
Cultural and Historic Resources

This chapter evaluates the cultural and historic resources impacts of the proposed Specific Plan. It describes the history of West Oakland, existing cultural and historic resources in and around West Oakland and evaluates the impacts and mitigation needs that development envisioned by the Specific Plan would have with respect to historic, archaeological and paleontological resources. Shadow impacts on historic resources are discussed in Chapter 4.1, Aesthetics, Shadow and Wind.

Cultural and Historic Setting

A brief overview of the history and development of the City of Oakland is contained in the City of Oakland General Plan Historic Preservation Element, and is hereby incorporated by reference.¹ The City Planning Department's Oakland Cultural Heritage Survey (OCHS) project² has prepared extensive neighborhood histories, thematic context statements, and individual property and district documentation that can be consulted for further information. The following discussion of the West Oakland's history is adapted in part from the Historic Preservation Element and the OCHS.

Prehistoric Setting

West Oakland was a biologically rich alluvial plain and estuarine environment between the East Bay Hills and San Francisco Bay. The natural marshland biotic communities along the edges of bays and channels were the principal source for subsistence and other activities during the prehistory of the San Francisco Bay region. Early surveys of archaeological sites in the Bay region were conducted between 1906 and 1908 by Stanford (and, later, UC Berkeley) archaeologist N.C. Nelson. Such surveys yielded the initial documentation of nearly 425 "earth mounds and shell heaps" along the littoral zone of the Bay. From these beginnings, the most notable sites in the Bay region were excavated scientifically, like the Emeryville shell mound (CA-ALA-309), the Ellis Landing Site (CA-CCO-295) in Richmond, and the Fernandez Site (CA-CCO-259) in Rodeo Valley. These dense midden³ sites, such as CA-ALA-309, have been radiocarbon dated to be 2,310 ± 220 years old, but other evidence from around the Bay suggests that human occupation in the region began earlier, at least by around 5,000 B.C. These very early sites, from the Paleoindian Period (c. 10,000 to 6,000 B.C.) and a subsequent unnamed period (c. 6,000 to

¹ City of Oakland General Plan Historic Preservation Element;1994, as amended 1998; pp. 1-2 through 1-9.

² The citywide Oakland Cultural Heritage Survey (OCHS) has given at least a preliminary rating to every visible building in Oakland. The reconnaissance survey provides estimates of building age and historical or architectural interest. The intensive survey also includes detailed research and evaluation for many specific buildings and neighborhoods.

³ A midden is a mound of domestic refuse generally containing culturally darkened soils, shells and animal bones, as well as other indices of past human life and habitation. Middens mark the site of an indigenous settlement, and may contain human burials related to that settlement.

2,500 B.C.), are not well documented in the Bay Area, as they are believed to exist under alluvial deposits that have reshaped the bayshore since the end of the Pleistocene.

The Windmill Pattern (c. 2,500 B.C. to 1,500 B.C.) is characterized by relatively sparse, small sites situated on small knolls above seasonal floodplains on valley floors. The people inhabiting the Bay Area at this time may have migrated from outside California, taking advantage of the seasonal resources afforded by rivers and marshes.

Beginning around 2,000 B.C., the bayshore and marsh-adapted peoples representing the so-called Berkeley Pattern appeared in the archaeological record. This pattern (c. 2,000 B.C. to A.D. 300) reflected a change in socioeconomic complexity and settlement patterns from earlier adaptations. This artifact pattern was represented by minimally-shaped cobble mortars and pestles, dart and atlatl hunting technology, and a well-developed bone carving industry. Given the size of these settlements, it is probable that the populations were denser and more sedentary, yet continued to exploit a diverse resource base from woodland to grassland and marshland, to bayshore and riverine resources throughout the San Francisco Bay Area. Many of the Berkeley Pattern traits diffused throughout the region and spread to the interior areas of central California during this time period. The late prehistoric period, appearing in the archaeological record as the Augustine Pattern (c. A.D. 1000 until European contact), shows substantial population growth, increased trade and social exchange networks, increased ceremonial activity, and more intensive use of acorns as a staple food in addition to fish, shellfish, and a wide variety of hunted animals and gathered plant resources. Technological changes are shown in the adoption of the bow and arrow for hunting, and use of bone awls for basketry manufacture. The people of this period were the ancestors of the groups encountered by the first Spanish explorers.

Native American Period

West Oakland lies within the region occupied at the time of historic contact by the Ohlone or Costanoan group of Native Americans. Although the term Costanoan is derived from the Spanish word *Costaños*, or "coast people", its application as a means of identifying this population is based in linguistics. The Costanoans spoke a language now considered one of the major subdivisions of the Miwok-Costanoan, which belonged to the Utian family within the Penutian language stock. Costanoan actually designates a family of eight languages spoken by tribal groups occupying the area from the Pacific Coast to the Diablo Range, and from San Francisco to Point Sur. Modern descendants of the Costanoan prefer to be known as Ohlone. The name Ohlone is derived from the Oljón tribal group that occupied the San Gregorio watershed in San Mateo County. The two terms (Costanoan and Ohlone) are used interchangeably in much of the ethnographic literature.

On the basis of linguistic evidence, it has been suggested that the ancestors of the Ohlone arrived in the San Francisco Bay area about 500 A.D., having moved south and west from the Sacramento-San Joaquin Delta region. The ancestral Ohlone displaced speakers of a Hokan language, and were probably the producers of the artifact assemblages that constitute the Augustine Pattern described. Although linguistically linked as a "family," the eight Costanoan languages actually comprised a continuum in which neighboring groups could probably understand each other. However, beyond neighborhood boundaries, each group's language was unrecognizable to the other. Each of the eight language groups was subdivided into smaller village complexes or tribal groups. The tribal groups were independent political entities, each occupying specific territories defined by physiographic features. Each tribal group controlled access to the natural resources of the territories. Although each tribal group had one or more permanent villages, their territory contained numerous smaller campsites used as needed during a seasonal round of resource exploitation.

The arrival of the Spanish in the San Francisco Bay Area in 1775 led to a rapid and significant reduction in native California populations. Diseases, declining birth rates, and the effects of the mission system served to eradicate aboriginal life ways. Brought into the missions, the surviving Ohlone, along with former neighboring groups of Esselen, Yokuts, and Miwok were transformed from hunters and gatherers into agricultural laborers. With abandonment of the mission system and the Mexican takeover in the 1840s, numerous ranchos were established. Generally, the few Indians who remained were then forced by necessity to work on the ranchos. Today, descendants of the Ohlone live throughout the Bay Area. Several of these Ohlone groups (e.g., Muwekma and Amah) have banded together as modern tribes to seek Federal recognition. Many Ohlone (both individuals and groups) are active in reviving and preserving elements of their traditional culture such as dance, basketry, and song.

Early Settlements

The lands that eventually became Oakland were part of a Spanish land grant given to Luis Maria Peralta in 1820, divided among his four sons in 1842. Most of what is now East Oakland was given to Antonio Peralta, and most of what is now North and West Oakland was given to Vicente Peralta. In 1850 a group of Yankee squatters, from the gold fields via San Francisco, landed on the Estuary west of what became Lake Merritt, hired a surveyor, laid out a town plat with their landing at the foot of Broadway, and proceeded to sell lots. The original street grid only ran west as far as Market Street and north to 14th Street, though the town that was incorporated in 1852 as Oakland extended west from the future Lake Merritt to the Bay and north to about 22nd Street.

The Planning Area encompasses approximately the west third of the original town (from the Estuary to West Grand Avenue), most of the area north from there to the annexation line of 1872 (roughly I-580) and several blocks north to 40th Street were part of the Annex of 1897 and are generally considered part of the North Oakland neighborhood of Temescal. The buildings in the area still reflect its early history, especially in the residential neighborhoods which retain remarkably intact period character. In the Prescott and South Prescott neighborhoods over half the buildings were constructed in the 1880s or earlier, while in the Clawson, McClymonds, Bunche, and Hoover-Foster neighborhoods well over half the buildings are pre-1910.

Early Oakland's development was shaped by its topography and travel patterns. The Original Town occupied a de facto peninsula, surrounded by the Lake Merritt tidal slough, the San Antonio Estuary and its marshy shores, the Bay west of Pine and Cedar Streets, and a wedge-shaped northern marsh that extended from about 16th Street north to 28th Street and beyond, and at its widest came inland as far as Adeline Street. The west part of town was isolated from the Broadway area by a slough that came north as far as 7th Street in the area around Union and Cypress Streets.

The original 1850 settlement at the foot of Broadway was sited at the one point where solid ground met the estuary. The estuary in its natural state provided only a shallow, marshy, muddy channel for water transportation to San Francisco ("the Creek Route"). The search for a better route soon led Oakland entrepreneurs west to Oakland Point, the future outer end of 7th Street. After at least one false start, in 1862-63 a half-mile railroad pier was built out over the shallow bay floor to water navigable enough for passenger transportation and small-scale local shipping. The local railroad connected West Oakland to the Broadway area and the early settlement of San Antonio in East Oakland. When the transcontinental railroad arrived in 1869, making West Oakland its land terminus, the wharf was extended out 2 miles to accommodate large ferries continuing on to San Francisco. Beginning in 1874, dredging of the Oakland estuary became a continuing project of the Army Corps of Engineers. With dredging of the harbor came use of the dredged material to fill its shores, progressively changing West Oakland's topography.

From this geographic background follows most of what exists on the land in West Oakland today. On a modern land use map, industrial areas mark almost exactly the outline of the old West Oakland marsh, while residential areas spread west and north from downtown and from the West Oakland rail yards on the historic dry land. Industrial development in the area is more or less the inverse of residential: a few pre-1906 plants directly along the water or the tracks, more numerous and more dispersed plants built in the 1910s and 20s, and the remaining historic marsh area built out in and after the 1940s. It is notable that most of West Oakland, both residential and industrial, is first-generation development.

The Railroad Era: Prescott & South Prescott

Oakland fought hard and successfully to become the western terminus of the transcontinental railroad. The local railroad in 1863 made West Oakland a viable commuter residence district; the transcontinental railroad in 1869 gave it a powerful economic base. By the early 1870s enormous Central Pacific yards were located at Oakland Point, west of Peralta Street and south of the 1st Street tracks (the 1874 Car Paint Shop still survives from this complex). Gradually expanding over the marsh, the yards were headquarters for most of the railroad's Northern California maintenance, construction, and shipbuilding operations. In the Prescott neighborhoods the railroad employed as many as half the working residents, in a wide range of jobs from car cleaner to engineer to paymaster. Residential development to accommodate these workers in the neighborhoods near the yards was so rapid and dense that the area was solidly built up by the end of the 1870s. Memoirs of West Oakland, such as one in the October 1950 West of Market Boys' Journal, regularly claim that "Everyone at the Point, be he laborer, mechanic, business or professional man were all neighbors. No class lines were drawn. No poverty, no bread lines, and few wealthy people. Wages were not large, hours of work rather long, but everyone was satisfied and happy."

The houses at Oakland Point (today's Prescott and South Prescott) are consistent with this characterization of economic diversity, smaller and larger versions of fairly standard Italianate, Stick, and Queen Anne designs, on uniform sized lots, no shacks and no mansions. The Point's biggest developer, John Ziegenbein, active from the early 1870s to 1889 building almost 300 houses, was hailed as a benefactor of working people because he sold his houses on the installment plan and built in a variety of sizes and prices. Oakland Point was an economically mixed neighborhood; owners of local industries such as Henry Dalton of the foundry at 10th and Cedar, Ira Martin Wentworth of the boot and shoe factory near the 16th Street station, and John Ziegenbein himself lived in the neighborhood side by side with railroad workers and local artisans and entrepreneurs and employees of all levels. South Prescott, "below" the 7th Street tracks, was economically somewhat less mixed, a neighborhood of very modest but nevertheless largely owner-occupied or neighbor-owned cottages. Both these neighborhoods survive remarkably intact and are considered potential historic districts.

West Oakland was also an ethnically mixed neighborhood from the beginning. The railroad yards and local parish church at the Point began with a reputation as an Irish enclave, but there were strong Scandinavian, German, and African-American presences from the beginning. From around the turn of the century large numbers of Italian, Portuguese, and Eastern European residents appeared in the neighborhood, many of them recent immigrants or San Francisco earthquake refugees, at first living together in groups of lodgers while working as laborers. By the late 1910s and 1920s many of these new immigrants had become property owners in the district, and increasingly had occupations like factory worker, driver, and a whole range of food-related jobs, reflecting the increasing amount and diversity of industry in West Oakland and in Oakland as a whole.

Oakland Point was connected with central Oakland by the local rail line along 7th Street, with stations at Wood, Center, Adeline, and Market Streets. The entire length of west 7th Street became a major

commercial, lodging, and entertainment center which survives today only in fragments (the Arcadia Hotel, the Lincoln Theater, the Brotherhood of Sleeping Car Headquarters, Esther's Orbit Room). Peralta, 8th, and 14th Streets also became significant transit streets with commercial nodes. The area around 14th, Peralta, and Center exhibits this history with a former car barn, the former Peralta Theater, and the flatiron Center Junction Cash Grocery. Corner stores, some still operating, are also scattered through the Prescott neighborhoods.

Along the Northern Railway tracks on the western shore (now the east edge of the Army Base), a narrow industrial strip developed from the earliest years: salt water baths at the end of 7th Street, the 1880s Dalton Foundry and Standard Oil's 1889 warehouse at 9th and Cedar, Lew Hing's Pacific Coast Cannery north of 11th and Pine from 1905, the 1884 Wentworth Boot and Shoe Co. and California Door Co. on the blocks immediately south of the railroad station at 16th and Wood Streets. Opposite the station a small commercial district of saloons and restaurants probably served local factory workers as much as railroad people or travelers; when the elaborate new station was built in 1910-13, a few new hotels and stores were added and still exist to convey the area's history.

Garden Suburb: De Fremery/Ralph Bunche/Oak Center

Another very early settler in West Oakland, by 1860 or soon after, was Dutch banker and farmer James DeFremery, whose house still stands at 16th and Adeline Streets (a city landmark in the Oak Center district), backed up against the innermost extension of the marsh. The residential neighborhood surrounding the DeFremery property developed somewhat later and at a more leisurely rate than Oakland Point, and generally belonged more to the economic sphere of downtown and San Francisco. Houses and lots were generally larger, and were more often developed individually as suburban custom homes. This neighborhood is divided between the present Project Area (Ralph Bunche – historically the Barstow Tract and Curtis & Williams Tract) and the Oak Center Redevelopment Area to the south.

The DeFremery family sold the house and its immediate surroundings to the city as a park in 1906, but much of the marshland to the west remained in their hands until the 1940s when it was sold for industrial development. Southwest of the DeFremerys, on the blocks around 14th and Cypress, Contra Costa Laundry was another early purchaser of open land. It became a major employer of West Oakland residents in the 19th century, an industry somewhat anomalously bordering what developed as a residential neighborhood. In the 20th century the laundry and its vicinity became the site of the Shredded Wheat, Carnation, and Coca Cola plants.

