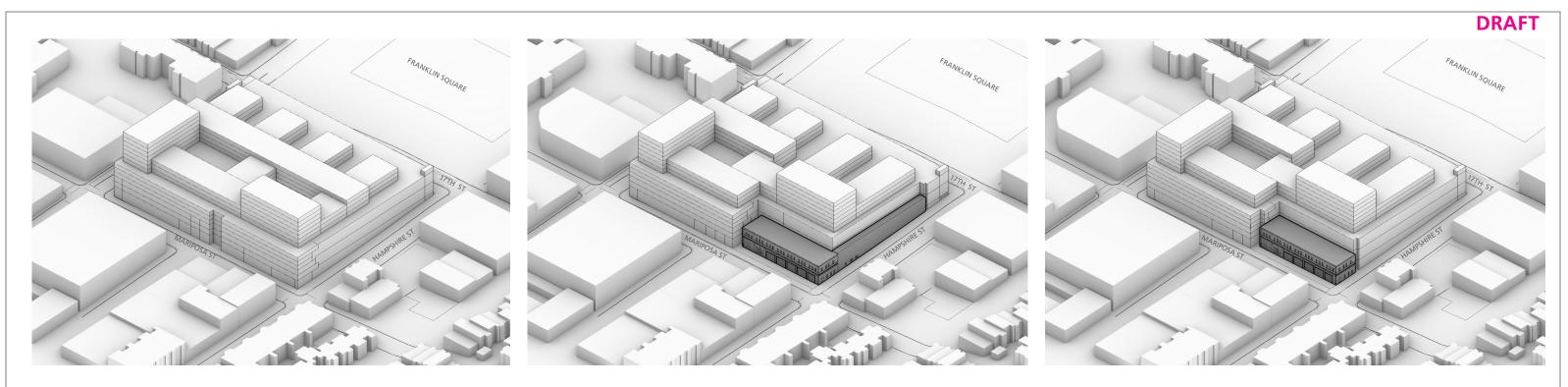




**View C: Partial Preservation Hampshire Street Looking South** 

## **Street Views**

2500 Mariposa St, San Francisco, CA 94110



## **Bus Facility Impact**

Criteria incl. Fleet Plan	Rqmts./ Fleet Plan	Proposed Concept*	Proposed Concept % from Rqmts.	Full Preservation	Full Preservation % From Requirements	Partial Preservation	Partial Preservation % From Requirements
# Bus Parking Spaces (%)	216	213	99%	173	80%	207	96%
# Maintenance Bays (%)	24	19	79%	17	67%	17	67%
# Non Revenue Vehicles (%)	97	91	94%	76	78%	76	78%
Transit GSF	N/A	576,000	-	538,000	-	545,000	-
Office GSF	N/A	52,000	-	46,180	-	46,180	-

#### **Non Bus Facility Impact**

# Dwelling Units Total	N/A	560	455	455
Usable Open Space GSF	N/A	91,000	83,000	84,000

All areas are rounded to the nearest 1,000 SF

\*Due to specific site constraints and technical requirements of bus facility program and operations, the concept design in the Proposed Project is does not meet the full SFMTA Fleet Plan criteria (as described in table above). Percent loss/impact in each preservation alternative scenario is weighed against the full Fleet Plan criteria requirements

# Based on the above analysis, even Partial Preservation has a significant impact on Basic Objectives of the project, particularly by reducing maintenance bays to 2/3 of the Fleet Plan requirements. However, it is less damaging than Full Preservation. Both Full and Partial Preservation fail to accommodate one of the key functions programmed for the site and captures in the basic objectives (Transit Street Operations).

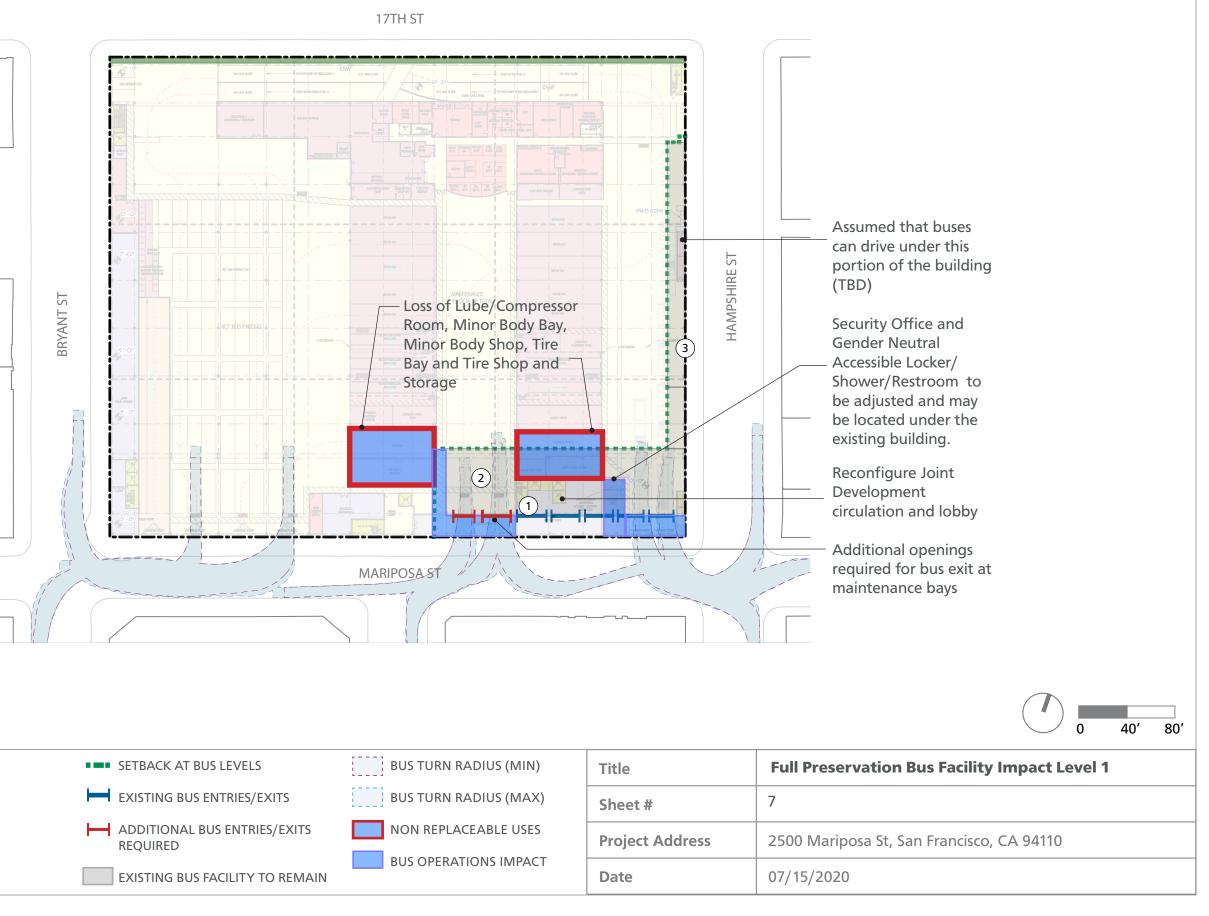
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			Sheet #	6
			Project Address	2500
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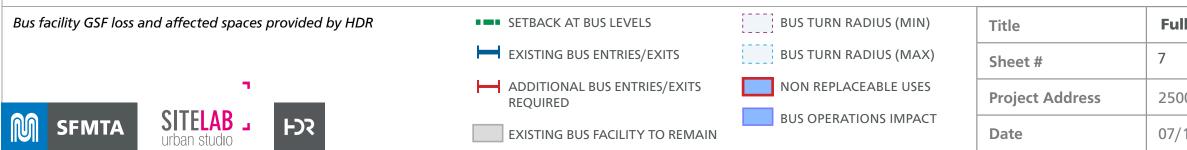
eservation Alternatives Summary

00 Mariposa St, San Francisco, CA 94110

#### **KEYNOTES**

- (1)Dimensions of the ground floor garage entry "portals" of the historic office wing obstruct optimal bus turn movements at primary entry/exits, and do not correspond with recommended configuration and width of vehicular entry lanes.
- Existing building structures to be (2)evaluated
- (3) Façade modifications are likely to be needed to accommodate the functional needs of a modern transit facility









EXISTING BUS FACILITY TO REMAIN

FSS

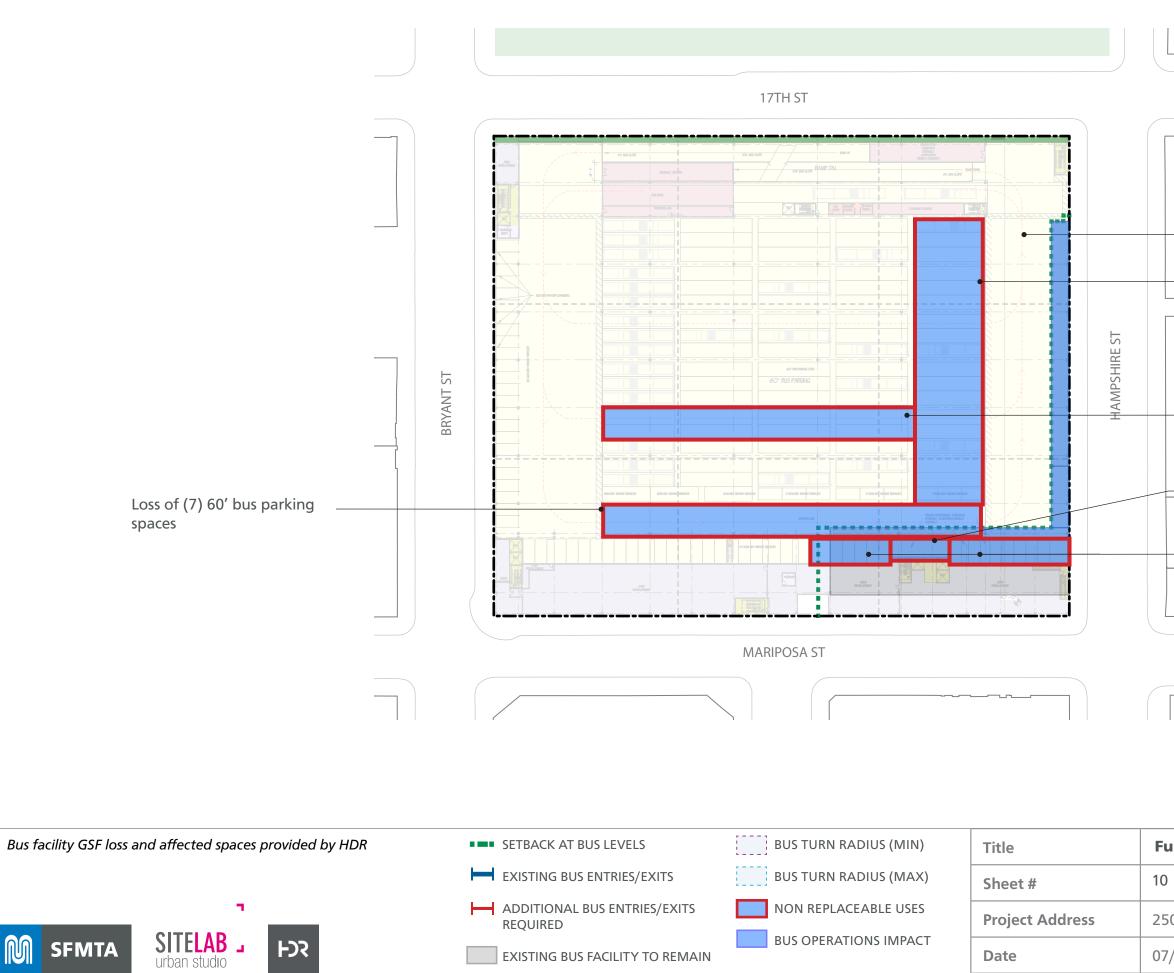
SFMTA

M

BUS OPERATIONS IMPACT

Date

	Narrowing of the main Bus Entry drive aisles on the Hampshire side of the facility to make room for structural reinforcement of that facade; fails to meet critical minimum drive aisle dimensions
	and inhibits bus turn movements. Bus turning radii to be verified with remaining historic portion
	Loss of (17) 60' bus parking spaces
	Loss of (3 - 4) 60' bus parking spaces Loss of Future Battery Electric Storage/General Storage
	0 40' 80'
	servation Bus Facility Impact Level 3
9	ringso St. Son Exancises CA 0/110
07/15/20	riposa St, San Francisco, CA 94110
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<ul> <li>Bus turning radii to be verified</li> <li>with remaining historic portion</li> </ul>
Loss of (17) 60' bus parking spaces
——— Relocate Bypass Lane with (7) 60'
bus parking spaces and losing (3) 60' parking spaces
Loss of Transit Operations/Equip- ment Storage
<ul> <li>Additional loss of (15) Non-Revenue</li> <li>Vehicle (NRV) parking spaces, thus falling short of fleet needs for</li> <li>Transit Street Operations and other</li> <li>Transit functions at the yard</li> </ul>
0 40' 80'
Ill Preservation Bus Facility Impact Level 4
Ø 1
00 Mariposa St, San Francisco, CA 94110
/15/2020



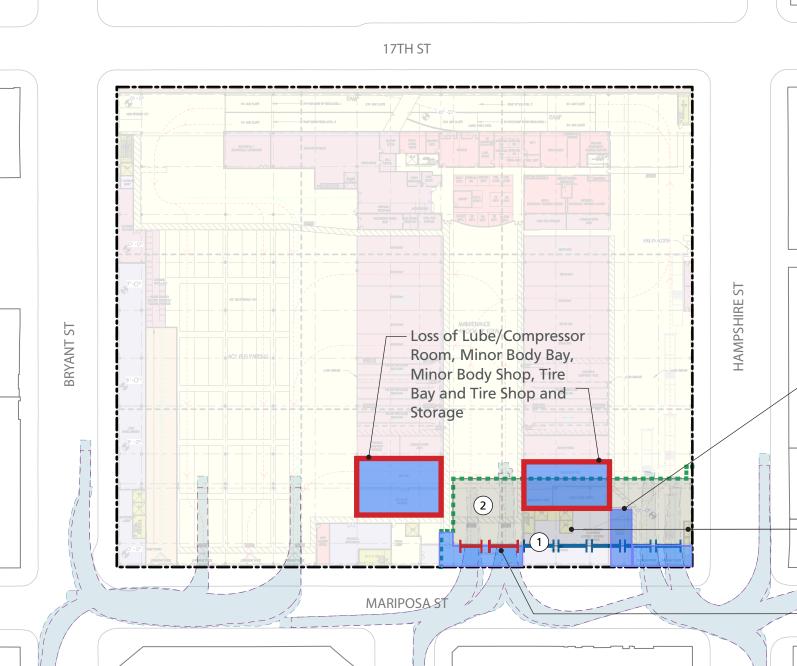
SFMTA SITELAB - FOR

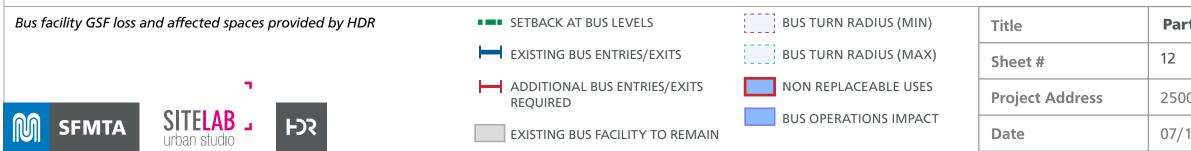
Tower relocation and loss of residential units	
Joint Development loss below	
0 40' 80'	
all Preservation Rooftop Plan	
500 Mariposa St, San Francisco, CA 94110	
7/15/2020	

## **KEYNOTES**

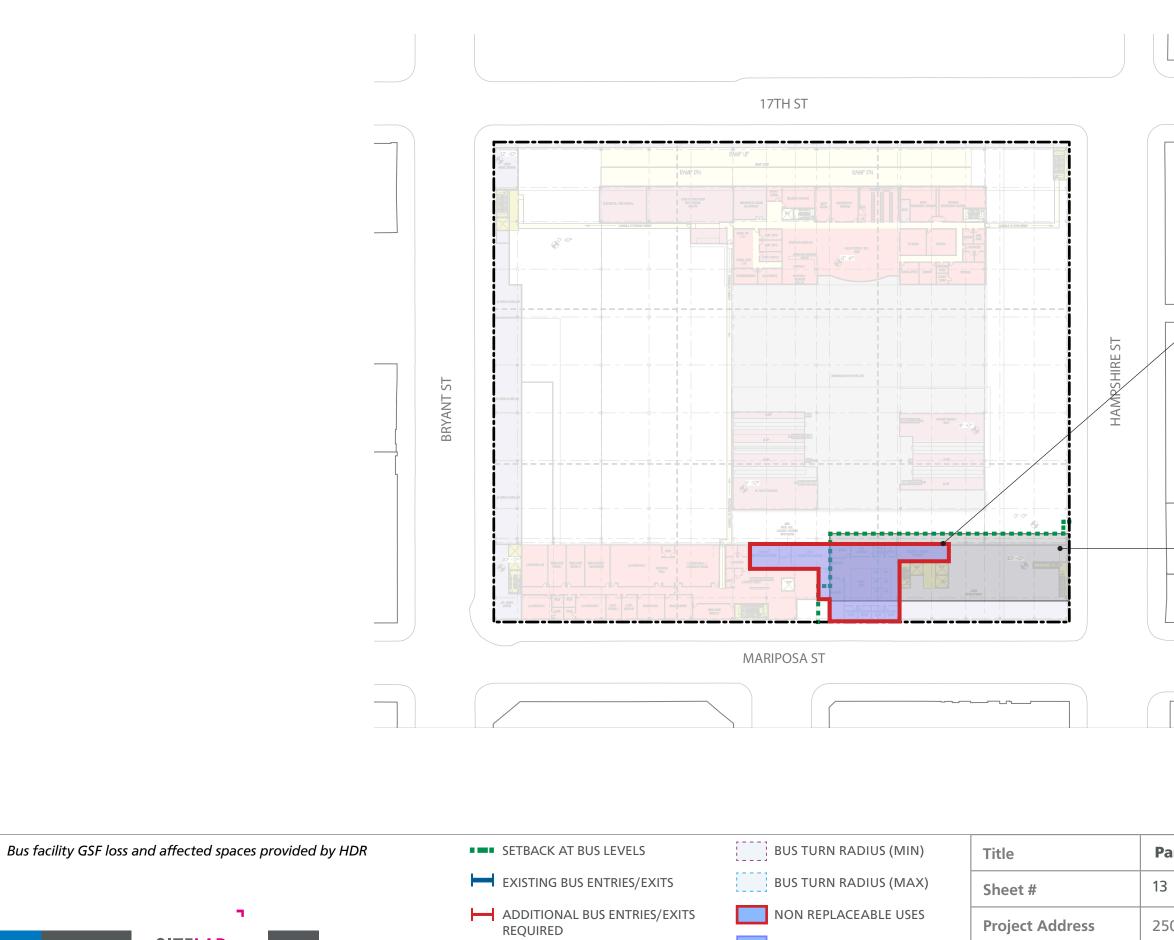
 Sizes and locations of ground floor garage "portals" are substandard; would require modification to west part of ground floor in order to function; do not correspond with recommended optimal drive-through maintenance bay configuration

Existing building structures to be evaluated





Security Office and Gender Neutral Accessible Locker/ Shower/Restroom to be adjusted and may be located under the	
<ul> <li>Reconfiguration of Joint</li> <li>Development circulation and lobby is required</li> <li>Additional openings required for bus exit at maintenance bays</li> </ul>	
artial Preservation Bus Facility Impact I	40' 80' .evel 1
500 Mariposa St, San Francisco, CA 94110	
7/15/2020	



