Appendix D

Historic Resources Report

Historical Background of the Plan Area

The study area for the Central Estuary Area Specific Plan is bound by Embarcadero Cove (also Brooklyn Basin) and Government Island on the northwest, the Martin Luther King Regional Shoreline along the west, the Nimitz Freeway (I-880) along the east, and San Leandro Bay at the south. It includes portions of the following areas of the City of Oakland: Brooklyn Basin, Fruitvale, Jingletown (or Kennedy Tract), and East of High, all of which are a mixture of port industrial, shipping, manufacturing, commercial, and residential properties, as well as infrastructure such as bridges and wharves.

This small land area within the greater expanse of the modern City of Oakland has a history tied to its access to rail and water transportation. Several small settlements sprang up east side of the slough leading to what is now Lake Merritt, the largest of which was the community of Brooklyn, which when it incorporated in 1870 encompassed several smaller communities. The area known as "Fruit Vale" was named in by Henderson Llewelling as a promotional description for marking his cherries and it centered along Fruitvale Avenue, but never incorporated. Brooklyn generally extended south and west to the main stem of San Antonio Creek, or the inner Oakland Estuary, as well as to the swampy land west of the railroad where the tidal canal is now, and south to the edge of San Leandro Bay. The City of Oakland annexed most of Brooklyn north and east of the rail line by 1872, but the low land southwest of the railroad – the area subject to this existing settings report -- was not included within Oakland corporate boundaries until 1909. Largely, this was because the tidelands winding sloughs and shallow water were not passable between the end of Oakland Estuary (then Brooklyn Basin before man made Government Island was constructed) and San Leandro Bay.

The Central Pacific and various private land owners owned the land and a few businesses facing either Brooklyn Basin or San Leandro Bay at each end of the study area, which was then bisected by a timber causeway at Park Street for wagon traffic to the City of Alameda. The Central Pacific main line extended down the eastern bay shore toward Hayward and on to San Jose soon after the completion of the transcontinental railroad in 1869. This rail alignment served as the northeastern or inland boundary of the area until the construction of the modern Nimitz Freeway parallel to the railroad, but closer to the shore in the 1940s and 1950s. Central Pacific consolidated several local rail lines and streetcars under its control through the Brooklyn and Fruitvale areas during the period in the 1870s to create a virtual monopoly over local and transbay traffic. By 1885, Central Pacific transferred most of its holdings to its successor, the Southern Pacific Railroad, which continued expanding service throughout the San Francisco Bay Area.

In addition to the key role of the railroad, the US Army Corps of Engineers, the City of Oakland, and local business and landowners started to modify and improve the entire length of the

Oakland Estuary and harbor facilities, including the upper reaches at the north end of the plan area. The Corps of Engineers' earliest plans for the improvements in the 1870s included creation of a tidal canal to link the existing eastern end of the inner harbor at Brooklyn Basin to San Leandro Bay. Small streams and sloughs originally ran throughout the neck of tidelands where the Alameda peninsula connected to the mainland, roughly between the current ConAgra plant (west of the Park Street bridge) and southwest corner of the plan area, east of the High Street bridge. Army Corps of Engineer crews started dredging in 1889, but work was complicated as hundreds of old wharf piers buried in the mud broke the equipment and federal and local project funding was delayed as the City of Oakland and private enterprise battled over the rights to the valuable waterfront that would be created. The Corps first opened the canal in 1892 and continued widening and straightening the small Brick Yard Slough that ran into the San Leandro Bay. This work was completed in 1902, opening miles of additional waterfront and creating the island that is now the City of Alameda. The dredging of the tidal canal was a major factor in encouraging the industrial development in east Oakland and specifically within the plan area. By the early 1910s the decades of litigation over wharf rights were settled and the City of Oakland built its first municipal pier in the plan area at Livingston Street.