Northwest Oakland: Watts Tract/Clawson

For many years an undeveloped, mostly marshy area separated the 16th Street station and its neighboring businesses from the next stop north, Watts Station. William Watts settled in the 1850s on 158 acres between 28th and 38th Streets, from Chestnut Street to the bay, where he farmed and operated a tannery. When he arrived he was far outside Oakland on the long distance country road of San Pablo Avenue. Almost a generation later the railroad came, and in the 1870s he subdivided the land for sale. The area from the Charter Line of 1854 (22nd Street) to the Corporation Line (36th Street and extension) was annexed in 1872, the north end having by that time partly adopted the Emeryville street grid (Harlan, Haven, the streets west of Peralta to today's Ettie Street). Today this northern section west of San Pablo Avenue is known as the Clawson neighborhood, historically the Watts Tract and Peralta Homestead Tract.

The northern Watts Tract area developed fairly early, in a semi-rural way, with many houses from the 1870s and 1880s. It lay at the junction of radiating long distance roads and within easy reach of Emeryville's early ironworks, stockyards, and racetrack which employed many of the residents. Judson

Manufacturing, later Judson Steel, founded in 1882, was a major employer. There was also, from the 1880s, a community of Scandinavian seafarers in the west part of the neighborhood around Ettie Street. The Watts Tract neighborhoods grew through residential infill in the 1900s and 1910s and early industrial incursions in the 1920s. To at least the 1890s, this area was somewhat isolated from central Oakland and the rest of West Oakland by the marsh and minimal transit connections, which reinforced its rural character, its development of self-sufficient neighborhood institutions (e.g., the North Oakland Free Reading Room at 3401 Adeline Street), and its relation to the Emeryville economy.

Streetcar Suburbs: Hoover/MacArthur/McClymonds

In the early 1890s, part of a nationwide technological revolution, electric street railways spread rapidly all over Oakland and its suburbs, joining outlying towns into one large city (there were major annexations in 1891, 1897, and 1909) and promoting residential development all along the lines. The 1906 earthquake accelerated development, as many San Francisco refugees decided to stay in Oakland. This history is evident in the concentrations of Queen Anne and Colonial cottages in the Clawson and McClymonds neighborhoods and in the substantial Colonial Revival and Craftsman houses and flats that line Martin Luther King Way (formerly Grove Street), West Street, and their cross streets all the way across North Oakland and into Berkeley, filling in around the scattered Victorian horsecar-era homes. Occasional commercial nodes and apartment buildings mark the transit stops. The Grove Street electric car line in 1889 was the first in Oakland, only a year after the world's first. Clusters of matching houses in these northern neighborhoods reflect the activity of local developers including F.T. Malley, Joseph Simpson, C.M. MacGregor, and the Realty Syndicate. The neighborhood has a distinguished cultural history with early residents including labor leader C.L. Dellums, historian Delilah Beasley, and photographer Anne Brigman.

Later Industrial Development

The northwest marsh began to be developed in the 1920s in part because of advances in building technology, in part because truck transportation made it feasible to locate industry and warehousing away from railroad lines, and in part because of fill resulting from Outer Harbor development. By the mid-1930s some of the prominent industrial landmarks north of 16th and west of Cypress were already in existence - the brick warehouses at 18th and Campbell, Pacific Coast Aggregates and Merco Nordstrom Valve Co. at 24th and Peralta, and the Gantz warehouse at 32nd and Wood - though much of the area was still vacant, grass and mudflats. In 1941 the Army took over the entire Outer Harbor, and filled the area between Maritime Street and the tracks, finally land-locking the West Oakland marsh. The vacant blocks quickly filled with war-related industry (mostly metals and heavy machinery) and temporary housing for defense workers. A postwar building boom completed this northern industrial area's development with another dozen plants, still centered on heavy industrial uses (metals, construction materials, motor freight).

Later Evolution of Residential West Oakland

As early as 1915 Werner Hegemann's city plan for Oakland captioned a map of "dwellings built in Oakland in 1914" with the remark that "West Oakland has become to a considerable degree industrial and few homes of any kind are being erected." The lack of new construction also simply meant that as a residential neighborhood West Oakland was fully built up: a look at Oakland Point or any of the other West Oakland residential neighborhoods shows that there was virtually no room for new construction of houses. But the reputation of the neighborhood was changing. The construction of the Shredded Wheat plant at 14th and Union in 1915 was said to mark the end of today's Oak Center-Ralph Bunche as a desirable residence district, and those who could afford it and found the changes in the old

neighborhoods objectionable were beginning to move to the new tracts of bungalows and larger houses which developed in the lower hills in the building boom that followed the 1906 earthquake. West Oakland went on to another notable role as “the Ellis Island of the East Bay” and “a place to start from” that is only now beginning to be appreciated by historians.

When the city was zoned for the first time in the early 1930s, West Oakland (everything west of Market except a small residential core south and east of DeFremery Park that is today’s Oak Center) looked like a suitable site for industry to the city’s planners. Not much industry ever actually replaced houses except on the fringes, but maintenance, morale, and property values suffered. In 1936-38, City and WPA studies were undertaken toward siting a federal low-rent housing project in Oakland. Two West Oakland sites, Peralta Villa just east of Cypress, and Campbell Village in the heart of Oakland Point, were selected for redevelopment, over the protests of citizens who insisted that they had a healthy neighborhood of sound, owner-occupied houses, strong neighborhood spirit, and a large African-American community whom the authorities were suspected of targeting for removal. By the time the projects were completed the U.S. was in World War II and both sites were converted to defense worker housing. The Moore and Bethlehem shipyards along the estuary, which had kept alive since World War I by manufacturing structural steel, mobilized to far beyond their 1914-18 size. To staff these industries, labor recruiters brought large numbers of both white and black workers from the South. Oakland’s African-American population more than quintupled during the war years, and many of the newcomers settled in the established community in West Oakland.

In the mid-1950s industrially zoned, largely minority West Oakland was cut in half by a major public works project, the Cypress Freeway. In the following decades, several more housing projects were built in West Oakland: the Acorn and neighboring projects south of Oak Center, Westwood Gardens in Prescott, and Chestnut Court in McClymonds. Between 1969 and 1972 the new main Post Office and West Oakland BART Station destroyed the 7th Street commercial strip and the entire Gibbons Tract west of South Prescott. In 1989 the Loma Prieta earthquake damaged many of the area’s historic buildings, brought down the Cypress Freeway, and prompted a new look at West Oakland.

Physical Setting

A records search was conducted by the California Historical Resources Information System (CHRIS) Northwest Information Center (NWIC) at Sonoma State University in Rohnert Park (File No. 12-0390). The records search, which encompassed the Planning Area and a radius of 0.5 miles, was conducted to determine whether known cultural resources had been recorded within or adjacent to the Planning Area and to assess the likelihood of unrecorded cultural resources based on historical references and the distribution of nearby sites. The records search included review of pertinent NWIC base maps that reference cultural resources records and reports, historic period maps, and literature for Alameda County, as well as the State Office of Historic Preservation Historic Property Directory (OHP HPD)⁴ which lists numerous addresses within the Planning Area. There is record of 59 historic architectural and archaeological studies that cover approximately 50 percent of the Planning Area, generally concentrated in the western portion of the Planning Area, west of Poplar Street.⁵

⁴ The OHP HPD includes listings of the California Register of Historical Resources, California State Historical Landmarks, California State Points of Historical Interest, and the National Register of Historic Places.

⁵ California Historical Resources Information System Northwest Information Center, NWIC File No.: 12-0390, Record Search Results for the Proposed West Oakland Specific Plan, City of Oakland, CA, November 15, 2012.

Historical Resources Definition

Oakland Cultural Heritage Survey

The Oakland Cultural Heritage Survey (OCHS) is the City Planning Department's comprehensive citywide inventory of historic buildings and districts. Since 1979, the OCHS has created and maintained an inventory of historic resources throughout the City, providing a basis for many of the policies in the Historic Preservation Element. Every property in Oakland has at least a preliminary rating and estimated construction date from Reconnaissance Surveys conducted in 1985-1986 and 1996-1997. These preliminary surveys are intended to be confirmed or modified over time by the OCHS Intensive Surveys. Inclusion of a property in the Survey has no direct regulatory effect; however, the ratings provide guidance to city staff and property owners in design review, code compliance, and similar ongoing city activities. The Intensive Survey formal evaluation is based on the following criteria:

- *Visual Quality/Design*: Evaluation of exterior design, interior design, materials and construction, style or type, supporting elements, feelings of association, and importance of designer.
- *History/Association*: Association of person or organization, the importance of any event, association with patterns of history, and the age of the building.
- *Context*: Continuity and familiarity of the building within the city, neighborhood, or district.
- *Integrity and Reversibility*: Evaluation of the building's condition, its exterior and interior alterations, and any structural removals.

Survey ratings describe both the individual building and its neighborhood context. The OCHS rates individual properties using a five-tier rating system:

- *"A" - Highest importance*: Of exceptional historical or architectural value, outstanding example, clearly eligible for the National Register of Historic Places (National Register).
- *"B" - Major importance*: Major historical or architectural value, fine example, probably eligible for the National Register.
- *"C" - Secondary importance*: Superior or visually important example, very early, or otherwise noteworthy; these properties "warrant limited recognition" but generally do not appear individually eligible for the National Register (although they may contribute to a district).
- *"D" - Minor importance*: Typical or representative example of a type, style, convention, or historical pattern. Many "D" and lower-rated properties are Potential Designated Historic Properties (PDHPs), either because they have higher contingency ratings or because they contribute or potentially contribute to a district.
- *"E" - of no particular interest* - Not representative of any important pattern and visually undistinguished. May have higher contingency rating.
- *"F" or "*" - not rated* because recent or totally modernized. Some of these also have higher contingency ratings.

This letter rating is termed the Individual Property Rating of a building. Properties with conditions or circumstances that could change substantially in the future are assigned both an "existing" and a "contingency" rating. The existing rating (UPPER CASE letter) describes the property under its present condition, while the contingency rating (lower case letter, if any), describes it under possible future circumstances, e.g., when older, with new information, or if restored.

Individual properties are also given a Multiple Property Rating (1, 2, or 3) based on an assessment of the significance of the area in which the property is located. Properties within an Area of Primary Importance (API: areas that appear eligible for the National Register) are rated “1,” those located in an Area of Secondary Importance (ASI: likely not eligible for the National Register) are rated “2,” and those outside an identified district are rated “3.” For properties in districts, a plus (+), minus (-), or asterisk (*) symbol indicates respectively whether the property contributes to the API or ASI, does not contribute, or potentially contributes.

APIs are historically or visually cohesive areas or property groupings that usually contain a high proportion of individual properties with ratings of “C” or higher and appear eligible for the National Register, either as a district or as a historically-related complex. At least two-thirds of the properties must be contributors to the API, reflecting the API’s principal historical or architectural themes, and must not have undergone major alterations. APIs and their contributors are included on the Local Register.

ASIs are similar to APIs; however, remodeled buildings that are potential contributors to the ASI are counted for purposes of the two-thirds threshold as well as contributors. ASIs do not appear eligible for the National Register, usually because they are less intact or less unique than APIs.

West Oakland includes Oakland’s oldest and most historic neighborhoods, and as such has been intensively studied by the OCHS. Each of the buildings in West Oakland has been researched, evaluated, and documented in files that include photographs, construction date, survey rating, and background information on early builders, owners, and occupants. About 1,500 of the most significant buildings and districts were documented on State Historic Resources Inventory forms, which were filed with the State Office of Historic Preservation (OHP). The discussion of historic architectural resources in this chapter is based primarily on these OCHS surveys.

Historic Properties Considered Significant for Environmental Review under CEQA

In the City of Oakland, a historical resource under CEQA is defined by the City’s CEQA Thresholds of Significance Guidelines as a resource that meets any of the following criteria:

1. A resource listed in, or determined to be eligible for listing in, the California Register of Historical Resources (California Register)⁶;
2. A resource included in Oakland’s Local Register of Historical Resources (defined below), unless the preponderance of evidence demonstrates that it is not historically or culturally significant;
3. A resource identified as significant (e.g., status code 1–5) in a historical resource survey recorded on Department of Parks and Recreation Form (DPR) 523, unless the preponderance of evidence demonstrates that it is not historically or culturally significant;
4. Any object, building, structure, site, area, place, record, or manuscript which the Oakland City Council determines to be historically significant or significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California, provided the determination is supported by substantial evidence in light of the whole record. Generally, a resource is considered “historically significant” if it meets the criteria for listing on the California Register of Historical Resources CEQA Guidelines section 15064.5; or

⁶ Properties on or determined eligible for the National Register are considered to be “listed” on the California Register.

5. A resource that is determined by the City Council to be historically or culturally significant even though it does not meet the other four criteria listed here.

This is the minimum set of historic properties given consideration during CEQA environmental review, and meets the requirements of CEQA for lead agencies to consider the effects of proposed actions on historic resources.

Definition of Local Register Properties

The City of Oakland General Plan Historic Preservation Element Policy 3.8 provides the following definition of the City of Oakland's Local Register of Historical Resources (Local Register). Properties meeting this definition are considered significant historic resources for purposes of environmental review under CEQA:

- All Designated Historic Properties (Landmarks, Heritage Properties, Study List properties, Preservation Districts, and S-7 and S-20 Preservation Combining Zone properties); and
- Those Potential Designated Historic Properties (PDHPs) that have an existing rating of "A" or "B," or are located within an Area of Primary Importance (API). An API is a district that appears eligible for the National Register.

Designated Historic Properties

The Oakland Planning Code provides for five types of historic property designations: Landmarks, S-7 and S-20 Preservation Combining Zones (historic districts), Preservation Study List, and Heritage Properties. It also establishes the Landmarks Preservation Advisory Board (Landmarks Board) to oversee these properties.

- Oakland Landmarks (per Section 17.07.030(p) of the Planning Code). Properties designated as Oakland Landmarks are those having "special character or special historical, cultural, educational, architectural, aesthetic or environmental interest or value." This definition is more specifically interpreted in the Landmark Board's "Guidelines for Determination of Landmark Eligibility." Designation is through a three-step application process requiring public hearings and approval by the Landmarks Board, Planning Commission, and City Council. Landmarks are protected by Landmarks Board review of exterior alterations, and demolition of landmarks can be delayed by up to 240 days.
- Preservation Study List, Heritage Properties and Preservation Districts (per Section 17.102.060 of the Planning Code). The Preservation Study List, used in the first three decades of the Landmarks Board's existence, was defined as "a list of facilities under serious study for possible landmark designation or for other appropriate preservation action." The Landmarks Board, the Planning Commission, or the Planning Director could add properties to the list while it was active. A Heritage Property is defined in the Historic Preservation Element of the General Plan as "properties which definitively warrant preservation but which are not Landmarks or Preservation Districts." Properties are eligible for nomination if they have at least an existing or contingency "C" (secondary) rating or could contribute to a preservation district. Heritage Property can be considered a less exclusive form of Landmark designation, and is often used when property owners are entering into Mills Act contracts. Policy 2.5 of the Historic Preservation Element creates the Heritage Property designation. This designation is available to any properties with an OCHS Intensive Survey rating of "A," "B," or "C" (or an "A" or "B" rating from a Reconnaissance Survey), or which contribute to any area meeting the Preservation District eligibility guidelines. The Planning Director can postpone demolition of a

Study List/Heritage Property for up to 120 days, during which time Landmark or other preservation district designations may occur or other means to preserve the property are investigated.

