

**DIRECTOR'S REPORT:** Status Report on 2019 Mills Act contract recommendations:

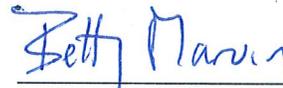
418 Jefferson St., 6028 Broadway Terrace, 6475 Colby St, 1263 Trestle Glen Road,  
619 Mariposa Ave., 2600 Best Ave., 678 18th St., 360 Van Buren Ave., 1000 Sunnyhills  
Road. 412 Monte Vista Ave., 3007 Telegraph Ave., 492 Staten Ave.

**BACKGROUND**

Attached as background are the July 8, 2019, Landmarks Preservation Advisory Board staff reports on this year's 12 Mills Act contract applications and 11 associated Heritage Property nominations. The Board reviewed the applications and voted unanimously to designate the 11 Heritage Properties and to recommend all 12 Mills Act Property Tax Abatement Program applications to City Council for approval for contracts. The designations and recommendations are forwarded to the Planning Commission as an information item.

**NEXT STEPS**

This report to the Planning Commission will be followed by City Attorney, Budget, and City Council review, leading to a resolution authorizing the City Administrator to execute Mills Act contracts with the property owners. Contracts must be recorded with the County by the end of calendar year 2019.



BETTY MARVIN

Historic Preservation Planner

Approved by:



CATHERINE PAYNE

Acting Development Planning Manager

Approved for forwarding to the  
City Planning Commission:



ED MANASSE

Interim Deputy Director, Planning Bureau

Attachments:

1. Landmarks Preservation Advisory Board report, Mills Act Contract Applications, July 8, 2019
2. Landmarks Preservation Advisory Board report, Heritage Property Nominations, July 8, 2019

<b>Proposal:</b>	<b>Mills Act Contract Applications by owners.</b>
<b>Case File Number /Location/ City Council District/ Zoning:</b>	<p>1) <b>MA19001: 418 Jefferson St. (APN 001-0129-020-00);</b> City Council District 3, Zoning C-40</p> <p>2) <b>MA19002: 6028 Broadway Terrace (APN 048A-7124-010-02);</b> City Council District 1, Zoning RD-1</p> <p>3) <b>MA19003: 6475 Colby St. (APN 016-1414-007-00);</b> City Council District 1, Zoning RM-1</p> <p>4) <b>MA19004: 1263 Trestle Glen Rd. (APN 024-0565-057-00);</b> City Council District 2, Zoning RM-1</p> <p>5) <b>MA19005: 619 Mariposa Ave. (APN 010-0816-007-00);</b> City Council District 6, Zoning RD-1</p> <p>6) <b>MA19006: 2600 Best Ave. (APN 036-2463-024-01);</b> City Council District 2, Zoning RD-1</p> <p>7) <b>MA19007: 678 18th St. (APN 003-0043-030-00);</b> City Council District 3, Zoning CBD-R</p> <p>8) <b>MA19008: 360 Van Buren Ave. (APN 010-0782-016-00);</b> City Council District 3, Zoning RU-2/S-12</p> <p>9) <b>MA19009: 1000 Sunnyhills Rd. (APN 011-0895-014-00);</b> City Council District 2, Zoning RD-1</p> <p>10) <b>MA19010: 412 Monte Vista Ave. (APN 012-0927-001-03);</b> City Council District 1, Zoning RU-3</p> <p>11) <b>MA19011: 3007 Telegraph Ave. (APN 009-0708-004-00);</b> City Council District 3, Zoning CC-2</p> <p>12) <b>MA19012: 492 Staten Ave. (APN: 010-0765-008-00);</b> City Council District 3, Zoning RU-3/S-7/S-12</p>
<b>Applicant/Owner:</b>	Multiple, see individual applications
<b>Environmental Determination:</b>	Exempt Section 15331 of the State CEQA Guidelines, Historical Resource Restoration/Rehabilitation; Section 15183 Projects consistent with the General Plan or Zoning
<b>Action to be Taken:</b>	Determination that properties are eligible for Heritage Property status; designation of eligible properties as City of Oakland Heritage Properties
<b>For Further Information:</b>	Contact Case Planner <b>Betty Marvin at (510) 238-6879</b> or by email at <a href="mailto:bmarvin@oaklandca.gov">bmarvin@oaklandca.gov</a> .

**BACKGROUND**

The Mills Act is a California state law passed in 1972 that allows property owners and local jurisdictions to contract for a potential property tax reduction for historic properties, using an alternate appraisal formula. The state law also establishes a ten-year perpetually renewing contract term and penalties for non-fulfillment of the contract. Local governments (city or county) that elect to participate design other aspects of their own programs, such as eligibility criteria and work program requirements. Oakland requires that the property have local historic designation (Landmark, Heritage Property, S-7, or S-20) and commits the owner to spending the amount of the tax savings on a pre-

approved, recorded program of eligible improvements that restore or maintain the historic exterior character of the building or its structural integrity. The relatively small tax benefit gives owners the means and motivation for high quality historically appropriate improvements, and can be especially beneficial for underutilized or undermaintained properties. Such projects further City goals including creation and preservation of housing, reduction of blight, and enhancement of neighborhoods. Oakland has approved 70 Mills Act contracts since the first contracts in 2008.

A two-year pilot Mills Act program was adopted by the Oakland City Council in 2006-07. In 2009 the City Council expanded the program and made it permanent. The 2009 ordinance authorized a City revenue loss of \$25,000 a year in new contracts, with additional larger quotas for Redevelopment areas (\$250,000 a year in the Central Business District and \$25,000 a year in each other single Redevelopment area). Since the abolition of Redevelopment in 2012, the City share of property tax revenue (or property tax reduction) is uniform across the city at 27.28%. The ordinance provides that tax losses may exceed any of these limits with approval of the City Council.

The Mills Act establishes an alternate method of calculating property taxes for participating properties based on the income method of appraisal. In this method, property value is extrapolated from estimated potential rental income, using a capitalization rate or multiplier. Under the Mills Act the capitalization rate, usually around 10%, is adjusted for “historic property risk” by 4% for owner-occupied residential properties or 2% for all others, giving potentially a 20 to 40 percent tax reduction to Mills Act (“historical restricted”) properties.

Any property entering into a Mills Act contract with the City must be on the Local Register of Historical Resources. The Local Register is an umbrella category for the most significant historic resources in Oakland, whether designated by the Landmarks Board or identified by the Survey. It includes buildings with Oakland Cultural Heritage Survey ratings of ‘A’ or ‘B’, buildings in Areas of Primary Importance (APIs), and Designated Historic Properties (DHPs: Landmarks, Heritage Properties, and properties in S-7 and S-20 districts). Properties not already formally designated by the Landmarks Board must concurrently obtain Heritage Property or other designation.

Important features of the Mills Act program, established by the state legislation and incorporated into Oakland’s Mills Act contracts, include:

- The Mills Act program is a voluntary program.
- The Mills Act contract is between the City and the owner of a designated historic structure.
- The initial contract is for 10 years. At the end of each year, the term is automatically extended one year, unless the owner or the City gives notice not to renew. If notice of non-renewal is given, the contract remains in effect for the balance of the current 10-year term.
- The penalty for breach of contract is 12.5 percent of the current property value.
- The basic state requirement is that the owner preserve, rehabilitate, and maintain the historical and architectural character of the property. Oakland’s program further requires that the tax savings be invested back into the property according to a work program that is recorded with the contract.

