



SAN FRANCISCO PLANNING DEPARTMENT

MEMO

DATE: July 13, 2011
TO: Jan R. Hochhauser
FROM: Rick Cooper, Planning Department
RE: PPA Case No. 2011.0562U for 1946 Van Ness Avenue

1650 Mission St.
Suite 400
San Francisco,
CA 94103-2479

Reception:
415.558.6378

Fax:
415.558.6409

Planning
Information:
415.558.6377

Please find the attached Preliminary Project Assessment (PPA) for the address listed above. You may contact the staff contact, Don Lewis, at (415) 575-9095 or don.lewis@sfgov.org, to answer any questions you may have, or to schedule a follow-up meeting.

A handwritten signature in cursive script that reads "Rick Cooper".

Rick Cooper, Senior Planner



SAN FRANCISCO PLANNING DEPARTMENT

Preliminary Project Assessment

Date: July 13, 2011
Case No.: **2011.0562U**
Project Address: 1946 Van Ness Avenue
Block/Lot: 0598/010A
Zoning: RC-4 (Residential-Commercial Combined, High Density)
80-D Height and Bulk District
Van Ness Special Use District
Project Sponsor: Jan R. Hochhauser, Hochhauser Blatter Architects
(805) 962-2716
Staff Contact: Don Lewis – (415) 575-9095
don.lewis@sfgov.org

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DISCLAIMERS:

Please be advised that this determination does not constitute an application for development with the Planning Department. It also does not represent a complete review of the proposed project, a project approval of any kind, or in any way supersede any required Planning Department approvals listed below. The Planning Department may provide additional comments regarding the proposed project once the required applications listed below are submitted. While some approvals are granted by the Planning Department, some are at the discretion of other bodies, such as the Planning Commission or Historic Preservation Commission. Additionally, it is likely that the project will require approvals from other City agencies such as the Department of Building Inspection, Department of Public Works, Department of Public Health, and others. The information included herein is based on plans and information provided for this assessment and the Planning Code, General Plan, Planning Department policies, and local/state/federal regulations as of the date of this document, all of which are subject to change.

PROJECT DESCRIPTION:

The project site is located on the southeast corner of Van Ness Avenue and Jackson Street in the Nob Hill neighborhood. The proposed project would involve the rehabilitation and construction of a two-story vertical addition to the existing 46-foot-tall, four-story, approximately 25,839-square-foot, vacant, industrial building for the purpose of creating a new residential living facility with special emphasis for the cognitively impaired. The proposed project would include 55 residential care units and approximately 1,200 square feet of ground-floor commercial use. The new two-story addition would be approximately 12,930 square feet in size and would be set-back approximately five feet on both the Van Ness Avenue and Jackson Street frontages. The finished building would be six stories, 80 feet in height, and 41,582 square feet in size. The project would involve a change of use from an auto showroom/bakery to the residential care facility. The ground-floor would consist of staff and support services with a commercial space while the five stories above would each include 11 residential care units. No off-street parking is proposed. The

proposed project would provide one off-street loading space accessed from Jackson Street. The existing building was constructed in 1920 and was part of the Van Ness Automobile Survey.

ENVIRONMENTAL REVIEW:

The project initially requires the following environmental review. This review may be done in conjunction with the required approvals listed below, but must be completed before any project approval may be granted:

An **Environmental Evaluation Application** is required for the full scope of the project. Below is a list of studies that would be required based on our preliminary review of the project as it is proposed in the Preliminary Project Assessment (PPA) submittal dated May 19, 2011:

- a. *Historical Resources.* The proposed project consists of rehabilitation and a two-story vertical addition of a building constructed 50 or more years ago. Therefore, the project is subject to the Department's Historic Preservation review. Under CEQA, evaluation of the potential for proposed projects to impact "historical resources" is a two-step process: the first is to determine whether the property is an "historical resource" as defined in Section 15064.5(a)(3) of CEQA; and, if it is an "historical resource," the second is to evaluate whether the action or project proposed by the sponsor would cause a "substantial adverse change".