BUS OPERATIONS IMPACT

SITELAB \_

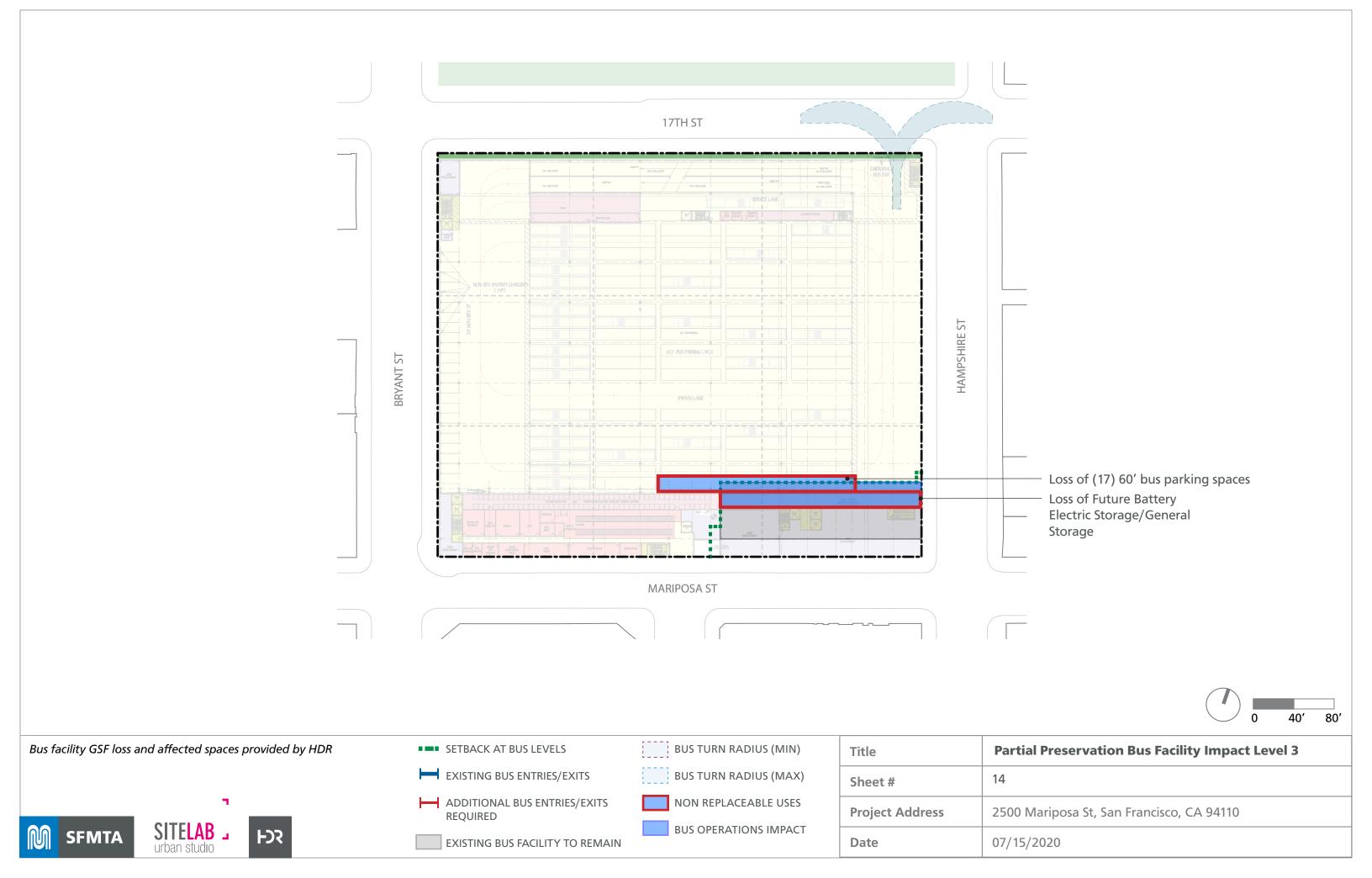
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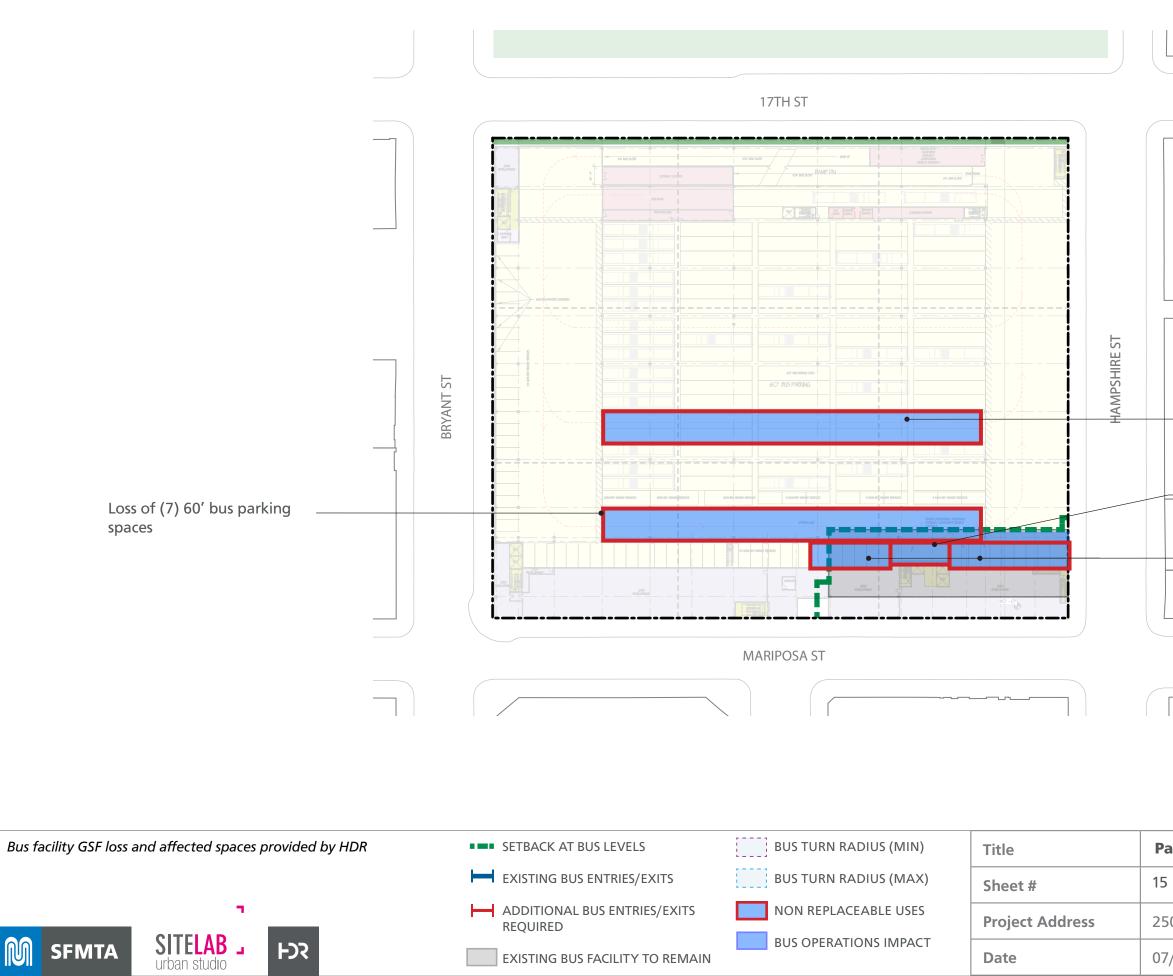
SFMTA

FSS

CT Date

Loss of Training spaces (Supervisor, CAT Training, Data Room, IT Office, Record and Archive Storage, Workstations, Copy/File, Assistant Supervisor Offices, Manager Office, Reception, Restrooms, and some lobby space) Joint Development Loss
0 40' 80'
Partial Preservation Bus Facility Impact Level 2
13
2500 Mariposa St, San Francisco, CA 94110
07/15/2020

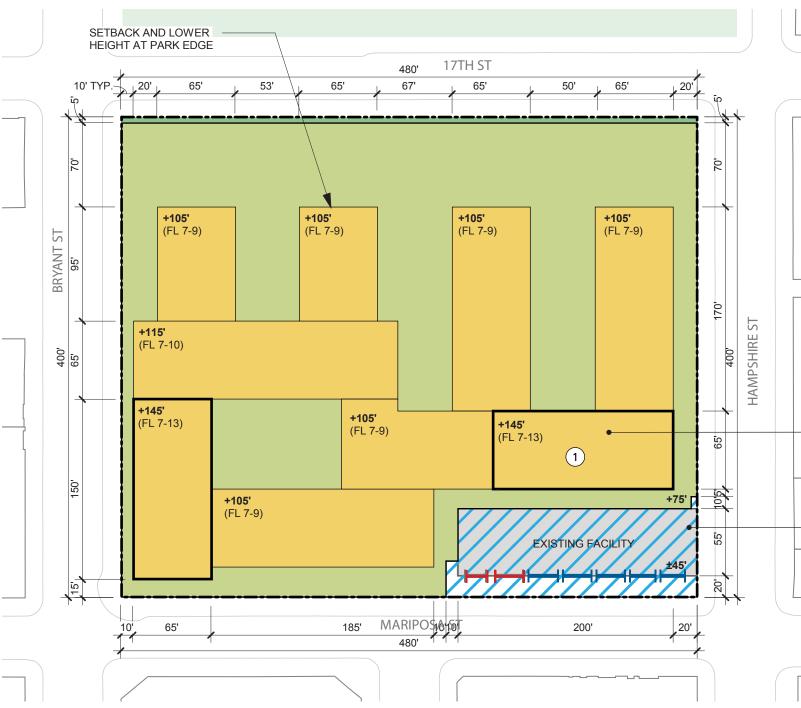




<ul> <li>Relocate Bypass Lane with (7)</li> <li>60' bus parking spaces and</li> <li>losing (3) 60' parking spaces</li> </ul>
Loss of Transit Operations/ Equipment Storage
<ul> <li>Additional loss of 15 Non-Revenue</li> <li>Vehicle (NRV) parking spaces, thus falling short of fleet needs for</li> <li>Transit Street Operations and other</li> <li>Transit functions at the yard</li> </ul>
0 40' 80'
artial Preservation Bus Facility Impact Level 4
00 Mariposa St, San Francisco, CA 94110
/15/2020

# KEYNOTES

(1) Reconfiguration of Joint Development circulation and lobby is required



	RESIDENTIAL	Title	Partia
	OPEN SPACE	Sheet #	16
	BUILDING GSF LOSS	Project Address	2500
<b>SFMTA</b>	FC4	Date	07/15

Tower relocation and loss of residential units	
Joint Development loss below	
0 40' 80'	
artial Preservation Rooftop Plan	
5	
500 Mariposa St, San Francisco, CA 94110	
7/15/2020	

# **Attachment D:**

Table 1: Comparison of Proposed Project and draft EIR Alternatives, prepared by SWCA and SFMTA, (dated July, 2020)

Table 2: Comparison of character-defining features of Proposed Project and draft EIR Alternatives, prepared by SWCA and SFMTA, (dated July, 2020)

Table 3: Table 3: Ability of Alternatives to Meet Basic and Additional Project Objectives, prepared by SWCA and SFMTA, (dated July, 2020)



	Proposed Project	No Project Alternative [assumes no change to the site]	Full Preservation Alternative	Partial Preservation Alternative
Characteristics of the Proposed Project and A		1		I
Height (feet)	75 to 150	10.5 - 44	75 to 150	75 to 150
Number of Stories	3 to 13	2	3 to 13	3 to 13
Excavation	Yes	No	Yes	Yes
<b>Construction Duration (Years)</b>	3	—	3 - 4	3 – 4
Use (gross square feet)	1,300,000	221,450		
Enclosed Bus Facility	723,000	109,000	584,180	591,180
Bus Storage Yard	-	112,450	_	-
Residential	544,000	—	NOTE A	NOTE A
Retail	33,000	-	NOTE A	NOTE A
Residential Units	575	-	455	455
Studio	141	-	NOTE A	NOTE A
One-Bedroom	206	_	NOTE A	NOTE A
Two- to Three-Bedroom	228	_	NOTE A	NOTE A
Vehicle Parking Spaces	310	214	249	283
Trolley Coaches (40 foot / 60 foot)	213 (63 / 150)	158 (65 / 93)	173	207
Non-Revenue Vehicles (large / standard)	97 (8 / 89)	56	76	76
SFMTA Staff	0	0	0	0
Residential	0	0	0	0

Notes:

<sup>A</sup> Detailed gross square footage for commercial and residential uses and the residential unit mix breakdown not included for these alternative. These numbers to be refined as part of the CEQA analysis.

# Table 2: Retention of Character-defining features of the Proposed Project and draft EIR Alternatives

Proposed Project	No Project Alternative	Full Preservation Alternative	Partial Preservation Alternative
	[assumes no change to the site]		

haracter Defining Features				
Overall height and massing of the two-story office wing including its flat roof	Demolished	Retained	Retained	Retained
Overall height and massing of the remaining portions of the original shop wing along Hampshire Street, including its flat roof	Demolished	Retained	Partially Retained	Demolished
Fenestration pattern on office wing (Mariposa and Hampshire Streets only) consisting of large vehicular openings at the first floor and groups of three double-hung metal windows at the second-floor level	Demolished	Retained	Retained	Retained
Molded concrete and cement plaster ornament on Mariposa and Hampshire Streets, including	Demolished	Retained	Retained	Retained
re-entrant corner detailing	Demolished	Retained	Retained	Retained
Tuscan pilaster separating the vehicular openings and door hoods	Demolished	Retained	Retained	Retained
molded intermediate cornice	Demolished	Retained	Retained	Retained
continuous lug sill beneath the windows,	Demolished	Retained	Retained	Retained
shallow cornice embellished with circular medallions, and	Demolished	Retained	Retained	Retained
medallion featuring original Muni logo	Demolished	Retained	Retained	Retained
Some of this detailing continues along the west and east (Hampshire Street) façades of	Demolished	Retained	Retained	Partially Retained

Table 2: Retention of Character-defining	g features of the Propos	sed Project and draft EIR Alternatives

	Proposed Project	No Project Alternative [assumes no change to the site]	Full Preservation Alternative	Partial Preservation Alternative
the office wing, as well as on the shops wing on Hampshire Street				
Door surround on Hampshire Street façade of office wing with inscription above	Demolished	Retained	Retained	Retained
Door trim on westernmost vehicular bay on Mariposa Street	Demolished	Retained	Retained	Retained
Double-hung, six-over-six, metal windows on office wing	Demolished	Retained	Retained	Retained
Flagpole	Demolished	Retained	Retained	Retained

Source: SFMTA, Sitelab, and HDR, July 2020

Project Objectives	No Project Alternative [assumes no change to the site]	Full Preservation Alternative	Partial Preservation Alternative
	ive meet this objective?		
Basic Objectives         1. Rebuild, expand and modernize the SFMTA's Potrero Bus Yard by 2026 to efficiently maintain and store a growing Muni bus fleet according to the SFMTA Fleet Plan and Facilities Framework schedule	No	Partially	Partially
2. Construct the first SFMTA transit facility with infrastructure for battery electric buses	No	Yes	Yes
3. Construct a new public asset that provides a safe, secure environment for the SFMTA's employees and assets;	No	Yes	Yes
4. Improve working conditions of the SFMTA's workforce	No	Partially	Partially
<ol> <li>Achieve systemwide master plan priorities by consolidating two currently scattered transit support functions at Potrero Yard (Operator Training and Transit Street Operations)</li> </ol>	No	Partially	Partially
6. Inclusive and transparent community participation	No	Yes	Yes
7. Responsible public investment	No	Partially	Partially
Additional Objectives			
8. Enhance streetscape to ensure public safety and reduce conflicts	No	Yes	Yes
9. Enhance architectural and urban design of site	No	Yes	Yes
10. Maximize market-rate and affordable housing on the site	No	Partially	Partially
11. Ensure that joint development construction and management is financially feasible without public subsidy	No	Partially	Partially
12. Ensure that project demonstrates leadership in sustainability	No	Partially	Partially

Attachment E: Potrero Yard Preservation Alternatives Memorandum, prepared by VerPlanck Historic Preservation Consulting, (dated September 21, 2020)



# I. INTRODUCTION

VerPlanck Historic Preservation Consulting (VerPlanck) prepared this Preservation Alternatives Memorandum (Memo) for the San Francisco Planning Department, as part of its review of the San Francisco Municipal Transportation Agency's (SFMTA, or Project Sponsor) proposed redevelopment of the Potrero Trolley Coach Division Facility (Potrero Yard) as a mixed-use project consisting of a rebuilt bus storage and maintenance facility, housing, and retail. This Memo provides a brief synopsis of the proposed project (Project) and analyzes three different preservation alternatives devised by the project team, in consultation with the Planning Department, for compliance with the Secretary of the Interior's Standards for Rehabilitation (Rehabilitation Standards, or Standards). VerPlanck prepared a separate Historic Resource Evaluation (HRE) for the Potrero Yard in October 2017. The HRE concludes that the Potrero Yard is a historical resource under the California Environmental Quality Act (CEQA) because it is eligible for the California Register of Historical Resources (California Register) under Criteria 1 and 3, with a period of significance of 1915-1948. The Planning Department's Preservation Team Review (PTR) concurs with the HRE's findings. Both documents are on file at the San Francisco Planning Department.

The purpose of the Project is to rebuild, expand, and modernize the Municipal Railway's (Muni) Potrero Trolley Coach Division Facility at 2500 Mariposa Street, a functionally obsolete complex that is just over a century old. It would be replaced by a new bus garage and maintenance facility, with multi-family housing integrated in a structure built around and above it. The new bus maintenance and storage facility would comprise a three-story-over-basement podium structure containing 730,000 gross square feet of space. Encompassing and rising above it would be a multi-family residential development containing between 525 and 575 individual units, as well as retail space along Bryant Street. Most of the new housing units would be accommodated within a six-story tiered structure built atop and stepped back from the edges of the maintenance facility podium. In total, the new facility would contain up to 1,300,000 square feet of space and rise up to 75 to 150 feet in height. In contrast to current conditions, the new building would cover the entire property, with the exception of a five-foot setback along 17<sup>th</sup> Street. The property's zoning would be changed from P (Public) to a different zoning district determined by the Planning Department. The height and bulk district would change as well (currently 65-X).<sup>1</sup>

The three preservation alternatives discussed below include the No Project, Full Preservation, and Partial Preservation Alternatives. As its name suggests, the No Project Alternative would preserve conditions as they are now. The Full Preservation Alternative would retain the historic resource to the maximum extent possible in consideration of the Project's basic objectives, including the two-story office wing at Mariposa and Hampshire streets and a 255-foot-long section of the Hampshire Street façade, including the maintenance shops wing to a depth of 15 feet. The rest of the building would be demolished and replaced with the new mixed-use development described above, with heights ranging from approximately 75 to 150 feet with various setbacks. The Partial Preservation Alternative would preserve the office building wing only, demolish the adjoining maintenance shops wing, and construct the new mixed-use development described above. Plans, drawings, and data regarding the three alternatives are included in **Appendix A**.

<sup>&</sup>lt;sup>1</sup> Licinia Iberri, Project Manager, "Initial Project Application for 2500 Mariposa Street," 2019.





2

# **II. SUMMARY OF FINDINGS**

The analysis in this memorandum concludes that the Full Preservation and the Partial Preservation Alternatives are both generally consistent with the Rehabilitation Standards, although neither complies with all of the individual Standards. The No Project Alternative assumes that the SFMTA would make no changes to the Potrero Yard in the short term, but the cramped and obsolete facility will likely be replaced in the future. Of the two preservation alternatives, the Full Preservation Alternative is preferable to the Partial Preservation Alternative, a) because more of the historic building would be preserved, and b) the new building would be set back farther away from the historic office building wing. The principal benefit of the Full Preservation Alternative is that it would retain more of the historic resource, including the office building wing and a substantial portion of the adjoining maintenance shops wing. Both façades along Mariposa and Hampshire streets would be retained and restored and would therefore continue to preserve the building's low-scale massing along both of these streets. The Partial Preservation Alternative is similar to the Full Preservation Alternative in that it would retain the entire office building wing, but it would retain none of the maintenance shops wing, allowing new construction to encroach much closer upon the office building wing.