- The contract runs with the property, that is, its benefits and obligations automatically transfer to each new owner and the property is not reassessed to full market value upon sale.
- The agreement provides for periodic inspections to determine compliance with the contract.
- The amount of tax reduction depends on a number of variables. The largest tax reductions occur for properties purchased or reassessed in recent years and at high market values. For properties with existing low assessments, taxes will not increase due to a Mills Act contract, but they may not decrease.

## CONTRACT CONDITIONS, ALL PROPERTIES

*The Secretary of the Interior's Standards for Rehabilitation* are incorporated as conditions in the Mills Act agreement (Attachment 13) and apply whenever work is submitted for permits to carry out work program items. Especially in regard to windows, a significant item in most of the proposed work programs, attention is called to Standards 5 and 6:

- 5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.**
- 6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and, where possible, materials. Replacement of missing features shall be substantiated by documentary and physical evidence.**

*The Model Mills Act Agreement* (8 pages, Attachment 13) spells out obligations and procedures:

“...Both Owner and City desire to enter into an Agreement to preserve the Property so as to retain its characteristics of cultural, historical and architectural significance and to qualify the Property for an assessment of valuation pursuant to Section 1161 of the Revenue and Taxation code of the State of California. ....

.....

**4) Preservation/rehabilitation and Maintenance of Property (California Government Code Section 50281(b)1)** During the term of this Agreement, the Property shall be subject to the following conditions, requirements and restrictions:

- a. Owner(s) agree to preserve/rehabilitate and maintain cultural, historical and architectural characteristics of the Property during the term of this Agreement as set forth in the attached schedule of improvements, which has been reviewed by the Landmarks Preservation Advisory Board and approved by the City Council.... No demolition or other work may occur which would adversely impact the cultural, historical and architectural characteristics of the Property during the term of this Agreement.
- b. All work on the Property shall meet, at a minimum, the Secretary of Interior's Standards for Rehabilitation of Historic Properties, the Office of Historic Preservation of the Department of Parks and Recreation ..., the Minimum Property Maintenance conditions ... the State Historical Building Code as determined as applicable by the City of Oakland and all required review and conditions of the Landmarks Preservation Advisory Board, the Planning Commission, the City Council, and/or the Community and Economic Development Agency of the City of Oakland.

## 2019 MILLS ACT APPLICATIONS

Mills Act applications are accepted from January through May of each year, to allow time for processing by the City and recording with the County by December 31. Twelve completed Mills Act applications – the largest number since 2008 - were submitted this year and are before the Landmarks Board for review. Eleven are applying for Heritage Property designation at this meeting and one is already a contributor to a designated S-7 historic district. As in past years, most applications are for small residential buildings (houses and one duplex). Three applications – MA019-10, 11, and 12 – are for larger multi-unit and commercial properties with, of course, larger tax bills and larger revenue reductions, which will require City Council approval.

### Geographic Distribution

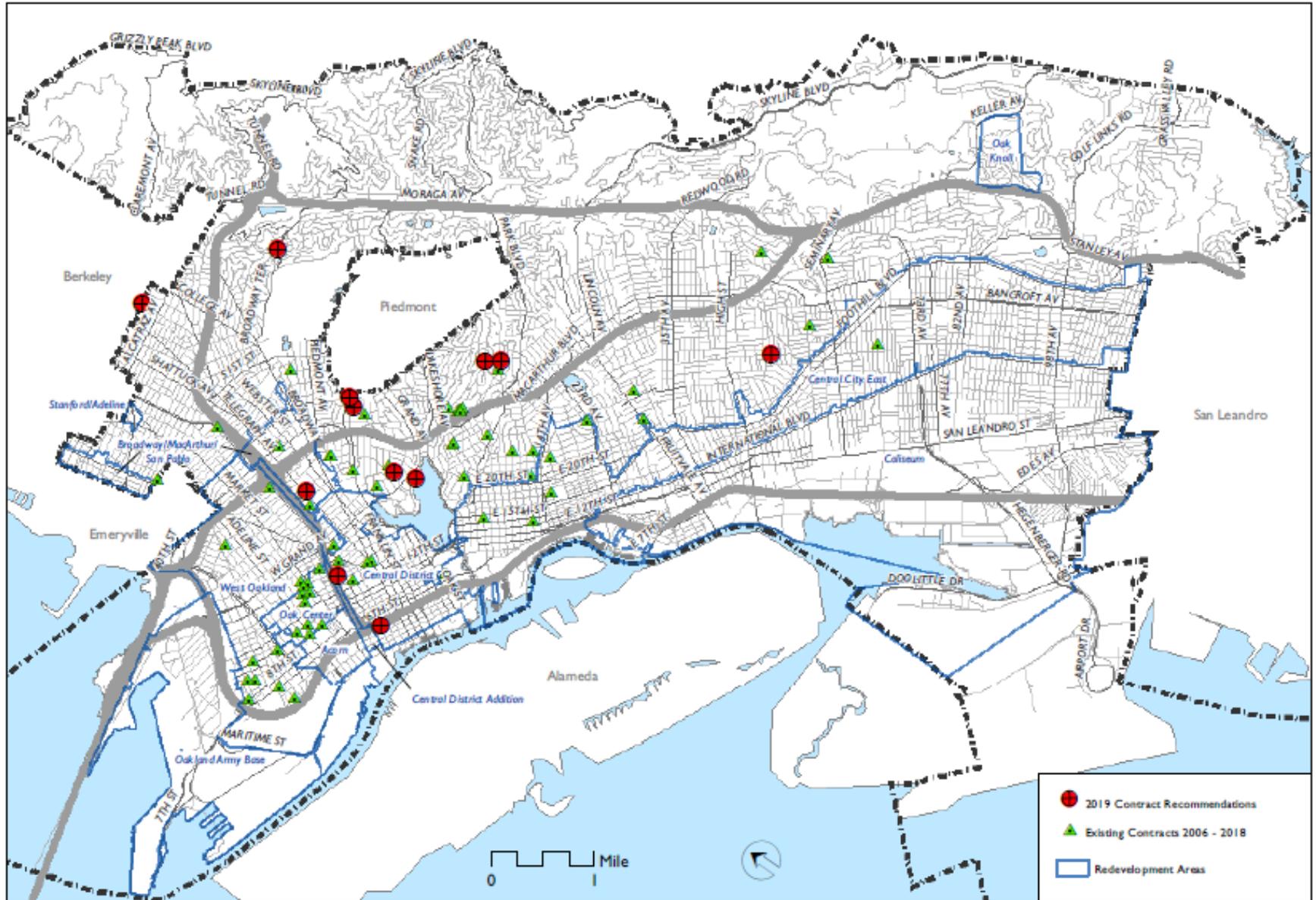
The map on the previous page illustrates geographic distribution of all current and proposed Mills Act properties. Two 2019 applications are in the Central District (in early residential neighborhood pockets), two are in Adams Point, two in the Oakland Avenue-Rose Garden neighborhood, two in Lakeshore-Trestle Glen, two in North Oakland neighborhoods not previously represented, and one in Maxwell Park. All but one are residential (single or multiple); the one commercial property is in the KoNo (Koreatown-Northgate, aka Pill Hill) area of Telegraph Avenue. This year no completed applications came from West Oakland, though there were many inquiries and there are likely prospects for next year. As usual, at least 100 inquiries about the program were received from all parts of Oakland during the year, and a larger number than usual followed up with complete applications, some from neighborhoods new to the program. Staff mentions the program whenever contacted by property owners, permit applicants, or real estate agents about eligible properties.