- S-7 and S-20 Preservation Combining Zone (per Sections 17.84 and 17.100B of the Planning Code). The S-7 and S-20 Preservation Combining Zones are the City’s historic preservation zoning districts. Areas eligible for S-7 designation are those having “special importance due to historical association, basic architectural merit, or the embodiment of a style or special type of construction, or other special character, interest, or value.” The S-20 zone is similar to the S-7 preservation combining zone, but is designed for larger areas, often with a large number of residential properties that may not be individually eligible for landmark designation but which as a whole constitute a historic district.

Potential Designated Historic Properties - PDHPs

Under Policy 1.2 of the Historic Preservation Element, Potential Designated Historic Properties (PDHPs) are any properties that have an OCHS rating of at least a contingency “C,” or that contribute or potentially contribute to a primary or secondary district. These properties “warrant consideration for possible preservation.” PDHPs are a large group - approximately one-fifth to one-quarter of all buildings in Oakland. They are intended to be numerous enough to “significantly influence the City’s character.” The inclusion of contingency-rated properties as PDHPs is intended to highlight their value as restoration opportunities. District contributors or potential contributors are classified as PDHPs to promote preservation of Oakland’s distinctive neighborhoods.

While most PDHPs do not appear obviously eligible for the National Register or California Register and therefore (in the absence of Heritage Property designation or some other formal action) do not meet the CEQA definition of “historic resources,” they are recognized and protected under the Historic Preservation Element for their contribution to the Oakland environment. Chapter 5 of the Historic Preservation Element contains policies and actions for the protection and enhancement of PDHPs.

Historic Properties within West Oakland

There are many different programs and categories for recognizing historic value, at national, state, and local levels. It is important to recognize that categories often overlap and are always somewhat fluid. Properties can lose or regain integrity, new information may come to light about any individual property or an entire context,, younger properties may become “historic” with the passage of time, or a “fair argument” may indicate that a property should be considered significant.

There are approximately 1,421 Local Register properties within the West Oakland Planning Area, as illustrated in **Figure 4.3-1**. Of this total, the 32 designated historic properties and properties rated of the highest importance (National Register properties, Landmarks, Heritage Properties, Study List properties, S-7 Preservation Combining Zone properties, and PDHPs with an existing rating of “A”) within West Oakland are identified in **Table 4.3-1**. Other Local Register properties (the 800-plus properties in the Oakland Point API, the 600-plus S-20 Preservation Combining Zone properties in the Oak Center district, and PDHPs with an existing rating of “B”) are too numerous to individually list.

**TABLE 4.3-1
NATIONAL REGISTER PROPERTIES, LANDMARKS, HERITAGE PROPERTIES, STUDY LIST PROPERTIES,
S-7 HISTORIC ZONING PROPERTIES AND PDHPs WITH AN EXISTING RATING OF "A"
WITHIN WEST OAKLAND¹**

Address	Historic Name	APN	Local Designation	OCHS Rating	Date Built	API / ASI
1485-87 8th Street	Western Market – Father Divine's Peace Mission (Liberty Hall)	004 007900100	Landmark National Register	A1+	1877	Oakland Point API
3501 San Pablo Avenue	California Hotel	005 047900201	National Register	B+a3	1929-30	-
1601 Wood Street/ 1798 16th Street	Southern Pacific 16th Street Station	018 031001301	Landmark, National Register-eligible	-	-	-
1450-54 8th Street	Samm (Jacob) – Dalton (Henry) house	004 008100800	Landmark	Cb-1+	1877-78	Oakland Point API
1782 8th Street	Berry (E. W.) – Shorey (Wm. & Julia) house	006 003505300	Landmark/ Heritage	B-a1+	1872-73	Oakland Point API
1079-81 12th Street	Cordes (H. C.) – Hoover (Herbert) house	004 001500200	Landmark	B+2+	1892-93	Oak Center Neighborhood ASI
766-78 14th Street	Metcalf (Victor H.) house	003 007703505	Landmark	Cb+3	1909	-
954 16th Street	Holland (Daniel) – Canning (James & Mary) house	005 038500800	Landmark	A1+	1878-79	Oak Center Historic API
970-72 16th Street	Gladding (Charles) – Chickering (Wm.) house	005 038500902	Landmark	B-1+	1879-80	Oak Center Historic API
974 16th Street	Reed (George W.) – Henshaw (Edward) house	005 038501000	Landmark	B+1+	1879-80	Oak Center Historic API
1004-06 16th S Street	Quinn (Wm. H.) – Moran (James T.) house	005 038601000	Landmark	C1+	1872-73	Oak Center Historic API
1014 16th Street	Campbell (Robert A.) – Masino (A.) house	005 038601100	Landmark	A1+	1883-84	Oak Center Historic API
918 18th Street	Willcutt (Joseph) house	005 041001900	Landmark	B+1+	1889	Oak Center Historic API
730 29th Street	Oakland Laundry Co.	009 069607100	Landmark	B+3		-
1651 Adeline Street	DeFremery (Mary) – Grant (James) house	004 003501000	Landmark	A2+	1888-89	Oak Center Neighborhood ASI
1529-31 Union Street	Davison (Seymour & Lucinda) house	005 037600201	Landmark	B+a2+	1884	DeFremery Neighborhood

**TABLE 4.3-1
NATIONAL REGISTER PROPERTIES, LANDMARKS, HERITAGE PROPERTIES, STUDY LIST PROPERTIES,
S-7 HISTORIC ZONING PROPERTIES AND PDHPs WITH AN EXISTING RATING OF "A"
WITHIN WEST OAKLAND¹**

Address	Historic Name	APN	Local Designation	OCHS Rating	Date Built	API / ASI
2624 West Street	St. Augustine's Mission	009 068102500	Landmark	B+2+	1920	Herbert Hoover School Neighborhood
1716 7th Street	Brotherhood of Sleeping Car Porters Headquarters	006 001902300	Landmark-eligible	B*2+	1889-90	7th Street Commercial
1611-17 & 1619 5th Street	Davidson-Patterson buildings	004 010700100 004 010700200	Study List	B*1+	1887-88	South Prescott
1522 8th Street	Wedgewood (Chas.) – Michel (August) house	004 009301100	Study List	C1+	1878-79	Oakland Point API
1561 8th Street	Lincoln (Harry) – Williams (Katherine) house	004 009700100	Study List	B-1+	1878-79	Oakland Point API
1267 14th Street	Nabisco plant		Study List	B+a3	1915-16	
661 27th Street	Union French Bakery	009 068104101	Study List	C2+	1911-12	Herbert Hoover School Neighborhood
1909 Market Street	St. Andrew's Roman Catholic Church	005 041001601	Study List	B+3	1908-09	-
1717 Myrtle Street	Pearson (John Winfield & Allie M.) house	005 038500300	Study List	Cb+1+	1884-85	Oak Center Historic API
1600 7th Street	Flynn (Edward) Saloon – McAllister Plumbing	006 000301800	S-7 zoning	Ec2*	1885-86	-
1620-24 7th Street	Site of the former Lincoln Theater	006 000302000	S-7 zoning	-	-	-
1632-42 7th Street	Arcadia Hotel – Isaacs & Schwartz block	006 000302100	S-7 zoning	Db-2+	1906-07	-
3401-07 Adeline Street	Boman Building – North Oakland Reading Room	005 047701500	PDHP	A2+	1891	Clawson Neighborhood ASI
100-50 Linden Street	California Packing Corp. – Del Monte cannery	004 002300700	PDHP	A1+	1923	Southern Pacific Railroad Industrial API
920 Peralta Street	St. Joseph's Institute – St. Patrick's Convent	004 009102100	PDHP	A1+	1912	Oakland Point API
1340 Mandela Parkway	Coca-Cola Company Bottling Plant	004 005902501	S-20 zoning	Cb+3	1939-40	-

TABLE 4.3-1
NATIONAL REGISTER PROPERTIES, LANDMARKS, HERITAGE PROPERTIES, STUDY LIST PROPERTIES,
S-7 HISTORIC ZONING PROPERTIES AND PDHPs WITH AN EXISTING RATING OF “A”
WITHIN WEST OAKLAND¹

Address	Historic Name	APN	Local Designation	OCHS Rating	Date Built	API / ASI
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Source: Oakland Cultural Heritage Survey; Lamphier-Gregory.

¹ Local Register properties (or properties considered significant for purposes of environmental review under CEQA) within the Planning Area include those identified in this table, as well as S-20 Preservation Combining Zone properties, PDHPs with an existing rating of “B”, and properties within an API.

Within West Oakland, the following areas and properties are considered to be historic resources under CEQA:

- three **Areas of Primary Importance** (APIs) containing a total of approximately 831 contributing properties – 721 separate properties within the 840-property Oakland Point API, 84 contributing properties within the 117-property Oak Center API, and four contributing properties within the Southern Pacific Railroad Industrial API

Oakland Point API

The Oakland Point API is an area of about 47 city blocks bounded on the south by the 7th Street commercial strip, on the east by Mandela Parkway, and on the west and north by the industrial areas of the former West Oakland marsh. The Oakland Point API is one of the largest and most intact Victorian neighborhoods in Oakland, with approximately 721 contributors out of about 840 properties, the majority from the 1870s and 1880s. Predominant architectural styles are Italianate, Stick and Queen Anne, intermingled with Colonial, shingle, Craftsman, 19th century vernacular (minimally Greek revival/Italianate), and slightly Gothic.

The Oakland Point API has been formally determined eligible for the National Register under Criterion C, Architecture, and Criterion A, Patterns of History. As Architecture, it is a large and remarkably intact 19th century residential neighborhood containing distinguished individual buildings and groups, and a solid background of typical working peoples' houses of the 1860s through 1900s. It is historically significant in the areas of Exploration/Settlement as one of Oakland's oldest neighborhoods and one which sheds light on early development and house building practices; Transportation for its close association with the railroads that prompted the neighborhood's growth and employed many of its residents; and Ethnic Heritage: European and Black, as a neighborhood whose predominant character changed over the years from Irish, to Italian and Slavic, to Black, and was both a renowned melting pot and a cradle of ethnic self-help movements and institutions. Its significance is local and its period of significance as an architectural district is from 1866 – the earliest extant building in the district – to about 1910, when the post-Earthquake building boom completed the area's physical development.

Oak Center API

The Oak Center API is a Survey-identified area of about 117 buildings (84 contributors). It is generally located between 14th and 20th Streets, and Linden and Myrtle Streets, at the heart of the larger Oak Center neighborhood. Most of it is within the locally-designated Oak Center S-20 district, a well-preserved Victorian residential neighborhood, with industries on the former marsh at the west edge and several large parks and school sites scattered through the neighborhood. The neighborhood has many outstanding examples of Italianate, Stick, Queen Anne, Colonial, and Shingle architecture, and many houses still have historic fences, trees, retaining walls, and outbuildings.

With improved ferry service and arrival of the transcontinental railroad in 1869, West Oakland developed rapidly. While Oakland Point (the Prescott neighborhood) developed as a largely working class neighborhood associated with the railroad yards, Oak Center had a larger representation of middle class downtown professionals and San Francisco commuters. It represents Oakland's prosperous garden suburbs of the late 19th century. The S-20 district, the former Oak Center Redevelopment Area, has additional 20th century significance as the area where redevelopment was tamed into rehabilitation.

Southern Pacific Railroad Industrial API

The Southern Pacific Industrial API is a group of industrial buildings along the 1st Street Southern Pacific Railroad tracks from Castro Street to Chestnut Street. Contributing buildings within this API include 95 Linden Street, Standard Underground Cable Company (currently occupied by Linden Street Brewery); 101 Linden Street, California Packing Corporation – Del Monte Cannery; and 101 Myrtle Street, California Packing Corporation label plant.

- 2 properties listed on the **National Register of Historic Places** – California Hotel at 3501 San Pablo Avenue; and Liberty Hall (Western Market – Father Divine's Peace Mission) at 1485-87 8th Street. Additionally, the Mazda Lamp Works at 1600 Campbell Street is currently pursuing designation in conjunction with a Federal Investment Tax Credit project.
- 15 City of Oakland **Landmarks/Heritage Properties**
- 8 **Preservation Study List** properties
- 3 properties within the **S-7 Preservation Combining Zone** (1600-42 block of 7th Street)
- 634 properties within the S-20 Preservation Combining Zone (the Oak Center neighborhood)
- 3 PDHPs with an existing **OCHS rating of "A"**

There are also 59 PDHPs with an existing rating of "B", most of which are also included within the three Areas of Primary Importance or the Oak Center S-20 Preservation Combining Zone.

By the 2035 anticipated build-out timeframe of the Specific Plan, new information or new contexts may be discovered, altered properties may be restored, or properties that may not have been 50 years old at the time they were last surveyed may become potentially eligible for listing in the California Register or the Local Register, and therefore could at that time be considered significant historical resources for purposes of environmental review under CEQA.

Historic Properties within West Oakland Specific Plan Opportunity Areas

As is evident from Figure 4.3-1, the great majority of the Local Register properties within the Planning Area are located in the residential neighborhoods of West Oakland. About a dozen Local Register properties are located within the Opportunity Areas. The Southern Pacific Railroad Industrial API, including its three contributing buildings is entirely located within the 3rd Street Opportunity Area.

Mandela/West Grand Opportunity Area

Southern Pacific 16th Street Station (City Landmark, determined eligible for the National Register)

The Southern Pacific 16th Street Station, located at 1601 Wood/1798 16th Street, was built in 1910-12 and is an outstanding example of a Beaux Arts depot. The station area contains five related elements: main hall, baggage wing, elevated track structure, signal tower and plaza. The main hall is a high one story rectangular plan with side wings. It has a modillion cornice with balustrade, hip roof, monumental entry, and three giant arched windows. Exterior walls are brick clad with terra cotta and the roof is tiled. The foundation is concrete and the structure is steel frame with unreinforced masonry infill. The building has a granite base and ornamental metal sash. The interiors are also notable, with clear ceiling spans of over 40 feet. The baggage wing was the center of activities for the Pullman Porters and Red Caps who figure so

significantly in the cultural history of the station and the community. The two-level steel elevated track structure is the remaining piece of the elevated tracks and passenger platform for the Red Car suburban electric trains, which provided a transfer point for passengers to and from the long haul trains, which operated at grade. The signal tower is a 3-story structure located to the north of the station. The plaza is the three-quarter acre parcel east of the main hall fronting Wood Street and 16th Street. In its heyday, the station served as the west coast home of the Brotherhood of Sleeping Car Porters (BSCP), which organized the first African American labor union and played a significant role in the U.S. civil rights movement. The building remains closed since suffering damage in the 1989 Loma Prieta Earthquake, but is proposed to be rehabilitated as part of the previously approved Wood Street Project.