In a 2009 Historic Resource Survey conducted by William Kostura, the subject property was identified as eligible for listing on the California Register as an individual historic resource under Criterion 3 (Architecture).¹ Since the property was determined to be an historic resource, a Historic Resource Evaluation (HRE) report, prepared by a qualified professional, will be required. The HRE report should summarize the property's historical significance and evaluate the impacts of the project to the historic resource. It should also evaluate any indirect impacts to immediately adjacent historic resources.²

It is Staff's preliminary opinion that the project, as currently proposed, does not meet the Secretary of the Interior's Standards for Rehabilitation and that it would cause a significant adverse impact to the historic resource. The size and visibility of the proposed addition would need to be reduced substantially in order to avoid impacting the characteristic scale and massing of the historic building. If the project is not revised, it is anticipated that this impact would trigger the preparation of an Environmental Impact Report.

¹ The DPR form is attached.

² A map of known and potential historic resources in the vicinity of the project site that are identified in the City's database is attached.

- b. *Shadow Fan Analysis.* Planning Code Section 295 generally prohibits new buildings that would cast new shadow on open space that is under the jurisdiction of the San Francisco Recreation and Park Commission between one hour after sunrise and one hour before sunset, at any time of the year, unless that shadow would not result in a significant adverse effect on the use of the open space. To determine whether the proposed project would conform to Section 295, a shadow fan analysis is required. The shadow fan analysis would be used to determine if the project could create new shadow in a manner that substantially affects outdoor recreation facilities or other public areas pursuant to CEQA. The shadow study application is available online at www.sfplanning.org.
- c. *Air Quality Assessment.* The proposed project is located within a potential roadway exposure zone identified by the Department of Public Health (DPH). Given that the project proposes sensitive land uses in this potential exposure zone, the project requires an air quality assessment to determine if pollutant concentrations are above the threshold level of 0.2 micrograms per cubic meter. You may choose to have the air quality assessment prepared by a qualified firm and forwarded to DPH for review, or you may request that DPH conduct the assessment.

Should you choose to have the air quality assessment prepared by a qualified firm, please forward a description of the proposed project (including project location and a set of plans) and the results of the air quality assessment to Tom Rivard, San Francisco Department of Public Health, Air Quality Research, Planning and Policy, 1390 Market Street, Suite 210, San Francisco, CA 94102. A fee of \$520 in the form of a check payable to the Department of Public Health for four hours of project review and administrative handling must accompany the assessment.

Should you choose to have DPH prepare the air quality assessment for your proposed project, please forward a description of the project (including project location and a set of plans) to Tom Rivard at the address listed above and a fee of \$1,560 in the form of a check payable to the Department of Public Health. This fee covers 12 hours of preparation of the air quality assessment and administrative handling.

If additional work is necessary, you will be notified by DPH. You will be billed (by DPH) \$130 for each additional hour of work over the first four hours. These fees are charged pursuant to Section 31.47(c) of the San Francisco Administrative Code.

If the air quality assessment finds that concentrations of air pollutants on the site exceed action levels, mitigation measures, outlined in the guidance document, may be required to protect sensitive uses. If the project is subject to Article 38 of the San Francisco Health Code, the actions outlined within that article may be required.

- d. *Compliance with Bay Area Air Quality Management District Guidelines.* Screening results indicate that the proposed project would require a preparation of an Air Quality Technical Report (AQTR), which includes a Criteria Air Pollutant analysis and Health Risk Analysis. If the project should include a stationary source, such as a back-up generator, the Criteria Air Pollutant analysis and Health Risk Analysis must include an analysis of both the emissions and health risks from the stationary source and project-generated traffic. Prior to preparation of an AQTR, Environmental Planning must approve a scope of work for air quality analysis. The scope of work may be submitted to the Environmental Planner assigned to the project.