### Historic Preservation Staff Review

Selection criteria for Mills Act applications were developed by a Landmarks Board committee and adopted by the Board during the first year of the Mills pilot program, to screen and rank applications, especially where there were more applicants than could be accommodated. Evaluation focuses on:

- *significance* of the property;
- immediate *necessity* of the work to prevent further deterioration;
- *scope* of the work in relation to the estimated tax reduction;
- *visibility* of the work proposed, to act as a catalyst for neighborhood revitalization;
- *neighborhood* diversity, to spread the program to as many neighborhoods as possible;
- *building type* diversity, to illustrate use of the Mills Act for different types of properties;
- *thoroughness* of the application above and beyond being minimally complete.

Staff is recommending selection of all twelve 2019 Mills Act contract applications, as satisfying the applicable criteria. The Class of 2019 is an unusually well qualified group under the first criterion, significance, in that seven of the twelve are already on the Local Register by virtue of Survey ratings or Landmarks Board actions. Mills and Heritage applications were all extremely well researched, documented, and explained. Further details are provided in the individual property summaries on the following pages and in the full applications, Attachments 1 through 12.



# Mills Act Contracts and Contract Recommendations

## Financial Impacts - 2019 Mills Act Applications

Tax impacts of the Mills Act formula have been affected by changes in the California real estate market since the program was created by the legislature in the 1970s, and since Oakland's program was adopted in 2009. Recent rapid inflation of real estate prices and the Proposition 13 system under which properties are reassessed to market value only at change of ownership mean that new owners are likely to benefit much more than long-term owners. In addition, because the Mills Act assessment formula is based on the income method of appraisal (using a hypothetical market rent), the current spike in rental prices means that Mills Act savings may be less than in past years. According to staff at the Assessor's office in 2016, "higher rents will have an impact on Mills Act restricted assessments. The restricted [Mills Act] assessment will be calculated using market rent as of January 1. An increase in market rents would yield a higher restricted assessment." It is not possible to forecast exact values because assessment is done property by property in the new tax year. Applicants were advised to put a higher rent per square foot (at least \$2.50 to \$3 in 2019) into the calculator on the City website. Lower Mills Act savings for owners would, of course, also mean less revenue loss for the City.

A Mills Act calculator on the City website's Mills Act page allows applicants to make a *rough estimate* of tax outcomes (table on p. 7). Based on Alameda County records and information from applicants, column 2 lists the current annual ad valorem property taxes on the property (special assessments – about \$1000 to \$1500 a year for most properties - are not affected by the Mills Act). Column 3 lists the *estimated* Mills Act taxes, using the state formula based on square footage and hypothetical or actual rent. (When the calculator was designed by EPS consultants for the City over a decade ago, the hypothetical average rent was \$1.25/sf.) Column 4 lists the difference between current ad valorem property taxes and the *estimated* Mills Act property taxes. The City receives approximately 27.28% of property taxes. Column 5 lists the estimated reduction of property taxes to the City, 27.28% of the change in taxes due to the Mills Act calculation.

In addition to the one-size-fits-all estimates from the calculator, some applicants have provided their own calculations – some higher, some lower - based on conversations with the Assessor or on personal research into likely market rents for single-family homes. Though there were no major discrepancies, the range of estimates confirms the rough nature of these figures, especially as 2019-20 assessments have not been published at the time of this report and the 2020-21 Mills Act ("historical restricted") assessments based on market rents will not be calculated by the county until 2020.

*Disclaimer (accompanies calculator on the City website):*

*The online calculator that produces these estimates is an interactive spreadsheet based on the Mills Act formula for tax assessments, which uses a modified version of the income approach to appraisal. It gives a rough estimate of potential tax savings. The City makes no warranties or representations about the accuracy of the calculator – it is an information tool that applicants may use at their sole risk, and does not replace legal counsel or a financial advisor. Actual tax reductions, if any, will be calculated by the County Assessor's Office after the Assessor has received the executed Mills Act contracts at the end of the calendar year.*

**ESTIMATED TAX RESULTS, 2019 MILLS ACT APPLICATIONS**

<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>
Mills Act Application	Assessed Value 2019 (county record)	Current Ad Valorem Property Tax (county rec.)	Mills Act Taxes from calculator (estimate based on ~\$2-3/sf rent)	Change in Taxes (current less Mills estimate)	City Revenue Loss, Year 1 (27.28% of tax change)
Small residential properties, citywide:					
MA19-001, Jefferson	\$642,600	\$8,383	\$4,814	(\$3,569)	
MA19-002, Bwy Terr.	\$100,985	\$13,070	\$6,077	(\$6,993)	
MA19-003, Colby	\$993,985	\$12,978	\$6,077	(\$6,901)	
MA19-004, Trestle Glen	\$637,107	\$8,319	\$6,815	(\$1,504)	
MA19-005, Mariposa	\$1,514,014	\$19,768	\$8,002	(\$11,766)	
MA19-006, Best Av	\$1,133,360	\$14,798	\$9,137	(\$5,661)	
MA19-007, 18th St.	\$1,125,000	\$14,689	\$11,012	(\$3,677)	
MA19-008, Van Buren	\$1,377,000	\$17,979	\$10,965	(\$7,014)	
MA19-009, Sunnyhills	\$908,231	\$11,859	\$7,764	(\$4,095)	
<b>TOTAL small residential</b>	\$8,432,282	\$121,843	\$70,663	(\$51,180)	(\$13,962)
<i>Approximate total small residential tax reductions:</i>				total tax reduction (\$51,180)	<b>City revenue (\$13,962)</b>
Large adaptive reuse projects and multi-unit properties:					
MA19-010 Monte Vista	\$4,751,057	\$62,035	\$42,524	(\$19,511)	(\$5,323)
MA19-011 Telegraph now	4,740,200	\$63,926	\$47,447	(\$16,479)	(\$4,495)
MA19-012 Staten	21,045,000	\$283,813	\$215,618	(\$68,195)	(\$18,604)
<i>Approximate total large project reductions:</i>				total tax reduction (\$104,185)	<b>City revenue (\$28,422)</b>
<b>TOTAL Estimated City tax revenue loss, year 1 (tax year 2019-20)</b>					<b>(\$42,384)</b>

An estimated reduction of \$13,962 for the 9 small residential properties is well below the annual City revenue loss limit of \$25,000 for new Mills Act contracts (though higher than past years, due to both inflation and the large number of applications). The two large adaptive reuse projects (Monte Vista, Telegraph) appear to produce a combined revenue reduction of approximately \$9,818, and the 36-unit Bellevue Staten approximately \$18,604, for a roughly estimated revenue loss of \$28,422 on the three large projects, and an overall total of \$42,384. This exceeds the \$25,000 limit established in 2007 for properties outside Redevelopment areas by approximately \$17,000, again a very rough estimate.