Oakland Warehouse Co – GE Mazda Lamp Works (National Register listing and certified tax credit project in progress)

The Oakland Warehouse Co – GE Mazda Lamp Works at 1600-14 Campbell Street occupies the entire block bounded by Campbell, Peralta, 16th, and 17th Streets. Its main buildings are an L-shaped 3-story brick building fronting on Campbell and 16th Streets, a one-story brick warehouse on Peralta, and a two-story wooden building along 17th Street. A railroad spur track runs between the Peralta Street warehouse and the rest of the complex. The middle of the block is open, and occupied by a steel tank tower (1945) and other accessory structures. The Oakland Mazda Lamp Works was part of the West Oakland marsh area which was little developed in the 19th century, but became increasingly important as an industrial area after the Southern Pacific 16th Street Station was expanded in 1910-12. The lamp works is one of the earliest industrial buildings surviving in that area, and easily the most distinguished and intact. It joined Southern Pacific, Judson Steel, and Contra Costa Laundry as a major employer of West Oakland's largely immigrant working-class population. The Oakland Mazda Lamp Works has been determined eligible for the National Register under Criterion C, architecture, as a fine example of an early 20th century industrial plant, and under Criterion A, patterns of history (commerce), as a major West Coast branch of a large national firm, General Electric, and an important industry in West Oakland, illustrating local patterns of development and employment.

Coca-Cola Company Bottling Plant

The Coca-Cola Company Bottling Plant at 1340 Cypress Street was one of many large modern food-processing factories built in Oakland in the 1920s and 1930s. At this particular corner are located the former plants of three such national firms – Coca-Cola, Nabisco, and Carnation. Incorporating numerous functions within one building, the original Coca-Cola structure included a two-story office at the corner; a two-story bottling room behind it on Mandela Parkway; one-story workshops and storage spaces along 14th and Kirkham Streets; and a warehouse and distributing room at the rear. The large yard at the rear was subsequently built over by an expansion of the plant. Built in 1940, the roughly rectangular one- and two-story corner building is made of reinforced concrete and brick, finished in stucco cement, with a steel truss roof and wire glass skylights. The building is a representative example of a Streamlined Moderne bottling plant. Corners are rounded; there is horizontal fluting along the parapet and over the windows, and a narrow, two-story projecting entry bay with round corners on 14th Street. The windows form horizontal bands on both floors along the street frontages. Originally there were large display windows along Mandela Parkway, showing off the shiny bottling machinery as it filled, capped and cased an endless stream of Cokes, and conveying a gesture of friendliness to the adjoining residential neighborhood, but most of these openings have been blocked up (a

significant loss of integrity). The visibility of this process was a distinctive feature of this and most Coca-Cola bottling plants of this period.

Merco Nordstrom Valve Company Factory (Determined eligible for the National Register)

The Merco Nordstrom Valve Company Factory 2401-49 Peralta Street is the main building of a former industrial complex occupying the entire block. The building is an outstanding and unusual example of the decorative brick style of the 1920s applied to a factory building. Few factories in Oakland are this elaborate, and few examples of this style, most commonly applied to store buildings, are on this large a scale. The polychrome brick frieze, decorated pilasters, cast concrete accents, stepped parapet and tall center tower, and the rhythm of pilasters and bays repeated over a 400-foot long building, create an outstanding presence along Peralta Street and express the flair and confidence of the firm that occupied the plant. The building was built in 1926-29 for a company started in 1918 by Swedish-born Sven J. Nordstrom, inventor of the lubricated plug valve, with financing provided by the Merrill Company (Merco), a San Francisco Mining and metallurgical firm. By the late 1920s, Merco Nordstrom Valve Company was “one of the world’s largest manufacturers of gas regulators and of lubricated plug valves for gas, oil and water systems” primarily for use on petroleum and natural gas lines.

7th Street Opportunity Area

7th Street S-7 Preservation Combining Zone (one block; expansion proposed)

This block represents the best surviving fragment of historic 7th Street, West Oakland’s legendary commercial street of the 19th and early 20th centuries. The block consists of three parcels on the north side of 7th Street from Peralta Street on the east to Campbell Street on the west. The Flynn saloon/McAllister plumbing shop building anchors the Peralta corner. The vacant middle parcel at 1620-24 7th Street is the site of the Lincoln Theater and its attached storefronts. At 1632-42, the Campbell Street corner is the Mission Revival-style Arcadia Hotel. The histories of these properties embody the important themes of 7th Street – railroad-related businesses and lodgings, entertainment, and the ethnic and economic evolution of the neighborhood.

When the small S-7 district was designated, Landmarks Board and Planning Commission directed the applicants to pursue an expanded district designation to include other 7th Street resources. Any and all surviving early commercial buildings along 7th Street west of Mandela Parkway should be considered potential parts of this district. The district is recorded in the State Historic Resources Inventory as an ASI.

One 7th Street commercial building, the Brotherhood of Sleeping Car Porters headquarters at 1716 7th Street, built in 1889-90 and occupied by C.L. Dellums’ union from about 1934 to 1978, has been formally nominated and determined eligible for City Landmark status.

Flynn Saloon – McAllister Plumbing

The Flynn saloon/McAllister plumbing shop building is a joined pair of two-story late 19th century wood frame commercial buildings, with one-story additions between, behind, and to the west. The earliest part, at the corner, was built in 1885-86. It opened as a saloon and was later occupied by a plumbing shop. It has tall wood-sash windows with segmental-arched tops grouped in twos and threes, ground-floor storefronts, and a wide flat molded cornice with a wide plain frieze at the top of the parapet. The two-story section to the west, a few years

newer, is generally similar to the corner section. The one-story sections, fairly basic early 20th century commercial vernacular structures, were built after 1902. All the storefronts have been altered over the years but generally retain at least the outlines of transoms and recessed entries. The building occupies the west end of the 1600-1642 block of 7th Street.

Site of the Lincoln Theater

The vacant lot at 1620-28 7th Street was the site of the Lincoln Theater. Built in 1919, the theater had a unique Arts and Crafts façade with peaked and stepped parapets, deep three-dimensional stucco trim, a wide arched entry, and colorful tile frieze and pilasters. The auditorium extended diagonally into the middle of the odd-shaped lot, and a small semi-detached store and flat building occupied the west corner of the lot, sharing the main façade. The Lincoln had a stage and offered live shows along with films. As the neighborhood theater, it was an anchor of the commercial district and a social and entertainment center, as well as a visual landmark. The Lincoln was one of the many theaters that closed in the late 1950s with the coming of television. In 1961 it became the Damscus Missionary Baptist Church, by 1970 it was vacant, and it later suffered neglect, earthquake and fire damage. The roof and sides collapsed in early 2003, and the façade was demolished as a hazard.

Arcadia Hotel – Isaacs & Schwartz Block

The Arcadia Hotel at 1632-42 7th Street was built in 1906-07, and is a two-story wood frame 26-room hotel with ground-floor storefronts along the 7th Street facade. It is Mission Revival in style, with tiled pent roofs on closely spaced brackets, shaped parapets, and two overhanging rectangular bays, a shallow center one and a square corner tower. Exterior walls are stucco, with stucco quoins and crests on the bays and three-dimensional window trim.

Brotherhood of Sleeping Car Porters Headquarters (nominated and determined eligible for City Landmark status)

The building at 1716-18 7th Street, constructed in 1889-90, is a two-story Stick/Queen Anne commercial building, significant as a remnant of Victorian commercial development along 7th Street, and as the Pacific Coast headquarters for over 40 years of the International Brotherhood of Sleeping Car Porters. The International Brotherhood of Sleeping Car Porters was the first all-black labor union chartered by the AF of L and organized in Oakland by Dad Moore and C.L. Dellums. From 1934 to about 1978, the Brotherhood's Oakland division headquarters, from which emanated historical union and civil rights activities, was located in the upstairs portion of the 1716 7th Street building, upstairs from the Dellums' pool hall at 1718 7th Street. The present condition of the building, with the false-front mansard resting on tall brackets as the only original ornament remaining, makes this building's National Register eligibility doubtful.

3rd Street Opportunity Area

Individual buildings located within the 3rd Street Opportunity Areas' Southern Pacific Railroad Industrial Landscape District are described in more detail below.

California Packing Corporation, Del Monte Cannery

The California Packing Corporation – Del Monte cannery at 110 Linden Street occupies the block between the tracks of the Southern Pacific Railroad (1st Street) and the Western Pacific Railroad (3rd Street) between Filbert and Linden Streets, within the Southern Pacific Railroad Industrial

API. The property consists of four connected structures and is rectangular in shape, except for an angled northwest corner to conform to the curve of a rail spur. Architecturally, it is characteristic of industrial buildings of its time and place, in its vigorously utilitarian design, in the way it evolved and accreted over the years, and in its vocabulary of structure and materials – brick, concrete, steel sash, parapets, monitor roofs, and loading platforms. It is also a particularly striking example of its kind, with its chamfered corner, over-scaled parapets, and forceful juxtapositions emphasizing the different sections of the building. The property was occupied from 1891 by the Oakland Preserving Company. In the 1890s, the Oakland Preserving Company originated the Del Monte trademark, alluding to the local Del Monte Hotel. The Oakland Preserving Company in this period was reshaping the industry and was extremely important both locally and statewide. The California Packing Corporation was formed in 1916 by the merger of the Oakland Preserving Company and several other large western canning companies. The assimilation of a local cannery was typical of the way the California Packing Corporation developed in its early years. The new company was organized so that it controlled producing areas, processing plants, marketing and distributing systems. It was one of the earliest food canning companies organized as a modern corporation, possibly the first with a national advertising campaign for a recognized national brand – Del Monte. “Cal Pack” very rapidly became the largest fruit and vegetable canning company in America.

California Packing Corporation, Label Plant

The California Packing Corporation label printing plant at 101 Myrtle Street faces the Southern Pacific Railroad tracks between Filbert Street and Myrtle Street, within the Southern Pacific Railroad Industrial API. This building is part of a larger California Packing Corporation complex with the cannery on the next block west. The label plant building is in two main parts, a one-story label-printing plant on the west and a three-story warehouse on the east, with post-1950 additions on the north side (away from the tracks). The buildings are reinforced concrete “daylight” factories” with monitor roofs. Their facades are minimally ornamental grids of concrete framing with large steel-sash industrial windows. The words “California Packing Corporation” and “Label Dep’t” are cast into the first and second floor friezes. Concrete platforms extend along the railroad track frontage. As a specialized label printing plant built in 1917, a year after the formation of the company, this was one of the first buildings built specifically for the California Packing Corporation and one reflecting one of the basic innovations of the new company – the presentation of a nationally recognized brand name (Del Monte) through the unified graphic design on its labels.

Standard Underground Cable Company building, 101 Linden Street

The building at 101 Linden Street is smaller, but visually similar to the California Packing Corporation label printing plant at 101 Myrtle Street. The 101 Linden Street building had its beginnings at the turn of the century when the Standard Underground Cable Co. began to make cables for the new industries of telephones and electric power. In 1918, a two-story brick building was added to the original structure. The cable company relocated its factory to Emeryville in 1928, and the building saw a wide variety of uses after that time., The building was rehabilitated to its current use in the mid-1990's and now houses offices, an art gallery and the Linden Street Brewery.

Dalziel Warehouse

A fourth contributor to the Southern Pacific Railroad Industrial Landscape District is the Dalziel Warehouse located just outside of the 3rd Street Opportunity Area, at 737 2nd Street/40 Embarcadero. This building marks the east end of the District.

San Pablo Avenue Opportunity Area

Within the precise boundaries of the San Pablo Avenue Opportunity Area, there are no historic resources. However, the boundaries of this Opportunity Area form an irregular pattern of parcels along San Pablo Avenue, and just outside of the Opportunity Area boundaries are several historic buildings, most prominently including the California Hotel at the north end of San Pablo Avenue (a National Register building), and the Willowbrook Creamery at about the mid-point along the corridor at 2515 San Pablo Avenue (which has an OCHS rating of B+a2+).

TABLE 4.3-2 LOCAL REGISTER PROPERTIES WITHIN THE OPPORTUNITY AREAS

Address	Historic Name	APN	Local Designation	OCHS Rating	Year Built	API / ASI
<u>Mandela/West Grand Opportunity Area</u>						
1600-14 Campbell Street	Oakland Warehouse Co – GE Mazda Lamp Works	007 056000102	Study List	B + a3	1910	-
1340 Mandela Parkway	Coca-Cola Company Bottling Plant	004 005902501	S20 zoning	Cb + 3	1939-40	-
2401-49 Peralta Street	Merco Nordstrom Valve Co. factory	007 057800106	PDHP	B + 2 +	1926-27	Peralta & 26 th Industrial ASI
1601 Wood Street/1798 16th Street	Southern Pacific 16th Street Station	018 031001301	Landmark	A1 +	1910-12	-
<u>7th Street Opportunity Area</u>						
1600 7th Street	Flynn (Edward) Saloon – McAllister Plumbing	006 000301800	S7 zoning	Ec2*	1885-86	-
1620-24 7th Street	Site of the former Lincoln Theater	006 000302000	S7 zoning	-	-	-
1632-42 7th Street	Arcadia Hotel – Isaacs & Schwartz block	006 000302100	S7 zoning	Db-2 +	1906-07	-
1716-18 7th Street	Intl. Brotherhood of Sleeping Car Porters	006 001902300	nominated Landmark	Da2*	1889	-
<u>3rd Street Opportunity Area</u>						
100-50 Linden Street	California Packing Corp. – Del Monte cannery	004 002300700		A1 +	1923	Southern Pacific Railroad Industrial API
101 Linden Street	Standard Underground Cable Co.			B*1 +	1899	Southern Pacific Railroad Industrial API
101 Myrtle Street	California Packing Corp. – Label Plant	004 000100501		B-1 +	1917	Southern Pacific Railroad Industrial API

Source: Oakland Cultural Heritage Survey; Lamphier-Gregory.

Historic Properties in West Oakland Not Considered Significant under CEQA

Additionally, there are approximately 2,530 PDHPs – the most inclusive definition of “historic” in the Preservation Element of the Oakland General Plan - with existing ratings lower than “A” or “B” and 13 Areas of Secondary Importance (ASIs) within the Planning Area, including the following ASIs shown on the map, Figure 4.3-1:

- 7th Street Commercial
- 11th and West Street
- 16th St. Southern Pacific Commercial
- 18th and Campbell Brick Warehouse
- 19th and Adeline Streets
- 22nd Street, Brush-West
- 1400 block of Chestnut
- 1700 block of 14th Street
- Barstow Tract
- Clawson Neighborhood
- Curtis and Williams Tract
- DeFremery Neighborhood
- Haven-Harlan-34th Street
- Herbert Hoover School Neighborhood
- McClymonds Neighborhood
- Mead-Market-Milton Street
- Minerva Todd Sweeney
- Oak Center Neighborhood
- Pacific Coast Canning Co.
- Peralta & 17th Streets
- Peralta & 26th Industrial
- South Prescott
- San Pablo Avenue Commercial
- West Clawson (Watts Tract)
- West Oakland Marsh
- West Street

A number of these ASIs, and PDHPs with an existing rating lower than “A” or “B”, are located within the Opportunity Areas and on Opportunity Sites of the West Oakland Specific Plan. The ASIs are areas and building groups with a coherent and intact period character that distinguishes them as districts. They do not appear obviously eligible for the National Register because they are not clearly “first, last, best, or only” but they could be eligible for local designation and might in some cases qualify for National Register listing with a persuasive application. Many properties with individually minor ratings are PDHPs because of their role as contributors or potential contributors to districts, reflecting the importance of distinctive neighborhoods in Oakland’s overall character. These areas and properties were found by the OCHS surveys to appear not obviously eligible for the National Register, are not Local Register properties, and therefore are not treated as historic resources for purposes of environmental review under CEQA. Nevertheless, they are locally important resources that merit consideration for preservation, rehabilitation and reuse.