The inner harbor, or Brooklyn Basin (vicinity of Government Island), was subject to much of the controversy during the completion of the tidal canal project because all of Oakland's waterfront had been in protracted litigation over who held the rights to the area. It remained under private ownership through 1910 when a California Supreme Court ruling established city ownership of the harbor lands and wharfing rights. This decision marked a dramatic increase in the industrial development of the Brooklyn Basin waterfront, which ran from the shoreline opposite the east end of what is now Government Island (built in the mid 1910s), eastward to the Park Avenue tidal canal crossing. Industrial plants dramatically increase in size and number along the Tidal Canal between 1903 and 1912, as locals jumped at the opportunity to utilize this prime industrial shipping point. Large companies already in this area included the California Cotton Mill Company and E.K. Wood Lumber Company's mill and yard along with numerous smaller industrial businesses.

As the port facilities expanded so did the various railroad spurs throughout the study area. By 1902 Southern Pacific suburban streetcar lines extended from the Oakland Pier and Alameda Mole northward through Berkeley and West Berkeley, eastward through East Oakland to and along Fruitvale, and southward into Alameda on Park and High streets. The Southern Pacific's system of interurban railroads was well established by 1911, when the company established electrified lines to better compete with the electric interurban Key System serving Oakland and San Francisco. Many of the rail alignments within the study area served as dividers between neighborhoods and industry. For example, the tracks along Fruitvale Avenue divided the residential populations within Jingletown from the large industrial parcels south of Fruitvale Avenue. The entire plan area was also historically separated from the rest of Fruitvale and

eastern Oakland by the Southern Pacific's main freight line as early as 1870, and then that area bisected again from north to south as the I-880 freeway was constructed in the late 1940s.

A mix of small residential areas adjacent to large manufacturing or shipping facilities was typical of the earliest development in this part of the eastern bayshore. Industrial development began as early as the 1860s and grew slowly in the plan area through the 1870s and 1880s. Residential development was even slower to enter the plan area, even though early land owners surveyed and recorded residential tracts in the 1870s and 1880s. The area now known as Jingletown -- originally the Kennedy Tract -- remained confined to blocks east of the plan area (east of I-880) until the 1890s. Other early residential tracts included: the Shellmound Tract in the area bounded by Livingston, Frederick and 23rd; and the Levi, Lane & Sather Tract, now bisected by I-880 and located between Fruitvale, E 12th, High and Lane (the Owens-Brockway plant). The area now refered to as "East of High" at the southern end of the study area was even slower to develop and largely consisted of shoreline industrial buildings. The first subdivision of small lots in the East of High area was associated with the Pacific Cordage Works plant, east of the Nimitz Freeway and the former plant site itself is now under the freeway.

The portion of Jingletown located between Park Street and Fruitvale Avenue within the plan area, developed as mill laborer housing. The initially German immigrant neighborhood became home a large number of Portuguese immigrants who worked in the canneries, cotton mill, lumber mills along the tidal canal in the early twentieth century. Their habit of jingling their earnings in their pockets reportedly gave the neighborhood its name. These workers lived near their places of employment, which included the businesses listed above and other manufacturers like the pottery factories located just east of I-880, outside the plan area, or the lumber mills at the northern and southern ends of the plan area. The Jingletown neighborhood itself was characterized within the plan area by a small one and two story Victorian Era houses, largely located between 23rd and Fruitvale avenues, with some along Elmwood and Eighth, between the Owens Brockway plant and the freeway.

Survivors of the 1906 earthquake fled to the City of Oakland and its outlying areas causing the city to double in population. This increase in new residents in the east bay and the plan area, just as local industry was expanding to take advantage of the new tidal canal, led to the annexation of Fruitvale and Melrose (at the railroad near the southeastern plan area boundary) in 1909. During the first half of the twentieth century industrial, commercial, and shipping facility development expanded all along the tidal canal, including the Pacific States Refineries petroleum products plant (on part of the site now occupied by Owens Brockway), and other chemical and paint companies located next to the Southern Pacific main line and 50th street just outside the study area. By the mid 1920s the American Can Company established a manufacturing facility that filled the land between the railroad and Alameda Avenue, south of 37th Avenue, while the National Mill & Lumber Company and the Pacific Tank & Pipe Company dominated the

southern plan area, near the conjunction of the tidal canal and San Leandro Bay. The Jingletown and East of High Street residential neighborhoods remained largely unchanged during this period. It was not until 1952 that a federal housing project, the High Street Homes subdivision located northeast of the lumber mills, brought more residential development to the plan area.