## 2019 Contracts, 2007 Loss Limit

Staff believes it is reasonable to recommend all 12 applications for Mills Act contracts, and to recommend that Council approve 2019 contracts in excess of the 2007 limit, for these reasons:

- Inflation: property prices and taxes have risen sharply in the last decade. In 2006 the staff report for the Mills pilot program stated that the “\$25,000 tax loss amounts to 0.03% of the annual [property] tax revenues which total \$85 million.” The City’s published 2019-2024 five-year forecast projects \$222 million in annual property tax revenue, almost three times what it was when Oakland’s Mills Act program was designed. (.03% would be approximately \$67,000)
- Until abolition of Redevelopment in 2012, there were substantial additional tax reductions allowed in Redevelopment areas (see page 2), which covered most of Central, West, and East Oakland. In the future, the Mills program limits could be revised to adjust for the end of redevelopment, for instance by allocating the Redevelopment allowances to geographic areas or project types, or the overall dollar amounts could simply continue to be subject to Council approval.
- Past years’ (2008-2017) first-year revenue loss estimates for new contracts have consistently been far below the \$25,000 limit, ranging from from \$1,885 in 2011 to \$10,740 in 2015.
- Improvements made under the work programs are expected to raise property values and make up for the initial losses, even at the lower Mills Act tax rate. The owner of the one commercial building this year, MA19-011, provided an estimated “after” calculation, illustrating this principle.
- Mills Act projects for two large Central Business District properties (Cathedral Building, 1605-15 Broadway/1606-14 Telegraph, 2010; Girls Inc., 512 16th Street, 2011) provided almost immediate revenue gains to the City as these long-underutilized buildings were purchased, improved, and reassessed. This is the effect anticipated from 2018’s two large reuse projects, 5701 International Boulevard and 4690 Tompkins Avenue, though it is too early to see the results.
- The City’s share of ad valorem property tax revenue, and therefore of any tax reduction to the owners, is 27.28%. Property owners must reinvest the *entire* tax saving in the restoration program, so the City tax reduction leverages almost four times its value in reinvestment in Oakland’s historic buildings.

## Next Steps

Following Landmarks Board recommendation at this meeting, the selected Mills Act applications will be presented to the Planning Commission as an information item, to City Attorney and Budget for review, to City Council for a resolution authorizing the contracts, and to the City Administrator’s office for review and signatures. After contract execution by the City and the applicants, contracts must be recorded with the County by the end of the calendar year. Heritage Property applications for the properties that are not already designated are being reviewed by the Landmarks Board at this meeting. Staff has reviewed the applications and preliminarily determined that the nominated properties are all eligible for Heritage Property designation and Mills Act participation.

**MILLS ACT CONTRACT APPLICATIONS**

MA19-001: **418 Jefferson St., William Read house** (APN 1-129-2) (see Attachment 1)

Applicant: Steven Brummond, owner/resident



OCHS Rating: C1+ (State Historic Resources Inventory, 1985); appears eligible for National Register (1+); on Preservation Study List as contributor to Bret Harte Boardwalk District.

Landmark/Heritage Property Eligibility Rating: B (29 points)

*Work Program (see Attachment 1):*

- replace T1-11 siding with horizontal board; repair existing historic siding
- replace non-historic windows (vinyl, aluminum) with wood or compatible double-hung
- repair deteriorated fascia and trim
- repair stairs, replace railings to match original

*Application Strengths:*

- Heritage application builds on documentation and Study List status from first phase of Survey
- represents history of earliest Oakland neighborhood along waterfront
- new research with aerial photos from early 20th century through BART construction
- part of iconic district, pioneer preservation project
- work program addresses a century of deferred and low-cost maintenance



1982: 418 Jefferson at far right

MA19-002: **6028 Broadway Terrace** (APN 48A-7124-10-2), Leroy Goodrich house (Att. 2)

Applicant: Bryan Cheng and April Chen, owners



OCHS Rating: C3 (preliminary/field, 1986) “secondary importance or superior example”

Landmark/Heritage Property Eligibility Rating: B (37 points)

*Work Program (see Attachment 2):*

- foundation retrofit for seismic and drainage
- replace entire electrical system
- replace or repair windows and doors

*Application Strengths:*

- thoroughly researched Heritage application
- unusual rustic house in 1991 fire-survivor group on Broadway Terrace
- correcting deferred maintenance with work that respects rustic character
- geographic diversity – first Mills Act contract in North Hills area



MA19-003: **6475 Colby St.** (APN 16-1414-7), Hummer (Charles and Mary) house (see Att. 3)

Applicant: Gina Blus and Mark O’Leary, owner/residents



OCHS Rating: B1+ (Preliminary survey, 1986): major importance, API contributor  
Landmark/Heritage Property Eligibility Rating: B (28 points)

*Work Program (see Attachment 3):*

- seismic work
- repair or replace worn windows and doors
- repair/replace front steps and path
- maintain clinker brick veneer
- repair/replace roof as necessary

*Application Strengths:*

- Heritage application establishes district history and character and illustrates research process
- detailed work program descriptions by experienced rehabbers
- potential as catalyst for improvement in architecturally distinguished neighborhood
- geographic diversity – first Mills contract in Fairview Park API



**MA19-004: 1263 Trestle Glen Rd.** (APN 24-565-57), Sloane House model home

Applicant: Annemarie Meike, owner/resident

See Attachment 4



OCHS Rating: C2+ (preliminary/field, 1986): secondary importance, ASI contributor

Landmark/Heritage Property Eligibility Rating: A (40 points)

*Work Program (see Attachment 4):*

- repair and/or custom build new divided light casement windows

*Application Strengths:*

- illustrates a focused project using smaller tax reduction for longtime owner (1997)
- potential catalyst for neighborhood and block improvement
- seventh Mills Act project on Trestle Glen Road, nucleus of possible district designation
- story of “Complete Homes Exposition” construction and marketing adds to knowledge of the district



**MA19-005: 619 Mariposa Av.** (APN 10-816-7), Chapin and Morris spec house, 1908 (Att. 5)

Applicant: Mei Jardstrom for David Salazar and Monika Gromek, owners



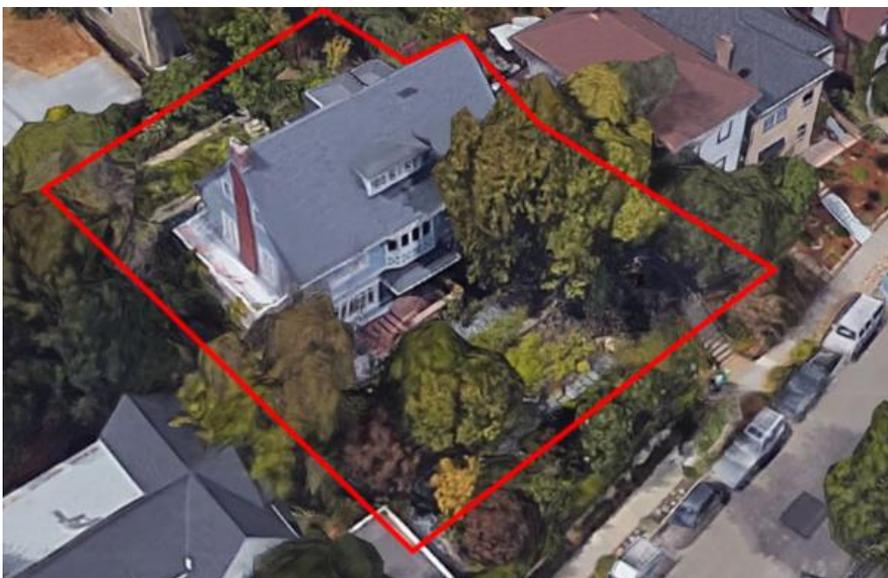
OCHS Rating: D/C2+ (preliminary/field, 1986): secondary importance, ASI contributor  
Landmark/Heritage Property Eligibility Rating: B (24 points)

*Work Program (see Attachment 5):*

- roof replacement including repair of original gutters
- window and door repairs
- exterior millwork restoration
- brick repointing on base and chimneys

Application strengths

- well thought out and illustrated work program by experienced architect/builder
- potential catalyst for neighborhood and block improvement
- Heritage application makes extensive use of original sources and maps
- geographic diversity – second Mills Act project in Linda Vista/Rose Garden neighborhood