Archaeological Resources

Prehistoric Archaeological Resources

The NWIC records search revealed three recorded prehistoric archaeological resources within the Planning Area:

- P-01-000038 (CA-ALA-17),
- P-01-010509 (CA-ALA-604), and
- P-01-010881

Each of these prehistoric archaeological resources is Native American habitation sites.⁷ CA-ALA-17 is reported in the vicinity of 7th Street and Adeline Street, but its exact location is unknown.

The Emeryville Shell Mound (California State Historical Landmark No. 335), a once-massive archaeological shell midden deposit, is located immediately to the north of the Planning Area.

Native American resources in this part of Alameda County have been found close to the former margins of the bay and associated estuaries and marshlands, near sources of fresh water, and near other productive resource environments. The Planning Area encompasses the former margin of the bay and its associated marshlands and wetlands. To the east was the estuary that predated Lake Merritt. To the north were broad alluvial fans formed by perennial streams. The Planning Area also contains relatively stable Holocene-age terrestrial landforms, as well as Middle Holocene-age buried land surfaces that have a significant potential of containing buried archaeological deposits that show no signs on the surface. Given these environmental factors, there is a high potential of identifying unrecorded Native American resources, especially buried archaeological deposits, within the Planning Area.⁸

Historic-Era Archaeological Resources

The NWIC records search revealed 21 recorded historic archaeological resources within the Planning Area. Twenty of these recorded archaeological resources represent historic-era residential remains

⁷ California Historical Resources Information System Northwest Information Center, NWIC File No.: 12-0390, Record Search Results for the Proposed West Oakland Specific Plan, City of Oakland, CA, November 15, 2012.

⁸ California Historical Resources Information System Northwest Information Center, NWIC File No.: 12-0390, Record Search Results for the Proposed West Oakland Specific Plan, City of Oakland, CA, November 15, 2012.

located throughout a city block (P-01-000017, P-01-000018, P-01-000019, P-01-000020, P-01-000021, P-01-000243, P-01-000244, P-01-000245, P-01-000256, P-01-000257, P-01-000258, P-01-000259, P-01-000260, P-01-001764, P-01-001788, P-01-001789, P-01-001790, P-01-010521, P-01-010522, and P-01-010919 [CA-ALA-631H]).

A separate historic-era archaeological site (P-01-010490 [CA-ALA-602H]) is a discrete deposit of historic-era refuse.⁹

The history and development of West Oakland has been inseparably linked with the history of the Bay Area and the nation since the early 1850s. Previous archaeological investigations conducted for various projects along the I-880 corridor recovered significant historic-era archaeological materials. Review of historical literature and maps also indicates a high potential of identifying unrecorded historic period archaeological resources in the Planning Area.

Paleontological Resources

Paleontological resources are the fossilized remains of plants and animals, including vertebrates (animals with backbones), invertebrates (e.g., starfish, clams, ammonites, and marine coral), and fossils of microscopic plants and animals (microfossils). The age and abundance of fossils depend on the location, topographic setting, and particular geologic formation in which they are found. Fossil discoveries not only provide a historic record of past plant and animal life, but may assist geologists in dating rock formations. Often, fossil discoveries constrain the known time period and geographic range of flora or fauna.

On a regional scale, fossilized plants, animals and microorganisms are prevalent throughout the East Bay. Many of the hills in the East Bay are made up of sedimentary bedrock that is known to contain a wide range of fossils, including radiolaria, mollusks, diatoms, foraminifera, and non-marine vertebrates. In addition, even geologically young fluvial deposits have been known to contain freshwater mollusks and extinct late-Pleistocene vertebrate fossils. Several paleontological finds, including the remains of mammoths, bison, bears, and others have been discovered in Oakland. Fossils may be encountered wherever there are broad, deep cuts into bedrock.

West Oakland overlies geologic units that have low to moderate paleontological sensitivity. The ground surface in the Planning Area consists of geologically recent deposits of mud and silt associated with the present-day estuary (Bay Mud). This Bay Mud overlies Merritt Sand, which is composed of Pleistocene-age deposits of wind-blown sand as much as 50 feet thick. Generally, these types of geologic deposits do not preserve significant vertebrate fossils. While the Bay Mud may preserve a variety of recent marine invertebrate fossils (mollusks, clams, foraminifera, microorganisms, etc.), such fossils are likely to exist in other Bay Mud deposits all around the Bay Area and would not be considered significant or unique. Deeper deposits of older Quaternary Alluvium may underlie the Merritt Sands in portions of West Oakland; these formations would have the highest likelihood of containing significant fossil resources.

The University of California, Museum of Paleontology (UCMP) maintains the world's largest database of fossil discoveries and collections, with thousands of records for the East Bay. A search of the database by location and age (Quaternary) revealed 72 Pleistocene-age localities and 47 Recent (Holocene) localities within Alameda County. Localities within Berkeley and Oakland in the vicinity of the Planning Area report at least 30 vertebrate fossils from a variety of now-extinct Pleistocene mammals. These

⁹ California Historical Resources Information System Northwest Information Center, NWIC File No.: 12-0390, Record Search Results for the Proposed West Oakland Specific Plan, City of Oakland, CA, November 15, 2012.

were identified during deep excavations for the roadway tunnels connecting the island of Alameda to the mainland, and for deepening the Berkeley Marina. Fourteen invertebrate fossils of Quaternary age were reported from various locations in Oakland, three of which were found in or around Lake Merritt. One plant fossil was also reported in Oakland, although a more specific location could not be determined. Whether or not these fossils were found within the specific geologic units underlying the Planning Area was not able to be determined from the information in the UCMP database.

Regulatory Setting

As stated earlier, there are many different programs and categories for recognizing historic value, at national, state, and local levels. The major programs that apply to West Oakland are detailed below.

National

National Historic Preservation Act

The National Historic Preservation Act of 1966 as amended (NHPA) addresses those concerns pertinent to the effect of federal actions on cultural resources (16 USC § 470 et seq.). The NHPA sets forth the federal government's policy on historic preservation, including establishing the National Register of Historic Places (National Register).

National Register of Historic Places

The National Register is the nation's official list of districts, sites, buildings, structures, and objects that are significant in American history, architecture, archaeology, engineering, and culture. To be listed on the National Register, a property must be shown to be "significant" at the local, state, or national level under one or more of the following criteria (36 CFR 60.4). Eligible resources are those:

- That are associated with events that have made a significant contribution to the broad patterns of our history (Criterion A - Event);
- That are associated with the lives of persons significant in our past (Criterion B - Person);
- That embody the distinctive characteristics of a type, period or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction (Criterion C - Design/Construction); or
- That has yielded, or may be likely to yield, information important in prehistory or history (Criterion D - Information Potential).

The property must also possess historic "integrity." Integrity is defined as "the ability of a property to convey its significance." The National Register criteria recognize seven qualities that define integrity: location, design, setting, materials, workmanship, feeling, and association.

- "*Location*" refers to the place where the historic property was originally constructed or situated.
- "*Design*" is the combination of architectural elements that create the form, structure and style of the property.
- "*Setting*" is the physical environment surrounding a historic resource.
- "*Materials*" are the original physical components that were combined during a particular period in time and in a particular pattern to form the historic resource.

- *“Workmanship”* is the physical evidence of the building crafts and skills of a particular culture during a given period.
- *“Feeling”* is a property’s expression of the aesthetic or historic sense of a particular period of time.
- *“Association”* is the direct link between an important historic event or person and a cultural resource.

Special considerations apply to moved or reconstructed properties, cemeteries, religious or commemorative properties, and properties achieving significance within the past 50 years. As indicated in Section 101(d)(6)(A) of the NHPA, properties of traditional religious and cultural importance to an Indian Tribe are eligible for inclusion in the National Register. The National Register eligibility criteria and considerations are used as a standard in other programs such as the California Register of Historic Resources and many local evaluation and designation systems, including Oakland’s.

Section 106 of the NHPA requires review by the Advisory Council on Historic Preservation and/or State Historic Preservation Officer (SHPO) of any federal actions (including federally funded grants or loans) that may adversely affect properties listed on, eligible for, or potentially eligible for the National Register. Listing is normally initiated by an application to the State Historical Resources Commission. Determinations of eligibility usually take place as part of federally related project reviews. Properties officially determined eligible for the National Register have the same protections and the same standing in environmental review as those properties that have already been listed; however, only listed properties may qualify for a 20 percent federal investment tax credit.

National Historic Landmarks

National Historic Landmarks are nationally significant historic places designated by the Secretary of the Interior because they possess exceptional value or quality in illustrating or interpreting the heritage of the United States. National Historic Landmarks are given special protection by Section 110(f) of the NHPA.

California

California Environmental Quality Act

CEQA requires lead agencies in California to consider the effects of proposed actions on historic resources, defined as those resources meeting the criteria for listing on the California Register of Historic Resources (California Register). This definition of “historic resources” includes buildings, structures, objects, sites, and districts determined to be eligible for or listed on the California Register, the National Register, or a local register of historic resources. A lead agency may also determine a resource to be significant for purposes of CEQA. Section 15064.5 of CEQA assigns special importance to human remains and specifies procedures to be followed when Native American remains are discovered.

California Register of Historical Resources

The California Register is an authoritative guide to the state’s cultural resources, and provides the standards by which properties are considered significant for CEQA purposes. The California Register program encourages public recognition and protection of resources of architectural, historical, archaeological and cultural significance, identifies historical resources for state and local planning purposes, determines eligibility for state historic preservation grant funding and affords certain protections under CEQA. The California Register includes resources listed in or formally determined

eligible for listing in the National Register; California State Landmarks; and California Points of Historical Interest. The State Office of Historic Preservation (OHP) maintains a list of historical resources by county in their Directory of Properties in the Historic Property Data File. A building or structure identified in OHP's Directory with a rating of 1 or 2 (on or determined eligible for the National Register) is considered to be "listed" on the California Register.

Properties of local significance that have been designated under a local preservation ordinance (e.g., local landmarks), or that have been identified in a local historical resources inventory may also be eligible for listing in the California Register and are presumed to be significant resources for purposes of CEQA.

In order for a resource to meet the criteria for listing in the California Register, it must satisfy all of the following three provisions:

1. It meets one or more of the following four criteria of significance (PRC 5024.1[c] and CEQA Guidelines 15064.5):
 - the resource "is associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage;"
 - the resource "is associated with the lives of persons important in our past;"
 - the resource "embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual, or possesses high artistic values;" or
 - the resource "has yielded, or may be likely to yield information important in prehistory or history" (this criterion applies primarily to archaeological sites).
2. The resource retains historic integrity; and
3. It is fifty years old or older (except where it can be demonstrated that sufficient time has passed to understand the historical importance of the resource).

California State Historical Landmarks

California Historical Landmarks are sites, buildings, features, or events that are of statewide significance and have anthropological, cultural, military, political, architectural, economic, scientific or technical, religious, experimental, or other value. The specific standards now in use were first applied in the designation of Landmark #770. California Historical Landmarks #770 and above are automatically listed in the California Register.

Local Plans and Policies

City of Oakland General Plan Historic Preservation Element

The Historic Preservation Element of the General Plan sets forth goals, objectives, policies, and actions for historic preservation in the City. The Historic Preservation Element creates a wide-reaching, multifaceted "Historic Preservation Strategy" that addresses a wide variety of properties and is intended to help revitalize Oakland's districts and neighborhoods. Guiding the Historic Preservation Element are two broad, ambitious goals:

Goal 1: To use historic preservation to foster the economic vitality and quality of life in Oakland by:

1. Stressing the positive community attributes expressed by well-maintained older properties;

2. Maintaining and enhancing throughout the City the historic character, distinct charm, and special sense of place provided by older properties;
3. Establishing and retaining positive continuity with the past thereby promoting pride, a sense of stability and progress, and positive feelings for the future;
4. Stabilizing neighborhoods, enhancing property values, conserving housing stock, increasing public and private economic and financial benefits, and promoting tourist trade and interest through preservation and quality maintenance of significant older properties;
5. Preserving and encouraging a city of varied architectural styles and environmental character reflecting the distinct phases of Oakland's cultural, social, ethnic, economic, political, and architectural history; and
6. Enriching the quality of human life in its educational, spiritual, social, and cultural dimensions through continued exposure to tangible reminders of the past.

Goal 2: To preserve, protect, enhance, perpetuate, use, and prevent the unnecessary destruction or impairment of properties or physical features of special character or special historic, cultural, educational, architectural or aesthetic interest or value.

The chapters of the Historic Preservation Element address identification, designation, preservation in ongoing city activities, and education and information. The Historic Preservation Element sets out a graduated system of ratings and designations based on the OCHS information and implemented in the Oakland Planning Code. Incentives and regulations for historic properties are similarly graduated based on the relative importance of the property.

The following Historic Preservation Element objectives and policies are particularly relevant to the cultural and historic resources of the Specific Plan. Some of the actions related to these policies have already been completed, while others are ongoing.

Objective 1: Identifying Properties Potentially Warranting Preservation. Policies and actions related to this Objective describe the OCHS rating system, inventory goals and guidelines, and define the various types of Designated Historic Properties as well as PDHPs.

Objective 2: Preservation Incentives and Regulations for Designated Historic Properties. This objective directs the City to develop a system of preservation incentives and regulations for specially designated significant older properties which (i) enhances economic feasibility for preservation; (ii) provides a predictable and appropriate level of protection, based on each property's importance; (iii) reasonably balances preservation with other concerns; and (iv) operates efficiently, avoiding unnecessary regulatory procedures and review periods.

Policy 2.1: The City will use a combination of incentives and regulations to encourage preservation of significant older properties and areas which have been designated as Landmarks, Preservation Districts, or Heritage Properties. The regulations will be applied according to the importance of each property, with the more important properties having stronger regulations. Policy 2.1 is a general policy which is expressed more specifically in this chapter's other policies and their related actions.

Policy 2.6: This policy recommends Preservation Incentives for Landmarks and Preservation District properties, including several financial incentives (e.g., Mills Act contracts, conservation easements, development assistance from historic preservation grants or historical rehabilitation bonds, fee waivers or reductions for City permits), use of the State Historical Building Code to provide more flexible construction standards, a broader range of permitted or conditionally

permitted uses, and transferable development rights. Heritage Properties and compatible new development on vacant noncontributing parcels of a Preservation District are eligible for some of the same incentives.

Objective 3: Historic Preservation and Ongoing City Activities. This objective seeks to establish administrative procedures and criteria to promote preservation of significant older properties as a routine part of City-sponsored or assisted projects, programs and regulatory activities.

Policy 3.1: Avoid or minimize adverse historic preservation impacts related to discretionary City actions. Policy 3.1 states that the City will make all reasonable efforts to avoid or minimize adverse effects on the Character-Defining Elements of existing or Potential Designated Historic Properties which could result from private or public projects requiring discretionary City actions. Policy 3.1 is a general policy which is expressed more specifically in this Chapter's other policies and their related actions.