# **III. PREPARER'S QUALIFICATIONS AND METHODOLOGY**

Christopher VerPlanck, principal of VerPlanck Historic Preservation Consulting, prepared the Preservation Alternatives Memorandum. Mr. VerPlanck has over two decades of historic preservation experience. VerPlanck, a Bay Area native, earned a Master's Degree in Architectural History and a Historic Preservation Certificate from University of Virginia's Graduate School of Architecture in 1997. While attending UVA, he worked part-time as an architectural conservator at Monticello. After graduating, he won the Sally Kress Tompkins Fellowship from the Historic American Building Survey/Historic American Engineering Record (HABS/HAER) and completed measured drawings of millworkers' housing in Georgia and Alabama during the summer of 1997. From 1997 until 1999, VerPlanck served as Preservation Fellow at the Foundation for San Francisco's Architectural Heritage. In 1999, he joined Page & Turnbull, San Francisco's oldest preservation architecture firm, where he founded the Cultural Resources Studio. Since 2007, Mr. VerPlanck has worked independently as a historic preservation consultant and architectural historian. Mr. VerPlanck meets the Secretary of the Interior's Professional Qualification Standards for Architectural History and History and his firm has won many local design and preservation awards, including from the San Francisco Chapter of the American Institute of Architects (AIA), San Francisco Beautiful, and the California Preservation Foundation (CPF).

Prior to completing this Memo, VerPlanck reviewed the 2017 HRE for the Potrero Yard, the San Francisco Planning Department's San Francisco Preservation Bulletin No. 16: Environmental Review Guidelines, as well as the Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings.



# **IV. IMPACTS ANALYSIS**

This section provides a description of each of the three alternatives proposed for the Potrero Yard: No Project, Full Preservation, and Partial Preservation, and then analyzes them for compliance with the Secretary of the Interior's Standards. The following evaluations are based on plans, elevations, sections, and other data provided to VerPlanck by the SFMTA and SITELAB Urban Studio, including a package of schematic drawings dated June 25, 2020. The analyses provided below analyze both the physical and visual impacts of each of the Preservation Alternatives on the integrity of the historical resource. According to the National Park Service, integrity is defined as the retention of the following seven aspects:

- Location is the place where the historic property was constructed;
- *Design* is the combination of elements that create the form, plans, space, structure and style of the property;
- Setting addresses the physical environment of the historic property inclusive of the landscape and spatial relationships of the building(s);
- *Materials* refer to the physical elements that were combined or deposited during a particular period of time and in a particular pattern of configuration to form the historic property;
- *Workmanship* is the physical evidence of the crafts of a particular culture or people during any given period in history;
- *Feeling* is the property's expression of the aesthetic or historic sense of a particular period of time; and
- Association is the direct line between an important historic event or person and a historic property.<sup>2</sup>

A property does not have to retain all seven aspects in order to qualify for the California Register, which uses similar integrity standards as the National Park Service, but it should retain the majority of them. Understanding that the Potrero Yard has undergone a large number of alterations since the end of the period of significance, the preservation alternatives have been tailored to preserve the sections of the complex that retain the highest degree of integrity and the highest complement of character-defining features.

The Secretary of the Interior's Standards for Rehabilitation and Illustrated Guidelines for Rehabilitating Historic Buildings provide guidance for reviewing work to historic properties. Developed by the National Park Service for reviewing certified rehabilitation tax credit projects, local governmental bodies across the country have adopted the Standards to review work to historic properties. The Rehabilitation Standards in particular provide a useful analytical tool for understanding and describing potential changes to historical resources, including new construction inside or adjoining historic districts.

Conformance with the Rehabilitation Standards does not determine whether a project would cause a substantial adverse change in the significance of a historical resource under CEQA. Rather, projects that comply with the Standards benefit from a regulatory presumption that they would have a less-than-significant adverse impact on a historical resource.<sup>3</sup> Projects that do not comply with the Rehabilitation Standards may or may not cause a substantial adverse change in the significance of an historical resource



<sup>&</sup>lt;sup>2</sup> U.S. Department of the Interior, National Park Service, *National Register Bulletin 15: "How to Apply the National Register Criteria for Evaluation"* (Washington, D.C.: rev. ed. 1998), 44-45.

<sup>&</sup>lt;sup>3</sup> CEQA Guidelines subsection 15064.5(b) (3).

and would require further analysis by the Planning Department to determine whether the historical resource would be "materially impaired" by the project under *CEQA Guidelines* 15064.5(b).

Rehabilitation is the *only* one of the four treatments in the Standards (the others are Preservation, Restoration, and Reconstruction) that allows for the construction of an addition or other alteration to accommodate a change in use.<sup>4</sup> The first step in analyzing a project's compliance with the Rehabilitation Standards is to identify the resource's character-defining features, including characteristics such as design, materials, detailing, and spatial relationships. Once the property's character-defining features have been identified, it is essential to devise a project approach that protects and maintains these important materials and features – meaning that the work involves the "least degree of intervention" and that important features and materials are safeguarded throughout the duration of construction.<sup>5</sup> It is critical to ensure that the new work does not result in the permanent removal, destruction, or radical alteration of any significant character-defining features. The 10 Rehabilitation Standards are listed below:

**Rehabilitation Standard 1**: A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces and spatial relationships.

**Rehabilitation Standard 2:** The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces and spatial relationships that characterize the property will be avoided.

**Rehabilitation Standard 3**: Each property will be recognized as a physical record of its time, place and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.

**Rehabilitation Standard 4**: Changes to a property that have acquired historic significance in their own right will be retained and preserved.

**Rehabilitation Standard 5**: Distinctive materials, features, finishes and construction techniques or examples of craftsmanship that characterize a property will be preserved.

**Rehabilitation Standard 6**: Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.

**Rehabilitation Standard 7**: Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.

**Rehabilitation Standard 8**: Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.

**Rehabilitation Standard 9**: New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.

 <sup>&</sup>lt;sup>4</sup> U.S. Department of the Interior, National Park Service, National Register Bulletin 15: "How to Apply the National Register Criteria for Evaluation" (Washington, D.C.: rev. ed. 1998), 63.
 <sup>5</sup> Ibid.

**Rehabilitation Standard 10**: New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

The following section on character-defining features is extracted from the 2017 HRE for the Potrero Yard:

The character-defining features of the Potrero Trolley Coach Division maintenance/operations facility include all features present during the period of significance of 1915 to 1948, before the facility was converted into a bus yard and trolley coach maintenance facility. The following character-defining features are for the most part confined to the two-story office wing and a section of the shops wing along Hampshire Street:

- Overall height and massing of the two-story office wing and the remaining portions of the original shops wing along Hampshire Street, including its flat roof;
- Fenestration pattern on office wing (Mariposa and Hampshire Streets only) consisting of large vehicular openings at the first floor and groups of three double-hung metal windows at the second-floor level;
- Remaining molded concrete and cement plaster ornament on Mariposa and Hampshire Streets, including re-entrant corner detailing, pilasters separating the vehicular openings, molded intermediate cornice, continuous sill beneath the windows, shallow cornice, and medallion featuring original Muni logo. Some of this detailing continues along the west and east (Hampshire Street) façades of the office wing, as well as on the shops wing on Hampshire Street;
- Remaining pedestrian door surround on Hampshire Street façade with inscription above;
- Remaining door trim on westernmost vehicular bay on Mariposa Street;
- Surviving double-hung, six-over-six, metal windows on office wing;
- Flagpole.

Based on this inventory, it is clear the bulk of the property's character-defining features survive on the exterior of the building - especially the office building wing, and to a lesser extent, the Hampshire Street façade of the maintenance shops wing. No character-defining features remain on the 17<sup>th</sup> Street side of the building, which is mostly below-grade or the heavily altered west façade of the maintenance shops wing facing the bus yard. There are no character-defining features remaining inside the building either.

The following sections provide a description of each of the three Preservation Alternatives and an assessment for compliance with the Standards.



# 1. No Project Alternative

### DESCRIPTION

Under the No Project Alternative, the existing conditions characterizing the Potrero Yard would not change. The large two-story, reinforced-concrete building that occupies approximately half the site would be retained in its current condition and configuration, including the two-story office building wing and maintenance shops wing. There would be no new construction built on any part of the site, including the large, open-air bus yard on the western half of the property (APN 3971/001). The No Project Alternative would not preclude future development of the site with a range of land uses that are permitted under existing zoning and land use regulations. Under the No Project Alternative, it is assumed that existing land uses – principally trolley coach parking and maintenance, as well as office and training – would remain on-site into the near future. However, it is possible, given the functional obsolescence of the existing facility, that another proposal to redevelop the site could emerge in the not-too-distant future. Furthermore, given the property's size and central location, future project proposals may also include requests to change the Public zoning designation to pursue a residential and/or retail component designed to maximize the allowable density of the site.

#### ANALYSIS

If the No Project Alternative was implemented, no part of the Project site would be demolished, remodeled, or touched in any way in the immediate future. Compared to the preferred Project, which would have significant and unavoidable impacts on historical resources, the No Project Alternative would not have any impacts related to architectural resources. However, it is possible that proposals to redevelop the site in the future may emerge, even if the current Project proposal is not realized. In comparison with the Full and Partial Preservation Alternatives described below, the No Project Alternative would be environmentally beneficial in the short term, but less so over the long term due to the Potrero Yard's inherent obsolescence and inefficiency, which make it vulnerable to potential demolition.

# 2 Full Preservation Alternative

#### DESCRIPTION

The existing Potrero Yard building comprises a little less than half of the two-square-block property bounded by Mariposa, Bryant, 17<sup>th</sup>, and Hampshire streets. The western half of the site, including the former York Street right-of-way, is a large asphalt-paved bus yard used for parking, washing, and light maintenance of electric trolley coaches. Meanwhile, the eastern half of the property contains the predominantly single-story, reinforced concrete, maintenance facility including the two-story office building wing on Mariposa Street and the adjoining maintenance shops wing along Hampshire Street. Originally built in 1915 as a one-story streetcar barn, the building was enlarged in 1924 with a second-floor office addition along Mariposa Street, as well as two shops built atop the maintenance shops wing near the intersection of 17<sup>th</sup> and Hampshire streets. In 1948, Muni acquired the adjoining block comprising what is now the bus yard and converted the 1915 streetcar barn into a trolley coach facility, one of two in the city (the other being the Presidio Trolley Coach Maintenance Facility). The 1948-49 alterations made many changes to the building, although the two-story office building wing at the corner of Mariposa and Hampshire streets remains unchanged apart from the removal of a tiled parapet coping and the infilling



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of two vehicle bays. The rest of the building, including the maintenance shops wing (with the exception of the Hampshire Street façade), has undergone many changes that its only character-defining features remain on the exterior – principally along Hampshire Street.

The Full Preservation Alternative would retain the vast majority of the Potrero Yard's character-defining features. Under the Full Preservation Alternative, the entire two-story office building wing and a 255-foot-long section of the maintenance shops wing along Hampshire Street, to a depth of 15 feet, would be retained and restored. No vertical addition would be built above the office building wing or the retained section of the maintenance shops wing. The podium of the new building would directly abut the retained sections of the historic resource apart from a 10-foot by 30-foot reveal at the west side of the office building wing. The non-historic infill in two of the bays of the office building wing would be removed and the exterior restored. The tiered residential section of the new building would be stepped back between 15 and 20 feet from the north and west sides of the office building wing and 15 feet from the Hampshire Street façade of the maintenance shops wing. All told, the Full Preservation Alternative would retain the two historic street frontages of the entire facility and much of its massing currently visible from the street. In contrast, the interior, which contains no character-defining features, would be rebuilt to serve the SFMTA's programmatic needs.

The adjoining new construction would be designed to be as deferential as possible to the historic resource, given the substantial difference in scale between both structures. First, the setbacks and step backs proposed under the Full Preservation Alternative would preserve the sense of the historic building being a collection of semi-freestanding volumes, especially the office building wing. Second, the new building would be designed in a contemporary architectural vocabulary that is differentiated from, yet compatible with, the modest Beaux-Arts-inflected exterior of the historic office building wing. Third, the massing of the residential section of the new building would be broken up into smaller sections to minimize its apparent scale and bulk, as well as allowing natural light and air to penetrate the entire site.

#### ANALYSIS

The Full Preservation Alternative would retain most of the character-defining features of the historic resource, including the entire office building wing and a substantial portion of the maintenance shops wing along Hampshire Street. Because nothing would be built atop the office building wing or the easternmost 15 feet of the maintenance shops wing, a major portion of the historic building's massing would be preserved, allowing it to "read" as a freestanding building when viewed from the street. The Full Preservation Alternative would also retain all character-defining features of the two street-facing elevations along Mariposa and Hampshire streets. These two façades would be restored, including the removal of non-historic infill from two of the historic streetcar bays. The Full Preservation Alternative would be the discrepancy in size between the historic resource and adjoining new construction, as well as the demolition of the majority of the maintenance shops wing's exterior walls and interior structural system.<sup>6</sup>

#### CONCLUSION

<sup>&</sup>lt;sup>6</sup> The practice of demolishing an entire building apart from one or more exterior façades and then attaching it/them to the new building(s) is commonly referred to as "façadism."



The Full Preservation Alternative would comply with the majority of the Secretary of the Interior's Standards because it would retain the vast majority of the historic resource's character-defining features. Nevertheless, it would not comply with all of the Standards because a substantial portion of the maintenance shops wing would be demolished to accommodate the SFMTA's basic objectives. Although the Full Preservation Alternative would not comply with all of the Standards, it would retain enough of the building along Mariposa and Hampshire streets, where low-profile industrial buildings dating to the first half of the twentieth century predominate, to preserve existing sightlines. It would also preserve the exterior's remaining Beaux-Arts ornament, fenestration pattern, and stucco and cement plaster finishes. Finally, the Full Preservation Alternative would restore missing exterior features, including removing non-historic construction from two of the infilled streetcar bays. Although the adjoining new construction would be much larger than the historic building, the proposed notches, setbacks, and step backs would go a long way toward reducing apparent disparities in height and massing.

# 3. Partial Preservation Alternative

## DESCRIPTION

The Partial Preservation Alternative would retain many of the character-defining features of the historic resource but far fewer than the Full Preservation Alternative because the entire maintenance shops wing would be demolished and the new construction would come much closer to the office building wing. Under this alternative, the office building wing would be retained and preserved in its entirety with no new construction built on top of it. In addition, two reveals, including one measuring 10 feet wide by 30 feet deep on the west side (facing Mariposa Street), and another measuring five feet deep by 10 feet wide on the north side (facing Hampshire Street), would separate the historic office building wing from the adjoining new construction. These reveals, combined with the residential portion of the new building being stepped back between 15 and 20 feet along the north and west sides of the office building wing, would allow the office building wing to retain some visual independence. Although the office building wing was never meant to be a separate building apart from the rest of the maintenance facility, its separate function, two-story massing, extensive fenestration, and ornamental program make it almost feel like a separate building. In contrast to the Full Preservation Alternative, the 255-foot-long Hampshire Street elevation of the maintenance shops wing would not be retained to a depth of 15 feet, and the transit facility section (podium) of the new building would be built out all the way out to the sidewalk along Hampshire Street. The podium would also adjoin the office building wing along its north and west walls, with only a small setback on the north. However, similar to the Full Preservation Alternative, the Mariposa and Hampshire Street façades of the office building wing would be restored, including removing non-historic infill from the two streetcar bays.

#### ANALYSIS

Similar to the Full Preservation Alternative, the Partial Preservation Alternative would retain and restore the historic office building wing in its entirety with no new construction on top of it. The Partial Preservation Alternative would comply with a bare majority of the Rehabilitation Standards because it would retain the historic office wing, where the majority of the building's character-defining features remain. But it would not comply with Standards 2, 5, 9, and 10 because most of the complex, including the entire maintenance shops wing, would be demolished. In addition, the new construction would more



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visibly encroach upon the office building wing because there would be fewer step backs and reveals than the Full Preservation Alternative, potentially overwhelming the historic two-story building. On the other hand, the surrounding context is urban, and it is not uncommon to have buildings of different heights located next to each other. But, given the loss of historic fabric and context under this alternative, the Partial Preservation Alternative would not be as effective in retaining the full complement of characterdefining features as the Full Preservation Alternative.

#### CONCLUSION

The Partial Preservation Alternative would comply with a little over half of Rehabilitation Standards, but fewer than the Full Preservation Alternative because the entire historic building apart from the office building wing would be demolished and the proximity of much higher new construction right next to it could overwhelm it.

# **V. CONCLUSION**

Of the three alternatives, the No Project Alternative would be better than the other two over the short term, but it would not preclude the site from being redeveloped in the future. Furthermore, the exterior of the office building wing would not be restored. Over the long term, the Full Preservation Alternative is preferable to the No Project and the Partial Preservation Alternatives because in addition to ensuring that the historic office building wing is retained, its exterior would be fully restored. Furthermore, the 255-foot-long Hampshire Street elevation of the maintenance shops wing would be retained to a depth of 15 feet. Although the preservation of just one 15-foot-deep section of the maintenance shops wing is in ot ideal from a preservation perspective, the retained portion would preserve existing sightlines along Hampshire Street and give the historic office building wing more room to "breathe." Although the Full and Partial Preservation Alternatives are identical in that they would both restore the exterior of the office building wing and not build anything above it, the Partial Preservation Alternative would result in the new construction coming right up next to the office building wing, potentially overwhelming it. The demolition of the entire maintenance shops wing would also result in the retention of fewer character-defining features than in the Full Preservation Alternative and remove any sense of the office building wing ever being part of a larger complex.



**Attachment F:** Notice of Preparation of an Environmental Impact Report and Public Scoping Meeting, prepared by the San Francisco Planning Department, (dated August 19, 2020)





# Notice of Preparation of an Environmental Impact Report and Notice of Public Scoping Meeting

Date:	August 19, 2020
Case No.:	2019-021884ENV
Project Title:	Potrero Yard Modernization Project
Zoning:	Public [P] Zoning District
	65-X Height and Bulk District
Block/Lot:	Block 3971/Lot 001
Lot Size:	192,000 square feet
Project Sponsor	San Francisco Municipal Transportation Agency
	Licinia Iberri – 415.646.2715
	Licinia.Iberri@sfmta.com
Lead Agency:	San Francisco Planning Department
Staff Contact:	Laura Lynch – 628-652-7554
	CPC.PotreroYardEIR@sfgov.org

The San Francisco Planning Department (planning department or department) has prepared this notice of preparation of an environmental impact report (EIR) in connection with the Potrero Yard Modernization Project. The purpose of the EIR is to provide information about the potential significant physical environmental effects of the proposed project, to identify possible ways to minimize any potentially significant adverse effects, and to describe and analyze possible alternatives to the proposed project. The department is issuing this notice to inform the public and responsible and interested agencies about the proposed project and the intent to prepare an EIR, including a public scoping meeting to solicit comments on the scope of the EIR. The department will hold the public scoping meeting on Wednesday September 2, 2020 starting at 6 p.m. The department will hold the meeting using an online platform. You can view this notice and join the meeting via the online platform link found on the department's webpage, sfplanning.org/sfceqadocs; or via phone, using the following phone number and meeting identification number: 888-475-4499 (Toll Free) and Meeting ID: 925 7763 0432.