If the project has the potential to expose sensitive receptors to pollutant levels above thresholds set by the Bay Area Air Quality Management District, specific mitigation measures may be required and a Focused Initial Study could be required. If so, the Initial Study will help determine that either (1) the project is issued a Negative Declaration stating that the project would not have a significant effect on the environment, or (2) an Environmental Impact Report (EIR) is required to determine the project's significance on the environment. DPH is typically able to identify measures to reduce any significant impacts to a less than significant level, allowing for issuance of a Mitigated Negative Declaration.

- e. *Greenhouse Gas Analyses.* The 2010 CEQA Air Quality Guidelines provide for the first time CEQA thresholds of significance for greenhouse gas emissions. On August 12, 2010, the San Francisco Planning Department submitted to the BAAQMD a draft of the City and County of San Francisco's *Strategies to Address Greenhouse Gas Emissions*. This document presents a comprehensive assessment of policies, programs and ordinances that collectively represent San Francisco's Qualified Greenhouse Gas Reduction Strategy. The BAAQMD reviewed San Francisco's GHG reduction strategy and concluded that the strategy meets the criteria for a Qualified GHG Reduction Strategy as outlined in BAAQMD's CEQA Guidelines (2010).³ Therefore, projects that are consistent with San Francisco's GHG reduction strategy would result in less than significant GHG emissions.

In order to facilitate a determination of compliance with San Francisco's GHG reduction strategy, the Planning Department has prepared a Greenhouse Gas Analysis Compliance Checklist. Projects that are seeking a determination of CEQA GHG significance based on compliance with San Francisco's GHG reduction strategy must complete the Greenhouse Gas Analysis Compliance Checklist. The planner or CEQA consultant in coordination with the project sponsor can prepare this checklist.

- f. *Transportation Impact Study.* Based on the PPA submittal, a transportation study is not anticipated. However, an official determination will be made subsequent to submittal

³ San Francisco's *Strategies to Address Greenhouse Gas Emissions* and BAAQMD's letter are available online at: <http://www.sfplanning.org/index.aspx?page=1570>.

of the environmental evaluation application. If the project would change the streetscape on Van Ness Avenue, the design should be consistent with the Van Ness Bus Rapid Transit (BRT) policy.⁴ The proposed loading area appears to be located between the two existing curb cuts on Jackson Street. Please clarify the changes to the existing curb cuts in the site plan. Ideally, the curb cuts would be reduced to one. Please provide a description of the anticipated loading activity and frequency that would occur on Jackson Street and how trucks would maneuver into the loading space.

- g. *Noise.* The proposed development is located along a street (Van Ness Avenue) with noise levels above 75 dBA Ldn. Pursuant to the San Francisco 2004 and 2009 Housing Element Final EIR⁵, the Planning Department shall require the following:

1. The Planning Department shall require the preparation of an analysis that includes, at a minimum, a site survey to identify potential noise-generating uses within two blocks of the project site, and including at least one 24-hour noise measurement (with maximum noise level readings taken at least every 15 minutes), prior to completion of the environmental review. The analysis shall demonstrate with reasonable certainty that Title 24 standards, where applicable, can be met, and that there are no particular circumstances about the proposed project site that appear to warrant heightened concern about noise levels in the vicinity. Should such concerns be present, the Department may require the completion of a detailed noise assessment by person(s) qualified in acoustical analysis and/or engineering prior to the first project approval action, in order to demonstrate that acceptable interior noise levels consistent with those in the Title 24 standards can be attained; and

2. To minimize effects on development in noisy areas, for new residential uses, the Planning Department shall, through its building permit review process, in conjunction with noise analysis required above, require that open space required under the Planning Code for such uses be protected, to the maximum feasible extent, from existing ambient noise levels that could prove annoying or disruptive to users of the open space. Implementation of this measure could involve, among other things, site design that uses the building itself to shield on-site open space from the greatest noise sources, construction of noise barriers between noise sources and open space, and appropriate use of both common and private open space in multi-family dwellings, and implementation would also be undertaken consistent with other principles of urban design.

⁴ Information on the Van Ness Bus Rapid Transit policy is available online at <http://www.sfcta.org/content/view/306/152/>.