Policy 3.2: To the extent consistent with other Oakland General Plan objectives, the City will ensure that all City-owned or controlled properties will, in fact, be preserved. All City-owned or controlled properties which may be eligible for Landmark or Heritage Property designation or as contributors to a Preservation District will be considered for such a designation. Related actions set out the steps for designation (3.2.1) and recommend a formal historic preservation management procedure for City-owned properties (3.2.2).

Policy 3.3: To the extent consistent with other General Plan goals, policies and objectives, as a condition for providing financial assistance to projects involving existing or Potential Designated Historic Properties, the City will require that complete application be made for such properties to receive the highest local designation for which they are eligible prior to issuance of a building permit for the project, or a transfer of title (for City-owned or controlled properties), whichever comes first.

Policy 3.4: City Acquisition for Historic Preservation Where Necessary. Policy 3.4 states that, where all other means of preservation have been exhausted, the City will consider acquiring, by eminent domain if necessary, existing or Potential Designated Historic Properties, or portions thereof, in order to preserve them. Such acquisition may be in fee, as conservation easements, or a combination thereof. This policy proposes limited acquisition powers for extremely important properties in dire situations. Related actions direct the City to develop procedures and criteria for City acquisition of historic properties, including acquisition by eminent domain.

Policy 3.5: Historic Preservation and Discretionary Permit Approvals. This policy establishes design review findings for alterations and demolitions of Heritage Properties and PDHPs. This policy applies to both publicly and privately sponsored projects. Related actions include the development of appropriate design guidelines and standard conditions of approval for such projects.

Policy 3.6: Historic Preservation and City-Sponsored or Assisted Projects. This policy recommends that City-sponsored or assisted projects involving an existing or Potential Designated Historic Property "be selected and designed to avoid adverse effects and to promote preservation and enhancement." The Secretary of the Interior's Standards for the Treatment of Historic Properties are used as one criterion for avoiding adverse effects. This policy extends the protections applied to federally related projects under Section 106 of the NHPA to "non-Federally funded City projects and to City projects that involve existing or Potential Designated Historic Properties that are not on or eligible for the National Register." Related actions direct

the City to develop or modify evaluation and selection procedures that appropriately balance historic preservation with other priorities.

Policy 3.7: As a condition of approval for all discretionary projects involving demolition of existing or Potential Designated Historic Properties, the City will normally require that reasonable efforts be made to relocate the properties to an acceptable site. Actions associated with this policy include preparation of relocation procedures and design guidelines, investigation of assistance programs, and review of permit regulations for both City-sponsored or assisted projects and discretionary permit approvals.

Policy 3.8: Definition of “Local Register of Historic Resources” and historic preservation “Significant Effects” for environmental review purposes. This policy defines the minimum set of historical resources that require consideration in environmental review and declares that complete demolition of a historic resource cannot normally be mitigated to a level of insignificance. Measures appropriate to mitigate significant effects to a Historical Resource may include one or more of the following measures depending on the extent of the proposed addition or alterations:

- Modification of the project design to avoid adversely affecting the character defining elements of the property.
- Relocation of the affected Historical Resource to a location consistent with its historical or architectural character.

If the above measures are not feasible, then other measures may be considered including, but not limited to the following:

- Modification of the project design to include restoration of the remaining historic character of the property.
- Modification of the project design to incorporate or replicate elements of the building's original architectural design.
- Salvage and preservation of significant features and materials of the structure in a local museum or within the new project.
- Measures to protect the Historical Resource from effects of on-site or other construction activities.
- Documentation in a Historic American Buildings Survey report or other appropriate format: photographs, oral history, video, etc.
- Placement of a plaque, commemorative, marker, or artistic or interpretive display on the site providing information on the historical significance of the resource.
- Contribution to a Facade Improvement Fund, the Historic Preservation Revolving Loan Fund, the Oakland Cultural Heritage Survey, or other program appropriate to the character of the resource.

Policy 3.9: Consistency of zoning with existing or eligible preservation districts. This policy recommends including a historic preservation component in areawide and specific plans.

Policy 3.10: Historic preservation in response to earthquakes, fires or other emergencies.

Policy 3.11: Historic preservation and seismic retrofit and other building safety programs. Policies 3.10 and 3.11 direct that retrofit and repair be carried out in a manner that minimizes adverse effects on character-defining elements.

Policy 3.12: Historic preservation and substandard or public nuisance properties. This policy states that, before requiring vacation or demolition, the City will take all reasonable actions to repair or rehabilitate existing or Potential Designated Historic Properties which have been determined to be substandard or public nuisances under the Oakland Dangerous Buildings Code, the Oakland Housing Code, the Blight Ordinance, the Earthquake Repair Ordinance, or any other City code or ordinance. In cases where such properties are already vacant or an immediate hazard, such repair or rehabilitation will occur expeditiously to prevent future deterioration or to abate the immediate hazard.

Policy 3.13: Security of vacant properties. Policies 3.12 and 3.13 recommend an extensive program for dealing with substandard and nuisance properties, including repair rather than demolition, earlier intervention, repair with liens, property acquisition and transfer, financial assistance, and improved security of vacant properties.

Policy 3.14: Promotes commercial revitalization programs and California Main Street projects with a specific focus on preserving and enhancing designated and potential designated historic commercial properties and districts.

Objective 4: Archaeological Resources. This objective seeks to develop databases identifying existing and potential archaeological sites and adopt procedures for protecting significant archaeological resources. Related policies and actions describe the measures the City will take to protect significant archaeological resources during ground-disturbing activities associated with discretionary projects.

Objective 5: Information and Education. This objective seeks to provide and encourage informational and educational programs to enhance public and City staff appreciation of older properties and increase the level of technical knowledge. Associated policies and actions promote research and information dissemination programs; public recognition of historic properties and preservation efforts through plaques, certificates, walking tours and guidebooks; City-sponsored design assistance, rehabilitation training and apprenticeship programs, rehabilitation publications, and a preservation-related design and construction bookstore; public school curricula emphasizing Oakland's history and architectural heritage; and improved City records management.

City of Oakland Planning Code

In addition to providing definitions of the four types of Designated Historic Properties, the Planning Code contains specific regulations for projects meeting certain criteria.

17.136.060 Review by Landmarks Board in Certain Cases

This regulation states that whenever an application is for regular design review in the S-7 zone, or on a designated Landmark site, the Director of City Planning shall refer the proposal to the Landmarks Board for its recommendations. Referral to the Landmarks Board may be appropriate, at the discretion of the Director of City Planning, for projects involving regular design review in the S-20 zone, or when a proposed addition or alteration will have a significant effect on the property's character defining elements that are visible from a street or other public area.

17.136.070 Special Regulations for Designated Landmarks

This chapter includes regulations specific to the designation and preservation of Landmarks, including requirements that alterations and new construction may not adversely affect the exterior features of the Landmark, or the special character, interest, or value of the landmark or its setting. All projects involving Landmarks should conform, if possible, with the Design Guidelines for Landmarks and Preservation Districts as adopted by the City Planning Commission and/or the Secretary of the Interior's Standards for the Treatment of Historic Properties. The Director of the City Planning Commission is given the authority to decide whether or not project proposals conform to these regulations. The regulations also stipulate that the owner, lessee, or other person in actual charge of a designated Landmark has a duty to maintain the property and keep it in good condition.

17.136.075 Regulations for Demolition or Removal of Designated Historic Properties and Potentially Designated Historic Properties

This chapter codifies regulations for approval of demolition or removal permits. With the exception of structures declared to be a public nuisance by the Building Official or City Council, Regular Design Review of the demolition or removal of a Designated Historic Property or PDHP shall only be approved after the Regular Design Review of a replacement project at the subject site has been approved; however, demolition of nuisance structures must still undergo Regular Design Review for demolition. Regular Design Review approval for the demolition or removal of any Local Register property that is not in an S-7 or S-20 zone or API may be granted only if the proposal conforms to the general design review criteria, all other applicable design review criteria, and additional criteria set forth in the chapter.

Approval of a demolition or removal permit for a contributing property in an S-7 or S-20 zone or an API is subject to similar criteria, while permit approval criteria for noncontributing Preservation District properties and PDHPs are less restrictive. The Director of City Planning may postpone issuance of a demolition permit for up to 120 days (from the date of permit application) following Design Review approval.

Different findings are required for the demolition of three categories of historic structures:

- Category I includes any Landmark; Heritage Property; property rated "A" or "B" by the Oakland Cultural Heritage Survey; or Preservation Study List Property. This category excludes any property that falls into Category II.
- Category II includes properties in an S-7 or S-20 zone or an Area of Primary Importance. Any buildings, including those that do not contribute to the historic quality of the district, fall into this category.
- Category III includes properties rated "C" by the OCHS or contributors to an Area of Secondary Importance. This category excludes any property that falls into Category II.

As stated in the Planning Code, all demolition findings must be prepared by an independent third party consultant or be peer-reviewed.

Although not specifically stated as such in the Planning Code or other local regulations, historic signage on private property is subject to protection because any building improvements (including signage changes) are required to go through a Planning process that includes OCHS review where appropriate.

City of Oakland Municipal Code Article III – Green Building Compliance Standards (Section 18.02.100)

This regulation requires all buildings or projects to comply with the requirements of the California Building Energy Efficiency Standards (Title 24, Part 6) of the California Building Code. This regulation requires any new construction project resulting in removal of a historic resource, one- and two-family additions and alterations of historic resources that exceed 1,000 square feet of floor area, multi-family additions and alterations of historic resources, non-residential additions and alterations of historic resources between 5,000 and 25,000 square feet of floor area, non-residential additions and alterations of a historic resource over 25,000 square feet of floor area, or non-residential additions and alterations not meeting the Major Alteration definition and over 25,000 square feet of floor area, are required to consult with a Historic Preservation Planner, seek LEED and Green Building certification, in addition to other specific requirements.

Standard Conditions of Approval

The City's Standard Conditions of Approval relevant to cultural and historic resources are listed below. These Standard Conditions of Approval would be adopted as mandatory requirements of each individual future project within the Planning Area when it is approved by the City and would avoid or reduce significant cultural resources impacts. The Standard Conditions and Approval are incorporated and required as part of development in accordance with the Specific Plan, so they are not listed as mitigation measures. Where there are impacts associated with development in accordance with the Specific Plan that would result in significant environmental impacts despite implementation of the Standard Conditions of Approval, additional mitigation measures are recommended.

SCA 52: Archaeological Resources: *Ongoing throughout demolition, grading, and/or construction.* Pursuant to CEQA Guidelines section 15064.5 (f), "provisions for historical or unique archaeological resources accidentally discovered during construction" should be instituted.

- a. Therefore, in the event that any prehistoric or historic subsurface cultural resources are discovered during ground disturbing activities, all work within 50 feet of the resources shall be halted and the project applicant and/or lead agency shall consult with a qualified archaeologist or paleontologist to assess the significance of the find. If any find is determined to be significant, representatives of the project proponent and/or lead agency and the qualified archaeologist would meet to determine the appropriate avoidance measures or other appropriate measure, with the ultimate determination to be made by the City of Oakland. All significant cultural materials recovered shall be subject to scientific analysis, professional museum curation, and a report prepared by the qualified archaeologist according to current professional standards.
- b. In considering any suggested measure proposed by the consulting archaeologist in order to mitigate impacts to historical resources or unique archaeological resources, the project applicant shall determine whether avoidance is necessary and feasible in light of factors such as the nature of the find, project design, costs, and other considerations. If avoidance is unnecessary or infeasible, other appropriate measures (e.g., data recovery) shall be instituted. Work may proceed on other parts of the project site while measures for historical resources or unique archaeological resources are carried out.
- c. Should an archaeological artifact or feature be discovered on-site during project construction, all activities within a 50-foot radius of the find would be halted until the findings can be fully investigated by a qualified archaeologist to evaluate the find and assess the significance of the find according to the CEQA definition of a historical or unique archaeological resource. If the deposit is determined to be significant, the project applicant and the qualified archaeologist shall meet to determine the appropriate avoidance measures or other appropriate measure, subject to approval by the City of Oakland, which shall assure implementation of appropriate measures

recommended by the archaeologist. Should archaeologically-significant materials be recovered, the qualified archaeologist shall recommend appropriate analysis and treatment, and shall prepare a report on the findings for submittal to the Northwest Information Center.

SCA E: Archaeological Resources – Sensitive Areas (*Prior to issuance of a demolition, grading, or building permit*). The project applicant shall implement either Provision A (Intensive Pre-Construction Study) or Provision D (Construction ALERT Sheet). However, if in either case a high potential presence of historic-period archaeological resources on the project site is indicated, or a potential resource is discovered, the project applicant shall also implement all of the following provisions:

- a. Provision B (Construction-Period Monitoring),
- b. Provision C (Avoidance and/or Find Recovery), and
- c. Provision D (to establish a Construction ALERT Sheet if the Intensive Pre-Construction Study was originally implemented per Provision A, or to update and provide more specificity to the initial Construction ALERT Sheet if a Construction Alert Sheet was originally implemented per Provision D).