LM18-006: **2600 Best Av.** (APN 36-2463-24-1) Charles and Coral Quayle house, 1922  
Applicant: Kalla and Robert Rokoff, owners/residents See Attachment 6



OCHS Rating: C/B3 (preliminary/field, 1986): secondary to major importance  
Heritage Property Eligibility Rating: B (3 points)

*Work Program (see Attachment 5):*

- earthquake and foundation work on extremely steep lot
- window repair and/or replacement
- repair porch and steps
- sitework to stabilize retaining wall, tree, chimney, walkway
- exterior paint

*Application Strengths:*

- addresses structural stability in hilly area
- well thought out proposal describes additional work outside Mills contract
- potential neighborhood catalyst
- geographic diversity – East Oakland targeted in original Mills ordinance
- first Mills contract in Maxwell Park; well researched Heritage application establishes neighborhood significance



MA19-007: **678 18th St.** (APN 3-43-30), Cornelius Beach Bradley house, 1877-78 (Att. 7)

Applicant: Harsh Shah and James Liu, owners



OCHS Rating: B1+ (intensive survey, 1985): major importance, contributor to API, on Study List  
Heritage Property Eligibility Rating: A (36 points)

*Work Program:*

- exterior wood repair and paint, repair/replace wood trim and gutters
- replace inappropriate 20th century front and side steps and railings
- replace vinyl windows with authentic wood sash
- replace foundation
- replace roof

*Application Strengths:*

- longstanding Local Register property, highlighted in *Rehab Right*
- catalyst for improvement in old neighborhood fragments in Central Business District
- reverses most common and impactful alterations to 19th century houses
- example for hundreds of Italianate houses throughout West and East Oakland



MA19-008: **360 Van Buren Av.** (APN 10-782-16), Sherman W. Hall house, 1913 (Att. 8)

Applicant: Elan Emanuel and Sarah London, owners/residents



OCHS Rating: C3 (Adams Point intensive survey, 1986): secondary importance

Heritage Property Eligibility Rating: B (27 points)

*Work Program:*

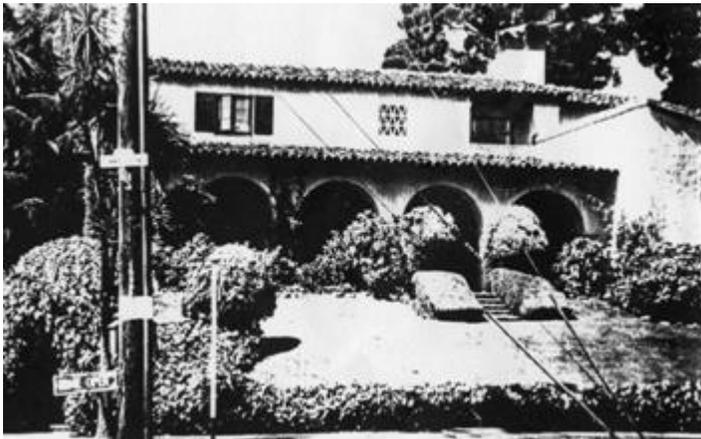
- foundation repair
- window repair: reglaze with double-pane glass, retain and adjust sash cords and weights
- repair porch structure and stucco
- repair stucco and paint house

*Application Strengths:*

- well researched biography of house and its residents and roles in Oakland history
- third Mills contract in Adams Point, early Survey area with distinguished but somewhat neglected architecture
- catalyst for neighborhood improvement



MA19-009: **1000 Sunnyhills Rd.** (APN 11-895-14), David and Rose Goldman house, 1931 (Att. 9)  
Applicants: Riley Doty, resident; Alison Finlay, owner;



OCHS Rating: B2+ (preliminary survey, 1986): major importance, contributor to ASI  
Heritage Property Eligibility Rating: B (34 points)

*Work Program:*

- roof repair – remove and reinstall tiles
- repair stucco, tile, and structure of arcade
- seismic work and repair of undermined footings
- prep and paint exterior woodwork and trim

*Application Strengths:*

- complex, intensely crafted house with remarkable detail and ornament
- prominent location, potential neighborhood catalyst
- applicant’s expertise in tile and water issues informs well-described work program
- ninth application in Lakeshore Homes tract, seeds of possible district designation



MA19-010: **412 Monte Vista Av.** (APN12-927-1-3), Towne House/Florence Johnson house  
Applicant: Josephine Lefebvre for Martin Family Holdings, owners (Att. 10)



OCHS Rating: B3 (preliminary survey, 1986): major importance, not in a district  
Heritage Property Eligibility Rating: B (31 points)

*Work Program:*

- repair deterioration of wood siding and trim
- replace deteriorated windows with wood-sash replicas
- repair eaves and gutters on house and garage
- reverse alteration of two side windows into doors
- reverse shingling of north chimney

*Application Strengths:*

- LPAB recommended Mills Act during concern about future of this building c.2007
- continues restoration/maintenance work done in 2014 apartment conversion
- well illustrated and explained work program
- geographic diversity – third Mills Act project in Rose Garden/Linda Vista neighborhood



MA19-011: **3007 Telegraph Av.** (APN 9-708-4), Chapel of the Oaks, 1931/1925 (Att. 11)  
 Applicant: Laura Blair and Carlos Plazola, Buildzig, for 3007 Telegraph LLC



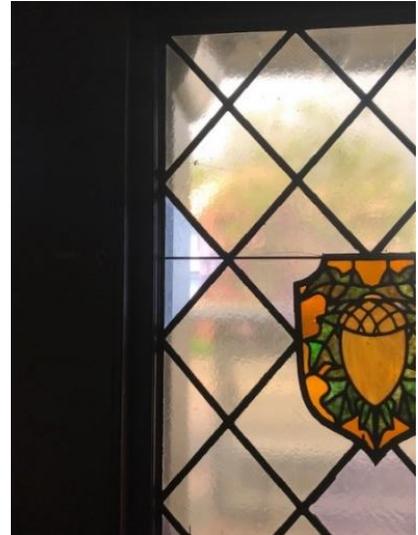
OCHS Rating: B3 (preliminary survey, 1986, 1996): major importance, not in a district (potential discontinuous Pill Hill Funerary District documented in 2009)  
 Heritage Property Eligibility Rating: B (34 points)

*Work Program:*

- repair stained and leaded glass throughout building
- strip paint from stone veneer and retaining walls, regROUT and reattach stones as needed
- repair other decorative features including clock and fountain
- restore doors and entry porch

*Application Strengths:*

- prominent visual landmark along Telegraph Avenue, correcting years of blight
- reuse of special-purpose building after loss of original function
- building type diversity – mortuary converted to retail and offices, only commercial building among 2019 Mills applicants
- LPAB recommended designation and Mills Act during concern about future of this building c.2011



MA19-012: **492 Staten Av.** (APNs 10-765-08 through 10-765-44), The Bellevue-Staten (Att. 12)  
Applicant: The Bellevue-Staten Condominium Association, by James Alvers, President



OCHS Rating: A1+ (Adams Point intensive survey, 1986): highest importance, contributor to designated S-7 Bellevue-Staten Apartment District; on National Register of Historic Places.

Original permit: A34918, 8/14/1928, owner Lakeview Building Corp., builder Thebo Starr & Anderton, architect H.C. Baumann, 14 story 210 room, 36 apts., \$500,000.