## **PROJECT SUMMARY**

The project sponsor, the San Francisco Municipal Transportation Agency (SFMTA), proposes to replace the Potrero Trolley Coach Division Facility at 2500 Mariposa Street (Potrero Yard). The proposed project would accommodate the expansion of the SFMTA's transit vehicle fleet in a new replacement structure that would include space for bus parking and circulation (up to 213 buses); SFMTA maintenance, operation, and administrative uses; and joint development uses. The new, approximately 1,300,000 gross-square-foot structure would occupy the 4.4-acre site and rise to heights ranging from approximately 75 to 150 feet. The new structure would contain a three-level, approximately 75-foot-tall replacement transit facility plus a mix of commercial and residential uses in the remainder of the project as part of a joint development program

between SFMTA and a private project co-sponsor. The joint development program would include a groundfloor commercial use and residential entry lobbies, with integrated residential and transit facility uses on the second through sixth floors of the three-level replacement transit facility. The majority of residential development would be atop the replacement transit facility on the 7th to 13th floors.

# **PROJECT LOCATION AND SITE CHARACTERISTICS**

The project site is located in the northeast portion of San Francisco's Mission District near the South of Market and Potrero Hill neighborhoods (to the north and east, respectively). (See **Figure 1: Project Location**, p. 3.) The Potrero Yard site is bounded by 17th Street to the north, Hampshire Street to the east, Mariposa Street to the south, and Bryant Street to the west and includes a trolley bus<sup>1</sup> storage yard and a maintenance and operations building. The project site is located across 17th Street from the approximately 4.4-acre Franklin Square and is approximately 0.25 mile west of U.S. Highway 101, approximately 0.5 mile east of the 16th and Mission Bay Area Rapid Transit District (BART) station, and approximately 0.5 mile north of San Francisco General Hospital.

The project site occupies the entirety of Assessor's Parcel 3971/001 and is owned by the City and County of San Francisco, through the SFMTA. The site is approximately 192,000 square feet (or 4.4 acres) and occupies the equivalent of roughly two typical city blocks (200 by 400 feet). The site is rectangular and measures approximately 480 feet along 17th and Mariposa streets and approximately 400 feet along Bryant and Hampshire streets. Potrero Yard includes a bus storage yard and a maintenance and operations building. The western half of the site, as well as the vacated York Street right-of-way, is occupied by the asphalt-paved bus storage yard, which includes a bus wash rack and running repair station along its northern and western edges, respectively. The eastern half of the site is occupied by the predominantly single-story maintenance and operations building, which includes a second-floor parking deck and a second story office level and maintenance bay along Mariposa and Hampshire streets, respectively. (See Figure 2: Existing Site Plan, p. 4.)

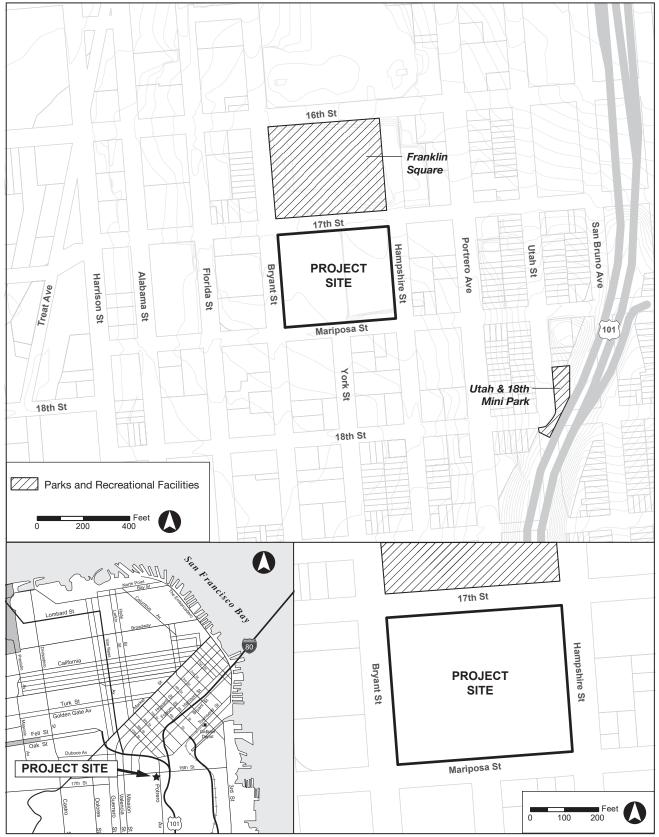
The site slopes up toward the north and east (17th and Hampshire streets) and downhill toward the south and west (Mariposa and Bryant streets). The bus storage yard (or western portion of the site) has a gradual elevation change of approximately 6 feet due to a cut into the natural slope of the site. As a result, along the northern boundary of the site, the elevation of 17th Street is between approximately 14 and 22 feet higher than site grade with the high point at the corner of 17th and Hampshire streets. The elevation change along the other boundaries of the site is smaller or at the same grade as the bus storage yard.

<sup>&</sup>lt;sup>1</sup> Trolley buses (or trolley coaches) along with buses (or motor coaches) are part of the SFMTA's rubber-tired bus fleet. These vehicles are different from other buses based on the propulsion system. That is, trolley buses are all-electric vehicles that operate on overhead wires, while buses are outfitted with either diesel or hybrid motors that operate with renewable fuels. San Francisco Municipal Transportation Agency (SFMTA), SFMTA Bus Fleet Management Plan 2017-2030, March 2017, pp. 12-14. This document and all other documents cited herein, unless otherwise noted, are available for review at the San Francisco Planning Department, 49 South Van Ness Avenue, Suite 1400, as part of Case No. 2019-021884ENV.



# Notice of Preparation of an EIR August 19, 2020

# Case No. 2019-021884ENV Potrero Yard Modernization Project

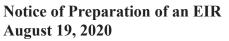


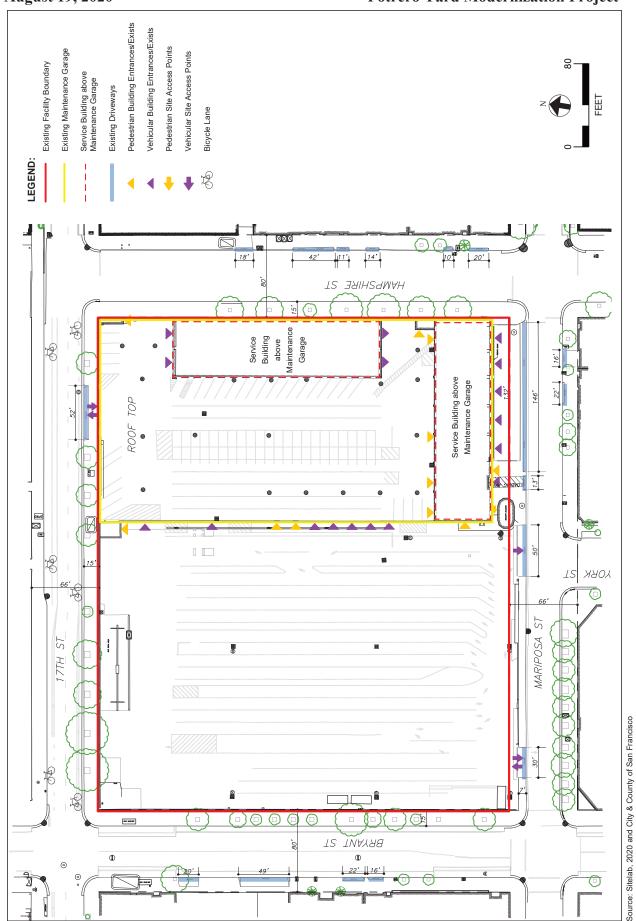
Source: SWCA, 2020

#### POTRERO YARD MODERNIZATION PROJECT

#### 2019-021884ENV

#### FIGURE 1: PROJECT LOCATION





# FIGURE 2: EXISTING SITE PLAN

2019-021884ENV

## **Existing Operations**

Potrero Yard operates 24 hours per day, 7 days a week, providing overnight bus storage and a location for street operations and bus maintenance activities. Potrero Yard has a design capacity for 138 buses that are 40 and 60 feet long. Transit service demands for Muni routes operating out of Potrero Yard requires 158 buses to be stored and maintained at Potrero Yard, with buses parked in circulation aisles and maintenance bays.<sup>2</sup> The buses operate on six Muni routes – 5 Fulton, 5 Fulton Rapid, 6 Haight/Parnassus, 14 Mission, 22 Fillmore, and 30 Stockton – and carry over 102,000 Muni customers each day.<sup>3</sup> In general, the peak period for buses leaving Potrero Yard to access their routes is between 4 a.m. and 7 a.m., with the majority leaving between 5 a.m. and 6 a.m. Buses generally return to Potrero Yard in the evening between 7 p.m. and 9 p.m. Owl routes 5, 14, and 22 also emanate from Potrero Yard, with buses leaving before midnight and returning before 6 a.m. to provide owl service.<sup>4</sup> Bus travel to and from Potrero Yard is considered non-revenue bus travel time (i.e., buses are not in service picking up and dropping off passengers; they are traveling to or from Potrero Yard and a terminus point where revenue service begins or ends). Potrero Yard has approximately 400 employees, including approximately 295 bus operators.<sup>5</sup>

#### **Existing Maintenance and Operations Building**

The maintenance and operations building was originally constructed in 1915 as single-story, reinforcedconcrete building and served as a streetcar maintenance garage with at-grade access from Mariposa Street. In 1924 the portions of the existing building along Hampshire and Mariposa streets were expanded to two stories. Between 1948 and 1949, the building was converted from a streetcar barn to a trolley coach facility. The maintenance and operations building covers less than 50 percent of the site. The rectangular building (215 by 370 feet) has a concrete perimeter foundation, a flat roof, and two double-height sections along its south (Mariposa Street) and east (Hampshire Street) sides. The building is approximately 109,000 gross square feet. Due to the elevation change, the building's height varies, ranging from approximately 44 feet tall along the Mariposa Street frontage near Hampshire Street, to approximately 10.5 feet tall along the Hampshire Street frontage near 17th Street.

Due to the change in grade between the north and south sides of the property, the first floor is below-grade on 17th Street and fully at-grade on Mariposa Street. Concrete retaining walls line the northern side of the site along 17th Street toward Bryant Street and a portion of the western side of the yard along Bryant Street toward 17th Street. The roof of the maintenance building is at grade along 17th Street west of Hampshire Street and is used as a parking deck. Additional maintenance shops are located on the second floor along the Hampshire Street side and offices on the second floor along the Mariposa Street side.

<sup>&</sup>lt;sup>5</sup> SFMTA, Data Request Response, January 31, 2020.



<sup>&</sup>lt;sup>2</sup> SFMTA, Short Range Transit Plan, Fiscal Year 2017-Fiscal Year 2030, June 6, 2017, Table 7: SFMTA Administrative, Operations, Maintenance, Fueling, Vehicle Storage and Staging Facilities, p. 19.

<sup>&</sup>lt;sup>3</sup> SFMTA, Automatic Passenger Counts Data, 2019.

<sup>&</sup>lt;sup>4</sup> SFMTA, Muni's late-night transit service is called the Owl network, <u>https://www.sfmta.com/getting-around/muni/routes-stops/muni-owl-service-late-night-transportation</u>, accessed July 10, 2020.

The building's first floor, accessed from Mariposa Street, consists of a 10-lane maintenance space with 24 bays, including "heavy" and "running" repair bays<sup>6</sup>, shallow maintenance pits, machine and tire shops, maintenance staff rooms, storage rooms, and offices. The second floor, accessed from 17th Street, houses two maintenance bays with tire and light-duty body repair shops and the operations department. All the maintenance-related spaces on the first and second floors have indoor overhead catenary systems attached to the ceilings to power the trolley buses.

The maintenance and operations building is eligible for inclusion in the California Register of Historical Resources (CRHR) under Criterion 1 (Events) for its association with the early days of the San Francisco Municipal Railway (Muni), and in particular the expansion of Muni service south of Market Street.<sup>7</sup> It also appears eligible for listing under Criterion 3 (Architecture/Design/Construction) as an example of a type (municipal car barn), period (World War I), method of construction (reinforced concrete), and the "work of a master," City Engineer Michael M. O'Shaughnessy. The maintenance and operations building is considered a moderately intact example of a municipal car barn. The department assigned the building a status code by of "3CS," meaning that it is already listed in the California Register and considered a historical resource for purposes of the California Environmental Quality Act (CEQA). The project site is not located within any known or potential historic district.<sup>8</sup>

# Existing Bus Storage Yard and Other Paved Areas

The site has several paved areas and curb cuts. The existing electrified bus storage yard on the western portion of the site (approximately 112,450 square feet) is the largest of the paved areas. The bus storage yard is paved with asphalt, with painted and numbered parking lanes in the center of the yard. Overhead catenary lines mounted on steel poles provide power for off-duty electric buses stored and serviced on the yard. Several workstations are located around its perimeter, including a bus wash rack on the north side, an outdoor running repair station on the west side, and a fare collection shop and a defunct vacuum station on the east side. An entry control booth, built in 1990, is located west of a 25-foot-deep setback on the southeast portion of the site along Mariposa Street adjacent to the bus storage yard's main entrance.

Ingress to the bus storage yard is provided by a 50-foot-wide curb cut and gated driveway on Mariposa Street immediately west of the entry control booth; egress is provided by a 30-foot-wide curb cut and gated driveway on Mariposa Street near Bryant Street.

<sup>&</sup>lt;sup>8</sup> VerPlanck Historic Preservation Consulting, Historic Resource Evaluation, Potrero Trolley Coach Division Facility, October 2, 2017, Section VI, Determination of Eligibility, p. 65.



<sup>&</sup>lt;sup>6</sup> Running repair bays serve as preventative maintenance and inspection for buses that are still powered. Heavy repair bays typically are used for more intensive bus maintenance activities that could require lifts and other mechanical systems for engine overhauls or major body repairs.

<sup>&</sup>lt;sup>7</sup> VerPlanck Historic Preservation Consulting, Historic Resource Evaluation, Potrero Trolley Coach Division Facility, October 2, 2017, Section III, Regulatory Framework, p. 4.

Other paved areas and curb cuts on the project site are as follows:

- A second-floor parking deck on top of the maintenance and operations building on the northeast portion of the site near 17th and Hampshire streets. The second-floor parking deck is accessed via a 52-foot-wide curb cut and gated driveway on 17th Street near Hampshire Street. The second-floor parking deck is electrified with overhead catenary wires mounted on steel poles.
- A 25-foot-deep strip of asphalt in front of five openings on the south elevation of the maintenance and operations building along Mariposa Street.<sup>9</sup> This strip of asphalt is in front of a continuous, approximately 146-foot-wide curb cut for buses to enter and exit the building.
- A 13-foot-wide curb cut, used to access a parts storeroom receiving area located immediately west of the main pedestrian entrance and east of the entry control booth via Mariposa Street.

The bus storage yard and second-floor parking deck provide space for the following:

- 158 buses (sixty-five 40-footers and ninety-three 60-footers)
- 56 non-revenue vehicles<sup>10</sup> and employee vehicles, in striped parking spaces currently located on the northeast side of the second-floor parking deck<sup>11</sup>
- 10 additional non-revenue vehicles, which are parked throughout the bus storage yard but not in marked spaces

In addition, one off-street loading space on the bus storage yard is located outside the parts storeroom receiving area east of the entry control gate on Mariposa Street. Off-street loading also occurs outside the maintenance bays on the second-floor parking deck.

Along 17th and Bryant streets and a portion of the Mariposa Street frontage, the bus storage yard is enclosed within 10-foot-high steel fencing topped with outward curving balusters.

## Existing Site Access and Circulation

The project site is well served by public transit. Muni operates numerous surface buses within one block of the project site along Bryant Street, 16th Street, and Potrero Avenue, including the 9 San Bruno, 9R San Bruno Rapid, 22 Fillmore, 27 Bryant, 33 Ashbury/18th, and 55 16th Street routes. Six Muni bus routes operate out of the Potrero Yard: the 5 Fulton, 5 Fulton Rapid, 6 Haight/Parnassus, 14 Mission, 22 Fillmore, and 30 Stockton routes. Regional transit providers include BART, Golden Gate Transit, and San Mateo County Transit District (SamTrans).

Potrero Yard is not accessible to unaccompanied members of the public. Employees access the maintenance and operations building primarily from the entrance on Mariposa Street immediately east of the entry

<sup>&</sup>lt;sup>11</sup> Fifty-two striped parking spaces are currently being used for bus parking.



<sup>&</sup>lt;sup>9</sup> The 25-foot-deep setback at the southeast corner of site along Mariposa Street was originally required to allow streetcars, which cannot make 90 degree turns, sufficient clearance to turn off Mariposa Street into the building.

<sup>&</sup>lt;sup>10</sup> Non-revenue means the SFMTA does not use the vehicles to collect fares from passengers. Non-revenue vehicles include, but are not limited to, cars, minivans, pick-up trucks, cargo vans, super-duty trucks, and tanker trucks. SFMTA, Short Range Transit Plan, Fiscal Year 2017-Fiscal Year 2030, June 6, 2017, p. 81.

control booth. Bus, non-revenue vehicles, and staff vehicles are able to access Potrero Yard from Mariposa Street via the 44-foot-wide gate just west of the entry control booth and the five bus bays near Hampshire Street, accessed via the 50-foot and 146-foot-wide curb cuts, respectively; and from the second-floor parking deck, accessed via a 52-foot-wide curb cut and gated driveway on 17th Street west of Hampshire Street.

The streets adjacent to the project site are identified as mixed-use streets in the Better Streets Plan<sup>12</sup> and described below.

- 17th Street is 66 feet wide with two travel lanes, striped bicycle lanes on both sides, and on-street parallel parking on the north side starting approximately 230 feet east of the Bryant Street intersection.<sup>13</sup>
- Hampshire Street is 80 feet wide with two travel lanes and perpendicular vehicle parking on both sides of the street.
- Mariposa Street is 56 feet wide with two travel lanes and on-street parallel parking on the north side of the street between the two gated entry and exit points to the bus storage yard and on the south side between Bryant and York streets and York and Hampshire streets.
- York Street terminates at Mariposa Street.
- Bryant Street is 80 feet wide with two north-south travel lanes, on-street parallel parking on both sides of the street, and Muni bus stops. The northbound (inbound towards Russian Hill) Muni bus stops are at the southeast corner of Bryant and Mariposa streets (south of the project site) and the southeast corner of Bryant and 17th streets (adjacent to the project site). The southbound (outbound towards the Mission) Muni bus stops are at the southwest corner of Bryant and 17th streets and the northwest corner of Bryant and Mariposa streets, both across the street from the project site.<sup>14</sup>

There are no on-street loading spaces adjacent to the project site.

The sidewalks adjacent to the project site along 17th, Hampshire, and Bryant streets are each 15 feet wide and meet the Better Streets Plan recommended sidewalk width. The Mariposa Street sidewalk is 7 feet wide and does not meet the minimum sidewalk width of the Better Streets Plan.<sup>15</sup> The existing bus storage yard encroaches on the Mariposa Street sidewalk right-of-way. Sidewalk elements include 27 street trees on the adjacent sidewalks: nine on 17th Street, seven on Hampshire Street, and 11 on Bryant Street. There are no street trees along the Mariposa Street frontage (see **Figure 2**, p. 4). Other sidewalk elements include the

<sup>&</sup>lt;sup>15</sup> For this segment of Mariposa Street, the minimum and recommended sidewalk widths in the Better Streets Plan are 12 feet and 15 feet, respectively.



<sup>&</sup>lt;sup>12</sup> The San Francisco Better Streets Plan consists of illustrative typologies, standards and guidelines for the design of San Francisco's pedestrian environment, with the central focus of enhancing the livability of the City's streets. City and County of San Francisco, San Francisco Better Streets Plan, December 7, 2010, https://sfplanning.org/resource/better-streets-plan, accessed June 30, 2020.

<sup>&</sup>lt;sup>13</sup> Along this segment of 17th Street the bikeway is a signed class II facility with a striped bike lane in both directions and elements of a class IV facility (i.e., a separated bike lane and flexible posts). The 17th Street bikeway continues east of Hampshire Street and west of Bryant Street as a mixed class II/class IV facility.