⁵ The San Francisco 2004 and 2009 Housing Element Draft EIR, Case No. 2007.1275E, is available online at http://sfmea.sfplanning.org/2007.1275E_DEIR.pdf.

- h. *Notification of a Project Receiving Environmental Review.* Notice is required to be sent to occupants of properties adjacent to the project site and owners of properties within 300 feet of the project site. Please provide these mailing labels at the time of submittal.
- i. *Tree Disclosure Affidavit.* The Department of Public Works Code Section 8.02-8.11 requires disclosure and protection of landmark, significant, and street trees located on private and public property. Any tree identified in this Disclosure Statement must be shown on the Site Plans with size of the trunk diameter, tree height, and accurate canopy dripline. Please submit an Affidavit with the Environmental Evaluation Application and ensure trees are appropriately shown on site plans.

Please note that the currently proposed project is not likely to qualify for a Categorical Exemption under CEQA. Additional analysis will determine if an Initial Study is required. If so, the Initial Study will help determine that either (1) the project may be issued a Negative Declaration stating that the project would not have a significant effect on the environment, or (2) an Environmental Impact Report (EIR) is required to determine the project's significance on the environment.

The environmental evaluation application is available in the Planning Department lobby at 1650 Mission Street, Suite 400, at the Planning Information Center at 1660 Mission Street, and online at www.sfplanning.org. The San Francisco Preservation Bulletin No. 16 is available at www.sfplanning.org under "Historic Preservation." To determine fees for environmental review, please refer to page one of our fee schedules, under "Studies for Projects outside of Adopted Plan Areas."

PLANNING DEPARTMENT APPROVALS:

The project requires the following Planning Department approvals. These approvals may be reviewed in conjunction with the required environmental review, but may not be granted until after the required environmental review is completed.

1. A **Shadow Study** per Planning Code Section 295, as discussed above, is required to determine if the project would cast shadow on property under the jurisdiction of the Recreation and Park Commission.
2. A **Conditional Use Authorization** per Planning Code Sections 253 and 303 is required to allow construction of a project within an RC District that is over 40 feet in height and has a street frontage greater than 50 feet.
3. A **Variance Application** per Planning Code Section 305 is required as the project is proposed within the required rear yard and the building is a legal non-complying structure. Variances from the dwelling unit exposure (Planning Code Section 140) and useable open space (Planning Code Section 135) requirements would also be required.

4. A **Building Permit Application** is required for the alteration of the existing building.

The Shadow Study, Conditional Use and Variance applications are available in the Planning Department lobby at 1650 Mission Street, Suite 400, at the Planning Information Center at 1660 Mission Street, and online at www.sfplanning.org. Building Permit applications are available at the Department of Building Inspections at 1660 Mission Street.

NEIGHBORHOOD NOTIFICATIONS AND PUBLIC OUTREACH:

Project sponsors are encouraged to conduct public outreach with the surrounding community and neighborhood groups early in the development process. Additionally, many approvals require a public hearing with an associated neighborhood notification. Differing levels of neighborhood notification are mandatory for some or all of the reviews and approvals listed above.

This project is required to conduct a pre-application meeting with surrounding neighbors and registered neighborhood groups before a development application may be filed with the Planning Department. The pre-application packet, which includes instructions and template forms, is available at www.sfplanning.org under the "Permits/Zoning" tab. All registered neighborhood group mailing lists are available online at www.sfplanning.org under the "Publications" tab.

PRELIMINARY PROJECT COMMENTS:

The following comments address specific Planning Code and other general issues that may significantly impact the proposed project:

1. The project falls within the Van Ness Special Use District. As such, the project is subject to the applicable controls as identified under Planning Code Section 243. Please refer to this Planning Code Section for additional information.
2. The building is not listed in either Article 10 or 11 of the Planning Code, and is therefore not subject to any other historic preservation review within the Planning Department.
3. As an identified historic resource, the project is eligible for use of the California Historic Building Code. In order to use this Code, which allows certain exceptions from the standard Code, the project sponsor must submit a request directly to the Department of Building Inspection.