Provisions A through Provisions D are detailed as follows:

- d. Provision A: Intensive Pre-Construction Study - The project applicant, upon approval from the City Planning and Zoning Division, may choose to complete a site-specific, intensive archaeological resources study prior to soil-disturbing activities occurring on the project site. The purpose of the site-specific, intensive archaeological resources study is to identify early the potential presence of history-period archaeological resources on the project site. If that approach is selected, the study shall be conducted by a qualified archaeologist approved by the City Planning and Zoning Division. If prepared, at a minimum, the study shall include:
 - i. An intensive cultural resources study of the project site, including subsurface presence/absence studies, of the project site. Field studies conducted by the approved archaeologist(s) may include, but are not limited to, auguring and other common methods used to identify the presence of archaeological resources;
 - ii. A report disseminating the results of this research;
 - iii. Recommendations for any additional measures that could be necessary to mitigate any adverse impacts to recorded and/or inadvertently discovered cultural resources.
 - iv. If the results of the study indicate a high potential presence of historic-period archaeological resources on the project site, or a potential resource is discovered, the project applicant shall hire a qualified archaeologist to monitor any ground disturbing activities on the project site during construction (see Provision B, Construction-Period Monitoring, below), implement avoidance and/or find recovery measures (see Provision C, Avoidance and/or Find Recovery, below), and prepare an ALERT Sheet that details what could potentially be found at the project site (see Provision D, Construction ALERT Sheet, below).
- e. Provision B: Construction-Period Monitoring - Archaeological monitoring would include briefing construction personnel about the type of artifacts that may be present (as referenced in the ALERT Sheet, require per Provision D, Construction ALERT Sheet, below) and the procedures to follow if any are encountered, field recording and sampling in accordance with the Secretary of Interior's Standards and Guidelines for Archaeological Documentation, notifying the appropriate officials if human remains or cultural resources are discovered, or preparing a report to document negative findings after construction is completed. If a significant archaeological resource is discovered during the monitoring activities, adherence to Provision C, Avoidance and/or Find Recovery, discussed below), would be required to reduce the impact to less than

- significant. The project applicant shall hire a qualified archaeologist to monitor all ground-disturbing activities on the project site throughout construction.
- f. Provision C: Avoidance and/or Find Recovery - If a significant archaeological resource is present that could be adversely impacted by the proposed project, the project applicant of the specific project site shall either:
- i. Stop work and redesign the proposed project to avoid any adverse impacts on significant archaeological resource(s); or,
 - ii. If avoidance is determined infeasible by the City, design and implement an Archaeological Research Design and Treatment Plan (ARDTP). The project applicant shall hire a qualified archaeologist who shall prepare a draft ARDTP that shall be submitted to the City Planning and Zoning Division for review and approval. The ARDTP is required to identify how the proposed data recovery program would preserve the significant information the archaeological resource is expected to contain. The ARDTP shall identify the scientific/historic research questions applicable to the expected resource, the data classes the resource is expected to possess, and how the expected data classes would address the applicable research questions. The ARDTP shall include the analysis and specify the curation and storage methods. Data recovery, in general, shall be limited to the portions of the archaeological resource that could be impacted by the proposed project. Destructive data recovery methods shall not be applied to portions of the archaeological resources if nondestructive methods are practical. The project applicant shall implement the ARDTP. Because the intent of the ARDTP is to save as much of the archaeological resource as possible, including moving the resource, if feasible, preparation and implementation of the ARDTP would reduce the potential adverse impact to less than significant.
- g. Provision D: Construction ALERT Sheet - The project applicant, upon approval from the City Planning and Zoning Division, may choose to prepare a construction ALERT sheet prior to soil-disturbing activities occurring on the project site, instead of conducting site-specific, intensive archaeological resources pursuant to Provision A, above. The project applicant shall submit for review and approval by the City prior to subsurface construction activity an "ALERT" sheet prepared by a qualified archaeologist with visuals that depict each type of artifact that could be encountered on the project site. Training by the qualified archaeologist shall be provided to the project's prime contractor; any project subcontractor firms (including demolition, excavation, grading, foundation, and pile driving); and/or utilities firm involved in soil-disturbing activities within the project site.
- i. The ALERT sheet shall state, in addition to the basic archaeological resource protection measures contained in other standard conditions of approval, that in the event of discovery of the following cultural materials, all work must be stopped in the area and the City's Environmental Review Officer contacted to evaluate the find: concentrations of shellfish remains; evidence of fire (ashes, charcoal, burnt earth, fire-cracked rocks); concentrations of bones; recognizable Native American artifacts (arrowheads, shell beads, stone mortars [bowls], humanly shaped rock); building foundation remains; trash pits, privies (outhouse holes); floor remains; wells; concentrations of bottles, broken dishes, shoes, buttons, cut animal bones, hardware, household items, barrels, etc.; thick layers of burned building debris (charcoal, nails, fused glass, burned plaster, burned dishes); wood structural remains (building, ship, wharf); clay roof/floor tiles; stone walls or footings; or gravestones.
 - ii. Prior to any soil-disturbing activities, each contractor shall be responsible for ensuring that the ALERT sheet is circulated to all field personnel, including machine operators, field crew, pile drivers, and supervisory personnel.

- iii. If the project applicant chooses to implement Provision D, Construction ALERT Sheet, and a potential resource is discovered on the project site during ground disturbing activities during construction, the project applicant shall hire a qualified archaeologist to monitor any ground disturbing activities on the project site during construction (see Provision B, Construction-Period Monitoring, above), implement avoidance and/or find recovery measures (see Provision C, Avoidance and/or Find Recovery, above), and prepare an updated ALERT Sheet that addresses the potential resource(s) and other possible resources based on the discovered find found on the project site.

SCA 53: Human Remains. *Ongoing throughout demolition, grading, and/or construction.* In the event that human skeletal remains are uncovered at the project site during construction or ground-breaking activities, all work shall immediately halt and the Alameda County Coroner shall be contacted to evaluate the remains, and following the procedures and protocols pursuant to Section 15064.5 (e)(1) of the CEQA Guidelines. If the County Coroner determines that the remains are Native American, the City shall contact the California Native American Heritage Commission (NAHC), pursuant to subdivision (c) of Section 7050.5 of the Health and Safety Code, and all excavation and site preparation activities shall cease within a 50-foot radius of the find until appropriate arrangements are made. If the agencies determine that avoidance is not feasible, then an alternative plan shall be prepared with specific steps and timeframe required to resume construction activities. Monitoring, data recovery, determination of significance and avoidance measures (if applicable) shall be completed expeditiously.

SCA 54: Paleontological Resources. *Ongoing throughout demolition, grading, and/or construction.* In the event of an unanticipated discovery of a paleontological resource during construction, excavations within 50 feet of the find shall be temporarily halted or diverted until the discovery is examined by a qualified paleontologist (per Society of Vertebrate Paleontology standards (SVP 1995,1996)). The qualified paleontologist shall document the discovery as needed, evaluate the potential resource, and assess the significance of the find. The paleontologist shall notify the appropriate agencies to determine procedures that would be followed before construction is allowed to resume at the location of the find. If the City determines that avoidance is not feasible, the paleontologist shall prepare an excavation plan for mitigating the effect of the project on the qualities that make the resource important, and such plan shall be implemented. The plan shall be submitted to the City for review and approval.

SCA 56: Compliance with Policy 3.7 of the Historic Preservation Element (Property Relocation Rather than Demolition). *Prior to issuance of a demolition permit.*

The project applicant shall make a good faith effort to relocate the building to a site acceptable to the Planning and Zoning Division and the Oakland Cultural Heritage Survey. Good faith efforts include, at a minimum, the following:

- a. Advertising the availability of the building by: (1) posting of large visible signs (such as banners, at a minimum of 3'x 6' size or larger) at the site; (2) placement of advertisements in Bay Area news media acceptable to the City ;and (3) contacting neighborhood associations and for-profit and not-for-profit housing and preservation organizations;
- b. Maintaining a log of all the good faith efforts and submitting that along with photos of the subject building showing the large signs (banners) to the Planning and Zoning Division;
- c. Maintaining the signs and advertising in place for a minimum of 90 days; and
- d. Making the building available at no or nominal cost (the amount to be reviewed by the Oakland Cultural Heritage Survey) until removal is necessary for construction of a replacement project, but in no case for less than a period of 90 days after such advertisement.

SCA 57: Vibrations Adjacent Historic Structures. *Prior to issuance of a demolition, grading or building permit.* The project applicant shall retain a structural engineer or other appropriate

professional to determine threshold levels of vibration and cracking that could damage the adjacent historic structures at the California College of the Arts and design means and methods of construction that shall be utilized to not exceed the thresholds.

Impacts and Mitigation Measures

Significance Criteria

According to the City's Thresholds of Significance, the Specific Plan would have a significant impact related to cultural and historic resources if it would:

1. Cause a substantial adverse change in the significance of a historical resource as defined in CEQA Guidelines §15064.5. Specifically a "substantial adverse change" includes physical demolition, destruction, relocation, or alteration of a resource or its immediate surroundings such that the significance of the historical resource would be "materially impaired." The significance of a historical resource is "materially impaired" when a project demolishes or materially alters, in an adverse manner, those physical characteristics of the resource that convey its historical significance and that justify its inclusion on, or eligibility for inclusion on an historical resource list (including the California Register of Historical Resources, the National Register of Historical Resources, Local Register, or historical resources survey form (DPR Form 523) with a rating of 1-5;
2. Cause a substantial adverse change in the significance of an archaeological resource pursuant to CEQA Guidelines §15064.5;
3. Directly or indirectly destroy a unique paleontological resource or site or unique geologic feature; or
4. Disturb any human remains, including those interred outside of formal cemeteries.

For purposes of this section, a historical resource is one that meets the City's definitions listed above. The fact that a resource is not listed in or formally determined to be eligible for listing in the National Register, California Register, or a local register of historical resources, or not deemed significant pursuant to criteria set forth in subdivision (g) of Section 5024.1 of the Public Resources Code (PRC), shall not preclude the City from determining that the resource may be a historical resource for purposes of this EIR.

Historic Resources

Impact CR-1: There are about a dozen Local Register properties within the Opportunity Areas. The Specific Plan does not propose demolition of any of these properties to allow for new development, and requires that any changes to these properties adhere to the Secretary of the Interior's Standards for the Treatment of Historic Properties. With compliance with existing SCAs and regulations protecting historical resources, implementation of the Specific Plan would not cause a substantial adverse change in the significance of a historical resource as defined in CEQA Guidelines Section 15064.5, and the impacts of the Specific Plan on historic resources would be less than significant. **(LTS with SCAs)**

The great majority of the Local Register properties within the Planning Area are located outside the Opportunity Areas, in the residential neighborhoods of West Oakland. No changes that could affect Local Register properties are being proposed by the Specific Plan outside the Opportunity Areas.

The Local Register properties in the Mandela/West Grand, 7th Street and 3rd Street Opportunity Areas are shown in **Table 4.3-2** and described below. The Southern Pacific Railroad Industrial API is entirely located within the 3rd Street Opportunity Area, and the San Pablo Avenue Opportunity Area contains no Local Register properties.

By the 2035 anticipated build-out of the Specific Plan, new information or new contexts may be discovered, altered properties may have been restored, or properties that may not have been 50 years old at the time they were last surveyed may become potentially eligible for listing in the California Register or the Local Register, and therefore could at that time be considered historical resources under CEQA. If it is later determined that demolition or substantial alteration of historically-significant resources would occur for development in the Planning Area, the impact of such development would need to be considered under a subsequent CEQA analysis.

Mandela/West Grand Opportunity Area

1600-14 Campbell Street, Oakland Warehouse Company – GE Mazda Lamp Works

Work is in progress (spring 2013) on reuse of the existing vacant buildings for medium density residential uses as a federal preservation tax credit project that adheres to the Secretary's Standards. The Plan anticipates compatible lower-density residential infill development on the remainder of the property, in a manner that would not cause a substantial adverse change in the significance of this historical resource.

1340 Mandela Parkway, Coca-Cola Company Bottling Plant

The former Coca-Cola Company Bottling Plant property (now partially occupied by Mayway Corporation) is among the sites proposed to be rezoned to allow mixed housing and business use. The Plan proposes retaining and reusing the 1940s building on the northern portion of the site, which is the most significant section of the historic resource, in a manner that adheres to the Secretary's Standards (see **Figure 4.3-2**). The remainder of the property might be redeveloped for new Low Intensity Business Mix/Light Industrial uses in the middle portion, and new medium-density residential uses on the southern portion of the property. New development would be required to maintain the integrity and continued eligibility of the 1940s plant. Therefore, the Plan would not cause a substantial adverse change in the significance of this historical resource.

2401-49 Peralta Street, Merco-Nordstrom Valve Company Factory

The Specific Plan does not propose redevelopment of this site with new buildings, but instead requires the existing building be retained and reused for compatible light industrial or business mix uses, in a manner that adheres to the Secretary's Standards (see **Figure 4.3-3**). The Plan would not cause a substantial adverse change in the significance of this historical resource.



1600-14 Campbell Street, Oakland Warehouse Company – GE Mazda Lamp Works



Proposed adaptive reuse for housing



1340 Mandela Parkway, Coca-Cola Company Bottling Plant



Proposed redevelopment of southerly portion of the site for housing, and preservation of the historic northerly portion of the site

Source: JRDV Intl.





1 2401-49 Peralta Street, Merco Nordstrom Valve Company Factory



Building to be retained and reused for compatible light industrial or business mix uses



1405 Wood Street, Southern Pacific 16th Street Station



Rehabilitation of the historic train station

Source: JRDV Intl.

Figure 4.3-3
Disposition of Historic Resources, Mandela/Grand Opportunity Area, 3 and 4 of 4



1601 Wood Street/1798 16th Street, Southern Pacific 16th Street Station

The Specific Plan does not propose any new development or make development recommendations that would directly affect the Southern Pacific 16th Street Station (see also Figure 4.3-3). Instead, the Plan recognizes the ongoing implementation of the previously approved and partially constructed Wood Street Project, which includes the rehabilitation of the historic train station.

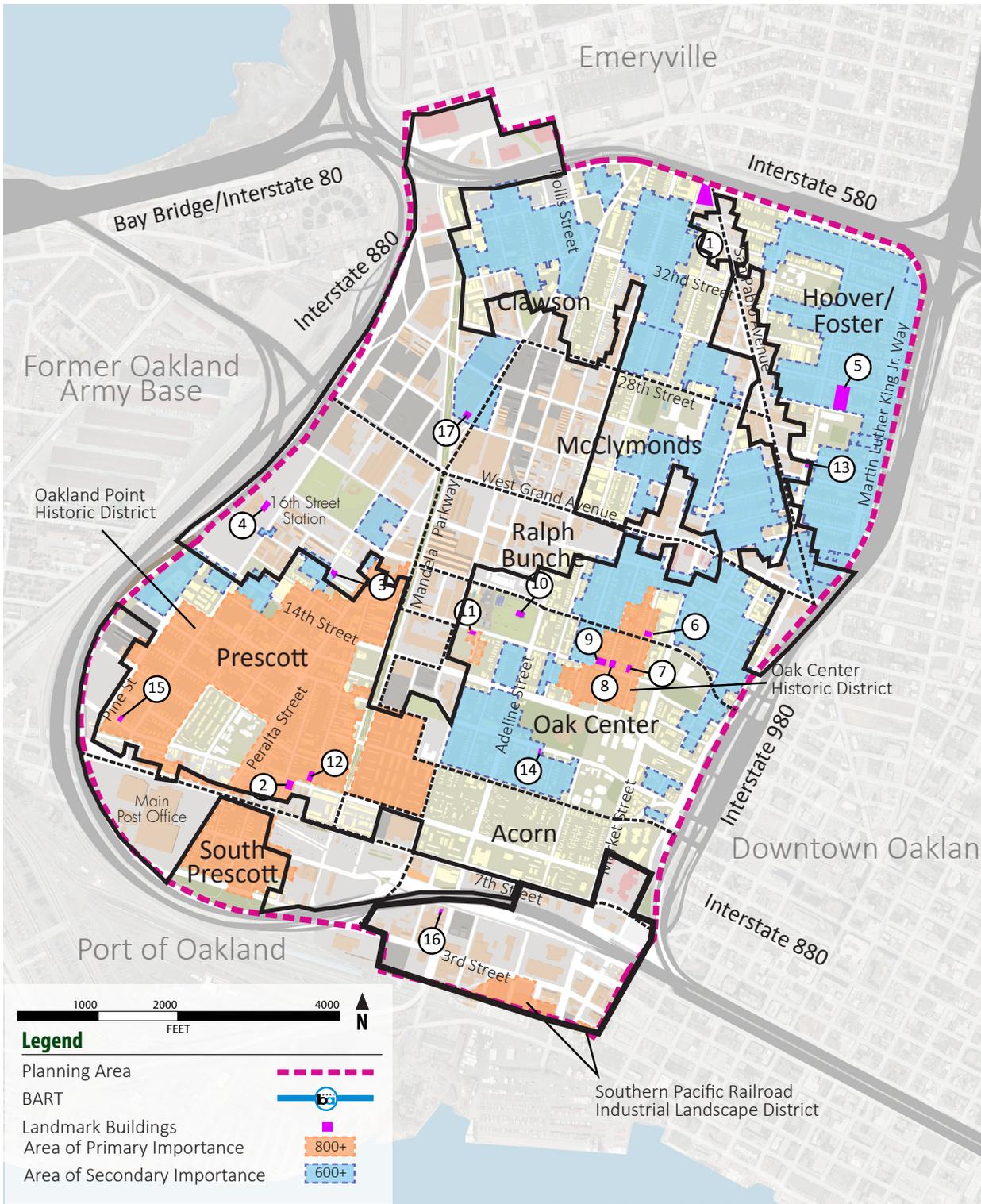
The conditions of approval of the Wood Street Project require the preparation of a Reuse Plan and contain specific requirements related to the five elements of the station area: main hall, baggage wing, elevated track structure, signal tower and plaza. The Reuse Plan completed in 2006 addresses the need for a viable, financially self-sustaining use for this severely deteriorated and architecturally specialized civic structure that will be set within the new Wood Street Project residential community. The Reuse Plan identifies four design options; the option pursued will depend on the specific requirements of future reuse proposals and the capacity of the proposing party. All four options assume rehabilitation of the main hall and baggage claim building; stabilization and exterior renovation of the signal tower; and development of the three-quarter acre parcel to the east of the train station as publicly accessible open space, with flexibility to serve as an outdoor extension of the main hall, event parking, and a public plaza. The four options differ with respect to retention or alteration of the elevated track structure: removal of the majority of the track structure, retention of the full track structure, enclosure of the full track structure, or a new building in place of the track structure.