<sup>&</sup>lt;sup>14</sup> There are class II striped bike lanes on each side of Bryant Street north of 17th Street.

network of poles and overhead wires that serve the various Muni trolley buses maintained and stored at Potrero Yard. A Bay Area bicycle-share station with 19 bicycle docks is located at the northeast corner of Bryant and 17th streets, adjacent to the sidewalk.

## Existing Zoning and General Plan Designation for the Project Site

The project site is located within a Public Use (P) Zoning District and a 65-X Height and Bulk District.<sup>16,</sup> <sup>17</sup> The entire project site is within the Mission Alcohol Beverage Special Use District and Fringe Financial Services Restricted Use District, which include zoning controls to address specific land use issues related to the sale of alcoholic beverages and establishment of new fringe financial services, respectively.<sup>18</sup> It is also within the area covered by the Mission Area Plan of the San Francisco General Plan.<sup>19</sup>

## PROPOSED PROJECT

The SFMTA proposes to replace the Potrero Yard at 2500 Mariposa Street. The project would accommodate the expansion of the SFMTA's transit vehicle fleet and the modernization of bus maintenance, operation, and administrative services. The project would also accommodate the expansion and consolidation of training operations currently sited elsewhere in one location. In addition, the proposed project includes joint development consisting of a mix of uses, such as residential within and atop the replacement transit facility and ground-floor commercial uses along Bryant Street.

In addition, the proposed project also includes four variants that consider modifications to limited features or aspects of the project. A brief description is provided below under "Project Variants," p. 41.

## **Project Background**

The proposed project is part of the SFMTA's 20-year Building Progress Program to expand and modernize its facilities to meet growing transportation demands and changing technologies.<sup>20, 21</sup> In addition to the Potrero Yard, the SFMTA operates five other bus yards, sometimes referred to as "divisions": Presidio Yard (949 Presidio Avenue), Flynn Division (1940 Harrison Street), Woods Yard (1095 Indiana Street), Islais Creek Division (1301 Cesar Chavez Street), and Kirkland Yard (2301 Stockton Street and 151 Beach Street).<sup>22</sup>

<sup>&</sup>lt;sup>22</sup> SFMTA, 2017 SFMTA Facilities Framework, p. 14.



<sup>&</sup>lt;sup>16</sup> The maximum building height allowed on the project site is 65 feet. Bulk controls reduce the size of a building's floorplates as the building increases in height. Pursuant to the San Francisco Planning Code, Article 2.5: Height and Bulk Districts, Section 270(a), there are no bulk limits in an "X" Bulk District.

<sup>&</sup>lt;sup>17</sup> San Francisco Planning Department, San Francisco Property Information Map, Step 1: 2500 Mariposa Street, and Step 2: Zoning Information, <u>http://propertymap.sfplanning.org</u>, accessed July 25, 2020.

<sup>&</sup>lt;sup>18</sup> San Francisco Planning Code, Article 2: Use Districts, Sections 249.35 and 249.60.

<sup>&</sup>lt;sup>19</sup> San Francisco Planning Department, San Francisco General Plan, Eastern Neighborhoods Planning Areas, <u>http://generalplan.sfplanning.org/images/eastern\_neighborhoods\_map.pdf</u>, accessed July 24, 2020.

<sup>&</sup>lt;sup>20</sup> SFTMA, Building Progress Public Outreach Boards, January 24, 2018, p. 5.

<sup>&</sup>lt;sup>21</sup> SFMTA, 2017 SFMTA Facilities Framework, p. 8.

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The SFMTA is increasing its transit fleet to meet growing transportation demands. By 2025, SFMTA will have 55 more rubber-tired buses than can physically fit in its six current facilities; by 2030, that number will increase to 62. In addition, its oldest transit facilities – Potrero, Presidio, and Kirkland yards – were not built for the buses they currently store there, and are not equipped with adequate bus maintenance infrastructure or equipment, including bus lifts. The Potrero and Presidio yards were built for streetcars and modified for buses within their existing footprints; they have never truly served for efficient bus maintenance. They also do not meet the needs of new bus types or technologies such as battery-electric bus infrastructure. SFMTA therefore undertook a planning process for expanded and modern transit facilities.<sup>23</sup>

In 2015 the SFMTA began a facility condition assessment to identify deficiencies and repair costs as a basis for budgeting and prioritizing improvements, as well as a means of identifying major space planning opportunities and ways to improve processes for facility planning and management.<sup>24</sup> SFMTA staff held internal staff workshops with front-line transit operations and maintenance staff and management in late 2015, early 2016, mid-2016, and late-2016. SFMTA staff presented a Facilities Framework to the SFTMA Executive Team in December 2016. The SFMTA Executive Team provided direction to study three development scenarios: Scenarios 1A and 1B, which propose smaller rebuilt facilities because they assume an additional new site, and Scenario 2A, which optimizes use of the SFMTA's existing sites, including replacing Potrero Yard.<sup>25</sup>

In November and December 2017 and January and December 2018, the SFMTA held public meetings to discuss the critical need to modernize SFMTA facilities such as Muni yards, maintenance shops, and paratransit facilities.

SFMTA held public workshops on the redevelopment of the Potrero Yard in December 2018 and in February, August, and October 2019. The SFMTA also conducted two years of internal design and planning work and coordinated with the Potrero Yard Neighborhood Working Group<sup>26</sup>.

Based on those efforts, the SFMTA decided to study only Scenario 2A further. This scenario proposes rebuilding the three oldest facilities – Potrero, Presidio, and Kirkland yards, including the potential for additional joint development on these sites. The SFMTA is proposing to proceed with Potrero Yard first, as described herein.

<sup>&</sup>lt;sup>26</sup> The Potrero Yard Neighborhood Working Group has approximately 15 members selected by the SFMTA in consultation with the Supervisors of Districts 9 and 10. Each seat represents a specific interest in elements of the project, <u>https://www.sfmta.com/reports/potrero-yard-neighborhood-working-group-application-form</u>, accessed May 30, 2020.



<sup>&</sup>lt;sup>23</sup> SFMTA, 2017 SFMTA Facilities Framework, p. 8.

<sup>&</sup>lt;sup>24</sup> SFMTA, 2017 SFMTA Facilities Framework, p. 6.

<sup>&</sup>lt;sup>25</sup> SFMTA, 2017 SFMTA Facilities Framework, p. 10.

The City and County of San Francisco (the City), acting by and through the SFMTA, will select a master developer (or a development consortium) to redevelop the 4.4-acre site through a developer selection process consisting of a request for qualifications (released June 2020) and a subsequent request for proposals (expected fall 2020) from the qualified candidates. The SFMTA anticipates selecting a developer in January to March 2021 and contracting with a developer by April to June 2021.

The proposed project described below and summarized in **Table 1: Summary of Existing and Proposed Project Characteristics**, pp. 13-14, is conceptual at this early stage in process. This document describes the project's characteristics as they would occur if decision makers approve the project. However, as with most large development projects, aspects of the proposed project's conceptual design may change and will become more detailed as a result of the CEQA process, technical design modifications, planning and building department application submittal requirements, and input from the planning department, the community, the selected project developer, and other stakeholders. For example, the project's massing, shown in Figures 4 through 11 on pp. 17 to 24 of this document, may change from the maximum envelope proposed to be analyzed as part of the CEQA analysis to a more refined architectural expression in response to design guidelines to be developed as part of the SFMTA's developer selection process and through the City's design review process.

The planning department will evaluate whether any future changes from the sponsor to the project description described herein would necessitate additional environmental review because, for example, the change would result in new or more substantial significant impacts.<sup>27</sup>

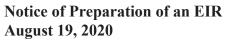
## **Project Characteristics**

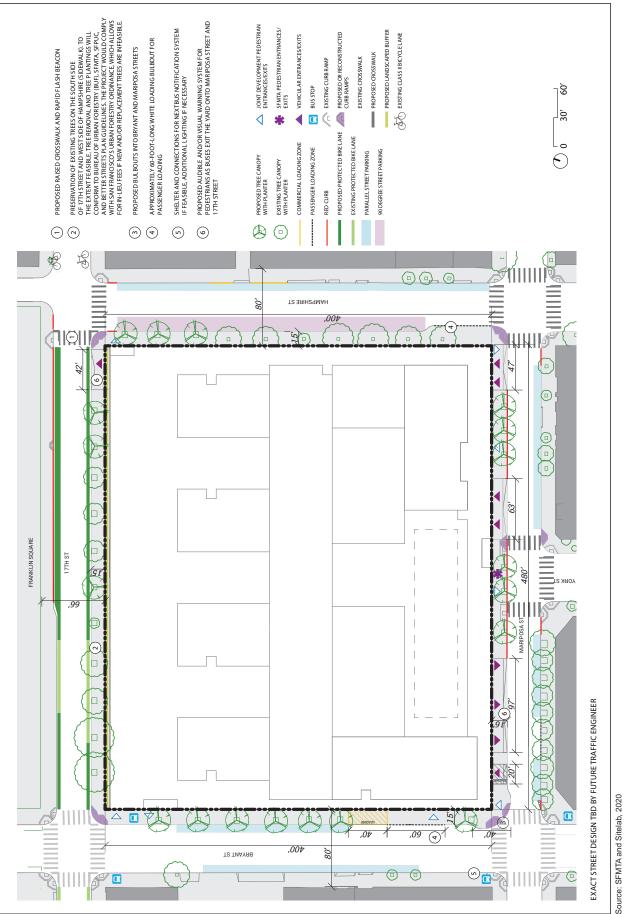
The proposed project would demolish the existing bus storage yard and the maintenance and operations building and would replace them with a new, approximately 75- to 150-foot-tall,<sup>28</sup> up to 1,300,000-gross-square-foot structure. The proposed structure would cover the entire lot, except for a 5-foot setback from 17th Street. (See **Figure 3: Proposed Site Plan**.) The characteristics of the proposed development are summarized in **Table 1: Summary of Existing and Proposed Project Characteristics**, pp. 13-14.

<sup>&</sup>lt;sup>28</sup> Maximum building height would be measured from grade at the midpoint of the property boundary along each elevation pursuant to section 260 of the planning code.



<sup>&</sup>lt;sup>27</sup> Refer to CEQA Guidelines sections 15088.5 "Recirculation of an EIR prior to certification" and 15162 "Subsequent EIRs and Negative Declarations" for more details regarding the criteria applicable to the planning department's evaluation of refinements to the project description. Such subsequent environmental review may include revisions to the draft EIR, a subsequent EIR or addendum or similar documentation.





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FIGURE 3: PROPOSED SITE PLAN

RERO TARD 2019-021884ENV

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Building Characteristics	Demolished	New NOTE A
Paved Bus Storage Yard	112,450 sq. ft.	_
Total Building Floor Area	109,000 gsf <sup>NOTE B</sup>	1,300,000 gsf
Ramps and Circulation		463,000 gsf
Service/Storage (Basement)		127,000 gsf
Service/Storage (Non-Basement)		59,000 gsf
Administration & Common Area		52,000 gsf
Shared Basement Circulation (Ramps and Drives)	_	22,000 gsf
Transit Facility Subtotal	221,450 gsf NOTE C	723,000 gsf
Residential (Units)	_	394,000 gsf
Residential (Circulation, Common Area, Property Management, Service, Storage)	_	150,000 gsf
Residential Development Subtotal	_	544,000 gsf
Commercial Use	_	33,000 gsf
Commercial Development Subtotal	_	33,000 gsf
Height	10.5 – 44 feet	75 – 150 feet <sup>NOTE D</sup>
Levels or Floors	1 to 2	3 to 13
Residential Units NOTE E	0	575
Two- to Three-Bedroom	_	228
One-Bedroom	_	206
Studio	-	141
Vehicle Parking Spaces	214	310 NOTE F
Buses (40 foot / 60 foot)	158 (65 / 93)	213 (63 / 150)
Non-Revenue Vehicles (large / standard)	56	97 (8 / 89)
SFMTA Staff	-	0
Residential	_	0
Loading Supply (On-Street Zones / Off-Street Spaces)	0 curb feet (0 / 1)	160 curb feet (3 / 2)
Commercial (On-Street / Off-Street)	0 curb feet $(0 / 1)$	40 curb feet (1 / 2)
Passenger (On-Street / Off-Street)	—	120 curb feet $(2 / 0)$ NOTE C
Bicycle Parking Spaces NOTE H	5	773
Class 1	0	736
Class 2	5	37
Useable Open Space – Atop Replacement Transit Facility	_	91,000 sq. ft.
At-Grade Open Space – Green Buffer along 17th Street	_	2,400 sq. ft.

Table 1: Summary	of Existing and	<b>Proposed Pro</b>	ject Characteristics

*Notes*: gsf = gross square feet; sq. ft. = square feet

NOTE A Numbers rounded to closest 1,000 gsf or sq. ft. and correspond to the current conceptual design of the proposed project. The values presented are the expected maximum size for each component to provide a conservative analysis of impacts. The floor areas of the final design may result in variances from the values presented.

NOTE B Includes space for bus circulation, service, storage, administrative offices, and common areas.

NOTE C Includes the paved bus storage yard.

NOTE D The replacement transit facility would have three levels and be approximately 75 feet tall, as measured from grade at the midpoint of the property boundary along each elevation pursuant to San Francisco Planning Code (planning code) section 260.



Building Characteristics		Demolished	New NOTE A		
NOTE E	The proposed project may include as few as 525 units, but the analysis assumes up to 575 units. Approximately 40 percent of all residential units would be two-bedroom units, with up to 15 percent of two-bedroom units potentially becoming three-bedroom units. Approximately 50 percent of residential units would be market rate, and the other 50 percent would be below market rate residential units.				
NOTE F NOTE G	Up to 12 car-share spaces may be provided at the basement level. Two separate 60-foot-long zones.				
NOTE H					

Source: SFMTA 2019

As shown in **Table 1**, the proposed approximately 1,300,000-gross-square-foot structure would contain an approximately 723,000-gross-square-foot replacement transit facility and up to 577,000 gross square feet of joint development uses. The replacement transit facility will have three transit levels, and a portion of the joint development, with integrated residential and commercial uses proposed along the Mariposa Street and Bryant street frontages (for a total of six joint development floors within the three-level replacement transit facility). Much of the residential portion of the joint development program would be developed within the three to seven floors proposed to rise above the replacement transit facility, i.e., on joint development floors 7 through 13. The tallest portion of the additional residential development atop the replacement transit facility will be closest to Mariposa Street on the site's south side. Useable open space (see **Table 1**) would be developed on the rooftop of the replacement transit facility, e.g., where the structure is set back from the property lines.

The three new transit levels in the replacement transit facility would be designed to include space for circulation (ramps, drive aisles, and vertical circulation), parking for 213 buses, 18 maintenance bays and maintenance support areas, operations, an SFMTA operator training center, storage (parts and battery-electric infrastructure), administrative uses/common areas (e.g., offices, conference rooms, break rooms), and joint development uses.<sup>29</sup> A total of 310 vehicle spaces would be provided: 63 spaces for the 40-foot-long buses, 150 spaces for the articulated 60-foot-long buses, and 97 parking spaces for large and standard non-revenue vehicles. The project is not proposing any off-street accessory vehicular parking for the entirety of the project, including the proposed joint development. See **Table 1**, pp. 13-14, for the parking breakdown and for approximate floor areas for the replacement transit facility. Ramps would provide one-way internal driveways within the replacement transit facility so that buses can access the work bays, bus wash bays, and parking spaces on the three new transit levels.

The proposed joint development uses within the replacement transit facility (ground-floor commercial and residential) and proposed residential uses on the up to seven floors atop the replacement transit facility

<sup>&</sup>lt;sup>29</sup> HATCH, HDR, Sitelab, VerPlanck, and CHS, Potrero Yard: Bus Facility Design Criteria Document, June 2019, Section 3.3 (Potrero Facility Scenario 2), p. 27.



would include space for up to 575 residential units. Up to 33,000 square of ground-floor commercial use would also be developed along Bryant Street. See **Table 1**, pp. 13-14, for the breakdown of units by unit type and for approximate floor areas for the residential and commercial uses.<sup>30, 31</sup>

Circulation space for the proposed transit, residential and commercial uses would be provided at the basement level and each of the six joint development floors within the replacement transit facility. Residential levels within the replacement transit facility would be accessed via vertical circulation access points that preserve the security of the SFMTA facility and that are safe and functional for the joint development. Access to the residential levels atop the replacement transit facility would be provided via separate residential circulation elevators and stairs. A secure access system would be installed to restrict access to various floors to authorized individuals (e.g., residents only at the residential floors and SFMTA floors).

The proposed project would also include changes within the Mariposa Street, 17th Street, Bryant Street, and Hampshire Street rights-of-way, as discussed below under "Proposed Changes in Street Rights-of Way" beginning on p. 35.

During construction, the bus parking, operations, and maintenance support functions would temporarily relocate to the Muni Metro East Light Rail Vehicle Facility (601 25th Street), and the 1399 Marin Facility.<sup>32</sup> The SFMTA estimates that the replacement transit facility would have a total employment population of approximately 829 full-time equivalent persons, including 383 operators.<sup>33</sup> Potrero Yard would continue to operate as a 24/7 facility. On average, approximately 100 SFMTA staff would be on site at any given time, with a peak of 181 SFMTA staff from noon to 3 p.m. and 60 to 80 staff from 6 p.m. to 3 a.m.

## Proposed Building Form and Design

The proposed new structure would occupy the site up to the property lines, except along the 17th Street frontage, due to the five-foot setback. The project includes a replacement transit facility at approximately 75 feet in height as measured to the top of the roof from grade at the midpoint of the property boundary

<sup>&</sup>lt;sup>33</sup> HATCH, HDR, Sitelab, VerPlanck, and CHS, Potrero Yard: 3-Level Bus Facility Design Criteria Document, June 2019, Section 2.1 (Staff Summary), p. 11.



<sup>&</sup>lt;sup>30</sup> Joint development floors within the replacement transit facility would include residential units on floors 2 through 6, with commercial uses and residential lobbies at the ground floor along Mariposa and Bryant streets, as currently shown on Figure 13 through Figure 18, pp. 27-29 and 31-33. Each of the floors would include a mix of the proposed joint development and transit facility uses.

<sup>&</sup>lt;sup>31</sup> Current financial model assumes that residential units proposed for development within the replacement transit facility would be below market rate units while those developed atop the replacement transit facility would be a combination of market rate and below market rate units.

<sup>&</sup>lt;sup>32</sup> The 180,000-square-foot Muni Metro East Light Rail Vehicle Facility is located along the Central Waterfront on Illinois and 25th streets in the Dogpatch/Bayview neighborhood, a block from the T Third Street Line. The 1399 Marin facility at Marin and Indiana streets, also located in the Dogpatch/Bayview neighborhood and in close proximity to the T Third Street Line, is currently used for receiving new transit vehicles and testing them before they are introduced into the overall transit fleet.

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along each elevation. The three- to seven-story residential structures atop the replacement transit facility would be approximately 30 to 70 feet tall as measured to the top of the roof (exclusive of any mechanical penthouses that could range from 16 to 20 feet and would be centrally located on rooftops). The tallest portion of the new structure would be located away from the 17th Street property line, toward the southern portion of the site. Thus, the proposed overall heights would range from approximately 75 feet for the replacement transit facility to a maximum of up to 150 feet, inclusive of the approximately 75-foot-tall replacement transit facility. The proposed structure, including balconies, terraces, and other features, as well as any rooftop additions or elements that feature unbroken glazed segments, would be designed to be compliant with the bird-safe features described in San Francisco Planning Code (planning code) section 139, as applicable.

The proposed upper-floor setbacks above the replacement transit facility show residential structures set back approximately 70 feet from the north property line (17th Street), approximately 20 to 30 feet from the east property line (Hampshire Street), approximately 15 to 25 feet from the south property line (Mariposa Street), and approximately 10 to 30 feet from the west property line (Bryant Street).<sup>34</sup> (See Figure 4: Proposed Massing – South (Mariposa Street) Elevation, Figure 5: Proposed Massing – West (Bryant Street) Elevation, Figure 6: Proposed Massing – North (17th Street) Elevation, and Figure 7: Proposed Massing – East (Hampshire Street) Elevation.)