The City of Oakland established the Oakland Port Commission, the precursor to the modern Port of Oakland, in 1927 to manage the harbor and further harbor improvements in the Outer Harbor, Middle Harbor, and Inner Harbor, at the northern end of the current study area. They following year, the Port of Oakland was made an official port of entry to the United States. The Inner Harbor at this time comprised a nine-mile stretch along the Oakland estuary, with the current plan area locate in the easternmost two to three miles. Most harbor development was focused outside of the study area, but the City of Oakland constructed the Livingston Street Pier by 1912, and then the Dennison Street Pier by 1930.

The various mills, manufacturers, shipping facilities, warehouses, and other businesses throughout the plan area grew significantly during the mid-twentieth century, both during and after World War II, fueled by the demand for lumber, canned food, and petroleum products. During the war, the entire San Francisco Bay Area had to find room for over half a million wartime workers employed in its vast complex of military bases and support facilities. In 1941, the Port of Oakland responded by voluntarily turning over the use of its facilities to the armed forces for the war effort, and the Oakland Naval Supply Center, Oakland Army Base, and Alameda Naval Air Station were established. The shipbuilding industry skyrocketed. Oakland's manufacturing jobs grew from 100,000 at the beginning of the war to 300,000 at war's end, and adjacent areas tripled in population. Companies like Owens-Illinois, a glass manufacturer, and Richfield Oil's distribution facility, established plants on the tidal canal south of Fruitvale Avenue, and between Alameda Avenue and High Street, respectively. These and other businesses throughout the region devoted themselves to production of materiel and supplies for the war.

In general, wartime mobilization of the west's vast resources gave already established metropolitan areas such as San Francisco and Oakland a jump on postwar growth from the 1940s through the 1960s. During the immediate post-war years, Oakland, like many cities nationwide, focused on building infrastructure and providing services to manage postwar this growth, followed by an emphasis on revitalizing central business districts to maintain regional growth. Oakland's waterfront success thrived after World War II and the Port of Oakland in general remains one of the largest container ports on the West Coast. The estuary, and the inner harbor, continued to develop as a mix of industry, commercial, and residential properties well into the mid twentieth century, when freeway construction in the East Bay permanently changed the dynamics of plan area.

The rise of the automobile during the post war period significantly impacted development along the estuary. The first sections of the Eastshore Freeway (later called the Nimitz Freeway and now I-880) opened between 1949 and 1953, part of the State of California's massive highway construction program of the late 1940s and early 1950s. By this time, industry along the harbor reflected the burgeoning fields of oil refining and the automotive industry. Early companies like E.K. Wood Lumber Company continued to thrive, but they had also been joined by new businesses like Shell Oil and National Automotive Fibres Inc.

Contemporary trends have attempted to revitalize these small neighborhoods and celebrate some of their industrial past. New renovation projects have attempted to convert older, potentially historic, buildings from their industrial origins to living spaces. Jingletown and the Brooklyn Basin are incorporating the arts among the industry.

Historic Architectural Resources: Initial Sensitivity Findings

The City of Oakland conducted a reconnaissance level survey of the plan area in 1997 and many buildings and structures in the plan area were given ratings indicating potential historic significance and potential eligibility for listing in local, state, or federal registers of historic properties. The Office of Historic Preservation "Historic Property Data File for Alameda County" reflects this survey effort, showing that many parcels within the plan area are designated 7R, i.e., subject to reconnaissance survey only and not yet fully evaluated. During this survey, the Jingletown neighborhood received a District Status of "2," as an Area of Secondary Importance (ASI) or district of local interest.

Although there are no known listed Oakland Landmarks, or properties listed in the National Register of Historic Places or California Register of Historic Places within the plan area, the area has not been subject to complete intensive level survey. (Oakland Heritage Alliance list of Oakland landmarks) Because residential and industrial buildings, as well as bridges, wharves, and piers have not yet been intensively surveyed, and these resources have potential for significance for association with the tidal canal and the Oakland inner harbor and waterfront history, the area has a high sensitivity for historic architectural resources.