*Work Program:*

- Repair steel columns at corners of building including masonry removal & replacement
- Window repairs, replacing exterior sealant, and repair of damaged interior plaster
- Repair, clean, and paint cast cement and other non-brick surfaces

*Application Strengths:*

- Designated Historic Property, familiar and beloved icon on Lake Merritt
- Major structural repair and maintenance of 90-year-old high-rise
- Repair/maintenance of 244 original steel sash windows – common challenge in ‘20s buildings



**RECOMMENDATIONS**

1. Receive any testimony from applicants and interested citizens;
2. Discuss and provide recommendations on Mills Act applications for 2019; and
3. Based on the above discussion:
  - a. Recommend all or selected applications to City Council for 2019 Mills Act contracts;
  - b. Forward the recommendations to the Planning Commission as an information item.

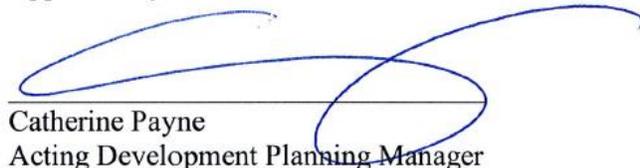
Prepared by:



---

Betty Marvin  
Historic Preservation Planner

Approved by:



---

Catherine Payne  
Acting Development Planning Manager

Attachments:

1. Application, work program, and photos: MA19-001: **418 Jefferson St.**
2. Application, work program, and photos: MA19-002: **6028 Broadway Terrace**
3. Application, work program, and photos: MA19-003: **6475 Colby St**
4. Application, work program, and photos: MA19-004: **1263 Trestle Glen Road**
5. Application, work program, and photos: MA19-005: **619 Mariposa Av.**
6. Application, work program, and photos: MA19-006: **2600 Best Av.**
7. Application, work program, and photos: MA19-007: **678 18th St.**
8. Application, work program, and photos: MA19-008: **360 Van Buren Av.**
9. Application, work program, and photos: MA19-009: **1000 Sunnyhills Rd.**
10. Application, work program, and photos: MA19-010: **412 Monte Vista Av.**
11. Application, work program, and photos: MA19-011: **3007 Telegraph Av.**
12. Application, work program, and photos: MA19-012: **492 Staten Av.**
13. Model Mills Act Agreement, including Secretary of the Interior's Standards for Rehabilitation

<b>Proposal:</b>	<b>Heritage Property Nominations by owner applicants, associated with Mills Act contract applications.</b>
<b>Case File Number /Location/ City Council District/ Zoning:</b>	<ol style="list-style-type: none"> <li>1) <b>LM19001: 418 Jefferson St. (APN 001-0129-020-00);</b> City Council District 3, Zoning C-40</li> <li>2) <b>LM19002: 6028 Broadway Terrace (APN 048A-7124-010-02);</b> City Council District 1, Zoning RD-1</li> <li>3) <b>LM19003: 6475 Colby St. (APN 016-1414-007-00);</b> City Council District 1, Zoning RM-1</li> <li>4) <b>LM19006: 1263 Trestle Glen Rd. (APN: 024-0565-057-00);</b> City Council District 2, Zoning RM-1 (Mills Act Case File MA19004)</li> <li>5) <b>LM19004: 619 Mariposa Ave. (APN 010-0816-007-00);</b> City Council District 6, Zoning RD-1 (Mills Act Case File MA19005)</li> <li>6) <b>LM19005: 2600 Best Ave. (APN 036-2463-024-01);</b> City Council District 2, Zoning RD-1 (Mills Act Case File MA19006)</li> <li>7) <b>LM19007: 678 18th St. (APN 003-0043-030-00);</b> City Council District 3, Zoning CBD-R</li> <li>8) <b>LM19008: 360 Van Buren Av. (APN 010-0782-016-00);</b> City Council District 3, Zoning RU-2/S-12</li> <li>9) <b>LM19009: 1000 Sunnyhills Rd. (APN 011-0895-014-00);</b> City Council District 2, Zoning RD-1</li> <li>10) <b>LM19010: 412 Monte Vista Av. (APN 012-0927-001-03);</b> City Council District 1, Zoning RU-3</li> <li>11) <b>LM19011: 3007 Telegraph Av. (APN 009-0708-004-00);</b> City Council District 3, Zoning CC-2</li> </ol>
<b>Applicant/Owner:</b>	Multiple, see individual applications
<b>Environmental Determination:</b>	Exempt Section 15331 of the State CEQA Guidelines, Historical Resource Restoration/Rehabilitation; Section 15183 Projects consistent with the General Plan or Zoning
<b>Action to be Taken:</b>	Determination that properties are eligible for Heritage Property status; designation of eligible properties as City of Oakland Heritage Properties
<b>For Further Information:</b>	Contact Case Planner <b>Betty Marvin</b> at (510) 238-6879 or by email at <a href="mailto:bmarvin@oaklandca.gov">bmarvin@oaklandca.gov</a> .

**INTRODUCTION**

Eleven properties are before the Landmarks Preservation Advisory Board (LPAB, Board) for review and consideration of Heritage Property eligibility and for Heritage Property designation, as set out in the Historic Preservation Element (HPE) of the Oakland General Plan. These applications have been submitted in conjunction with Mills Act contract applications, which require Designated Historic Property status. Six of the eleven properties seeking Heritage Property designation are already on the Local Register by virtue of Survey ratings or Landmarks Board action and eight have been previously researched and recorded at some level by the Cultural Heritage Survey. Two are already on the Landmarks Board’s Preservation Study List – an early interim designation - and are applying for re-designation as Heritage Properties. One additional Mills Act application is being considered this year, for a property already designated as part of the Bellevue-Statens S-7 historic district.

**BACKGROUND: HERITAGE PROPERTIES**

Oakland’s Mills Act program, established in 2006, requires that participating properties be “Designated Historic Properties” designated by the Landmarks Board. Heritage Property is a less

exclusive and more expeditious designation than City Landmark, defined in the HPE as “Properties which definitively warrant preservation, but which are not Landmarks or Preservation Districts.” Heritage Properties may be designated by the Landmarks Board or the Planning Commission, in contrast to City Landmarks and S-7 and S-20 districts which require an ordinance by City Council.

*Effect of designation:* Heritage properties are Designated Historic Properties (HPE Policy 1.3), and therefore part of the Local Register defined in **HPE Policy 3.8**. As such they are Historical Resources for purposes of the California Environmental Quality Act, State Historical Building Code, and Mills Act. At a minimum, under the Element, demolition, removal, or “specified major alterations” of Heritage Properties may normally be postponed for up to 120 days. Design Review will require work that maintains the property’s historic character.

*Eligibility:* According to the Element, a property is eligible for Heritage Property designation on the basis of its Oakland Cultural Heritage Survey (OCHS) rating if it:

1. has an existing or contingency rating of A (Highest Importance), B (Major Importance), or C (Secondary Importance) “according to the methodology of the intensive survey”; or
2. has an existing or contingency rating of A or B from the survey; or
3. contributes or potentially contributes to any area potentially eligible for Preservation District designation (Area of Primary or Secondary Importance).

Properties with individual A or B survey ratings and contributors to survey-identified Areas of Primary Importance are automatically on Oakland’s *Local Register* as defined in Preservation Element Policy 3.8. To qualify for Mills Act contracts, however, if they are not already formally *designated* by the Landmarks Board as Landmarks, Heritage Properties, or S-7 or S-20 district contributors, they must receive formal Landmarks Board designation. One of this year’s Mills Act applicants (the Bellevue-Statens) is already in a designated S-7 district. Eleven other properties (including two on the Preservation Study List) are seeking Heritage Property designation concurrently with Mills Act applications.