Visual simulations of the proposed project from various publicly accessible viewpoints along the perimeter of the project site are shown on Figure 8: Proposed View Looking South From Franklin Square; Figure 9: Proposed View Looking North Along York Street; Figure 10: Proposed View Looking West Along Mariposa Street; and Figure 11: Proposed View Looking North From Bernal Heights.

The proposed uses are described below by level and floor and illustrated in Figure 12 through Figure 19.

#### Proposed Basement Level

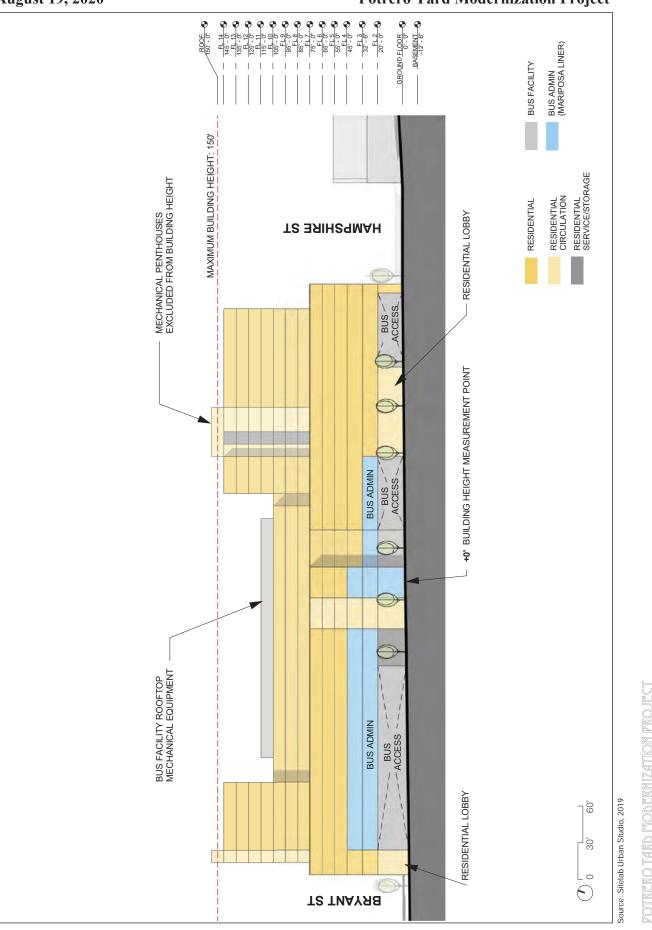
The below-grade basement level would provide space for service functions for both the SFMTA and the joint development uses. The basement-level space for the SFMTA would include a loading dock; parts staging/storage area; battery electric storage, and work areas. Joint development space at the basement level would include a loading dock, storage, and service/delivery space. Other basement-level space would include stairways, elevators, class 1 bicycle parking, and trash, recycling, and composting.<sup>35</sup> (See **Figure 12: Proposed Basement Level Plan**.) In addition to these uses at the basement level, the proposed project could occupy the site's full dimensions to accommodate additional battery electric storage and infrastructure space for future expansion.

<sup>&</sup>lt;sup>35</sup> HDR, SFMTA Potrero Scenario 2 (3-Level), Sheets A-101 (Basement Overall Plan) to A-101I (Basement -Area I), February 20, 2019, and Sitelab Urban Studio, Potrero Yard Planning Application, Sheet 10, November 20, 2019.



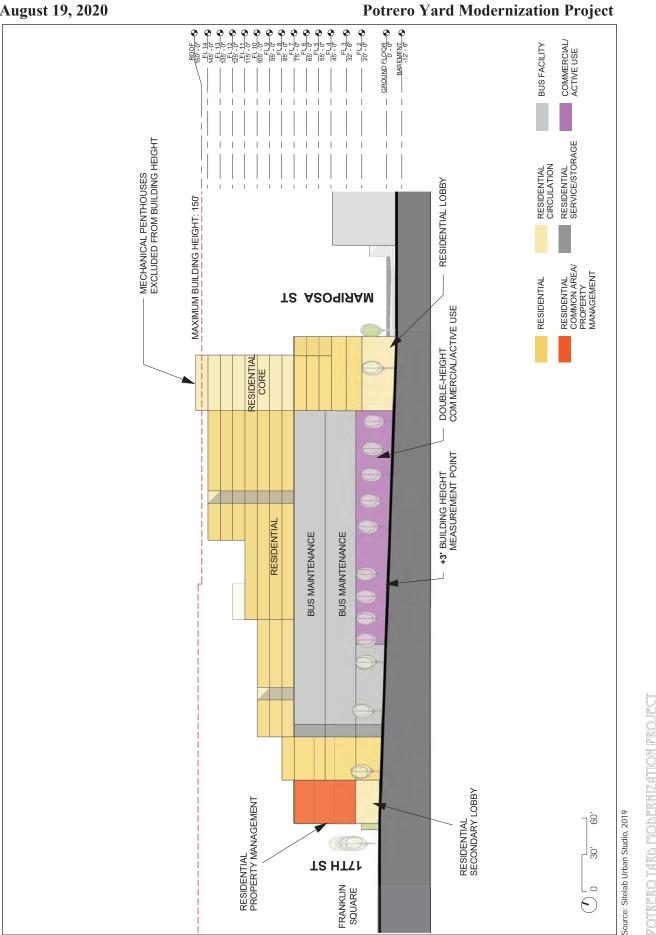
<sup>&</sup>lt;sup>34</sup> Conceptual designs take advantage of the site's slope to limit shadows on Franklin Square.

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FIGURE 4: PROPOSED MASSING - SOUTH (MARIPOSA STREET) ELEVATION

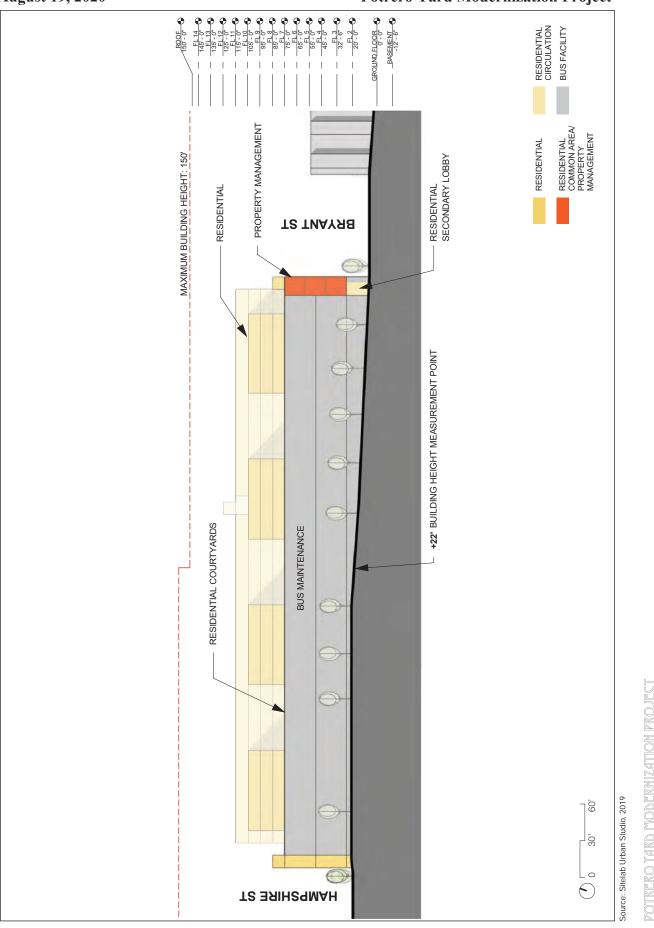


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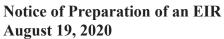
FIGURE 5: PROPOSED MASSING - WEST (BRYANT STREET) ELEVATION

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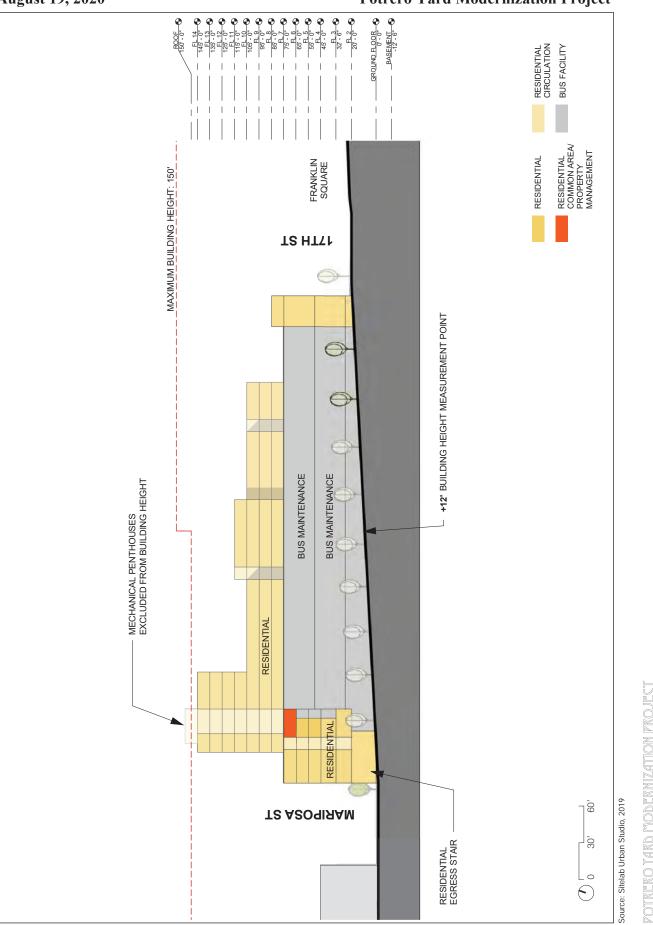


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FIGURE 6: PROPOSED MASSING - NORTH (17TH STREET) ELEVATION



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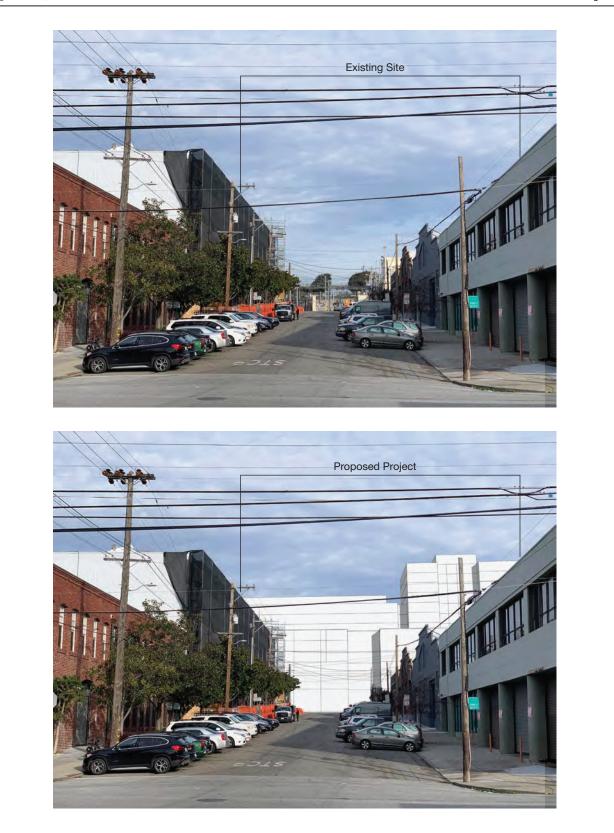
FIGURE 7: PROPOSED MASSING - EAST (HAMPSHIRE STREET) ELEVATION



POTRERO YARD MODERNIZATION PROJECT

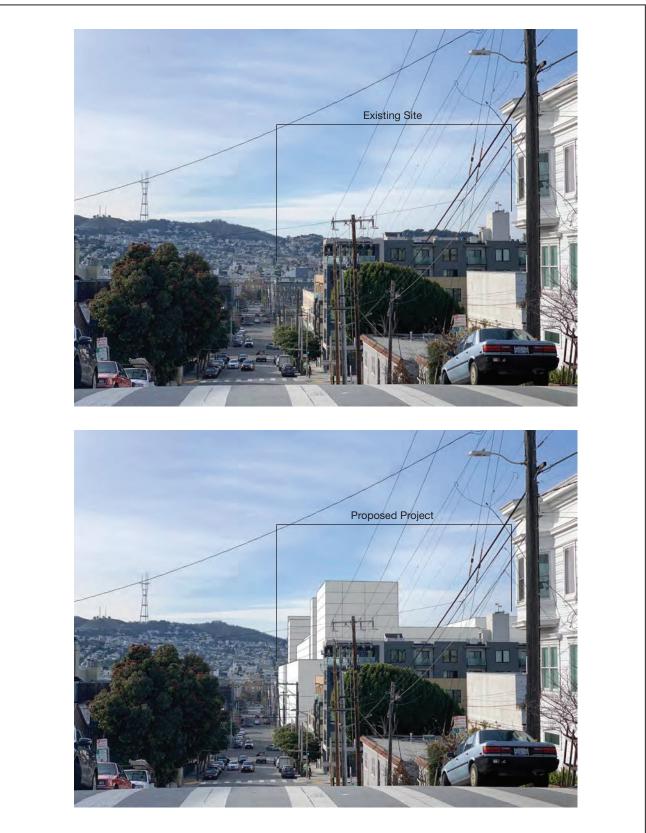
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#### FIGURE 8: PROPOSED VIEW LOOKING SOUTH FROM FRANKLIN SQUARE



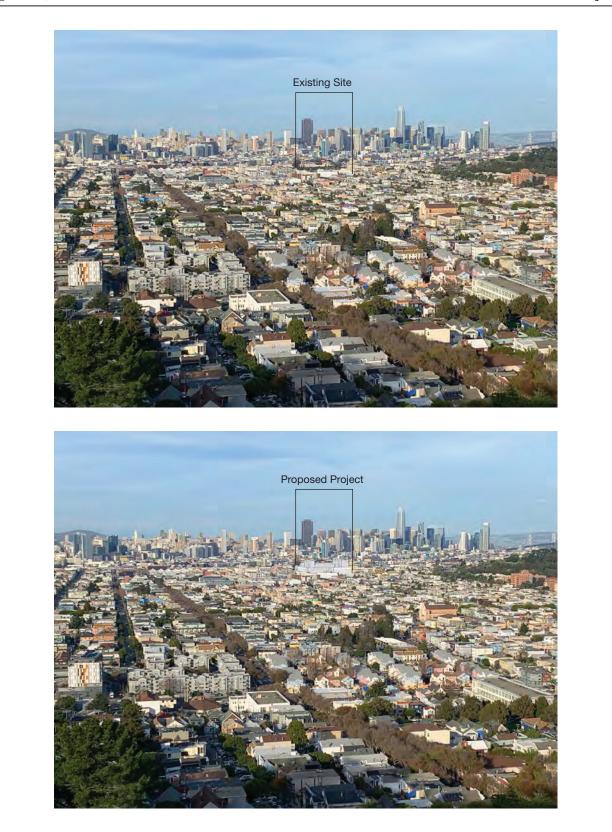
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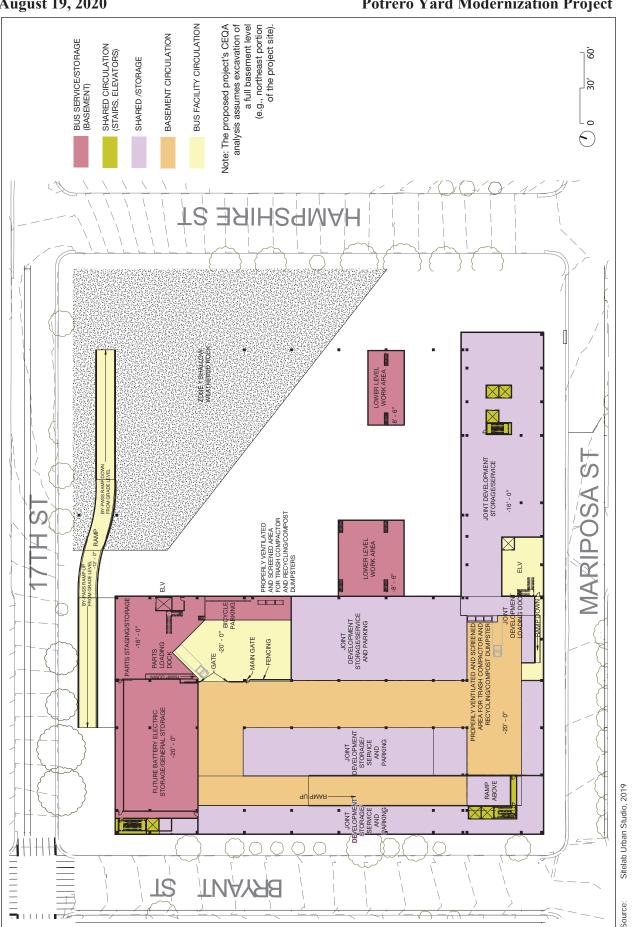
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POTRERO YARD MODERNIZATION PROJECT

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FIGURE 12: PROPOSED BASEMENT LEVEL

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#### Proposed Transit Level 1 (Joint Development First Floor)

Transit Level 1 (or the ground level) would include heavy and running repair bays and would serve as a drive-through bus maintenance operation level. It would be below grade along 17th Street and at grade along Mariposa Street (see **Figure 13: Proposed Transit Level 1/Joint Development Floor 1**). The ground level would have stacked parking/storage for 40- and 60-foot-long buses, with a maximum capacity of 38 spaces for 40-foot-long buses (fewer spaces if the buses are 60 feet long), and maintenance and support areas. Ramps and drive aisles would provide internal circulation.

Transit Level 1 may also provide support space and services for SFMTA transit operators, maintenance, and administrative staff, including parts storage, training, and storage.<sup>36</sup> Joint development space would be limited and may include ground-floor retail and residential lobbies.

#### Proposed Mezzanine Level (Joint Development Second Floor)

The mezzanine level would be developed along Mariposa and 17th streets (see Figure 14: Proposed Mezzanine Level/Joint Development Floor 2). The mezzanine level may include a bus operations office and support areas with some square footage assigned to joint development space.<sup>37</sup>

#### Proposed Transit Level 2 (Joint Development Third Floor)

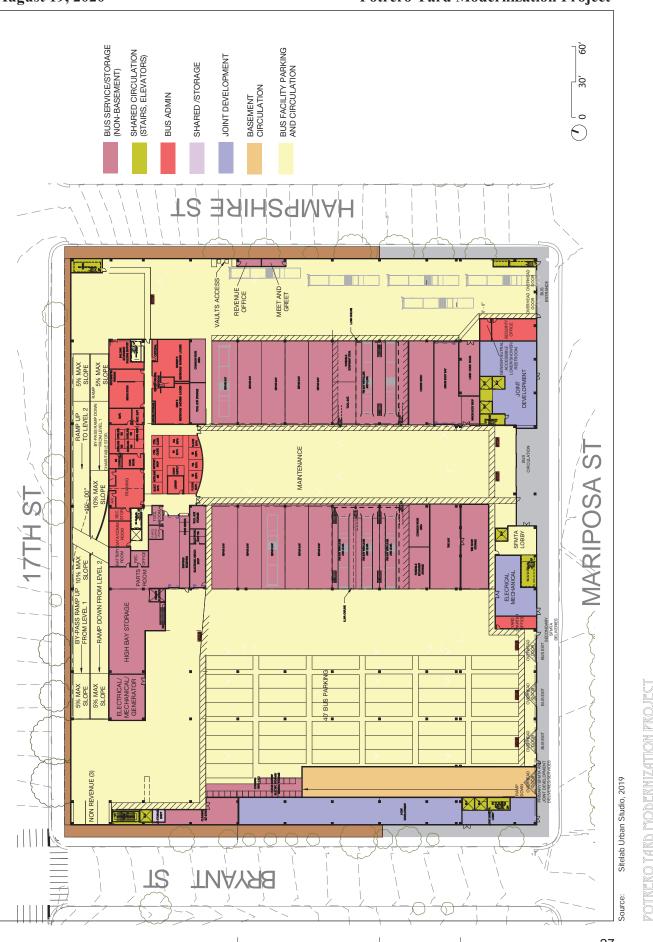
Transit Level 2 would be at grade along 17th Street and would include ramps along the north property line (see **Figure 15: Proposed Transit Level 2/Joint Development Floor 3**). This level would provide drive aisles for circulation, stacked bus parking for 40- and 60-foot-long buses (90 spaces for 60-foot-long buses, more spaces if the buses are 40 feet long), a bus wash bay with a dedicated water reclamation equipment area, and electric charging infrastructure. A proposed emergency bus exit at the corner of 17th and Hampshire streets would provide access to 17th Street and replace the existing 52-foot-wide curb cut and driveway with a 42-foot-wide curb cut and driveway. Approximately 24 parking spaces and five electric vehicle charging stations would be dedicated for standard non-revenue vehicles. This level may also include SFMTA operations offices, conference rooms, training rooms, break rooms, restrooms, and lockers.<sup>38</sup> There is also potential for joint development space on Transit Level 2.