Historic architectural resources sensitivity considerations within the plan area include, but are not limited to, the following considerations:

- The Oakland Harbor played an important historical role in the development of the city of Oakland as well as a contributing force during World War II. Although the portion of the harbor located within the study area was not directly involved in ship production or repair, businesses like Owens-Brockway produced materiel for the war effort.

- Early local railroads, like the Alameda Wharf Railroad, as well as the Central Pacific and Southern Pacific established some of the earliest railroad through and along the boundaries of the study area in the 1850s and 1860s.

- Jingletown started as the Kennedy Tract (subdivided from the George Kennedy farm), and later subdivisions of large pieces of land held by Derby, Valdez & Glascock, and Sather. By the early 1900s several neighborhoods took form from Boehmer Street south of Fruitvale, northward in the inland part of the study area. Jingletown has now established itself as Oakland's newest art scene. In 2005, the Institute of Mosaic Art opened its doors in the heart of Jingletown. The Jingletown neighborhood has a District Status of "2," as an Area of Secondary Importance (ASI) or district of local interest. A few properties closer to the freeway, along E 7th Street, have been noted with a 7R designation or have been evaluated and found not eligible "6Z1."

- The shoreline within the northern plan area on Brooklyn Basin was the former location of the E.K. Wood Lumber Company Mills and Yard, one of the early industrial developments of the area.

- California Cotton Mill Company's warehouse, originally constructed in 1917 and just outside the plan area, was recently converted into 74 rental units. The project received Historic Preservation tax credits and OHP "7R" designation.

- The Embarcadero Cove Marina is home to several historical building moved from other locations, including the Quinn Lighthouse. The marina is offshore from one of the earliest subdivisions in the area, the failed Shellmound Tract, which did not develop as a residential area and instead served various industrial uses between the cotton mills and lumber yards.

- The current location of the ConAgra facility has a long history of grain and grain products exportation. In the 1920s, the Oakland established itself as the largest grain port on the West Coast many large grain elevators were constructed near the waterfront, such as those at E. 7th and the waterfront. A flour mill was added in the 1930s, and operated by Ralston Purina in the 1950s. This site was been operated by ConAgra since 1973. The property has an OHP "7R" designation.

- The remaining wharf, pier, and bridge structures along the tidal canal are the descendents of the original USACE tidal canal dredging project and the subsequent industrial development it encouraged.

- The large Home Depot on Alameda Avenue was the site of the Oakland Factory of the American Can Company from about 1918 through at least the early 1970s.

- Owens Brockway Plant - this area remained largely vacant through the early twentieth century as the land surrounding it developed residences in the north and industry to the south and east. It briefly contained the Pacific States Refineries in the 1920s. The Owens-Illinois Company established a large plant here, first establishing a sales office in

Oakland and later building its production plant in the 1930s. By World War II the Owens-Illinois Pacific Coast Company glass works had a contract with the US Navy for the production of ordnance. This later became the Owen-Brockway plant. The CRIS list records a designation of 4S7 for the Owens Illinois Pacific Coast Glass factory.

- The University of California rowing crew headquarters have been located on Glascock Street since 1924.

- By the mid 1940s East of High had a housing project called High Street Homes, surrounded by industrial parcels between Jensen and Tidewater streets. The High Street Homes have since been replaced by large industrial facilities.

Appendix to Historical Background Existing Settings

(the following is posted on the Oakland Planning Department website)

http://www.oaklandnet.com/government/ceda/revised/planningzoning/historicpreservation/HP-overviewH.html

SUMMARY OF THE HISTORIC PRESERVATION ELEMENT OF THE OAKLAND GENERAL PLAN, Adopted 1994

This is a brief summary of provisions in the Historic Preservation Element that affect Designated Historic Properties, Potential Designated Historic Properties, and properties on the Local Register of Historic Resources. For more detail on programs and regulations, consult the Historic Preservation Element of the Oakland General Plan and the Oakland Zoning Regulations, information available from the Planning Department, branch libraries, or the Zoning Division, (510) 238-3911.