The proposed rehabilitation of the historic train station underwent prior environmental review under CEQA as part of the Wood Street Project.¹⁰ The Specific Plan would not change the conditions of approval of the Wood Street Project or the Reuse Plan completed in 2006. Therefore, the Specific Plan would not cause a substantial adverse change in the significance of this historical resource.

Oakland Point API

Where the Mandela/West Grand Opportunity Area abuts the Oakland Point API, infill residential development at compatible scales and continued use of existing industrial/commercial buildings is proposed. The southwest corner of Mandela Parkway and 18th Street, at the northeast tip of the district, is the only portion of Mandela/West Grand Opportunity Area that actually overlaps with the Oakland Point API (see **Figure 4.3-4**). New development of Low Intensity Business Mix/Light Industrial uses is proposed on a T-shaped parcel with industrial uses on 18th Street (not in the district) that extends south to 17th Street in the middle of a residential block of the Oakland Point District. With consideration of local context as part of Design Review, proposed new development in and adjacent to the Oakland Point API should not cause substantial adverse effect on the API or individual historical resources within the API.

¹⁰ City of Oakland, *Wood Street Project Final Environmental Impact Report*, February 2005.



Source: City of Oakland, Strategic Planning July 2011

Figure 4.3-4
Comparison of Areas of Historic Importance
and West Oakland Opportunity Areas



7th Street Opportunity Area

7th Street S-7 District: 1600-16 7th Street, Flynn (Edward) Saloon – McAllister Plumbing; 1620-24 7th Street, Site of the Former Lincoln Theater; 1632-42 7th Street, Arcadia Hotel – Isaacs & Schwartz Block

The 7th Street Opportunity Area contains the S-7 Preservation Combining Zone, three properties on the 1600 block of 7th Street, which comprise the strongest remaining fragment of the historic 7th Street commercial area. The Specific Plan proposes continued use of the two remaining historic structures at each end of this block (Flynn (Edward) Saloon – McAllister Plumbing and Arcadia Hotel – Isaacs & Schwartz Block). The Plan requires that any changes to these buildings follow the Secretary Standards. The Specific Plan proposes medium-density infill residential development on the mid-block site of the former Lincoln Theater (see **Figure 4.3-5**). Development on this site would be subject to Design Review and referral to the Landmarks Board, per the S-7 Preservation Combining Zone regulations. Therefore, the Plan would not cause a substantial adverse change in the significance of these historical resources.

When the small S-7 district was designated, Landmarks Board and Planning Commission directed the applicants to pursue an expanded district designation to include other 7th Street resources. Any and all surviving early commercial buildings along 7th Street west of Mandela Parkway should be considered potential parts of this district. The district is recorded in the State Historic Resources Inventory as an ASI.

One 7th Street commercial building, the Brotherhood of Sleeping Car Porters headquarters at 1716 7th Street, built in 1889-90 and occupied by C.L. Dellums' union from about 1934 to 1978, has been formally nominated and determined eligible for City Landmark status.

Oakland Point API

The Oakland Point API's setting contributes to its significance at its south end, where it adjoins the fragments of the 7th Street commercial district. Elsewhere the surroundings are not contributing, since the boundaries are drawn where the 19th century residential character of the district ends. Proposed new mixed-use buildings along the north side of 7th Street would generally be three and four stories of housing over ground floor retail or parking, similar in scale to the existing Mandela Gateway project. Proposed new three-story flats along Pine Street would be similar in scale to existing housing on that street. At the height and massing proposed, and with consideration of local context as part of Design Review of subsequent individual development projects, proposed new development adjacent to the Oakland Point API would not cause a substantial adverse change in the significance of the this API or of individual historical resources within the API.

3rd Street Opportunity Area

Southern Pacific Railroad Industrial API

The 3rd Street Opportunity Area contains the entire Southern Pacific Industrial Landscape API. In the 3rd Street Opportunity Area, the Specific Plan proposes reuse of existing facilities and new Low Intensity Business Mix/Light Industrial development within and adjacent to the Southern Pacific Railroad Industrial API, and Higher Intensity Anchor Campus development adjacent to the API (see **Figure 4.3-5**). At the height and massing proposed, and with consideration of local context as part of Design Review of subsequent individual development projects, new development and reuse of existing buildings on other properties within and adjacent to the Southern Pacific Railroad Industrial API would not cause a substantial adverse change in the significance of this API.



Three adjoining Local Register properties on the 1600 block of 7th Street, which comprise the remaining historic 7th Street commercial area



Continued use of the two remaining historic structures at each end of this block and medium-density infill residential development on the mid-block site of the former Lincoln Theater.



100-50 Linden Street (California Packing Corporation – Del Monte Cannery), 101 Myrtle Street (California Packing Corporation – Label Plant), and 101 Linden Street (Standard Underground Cable Co.)



Reuse of the existing buildings and new construction would adhere to the Secretary of the Interior Standards

Source: JRDV Intl.

Figure 4.3-5
Plans for Historic Buildings, 7th Street and
3rd Street Opportunity Areas



100-50 Linden Street, California Packing Corporation-Del Monte Cannery; 101 Myrtle Street, California Packing Corporation Label Plant; 101 Linden Street, Standard Underground Cable Co.

The Southern Pacific Industrial Landscape API includes a cluster of three industrial structures occupying the blocks between the ends of Filbert Street and Chestnut Street: the California Packing Corporation-Del Monte Cannery and the California Packing Corporation Label Plant, and 101 Linden Street, the Standard Underground Cable building currently occupied by Linden Street Brewery. The Specific Plan proposes that these structures be retained and continue to be used for offices and small manufacturing (e.g., the Linden Street Brewery), and also encourages new compatible commercial uses that would enliven the area day and night. The Plan also proposes new Low Intensity Business Mix/Light Industrial development on the northern portion of the California Packing Corporation Label Plant site (now parking). Reuse of the existing buildings and new construction would adhere to the Secretary's Standards. The Plan would not cause a substantial adverse change in the significance of these historical resources.

San Pablo Avenue Opportunity Area

California Hotel

The California Hotel, which is listed on the National Register, immediately adjoins the Opportunity Area at 3501 San Pablo Avenue. The Specific Plan proposes medium density residential development on the adjacent vacant site at the northwest corner of San Pablo Avenue and 34th Street. At the height and massing proposed, and with consideration of local context as part of Design Review of subsequent individual development projects, proposed new development adjacent to the California Hotel would not cause a substantial adverse change in the significance of this historical resource.

Effects on Historic Resources Not Considered Significant Under CEQA

The Specific Plan's Opportunity Areas also contain a number of ASIs, and many PDHPs with existing ratings lower than "A" or "B". These properties were found by the OCHS surveys not to appear obviously eligible for the National Register, are not Local Register properties, and therefore their demolition or alteration might not be considered a significant impact under CEQA. Nevertheless, the policies of the Specific Plan, and existing City policies and regulations listed in the Regulatory Setting section above, would continue to encourage the retention and reuse of these properties in a manner that retains their historic character.

The Specific Plan proposes transit-oriented development (TOD) of up to approximately 2,500 new units of higher-density housing on vacant sites and parking lots around the West Oakland BART Station, next to the South Prescott ASI. The OCHS identified a South Prescott API of 111 properties, surrounded by another 38 properties making a larger, less intact ASI. In 1990 SHPO and the Federal Highway Administration found South Prescott ineligible for the National Register, in the environmental review for the I-880 freeway replacement that now skirts the South Prescott district. Nevertheless, the historic and architectural character of South Prescott is an important community asset. There are four individual Local Register properties in South Prescott (all with "B" ratings, two on Preservation Study List), and the district is an obvious candidate for S-20 district designation.

The Specific Plan proposes that the height and massing of new buildings provide a transition to the South Prescott neighborhood, with building heights of two to three stories on Chester Street stepping up to four stories over a parking podium on 5th Street, and taller buildings further east. The former AMCO Chemical site and the parking lot, large vacant lot, and small vacant lot occupying the block at 1400 3rd Street currently serve as an open space/bio-remediation buffer due to ongoing remediation

activities at these sites. New development in the northeast corner of the AMCO block would step up from two stories closer to existing homes to four stories further away. At the height and massing proposed, and with consideration of local context as part of Design Review of subsequent individual development projects, proposed new development at the eastern edge of the South Prescott ASI would not be expected to result in a significant adverse change in the character of this district or its individual resources or on its potential eligibility for the National Register, or S-20 status, should it be reevaluated or designated in the future.

Standard Conditions of Approval

SCA 57, *Vibrations Adjacent to Historic Structures*, would reduce potential construction period vibration impacts on historic resources to a less-than-significant level. Implementation of the City's Standard Condition of Approval SCA 56, *Compliance with Policy 3.7 of the Historic Preservation Element (Property Relocation Rather than Demolition)* would not be expected to apply, as no historic resources are proposed for demolition under the Specific Plan.

Mitigation Measures

None needed

Archaeological Resources, Paleontological Resources and Human Remains

Impact CR-2: Development in accordance with the Specific Plan could cause a substantial adverse change in the significance of an archaeological resource or destroy a unique paleontological resource or site or unique geologic feature. However, with required implementation of the City's Standard Conditions of Approval, impacts on archaeological resources, paleontological resources and human remains would be less than significant. **(LTS with SCA)**

The Planning Area is located at the margins of the historic San Francisco Bay shoreline and near the locations of former intermittent and perennial watercourses, where there is a moderate to high potential for the presence of unrecorded Native American resources, especially buried resources. Based on review of historical literature and maps, and the results of previous archaeological investigations, there is also a moderate to high potential for the presence of unrecorded historic-period archaeological resources within the Planning Area. Development in accordance with the Specific Plan could disrupt, alter or eliminate recorded or unrecorded prehistoric or historic-period archaeological resources, potentially including Native American remains, or paleontological resources.

Standard Conditions of Approval

Given the high potential for the presence of unrecorded Native American resources and moderate to high potential for the presence of unrecorded historic-period archaeological resources, new development that involves excavation within the Planning Area would be subject to SCA E, *Archaeological Resources – Sensitive Sites*. This Standard Condition of Approval requires additional intensive pre-construction surveys or a construction ALERT sheet and training of construction contractors, construction period monitoring, and avoidance and recovery measures.

In the event of an unanticipated discovery of prehistoric or historic-period archaeological resources or unique paleontological resources during development within the Planning Area, SCA 52, *Archaeological Resources*, SCA 53, *Human Remains*, and SCA 54, *Paleontological Resources* require that excavations within 50 feet of the find be temporarily halted or diverted until the discovery is examined by a qualified

archaeologist or paleontologist, documented and evaluated for significance, and procedures established to consider avoidance of the resource or preparation of an excavation plan if avoidance is unfeasible.

With required implementation of SCA E, *Archaeological Resources – Sensitive Sites*, SCA 52, *Archaeological Resources*, SCA 53, *Human Remains*, and SCA 54, *Paleontological Resources*, impacts on archaeological resources, paleontological resources and human remains would be less than significant.

Mitigation Measures

None needed

Cumulative Cultural and Historic Resources Impacts

Cumulative Impact CR-3: Cumulative development could cause a substantial adverse change in a historic resource or archaeological resource, or destroy a unique paleontological resource or site or unique geologic feature, which would be a significant cumulative impact. The Specific Plan would avoid significant impacts on the Local Register properties within the Opportunity Areas by requiring that any changes to Local Register properties adhere to the Secretary of the Interior's Standards for the Treatment of Historic Properties. SCA 57, *Vibrations Adjacent to Historic Structures*, would reduce potential construction period vibration impacts on historic resources to a less-than-significant level. With required implementation of SCA E, *Archaeological Resources – Sensitive Sites*, SCA 52, *Archaeological Resources*, SCA 53, *Human Remains*, and SCA 54, *Paleontological Resources*, the impacts of the Specific Plan on archaeological resources, paleontological resources and human remains would be less than significant. Because the impacts of the Specific Plan would be less than significant, the Specific Plan contribution to significant cumulative impacts on cultural resources would also be less than significant. **(LTS with SCA)**

The great majority of Local Register properties within the Planning Area are located outside the Opportunity Areas, where no changes are proposed. The Specific Plan would avoid significant impacts on Local Register properties within the Opportunity Areas because the Plan does not propose demolition of any historic resources, and requires that any changes or modifications to Local Register properties adhere to the Secretary of the Interior's Standards for the Treatment of Historic Properties.

Because new information or new contexts may be discovered, altered properties may have been restored, or properties that may not have been 50 years old at the time they were last surveyed may become potentially eligible for listing in the California Register or the Local Register by the time buildout of the Plan is completed, there could be additional historical resources not considered at the time of preparation of this EIR. If it is later determined that demolition or substantial alteration of historically-significant resources would occur for development in the Planning Area, the impact of such development would need to be considered under a subsequent CEQA analysis.

Standard Conditions of Approval

With required implementation of SCA E, *Archaeological Resources – Sensitive Sites*, SCA 52, *Archaeological Resources*, SCA 53, *Human Remains* and SCA 54, *Paleontological Resources*, the impacts of the Specific Plan, and thus the Specific Plan contribution to significant cumulative impacts on archaeological resources, paleontological resources and human remains, would be less than significant.

SCA 57, *Vibrations Adjacent to Historic Structures*, would reduce potential construction period vibration impacts on historic resources to a less-than-significant level. Implementation of SCA 56, *Property Relocation Rather than Demolition*, would reduce impacts on historic resources.

Because the impacts of the Specific Plan would be less than significant, the Specific Plan contribution to significant cumulative impacts on cultural resources would also be less than significant.

Mitigation Measures

None needed