<sup>&</sup>lt;sup>38</sup> HDR, SFMTA Potrero Scenario 2 (3-Level), Sheets A-104 (Bus Level 2 – 3rd Floor – Overall Plan) to A-104I (3rd Floor - Area I), February 20, 2019, and Sitelab Urban Studio, Potrero Yard Planning Application, Sheet 13, November 20, 2019.



<sup>&</sup>lt;sup>36</sup> HDR, SFMTA Potrero Scenario 2 (3-Level), Sheets A-102 (1st Floor Overall Plan) to A-102I (1st Floor - Area I), February 20, 2019, and Sitelab Urban Studio, Potrero Yard Planning Application, Sheet 11, November 20, 2019.

<sup>&</sup>lt;sup>37</sup> HDR, SFMTA Potrero Scenario 2 (3-Level), Sheets A-103 (Training and Operations – 2nd Floor – Overall Plan) to A-103I (2nd Floor - Area I), February 20, 2019, and Sitelab Urban Studio, Potrero Yard Planning Application, Sheet 12, November 20, 2019.

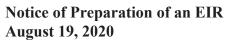


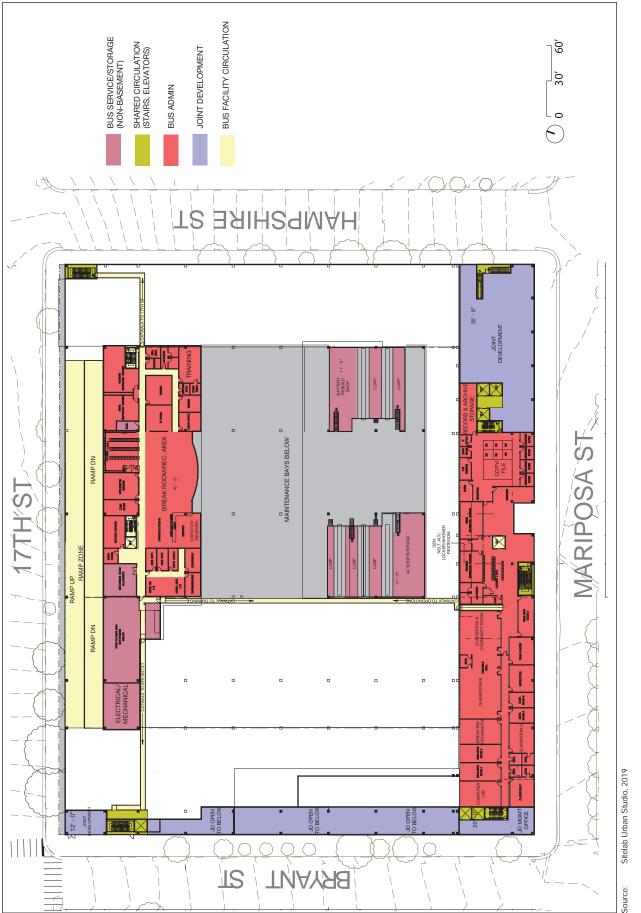
#### Case No. 2019-021884ENV Potrero Yard Modernization Project

FIGURE 13: PROPOSED TRANSIT LEVEL 1/ JOINT DEVELOPMENT FLOOR 1

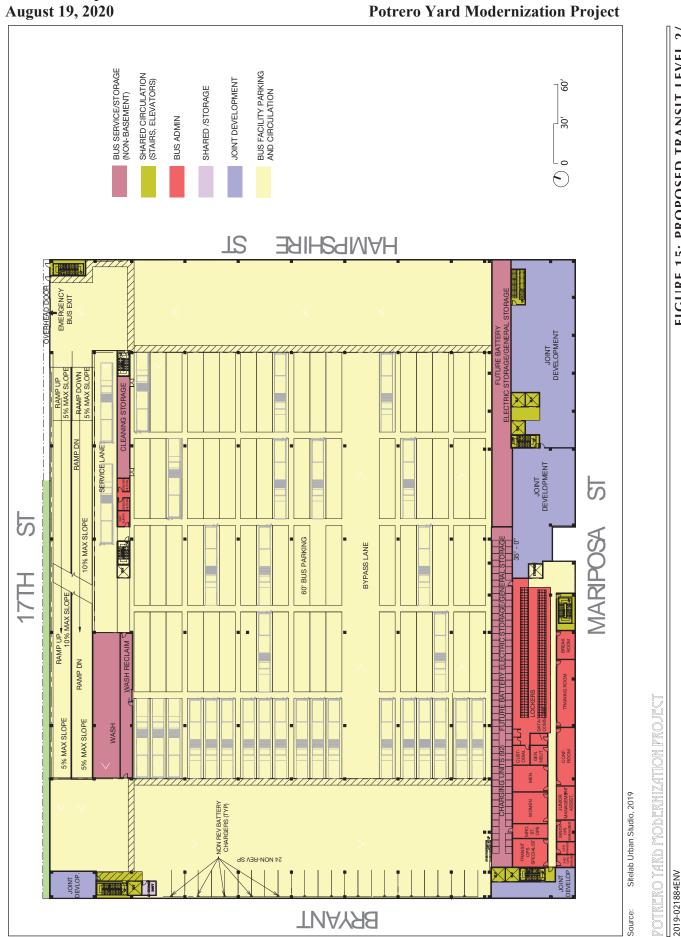
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# Notice of Preparation of an EIR

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JOINT DEVELOPMENT FLOOR 3 FIGURE 15: PROPOSED TRANSIT LEVEL 2/

#### Proposed Transit Level 3 (Joint Development Fourth and Fifth Floors)

Transit Level 3 would provide drive aisles and stacked bus coach parking for 40- and 60-foot-long buses (85 spaces for 60-foot-long buses, more spaces if the buses are 40 feet long) with dedicated zones for electric charging infrastructure (see **Figure 16: Proposed Transit Level 3/Joint Development Floor 4**). Ramps are proposed along the north property line. Approximately 70 parking spaces and five electric vehicle charging stations would be dedicated for large and standard non-revenue vehicles. This level may also provide a bus wash bay with a dedicated water reclamation equipment area; a transit operations, equipment storage, and component rebuild assembly room; and associated storage, support and supervisory areas.<sup>39</sup>

Transit Level 3 would also encompass the fourth and fifth joint development floors, with potential for residential units and circulation space along Mariposa Street (see Figure 16 and Figure 17: Proposed Joint Development Floor 5).

#### Proposed Joint Development Sixth Floor

The sixth joint development floor would include residential units and circulation space, and may include a residential common area and property management office along Mariposa Street (see Figure 18: Proposed Joint Development Floor 6).<sup>40</sup>

#### Proposed Joint Development Seventh to Thirteenth Floors

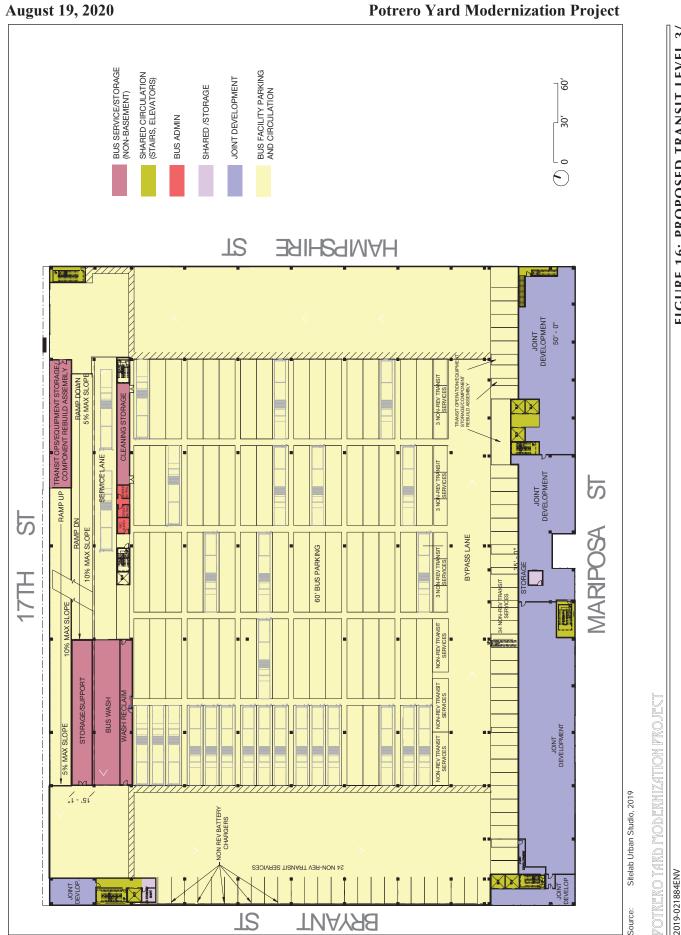
The joint development above the replacement transit facility would include residential units and circulation space (see **Figure 19: Proposed Joint Development Floors 7-13**). Residential structures would rise from three to seven stories above the replacement transit facility.<sup>41</sup> Up to 91,000 square feet of residential common open space could be developed on top of the replacement transit facility.

<sup>&</sup>lt;sup>41</sup> Sitelab Urban Studio, Potrero Yard Planning Application, Sheet 09, November 20, 2019.



<sup>&</sup>lt;sup>39</sup> HDR, SFMTA Potrero Scenario 2 (3-Level), Sheets A-105 (Bus Level 3 – 4th Floor – Overall Plan) to A-105I (4th Floor - Area I) and Sheets A-106 (5th Floor – Overall Plan) to A-106I (5th Floor – Area I), February 20, 2019, and Sitelab Urban Studio, Potrero Yard Planning Application, Sheet 14, November 20, 2019.

<sup>&</sup>lt;sup>40</sup> Sitelab Urban Studio, Potrero Yard Planning Application, Sheet 08, November 20, 2019.

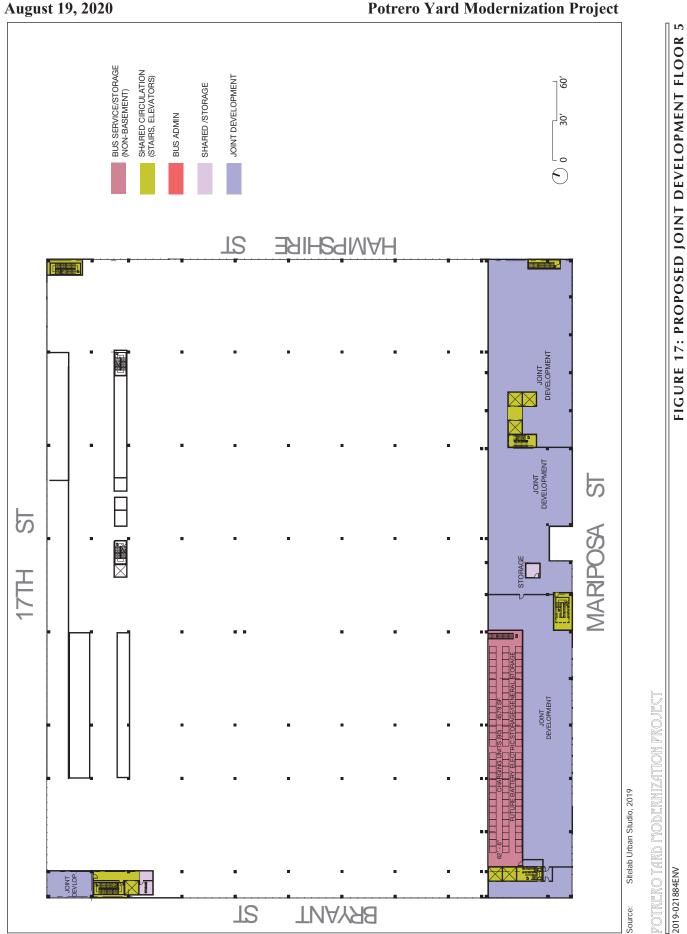


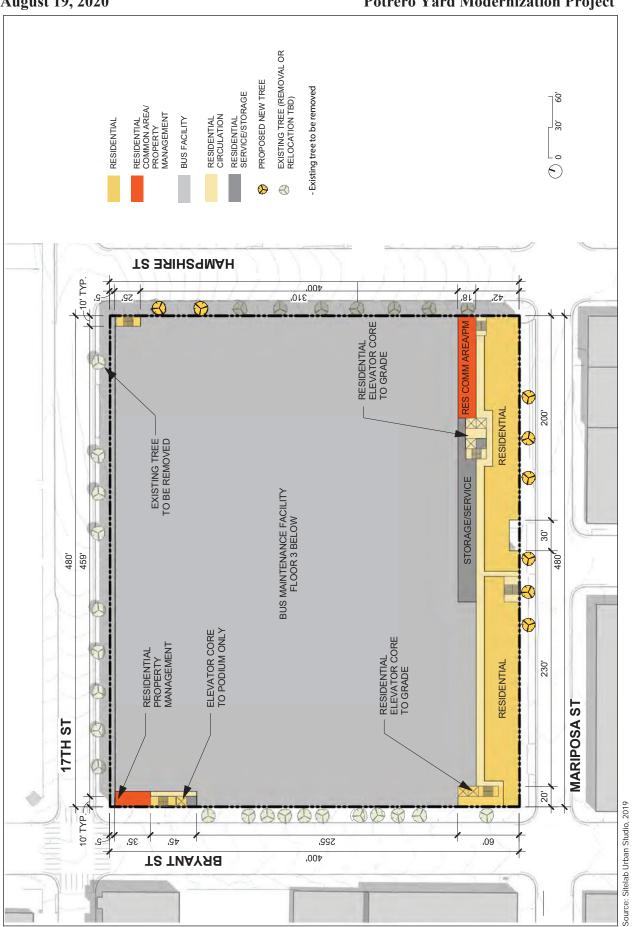
# Notice of Preparation of an EIR

## Case No. 2019-021884ENV

JOINT DEVELOPMENT FLOOR 4

FIGURE 16: PROPOSED TRANSIT LEVEL 3/



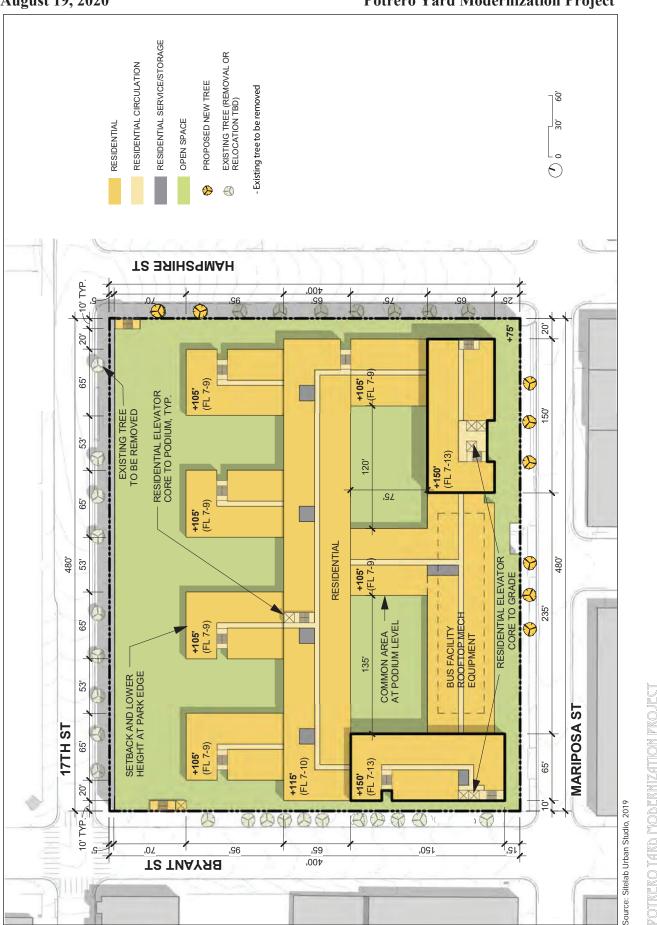


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FIGURE 18: PROPOSED JOINT DEVELOPMENT FLOOR 6



#### Case No. 2019-021884ENV Potrero Yard Modernization Project

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FIGURE 19: PROPOSED JOINT DEVELOPMENT FLOORS 7-13

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#### Proposed Changes in Street Rights-of-Way

The proposed project includes changes within the Mariposa Street, 17th Street, Bryant Street, and Hampshire Street rights-of-way (see **Figure 3**, p. 12). To the extent feasible, all proposed changes would conform to the guidelines in the Better Streets Plan and the Mission District Streetscape Plan<sup>42</sup> as well as the requirements of the SFMTA, the San Francisco Public Utilities Commission, and the Bureau of Urban Forestry. Many of these changes would require further engineering, public input, and review to confirm feasibility and desirability.

The project proposes to retain existing mature street trees along 17th and Hampshire streets, plant new street trees, install street lighting, install pedestrian bulbouts and pedestrian ramps, attach overhead catenary system cables to the proposed building, and remove catenary poles from the sidewalk. The proposed project would also move overhead utilities underground if and where it is feasible.

#### Pedestrian Network

The existing bus storage yard (south fence) encroaches on the Mariposa Street sidewalk, narrowing the existing sidewalk width along the western half of the Mariposa site frontage to 7 feet. The footprint of the replacement transit facility would be moved back to the property line, which would enable the project to effectively widen the Mariposa Street sidewalk to at least 12 feet. The proposed project would maintain all other sidewalks at 15 feet wide.

The proposed project would also construct the following pedestrian network improvements, including all necessary striping and lighting, pending further feasibility analysis:

- bulbouts at the northeast corner of Bryant and Mariposa streets projecting into both Bryant and Mariposa streets
- bulbout at the northwest corner of Hampshire and Mariposa streets projecting into Hampshire Street
- curb ramps for pedestrian crossings adjacent to the project site and a curb ramp on the southeastern side of the Mariposa/York street intersection facing Mariposa Street
- continental style crosswalks at all approaches at the intersections of Hampshire/17th streets, Hampshire/Mariposa streets, and Mariposa/York streets
- a raised crosswalk and a rectangular rapid flash beacon for the pedestrian crossing of 17th Street at Hampshire Street

#### **Bicycle Network**

The project would convert the existing striped and partially protected bicycle lanes into green protected, widened bikeways in both directions on the segment of 17th Street between Bryant and Hampshire streets. This change would require the elimination of parallel parking on the north side of 17th Street. If not feasible,

<sup>&</sup>lt;sup>42</sup> San Francisco Planning Department, Mission District Streetscape Plan, available at <u>https://archives.sfplanning.org/CDG/CDG\_mission\_streetscape.htm</u>, accessed July 10, 2020.



the SFMTA would raise the bike lane on the south side to sidewalk level, apply green paint, and install "safe hit posts".