PRELIMINARY DESIGN COMMENTS:

The following comments address preliminary design issues that may significantly impact the proposed project:

1. As previously mentioned, it is staff's preliminary opinion that the project, as currently proposed, does not meet the Secretary of the Interior's Standards for Rehabilitation and that it would cause a significant adverse impact to the historic resource. The size and visibility of the proposed addition would need to be reduced substantially in order to avoid impacting the characteristic scale and massing of the historic building. If the project is not revised, it is anticipated that this impact would trigger the requirements to prepare and certify an Environmental Impact Report. Please be aware that more detailed design comments may follow a more in depth review of the project as part of the required approvals previously listed above.

PRELIMINARY PROJECT ASSESSMENT EXPIRATION:

This Preliminary Project Assessment is valid for a period of **18 months**. An Environmental Evaluation, Conditional Use Authorization, or Building Permit Application, as listed above, must be submitted no later than **January 13, 2012**. Otherwise, this determination is considered expired and a new Preliminary Project Assessment is required. Such applications and plans must be generally consistent with those found in this Preliminary Project Assessment.

Enclosures: DPR Form
Map of Historic Resources

cc: Jan R. Hochhauser, Project Sponsor
Glenn Cabreros, Current Planning
David Winslow, Design Review Team

PRIMARY RECORD

Primary # _____

HRI # _____

Trinomial _____

NRHP Status Code 3CS

Other Listings _____

Review Code _____ Reviewer _____ Date _____

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*Resource Name or #: (Assigned by recorder) 1946-1960 Van Ness Avenue

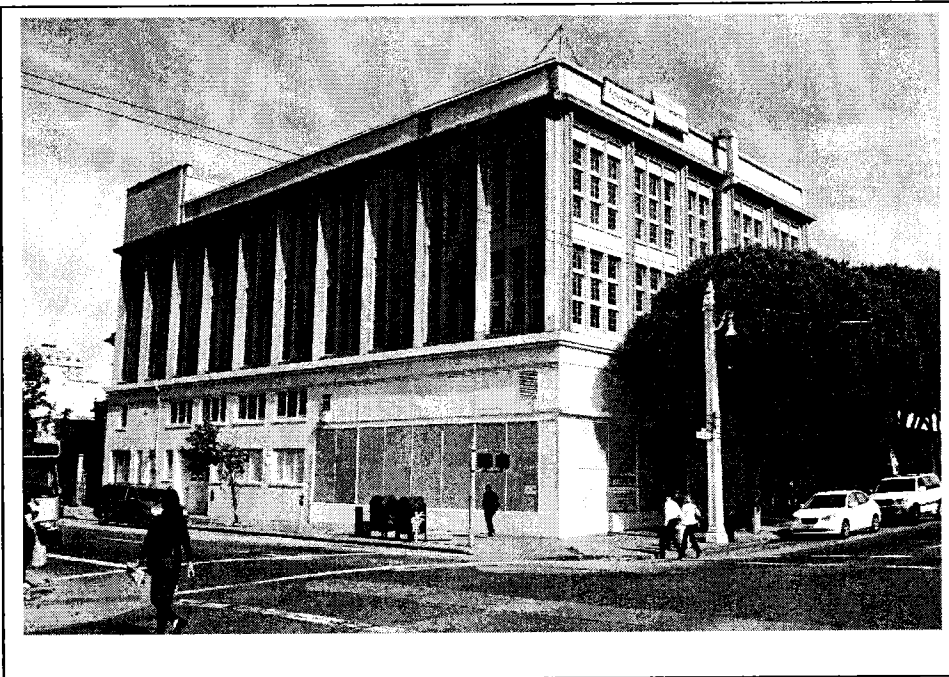
- P1. Historic name of building (if any): Duesenberg showroom/Ahrens Bakery
- P2. Location: *a: County San Francisco Not for Publication Unrestricted
- *b. USGS 7.5' Quad _____ Date _____ T _____; R _____; _____ 1/4 of _____ 1/4 of Sec _____; _____ B.M.
- c. Address 1946-1960 Van Ness Avenue City San Francisco Zip 94109
- d. UTM: Zone _____; _____ mE/ _____ mN *e. Assessor's parcel #: Block 598, lot 10A