Oakland has a wealth of historic buildings and neighborhoods matched by few other California cities. These artifacts reflect the city's rich multicultural history, from earliest times to the present. They also have materials and workmanship impossible or costly to obtain today. At the same time, they serve us every day as our homes, workplaces, and community centers. How can we protect what is valuable from our past, while moving forward with today's needs?

The Historic Preservation Element

In 1994 the City of Oakland adopted a Historic Preservation Element as part of its General Plan. (An "element" is a part of the plan that addresses a specific topic like housing, transportation, or open space). The Element is based on two broad "Goals": to "use historic preservation to foster economic vitality and quality of life" and to "prevent unnecessary destruction of properties of special historical, cultural, and aesthetic value." The Element spells out these goals through policies and actions that govern how the City will treat "Designated Historic Properties" (DHPs: landmarks, districts, and Heritage Properties) and "Potential Designated Historic Properties" (PDHPs).

The City has adopted these policies because it believes historic preservation offers many important benefits:

- Urban revitalization
- Employment opportunities
- Cost-effective affordable housing
- Economic development opportunities
- Community identity and image
- Educational, cultural, and artistic values.

Oakland's Historic Properties

Like most cities, Oakland has a program for designating Landmarks and Preservation Districts. These are the most prominent historic properties in the city. They are nominated by their owners, the City, or the public and are designated after public hearings by the Landmarks Board, Planning Commission, and City Council. These are called "Designated Historic Properties." Since the program began in 1973, about 140 individual landmarks and 96 small districts have been designated, out of close to 100,000 buildings in the city. There are also about 40 individual buildings and the Downtown district on the National Register of Historic Places, and a small group of State and National Historic Landmarks. These major landmarks have various legal protections against demolition or changes that would impair their significance.

But Oakland is "a city of neighborhoods." If preservation is to promote "economic vitality and quality of life" throughout the city, more than a few scattered superstar buildings must be protected and enhanced. To discover the full range of Oakland's resources, and to recognize a wide range of historic value, the Preservation Element has adopted a citywide historic resources survey, a graduated rating system, and a new category called "Potential Designated Historic Property" or "PDHP."

Surveys and Rating System

A reconnaissance or "windshield survey" of the entire city was completed in 1997. Field surveyors from the City Planning Department drove every street and rated every visible building with a preliminary estimate of its age and its possible historical or architectural interest. In addition, many buildings and neighborhoods have been researched and evaluated in more detail ("intensive survey") by the Planning Department's Cultural Heritage Survey project. All this information is available to the public as well as to city staff.

The surveys use a rating system that is adopted in the Element as a shorthand for the relative importance of properties. The system uses letters A to E to rate individual properties and numbers 1 to 3 for district status. Individual properties can have dual ("existing" and "contingency") ratings if they have been remodeled, and if they are in districts they can be contributors, noncontributors, or potential contributors. In general, A and B ratings indicate landmark-quality buildings. The rating system is summarized, with some examples, below.

Summary of Historical and Architectural Rating System

A: Highest Importance: Outstanding architectural example or extreme historical importance (about 150 properties total). Examples: City Hall, Camron-Stanford House, 16th Street Station, Floral Depot.

B: Major Importance: Especially fine architectural example, major historical importance (about 600 total). Examples: Plaza Building, California Cotton Mills, Fruitvale Hotel, Herbert Hoover House.

C: Secondary Importance: Superior or visually important example, or very early (pre-1906). Cs "warrant limited recognition (about 10,000 total).

D: Minor Importance: Representative example. About 10,000 Ds are PDHPs, either because they have a higher contingency rating ("Dc") or because they are in districts ("D2+").

E: Of no particular interest, * or F: Less than 45 years old or modernized. Some Es, Fs, and *s are also PDHPS because they have higher contingency ratings or are in districts.

Contingency Ratings (lower-case letter, as in "D**c**" or "F**b**"): potential rating under some condition, such as "if restored" or "when older" or "with more information."

District Status (numbers):

"1": In an Area of Primary Importance (**API**) or National Register quality district. Examples: Old Oakland, Downtown, Oakland Point (Prescott)

"2": In an Area of Secondary Importance (**ASI**) or district of local interest. Examples: 23rd Avenue Commercial, Clawson Neighborhood, Bella Vista, Jingletown, Carrington Airplane Bungalows

"3": Not in a historic district.