*Designation process:* Under the Preservation Element, Heritage Properties may be designated by the Landmarks Board or the City Planning Commission after owner notification and acceptance, or by the Planning Director on an emergency or temporary basis. Landmarks Board actions on Heritage Property designations are appealable by anyone to the City Planning Commission. Heritage Properties may be de-designated by the Board at the property owner’s request or at the Board’s initiative. De-designation must be based on documentation that the property does not meet the Heritage Property eligibility criteria, unless the designation was for a limited period of time.

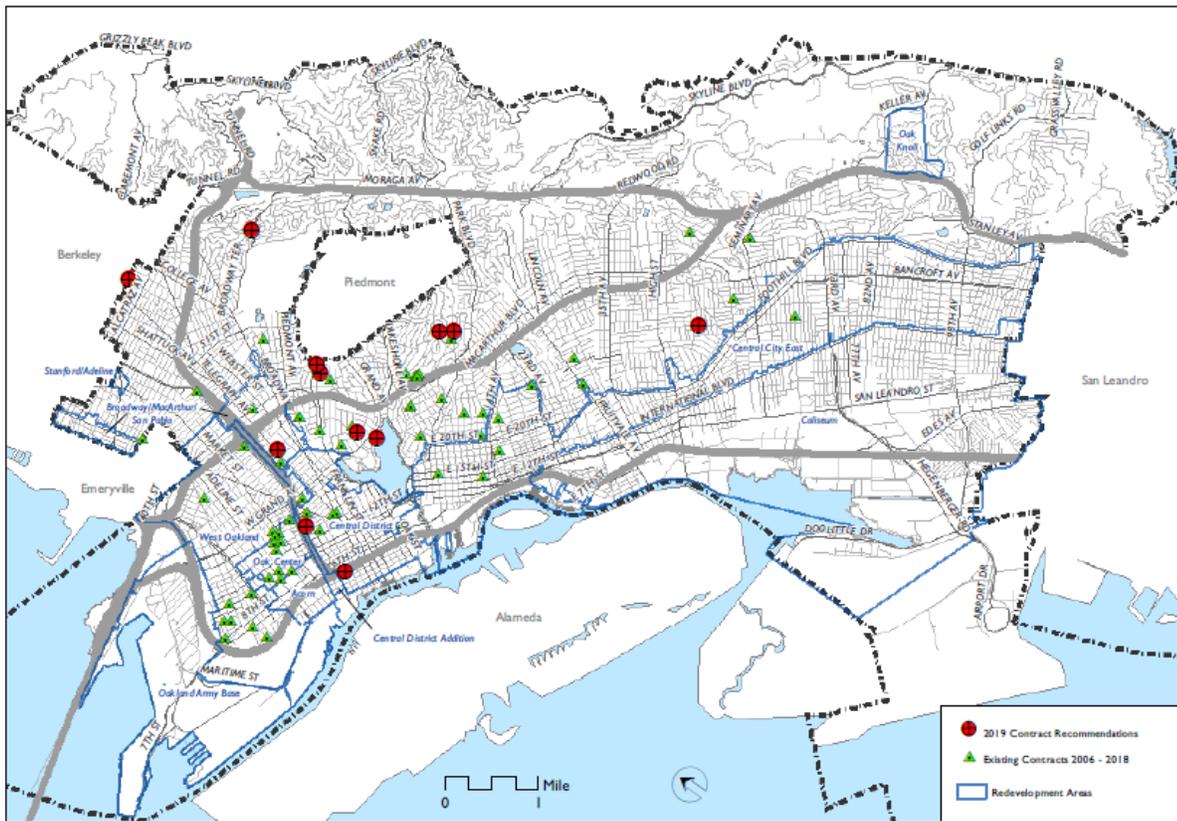
Since the present nominations are owner-initiated in conjunction with owner-initiated Mills Act contract applications, the Board may designate any or all of the properties as Heritage Properties at this meeting without further hearing or notification, provided they meet the eligibility criteria.

## **ELIGIBILITY OF NOMINATED PROPERTIES**

The properties proposed for designation at this meeting are described individually on the following pages. The Landmarks Board has a point system for evaluating Landmark and Heritage Property

eligibility, somewhat different from that of the Survey (see Preservation Element Appendices C and D). Evaluation and tally sheets for Heritage Property eligibility, prepared by staff for Board review and adoption, are attached at the end of this report following the full applications. Because the Mills Act program exists precisely to promote restoration and reversal of alterations, ratings are generally not downgraded for reversible losses of integrity. All nominated properties appear eligible and are enthusiastically recommended by staff for Heritage Property designation.

The 2019 properties are an unusually well qualified group. Over half are already on the Local Register by virtue of Survey ratings or Landmarks Board action. Two are now fulfilling direction from Landmarks Board to previous owners to pursue designation and Mills Act contracts as a preservation tool, when the buildings were threatened a decade ago. Three are picking up research begun in the 1980s in the Cultural Heritage Survey’s early Central District and Adams Point surveys. The applications are all extremely well researched and presented, distinctive in style, and make valuable contributions to our (and the applicants’) knowledge of Oakland history, buildings, neighborhoods, and research sources and techniques. The full applications follow this report as Attachments 1 through 11.



### Mills Act Contracts and Contract Recommendations

Planning & Building Department  
June 2019

Dots represent the 11 nominated Heritage Properties, plus the already-designated Bellevue-Staten (closest to Lake Merritt)

LM19-001: **418 Jefferson St., William Read house** (APN 1-129-2) (see Att. 1)

Applicant: Steven Brummond, owner/resident



OCHS Rating: C1+ = appears eligible for National Register (1+); State Historic Resources Inventory and on Preservation Study List (1985) as contributor to Bret Harte Boardwalk District.  
Landmark/Heritage Property Eligibility Rating: B (29 points)

Probable construction date c.1869-70 (tax assessor rolls and block books).

418 Jefferson Street is a Gothic Revival-Italianate cottage in the Bret Harte Boardwalk district to which it is a contributor. The Bret Harte Boardwalk District, including six houses along two block-faces of 5th and Jefferson Streets, is a well preserved remnant of Oakland's original town, which began developing in the 1850s and 1860s close to the waterfront. The district has additional significance as an early preservation and adaptive reuse project undertaken in the early 1960s, a boutique commercial development along 5th Street by Paul and Jan Mills of the Oakland Museum, after the south half of the block was demolished to make way for BART.

Tax rolls first show an improvement at 418 Jefferson, assessed at \$400, on this lot in 1869-70, which is consistent with the early style of the house. The owner was William D. Read, listed in directories as a millwright and match maker. In 1876 Read sold to lumber and real estate dealer Charles Holt; subsequent owners included Maria Larouche, who also had the three lots to the north; and the Haden & Boone Co. of Berkeley, which built the storefront (c. 1907) at the corner of 5th Street. This house appears to have been raised, extended at the rear, and turned into flats sometime between 1902 and 1912, and probably further raised later. By 1912 and into the 1950s there was also a tiny 2-story, 2-flats dwelling behind, illustrating the extreme density of this very old neighborhood. In 1936 residents totaled 9, all on relief or holding Depression-era public works jobs with the WPA. In 1977 the house was converted to offices. Though not as showily restored as the main Boardwalk group on 5th St., the three houses on Jefferson St. evoke the early character of the district, and this house in particular is an unusual example of a simple 1860s high-gabled farmhouse, “modernized” in or around the 1870s with an Italianate bay.