#### Bus Stops

The proposed project would not change existing bus operations in the vicinity of the project site, i.e., remove or relocate bus stops. The northbound and southbound Muni bus stops on the southeast (adjacent to the project site) and southwest corners of Bryant and 17th streets would remain. The existing northbound and southbound Muni bus stops on the southeast and northwest corners of Bryant and Mariposa streets, respectively, would potentially include new shelters, transit notification systems, and additional street lighting, as necessary.

#### Parking and Loading

The proposed project would maintain perpendicular on-street parking on the west side of Hampshire Street adjacent to the project site but would eliminate several spaces to accommodate a pedestrian bulbout and accompanying passenger loading zone at Mariposa Street. Parking on the east side (across from the project site) would be converted to parallel parking, eliminating several spaces. Parking would also be eliminated and prohibited on the east and west sides of Hampshire Street within 10 feet of the intersection of 17th and Hampshire streets. Other changes include the following:

- eliminating parallel parking on the north side of 17th Street between Bryant and Hampshire streets starting approximately 230 feet east of the intersection of Bryant and 17th streets to gain more width for protected bike lanes
- removing parking spaces along the north side of Mariposa Street and restriping as a no parking zone
- installing audible and/or visual warning systems to alert pedestrians and/or bicyclists as buses, non-revenue vehicles, and other SFMTA vehicles exit onto Mariposa and 17th streets

The primary loading areas for the SFMTA and for the proposed residential use would be located in the proposed basement level, accessed via a 20-foot-wide ramp on Mariposa Street east of Bryant Street. A secondary off-street loading area for the SFMTA would be located on the ground floor. In addition, limited curb areas would be restriped for passenger and commercial loading, with two accessible 60-foot-long passenger loading zones proposed along Bryant and Hampshire streets, immediately north of Mariposa Street; and a 40-foot-long commercial loading zone proposed along Bryant Street, immediately north of the proposed passenger loading zone (see **Figure 3**, p. 12).



#### Access and Site Circulation

Primary vehicular access to and from the site would be from Mariposa Street (see Figure 3, p. 12):

- The four bus entry bays between York and Hampshire streets would be accessed via two separate curb cuts, an approximately 47-foot-wide curb cut near Hampshire Street and an approximately 63-foot-wide curb cut near York Street.
- The three bus exit bays between Bryant and York streets would be exited via an approximately 97-foot-wide curb cut.
- The existing 30-foot-wide curb cut on Mariposa Street (near Bryant Street) would be reduced to an approximately 20-foot-wide curb cut that would accommodate loading and delivery and other joint development and transit facility space needs.

The existing 52-foot-wide curb cut and driveway on 17th Street would be relocated east closer to Hampshire Street and reduced in width to 42 feet. It would function as an emergency exit for buses and non-revenue vehicles.

Work bays on Transit Level 1 would be accessed via drive aisles associated with the two westernmost entry bays from Mariposa Street. Buses and non-revenue vehicles would use the ramps at the north side of the building to access work bays and parking spaces on Transit Levels 2 and 3 as well as parking spaces on Transit Level 1 via an at-grade level bypass ramp (see **Figure 12** and **Figure 13**, pp. 25 and 27). The ramps and drive aisles would route all buses and non-revenue vehicles south toward the Mariposa Street exits.

The proposed basement level would accommodate building services and battery electric infrastructure for the SFMTA and the joint development components providing tenant storage; dumpsters for refuse, recycling, and compost; parking for bicycles (class 1) and car-share vehicles (12); and two loading docks. Internal circulation on this level would accommodate service delivery vehicles for the proposed transit, residential, and commercial uses and for refuse collection.

SFMTA staff would access the replacement transit facility through a ground-floor lobby on Mariposa Street. The residential component of the proposed project along the southern and western perimeter of the replacement transit facility, as well as the residential development atop the replacement transit facility, would be accessed through ground-floor lobbies, shown on Mariposa and Bryant streets (see **Figure 13** and **Figure 14**, pp. 27 and 28). Shared elevators and stairs would be located at the northwest, southwest, and southeast corners of the proposed building.<sup>43</sup>

<sup>&</sup>lt;sup>43</sup> HDR, SFMTA Potrero Scenario 2 (3-Level), Sheet A-102 (1st Floor Overall Plan), June 14, 2019.



#### Proposed Landscaping and Open Space

#### Landscaping

The proposed project would include a 5-foot-wide planting strip along the length of the 17th Street frontage (up to 2,140 square feet). No additional at-grade landscaping is proposed as part of the project; however, common open space serving the residents (and possibly SFMTA employees) could be developed on top of the replacement transit facility.

Construction of the proposed project would require the removal, retention, and/or replacement of the 27 existing street trees along 17th, Bryant, and Hampshire streets. The project sponsor would plant new street trees on the adjacent sidewalks, including new trees to replace any removed, in compliance with the planning code, the public works code, and the Better Streets Plan.<sup>44</sup> Specific streetscape changes related to the retention and planting of existing and new street trees would include the following:

- On 17th Street, the existing mature trees would be retained, except for those that would conflict with the proposed location for the emergency bus exit, and new street trees would be planted.
- On Bryant and Hampshire streets, trees located in the middle of the sidewalk may be replaced with new street trees.
- On Mariposa Street, approximately six trees are proposed in locations that would not conflict with bus driveways.

#### **Open Space**

Common and private open space is proposed for the residential uses in accordance with the requirements set forth in section 135 of the planning code. Up to 91,000 square feet of common open spaces is proposed as part of the project. During review of the proposed project's detailed design, the SFMTA would determine the feasibility of designating onsite open space for SFMTA staff and/or public use. The overall final design and allocation of common open space for the proposed project may be modified throughout the planning entitlement process.

#### **Proposed Stormwater Management**

The project site is served by the San Francisco Public Utilities Commission's combined sewer system, and the entire site is covered with impervious surfaces. Implementation of the proposed project would disturb more than 5,000 square feet of impervious ground surface. Thus, the City's Stormwater Management Requirements and Design Guidelines are applicable and Preliminary and Final Stormwater Control Plans will be submitted to the San Francisco Public Utilities Commission for review.<sup>45</sup> The proposed project would cover the entire lot (except for a 5-foot-wide landscaping strip along 17th Street) and would

<sup>&</sup>lt;sup>45</sup> San Francisco Public Utilities Commission, <u>https://sfwater.org/index.aspx?page=1006</u>, accessed July 24, 2020.



<sup>&</sup>lt;sup>44</sup> See planning code sections 138.1 and 428 and public works code sections 805(a) and 806(d) for specific requirements related to tree planting and allowable waivers due to site constraints.

incorporate best management practices to ensure proper onsite retention and management of stormwater to meet the requirements of the stormwater management ordinance. The project's detailed final design will address these requirements and incorporate measures to reduce the stormwater runoff rate and volume, such as site-wide stormwater retention and rainwater capture and treatment systems, to provide a non-potable water supply for the replacement transit facility's bus wash bays, toilet and urinal flushing, and landscaping.

#### **Proposed Sustainability Program**

It is anticipated that the proposed building (including the transit facility and joint development components) would be designed to meet United States Green Building Council and Leadership in Energy and Environmental Design (LEED) requirements. The proposed sustainability strategies would comply with state, regional, and local green building requirements as set forth in the California Green Building Standards Code, the San Francisco Green Building Code, and chapter 7 of the environment code to obtain LEED Gold certification. The sustainable design building systems could include, but would not be limited to, development of electrical infrastructure capable of supplying electricity for electric vehicle charging of the fleet, and other strategies or mechanisms, such as daylight harvesting through the use of a network of occupancy and vacancy sensors<sup>46</sup>; the use of solar photovoltaic panels on rooftops to produce on-site power; green roofs to minimize heat island effects<sup>47</sup>; and use of Title 24-compliant components for plumbing and other building systems such as heating, ventilation, and air conditioning.<sup>48</sup>

#### **Project Construction**

#### **Construction Duration**

The SFMTA estimates that construction of the proposed project would take three to four years to complete, with construction beginning in 2023 and building occupancy by the end of 2026.<sup>49</sup>

The three- to four-year construction period would include some overlapping phases of demolition, excavation, foundation work, and building construction. Demolition would last approximately two months. Excavation, shoring, grading, and installation of piles for the foundation system would last approximately six months. Completion of the foundation system and basement construction would last approximately two months. Building construction would last approximately 26 months with paving and architectural coating estimated to take a total of two months.

<sup>&</sup>lt;sup>49</sup> BASELINE Environmental Consulting, Air Quality and Health Risk Assessment Methodology, Appendix A, SFMTA and Public Works Construction Schedule and Equipment List, July 2020.



<sup>&</sup>lt;sup>46</sup> A building control system that reduces demand for artificial light in building interiors when daylight is available thus reducing energy demand.

<sup>&</sup>lt;sup>47</sup> The combined effect of heat generated from use of mechanical equipment and heat trapping/reflectivity characteristics of impermeable surfaces on rooftops and other land, such as paved roadways and parking lots, that increases ambient temperatures in urbanized areas and increases energy demand for building cooling.

<sup>&</sup>lt;sup>48</sup> HATCH, HDR, Sitelab, VerPlanck, and CHS, Potrero Yard: 3-Level Bus Facility Design Criteria Document, June 2019, Section 4.4 (Sustainability), Section 4.12 (Electrical), Section 5.3 (Exterior Enclosure), Section 5.8 (Plumbing), and Section 5.10 (HVAC), pp. 36-38, 46, 48-50, 71, 84, 88, 95, and 103-104.

Construction-related activities would typically occur Monday through Saturday, between 7 a.m. and 8 p.m., with most work occurring between Monday through Friday. Nighttime construction is anticipated for certain activities such as major concrete pours; however, construction on Sundays and major legal holidays is not anticipated.

#### **Construction Staging**

Construction staging would occur on site and on the surrounding sidewalks. There would be no pedestrian access to the sidewalks surrounding the site for most or all the construction period. The existing bus stop at the southeast corner of Bryant and 17th streets would be relocated or removed. Hampshire Street between 17th and Mariposa streets would be partially closed on a temporary, as-needed basis to provide additional space for laydown and staging.

#### Demolition, Excavation, and Foundation

Site preparation would begin with demolition and clearing of the existing building, vehicle service pits, foundations, control booth, and paved areas on the east side of the project site. On the west side the paved areas of the bus storage yard, obsolete utilities, overhead catenary system support poles and cables, bus wash station infrastructure, surround retaining walls and fencing, and any other at-grade elements including the adjacent sidewalks would be demolished. All demolition debris would be removed from the site.

Construction of the proposed building would require excavation to a depth of approximately 35 feet below ground surface across the full site, with slightly greater excavation for vehicle maintenance pits (i.e., lower level work areas) and elevator pits. Assuming full demolition and excavation to a depth of 35 feet across the whole site, approximately 248,900 cubic yards of soils would need to be removed from the site. Dewatering and pre-treatment prior to release to the combined sewer system would be required given anticipated excavation depths beneath the groundwater table.<sup>50</sup>

Below-grade excavation would require the replacement of some or all the retaining walls along the north, east, and west sides of the site, and temporary shoring would be needed to support the planned cuts for the final basement configuration. The proposed foundation system would consist of a shallow foundation of spread footings at column locations or a structural mat slab bearing on bedrock along the northeast portion of the site with a deeper foundation bearing on pile groups to support development in other areas of the site.<sup>51</sup> The project would include a deep foundation system supported by driven steel H-piles; however, non-displacement auger cast in place piles are also identified as an option in the Geotechnical Report.

<sup>&</sup>lt;sup>51</sup> ARUP/RYCG, SFMTA Potrero Yard Facility Rebuild Geotechnical Engineering Report, November 11, 2019, pp. 27-39.



<sup>&</sup>lt;sup>50</sup> ARUP/RYCG, SFMTA Potrero Yard Facility Rebuild Geotechnical Engineering Report, November 11, 2019, p. 22.

#### **Estimated Construction Costs**

In July 2019, construction costs for the replacement transit facility and joint development (including the residential [market rate and below market rate] and commercial components) were estimated at approximately \$495 million in 2019 dollars.

#### **PROJECT VARIANTS**

The SFMTA is considering four proposed variants. The first two variants are the same as the proposed project except for the specific variation described. The last two variants are also similar to the proposed project but would require site program revisions. Each of the variants will be described and analyzed in the EIR in more detail:

- **Emergency Exit Relocation Variant:** Relocation of the proposed emergency exit from 17th Street west of Hampshire Street to Hampshire Street south of 17th Street.
- Joint Development Lobby Variant: Relocation of the joint development lobby off Mariposa Street to Hampshire Street.
- Active 17th Street Variant: Site program revision to include active uses along 17th Street frontage, including internal relocation of ramps from the north portion of the site to a more southerly location.
- **Employee and Family Support Variant:** Site program revision to include childcare, or related use, in the space identified in the proposed project for ground-floor commercial use.

#### ANTICIPATED PROJECT APPROVALS

Implementation of the proposed project or its variants would require changes to the existing development controls for the project site through planning code and zoning map amendments, including changes to accommodate the newly proposed mix of land uses and the proposed building's height/bulk. The following is a preliminary list of anticipated approval actions for the proposed project or its variants and is subject to change. These approvals may be considered by City decision-makers in conjunction with the required environmental review, but they may not be granted until the required environmental review has been completed.

#### Actions by the Planning Commission

- Certification of Environmental Impact Report (EIR) and adoption of findings under CEQA
- Adoption of Findings of Consistency with the general plan and priority policies of planning code section 101.1
- Recommendation to the Board of Supervisors to amend the general plan, including but not limited to the Mission Area Plan and the Urban Design Element
- Recommendation to the Board of Supervisors to amend the Planning Code and Zoning Maps by 1) establishing a Special Use District (SUD) to accommodate residential and commercial uses and to designate the boundaries of the SUD; (2) potentially changing the underlying zoning from P (Public) to a mixed-use designation; and (3) changing the height and bulk designation from 65-X



to a designation that accommodates and describes the proposed heights of the proposed project including allowing heights to a maximum 150 feet

• Approval either through a Conditional Use authorization under Planning Code section 303, Large Project authorization under Planning Code section 329, or something uniquely tailored to the proposed project to be further described in the SUD

#### Actions by the Board of Supervisors

- Adoption of findings under CEQA
- Adoption of Findings of Consistency with the general plan and priority policies of planning code section 101.1
- Approval of amendments to the general plan, planning code, and zoning map

#### Actions by Other City Departments

- San Francisco Public Works
  - o Actions and approvals related to its jurisdictional authority
- San Francisco Municipal Transportation Agency
  - o Actions and approvals related to its jurisdictional authority
- San Francisco Department of Building Inspection
  - Approval of demolition, excavation, grading, and building permits
  - Other actions and approvals related to its jurisdictional authority
- San Francisco Public Utilities Commission
  - o Actions and approvals related to its jurisdictional authority
- San Francisco Recreation and Park Commission
  - Actions and approvals related to its jurisdictional authority
- San Francisco Department of Public Health
  - Approval of a site mitigation plan per San Francisco Health Code article 22A (Maher Ordinance)
  - Approval of a construction dust control plan per San Francisco Health Code article 22B (Construction Dust Control Ordinance)
  - o Other actions and approvals related to its jurisdictional authority

#### Actions by Other Government Agencies

- Bay Area Air Quality Management District
  - Approval of any necessary air quality permits for installation, operation, and testing (e.g., Authority to Construct/Permit to Operate) for individual air pollution sources, such as boilers and emergency standby diesel generator
  - Approval of the Asbestos Dust Mitigation Plan for construction and grading operations per California Code of Regulations Title 17, section 93105



#### SUMMARY OF POTENTIAL ENVIRONMENTAL ISSUES

The proposed project or its variants could result in potentially significant environmental effects. The planning department will prepare an initial study and an environmental impact report (EIR) to evaluate the physical environmental effects of the proposed project or its variants in accordance with CEQA. The initial study will assess both project-specific and cumulative impacts for all topics in the department's initial study checklist, and will identify which topics may show significant environmental impacts caused by the proposed project or its variants. The EIR will further examine those issues identified in the initial study as having potentially significant effects, identify mitigation measures, and analyze whether the mitigation measures would reduce the environmental effects to a less-than-significant level. The initial study will be published as an appendix to the Draft EIR and the combined document will be circulated for a minimum 45-day public review period.

Pursuant to CEQA Guidelines section 15126.6, the EIR will analyze a reasonable range of alternatives that would reduce or avoid one or more significant environmental impacts identified in the EIR and that address project objectives. The EIR will evaluate a No Project Alternative, which considers reasonably foreseeable physical conditions on the project site, as well as additional project alternatives (such as preservation alternatives) that could potentially reduce or avoid any significant environmental impacts associated with the proposed project or its variants.

The initial study and EIR will address all the environmental issue topics required under CEQA and listed in the San Francisco Planning Department's CEQA environmental checklist.

- Land Use and Planning
- Population and Housing
- Cultural Resources
- Tribal Cultural Resources
- Transportation and Circulation
- Noise
- Air Quality
- Greenhouse Gas Emissions
- Wind
- Shadow
- Recreation

- Utilities and Service Systems
- Public Services
- Biological Resources
- Geology, Soils, and Paleontological Resources
- Hydrology and Water Quality
- Hazards and Hazardous Materials
- Mineral Resources
- Energy
- Agriculture and Forestry Resources
- Wildfire

The EIR will also include a discussion of topics required by CEQA, including the proposed project's growthinducing impacts, significant unavoidable impacts, significant irreversible impacts, any known controversy associated with the proposed project and their environmental effects, and issues to be resolved by decisionmakers.

The proposed project and its variants meet all the requirements of a transit-oriented infill development project under Public Resources Code section 21099; therefore, aesthetics and parking shall not be considered in determining if the project has the potential to result in significant environmental effects. However, visual simulations will be included in the EIR project description for reference.



#### FINDING

This project could have a significant effect on the environment and a focused environmental impact report will be prepared. This finding is based upon the criteria of the state CEQA Guidelines, sections 15064 (Determining Significant Effects) and 15065 (Mandatory Findings of Significance), and upon the magnitude and nature of proposed project construction and operations as described in the above project description.

### **PUBLIC SCOPING PROCESS**

Pursuant to California Public Resources Code section 21083.9 and CEQA Guidelines section 15206, the planning department will hold a public scoping meeting using an online platform to receive oral comments concerning the scope of the EIR. The meeting will be held on **Wednesday September 2, 2020, starting at 6 p.m**. You can join the meeting via the online platform link found on the Department's webpage, sfplanning.org/sfceqadocs; or via phone, using the following phone number and meeting identification number: 888-475-4499 (Toll Free) and Meeting ID: 925 7763 0432. This is not a program of the SFMTA. The San Francisco Planning Department is the host of this scoping meeting. The purpose of the meeting is to solicit public comments on the scope of the environmental analysis being prepared for the project by the planning department. To request a language interpreter or to accommodate persons with disabilities at the scoping meeting, please contact <u>CPC.PotreroYardEIR@sfgov.org</u> or 628-652-7536 at least 72 hours in advance of the meeting.

Written comments will also be accepted at this meeting and until 5 p.m. on September 18, 2020. Written comments should be emailed to Laura Lynch, at <u>CPC.PotreroYardEIR@sfgov.org</u> (preferred) or sent to Laura Lynch, San Francisco Planning Department, 49 South Van Ness Avenue, Suite 1400, San Francisco, CA 94103, and should reference the project title and case number on the front of this notice.

If you work for an agency that is a responsible agency, we need to know the views of your agency as to the scope and content of the environmental information that is germane to your agency's statutory responsibilities in connection with the proposed project. Your agency may need to use the EIR when considering a permit or other approval for this project. Please include the name of a contact person in your agency.

Members of the public are not required to provide personal identifying information when they communicate with the Commission or the Department. All written or oral communications, including submitted personal contact information, may be made available to the public for inspection and copying upon request and may appear on the department's website or in other public documents.

8/19/2020

Date

iso /

Lisa Gibson Environmental Review Officer