For properties in districts, + indicates contributors, noncontributors, * potential contributors.

Potential Designated Historic Properties (PDHPs)

The City considers any property that has at least a contingency rating of C ("secondary importance") or contributes or potentially contributes to a primary or secondary district to "warrant consideration for possible preservation." If they are not already designated, all properties meeting these minimum significance thresholds are called Potential Designated Historic Properties (PDHPs).

PDHPs are a large group: a fifth of the buildings in Oakland. They are meant to be "numerous enough to significantly influence the city's character." Properties with contingency ratings are classified as PDHPs to highlight their value as restoration opportunities. District contributors and potential contributors are classified as PDHPs to promote preservation of Oakland's distinctive districts and neighborhoods.

"PDHP" is not a designation. It is a category based on Survey ratings, and the ratings simply report what the Survey has found throughout Oakland. The ratings help decide which properties may warrant some sort of preservation effort by the City. A PDHP rated B, "major importance," even if it is not a designated landmark, will probably be more difficult to alter or demolish, and will receive higher priority for assistance, than one rated D, "minor importance."

Local Register of Historic Resources

In mid-1998, following changes in State law, the Preservation Element was amended to create a category called the Local Register of Historic Resources. This includes Designated Historic Properties (City landmarks and districts, as well as properties designated under State and Federal programs) plus the most important PDHPs: those that have existing ratings of A or B or are in Areas of Primary Importance. Under certain circumstances, demolition or incompatible alteration of these properties cannot be carried out unless an Environmental Impact Report demonstrates that there are no feasible preservation alternatives and identifies mitigations to make up for loss of a historic resource.

Designated Historic Properties (DHPs)

For properties with official City designations - landmarks, preservation districts, Heritage Properties - the Element lays out a series of interrelated incentives and regulations. (Not all of these are in effect yet.) The most incentives and the strongest regulations are reserved for the most important properties.

Incentives for DHPs include:

- Streamlined permit procedures and fee waivers
- Tax relief by Mills Act contracts and easements
- Wider range of permitted uses
- Use of State Historical Building Code
- Priority for financial assistance

Regulations on DHPs include:

- Design Review of exterior changes by the Land-marks Preservation Advisory Board and its staff

- Demolition, removal, and alteration of Class 1 and 2 Landmarks and district contributors are permitted only as provided in the Element.

- Demolition, removal, and major alteration of Class 3 Landmarks and Heritage Properties can be postponed for 60 to 240 days.

Potential Designated Historic Properties (PDHP) Policies

Policies to protect PDHPs are set out in the Element chapter on "Historic Preservation and Ongoing City Activities" and enacted in the Zoning Regulations. Those most likely to affect the owner of a PDHP are:

Demolition or significant changes to the exterior of a PDHP are subject to review and postponement.

- Staff and applicant will discuss the PDHP's historic features or "character defining elements," ways to modify the project to protect those features, and incentives for DHP status.

- The Landmarks Board may consider Heritage Property designation, which could delay demolition.

- The highest rated PDHPs (see "Local Register of Historic Resources") will be subject to design review and may require environmental review under the California Environmental Quality Act/CEQA (Policy 3.8). Demolition or major alteration may necessitate an EIR.

- Design review will require the project to be of equal or better design quality and compatible with neighborhood character (Policy 3.5).

- PDHPs that are to be demolished must be offered free for moving.

In addition, the Element states that:

- PDHPs have preference for City assistance (Policy 3.6)

- Deteriorated and abandoned PDHPs should be rehabilitated, not demolished (Policy 3.12)

- A PDHP being replaced by a new project should be moved, not demolished (Policy 3.7)

- The City may consider acquiring endangered PDHPs (Policy 3.4, 3.12)

Certain PDHPs receiving City assistance must be nominated for DHP status (Policy 3.3).

To qualify for incentives, PDHPs must become DHPs (Designated Historic Properties). Though many PDHPs would not have qualified for Landmark or Preservation District status in the past, the new categories Heritage Property and Class 2 Preservation District will make designation available to a much wider group of properties.