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

This three story reinforced concrete building fills its 65' by 111'-6" lot at the southeast corner of Van Ness Avenue and Jackson Street. The building is clad in stucco that has been lightly scored to resemble masonry. In composition, the two upper stories of the Van Ness Avenue façade are divided into five bays of equal width, while the upper stories of the Jackson Street façade are divided into ten bays, also of equal width. The first story composition is different, with a single storefront running along the Van Ness Avenue side and along 40% of the Jackson Street side. The balance of the Jackson Street façade is devoted to service bays, with windows and doors loosely aligned with the division of bays above.

(See Continuation Sheet, page 2.)

*P3b Resource Attributes: HP6 – two-story commercial building



- *P4. Resources Present:
 - Building Structure Object
 - Site District Element of District Other

P5b. Description of Photo:
(View, date, accession #)
View looking southeast
June 2009

*P6. Date Constructed/Age and Source:
 Prehistoric Historic
1920; building permit

*P7. Owner and Address:

*P8. Recorded by: (Name, affiliation, and address)
William Kostura
P. O. Box 60211
Palo Alto, CA 94306

*P9. Date Recorded:
February 2010

*P10. Survey Type: (Describe)
intensive

P11. Report Citation*: (Cite survey report.) William Kostura. Van Ness Auto Row Support Structures. San Francisco Department of City Planning, 2009.

- *Attachments: NONE Location Map Sketch Map Continuation Sheet Building, Structure and Object Record
- Archaeological Record District Record Linear Feature Record Milling Station Record Rock Art Record
- Artifact Record Photograph Record Other (List)

CONTINUATION SHEET

Page 2 of 15

Resource Identifier: 1946-1960 Van Ness Avenue

Recorded by William Kostura

*Date February 2010

Continuation Update

Description (continued):

The building is almost devoid of ornament or style details. Instead of possessing ornament, the building derives its architectural expression from the rhythm and proportions of its bays, the skeletal treatment of the upper stories, and its details and texturing. In these ways it is similar to many other multi-story, reinforced concrete industrial buildings in San Francisco that date from the 1910s to the 1930s.

A plain parapet runs along the top of the building on all sides. A rectangular cornice, also plain, projects from the wall plane at the base of this parapet.

The window bays in the second and third stories are surrounded, and defined, by a horizontal molding along the top (located immediately beneath, and lending support to, the cornice) and vertical piers along the sides. All of these elements are concrete, are curved or slanted in profile, and are clad in stucco that has been scored. They have been painted a peach color that contrasts with the beige window area within each bay. The piers are crowned with leaf ornaments that meet the horizontal molding. Aside from the scoring of the stucco, these are the only decorations on the building.

Windows in these upper stories are held by a concrete frame that runs along the inside perimeter of each bay. These frames are profiled in three layers, are clad in scored stucco, and as mentioned above are painted beige, in contrast to the adjacent peach piers and molding. Mullions and transom bars divide each bay into a 3x3 grid in each story. Within each grid segment is a casement window with a sash (probably wooden, but this is uncertain) divided by muntins into nine lights. Slightly recessed spandrels can be found at the top of each bay and at the third floor level.

The first story is topped by a cornice and a blank frieze that stretch across both facades. The storefront area consists of large plate glass windows held in place by steel frames and steel muntins strips that appear to be original. The main entrance is centered in the Van Ness façade and is boarded up. The transom area between the storefront windows and the second floor frieze has been painted over.

On the Jackson Street side, east of the storefront area, four tripartite windows and one single window, each divided by muntins into smaller lights, can be found in the mezzanine area. Below these, two tripartite windows and two single windows, each of which has lost its original muntins, can be found. There are also two vehicle entrance doors at this level. Each of these has glazing divided by muntins in the upper zone and panels below. This building is one of only three in the study area with automobile-related histories that retain their original vehicle doors.