LM19-002: **6028 Broadway Terrace** (APN 48A-7124-10-2), Leroy Goodrich house (Att. 2)  
Applicant: Bryan Cheng and April Chen, owners



OCHS Rating: C3 (preliminary/field, 1986) “secondary importance or superior example.”  
Landmark/Heritage Property Eligibility Rating: A (37 points)

Original permit: #43685, 10/11/1916, owner Arthur Nason, builder Edward Chick, architect O. Reed Baxter, 2 story 7 room dwelling, \$5000.

6028 Broadway Terrace is a 1½ story house with a small basement, set far back from the street on a large lot on the north side of Broadway Terrace opposite Ostrander Park. This house is significant due to its rustic architecture and setting, and as the previous home of Leroy Goodrich, a long-serving civic leader in Oakland and the East Bay. It is additionally significant as part of a group of notable houses along Broadway Terrace that escaped the 1991 fire. The building’s 1917 design is a pastiche of American Folk and Craftsman styles. The exterior is clad in cement plaster (stucco) and capped with a shingled, multi-gabled roof with elongated eaves. A brick and cement chimney at the front of the house also features prominently. A veranda fronts the main floor of the house with four corniced, stucco columns supporting the roof.

The house was designed by Oakland architect O. Reed Baxter and built in 1916-1917 for Arthur G. Nason, an attorney and insurance agency owner. Nason had previously commissioned Louis Christian Mullgardt, renowned First Bay Tradition architect, in 1910 to build 6000 Broadway Terrace (next door) which he maintained as his primary residence. Lina H. Goodrich, wife of Leroy R. Goodrich, was the owner of 6028 by 1919. Leroy Goodrich was notable in Oakland’s history as a publisher, attorney, city councilman (1923, 1925), commissioner of Public Works of Oakland (1925-27), Port Commissioner (1931-37), and an original and long-serving Board Director for the East Bay Regional Park District (1934-63). Goodrich was also a key figure in the 1925 creation of the Board of Port Commissioners and the “new and independent arm of city government known as the Port of Oakland” (Woodruff Minor, *Pacific Gateway*, pp. 31-32).

LM19-003: **6475 Colby St.** (APN 16-1414-7), Hummer (Charles and Mary) house (see Att. 3)  
 Applicant: Gina Blus and Mark O'Leary, owners/residents



OCHS Rating: B1+ (Preliminary survey, 1986): major importance, API contributor  
 Landmark/Heritage Property Eligibility Rating: B (28 points)

Original permit: #7439, 2/27/1907, owner and builder Charles Hummer, 1½ story 7 room dwelling, \$4500.

6475 Colby is a distinctive Craftsman house in the Fairview Park Area of Primary Importance, close to the Berkeley border. It is 1½ stories (main floor and large finished attic story) and basement. It combines architectural elements that are unique, such as the extensive use of clinker brick veneer on the base, porch walls, columns, and main floor facade (originally around all four sides) and the unusual diamond-patterned windows, with features that are found in many of the district's Craftsman homes: shingled exteriors with exposed wooden beams and brackets, multi-paned windows and dormers, and interiors with inlaid oak floors, wood paneling and trim. Although several nearby homes have clinker brick chimneys or retaining walls, it seems that no other house displays the misshapen and discolored bricks so extensively – no coincidence since the owner-builder and his brother were both bricklayers by trade [Oakland city directories, 1910 etc.]. Perhaps the pricey building material was used to draw attention to their skills.

In early 1905, the newly-incorporated Mason-McDuffie real estate group of Berkeley took over the development and marketing of Fairview Park, just in time for the building boom following the 1906 earthquake. The quality of craftsmanship in Fairview Park homes is noteworthy, especially given the rapidity with which the neighborhood developed between 1907 and 1915. Roughly half of homes in Fairview Park typify the brown shingle and Craftsman bungalow styles popular before 1910, while there are examples of the later Prairie and California bungalow as well. More than most modern neighborhoods, Fairview Park homes share a sense of time and place and style, with houses set slightly above wide front yards planted with flowers, and homes separated by narrow driveways. Stone pillars along Alcatraz Avenue mark the boundaries of the tract and establish its identity. In recent years, the neighborhood has repeatedly mobilized for the repair and maintenance of the pillars after vehicle damage, vandalism, and deterioration.

LM19-006: **1263 Trestle Glen Rd.** (APN 24-565-57), Sloane House model home (*MA19-004 see Attachment 4*) Applicant: Annemarie Meike, owner/resident



OCHS Rating: C2+ (preliminary/field, 1986): secondary importance, ASI contributor  
 Landmark/Heritage Property Eligibility Rating: A (40 points)

Original permit: #66953, 2/15/1922, owner W.H. Leimert Co., builder Axel Cederborg, architect Reed & Corlett, 2 story 7 room dwelling, \$9000.

This is a 1920s Mediterranean house, an asymmetrical, stucco-clad two-story villa based on Northern Italian style. The hipped roof is tiled, with two asymmetrically placed “lantern” chimneys; casement windows frame an off-center entry with a heavily rusticated arch. It was designed by architects Reed & Corlett and built by A. Cederborg for W.H. Leimert Co., one of a cluster (1276, 1260, 1263, and 1279 Trestle Glen) built under consecutive permits as model homes for Leimert’s 1922 “Complete Homes Exposition.” It was pictured in advertisements and referenced in *Home Designer* and *Bubbles* magazines and newspaper articles, in a savvy, elaborate and novel marketing campaign. 1263 was called the “Sloane House,” based on the furnishings that were provided during the exposition by W. & J. Sloane Co. of San Francisco.

Other Heritage/Mills Act nominations have documented the importance of public transportation development in this area (818, 851, 856, 1255 Trestle Glen) and the fact that Indian Gulch or Sather park with its famous trestle was sold and subdivided in 1917, whereupon Wickham Havens and Walter Leimert retained the Olmsted Brothers to plan an exclusive upper-income residential enclave inspired by England’s “garden suburbs.” The Olmsteds laid out winding streets following natural contours, leaving natural areas throughout the tract. In 1922 Leimert expanded the vision, marketing model homes “of approved architectural design” in a “park-like setting” with expositional touches and educational branding about the latest appliances and conveniences, sponsored by local dealers and utilities.

The Sloane House’s designers, Reed & Corlett, are known for many major Oakland civic and commercial buildings of the 1920s including Chabot Elementary School (1926), the Safeway headquarters, 5701 International Boulevard (1927), the Financial Center Building (1928), the 18-story tower addition to the Oakland Bank of Savings at 1200 Broadway (1922), and Hebern Electric Co. (now Asian Resource Center) at 801 Harrison Street (1922), as well as many homes.

LM19-004: **619 Mariposa Av.** (APN 10-816-7), Chapin and Morris spec house, 1908 (MA19-005 – see Att. 5) Applicant: Mei Jardstrom for David Salazar and Monika Gromek, owners



OCHS Rating: Dc2+ (preliminary/field, 1986): minor to secondary importance, ASI contributor  
 Landmark/Heritage Property Eligibility Rating: B (24 points)

Original permit: #12188, 4/8/1908, owner H.C. Morris, builder L.H. Chapin, architect Milwain Bros., 2 story 9 room dwelling, \$7000.

This Tudor Revival home sits on a sloping lot near the summit of the 1890s Linda Vista Terrace tract, now the Rose Garden neighborhood. The home is 2½ stories over a partially exposed basement and pedestal base clad in clinker brick. The facade is stucco with an elegant pattern of wood details and bands of windows. The big curved porch-roof brackets and the half-timbering on the front bay move away from the simplicity of the earliest Craftsman houses toward the period revivals that would become widely popular by the 1920s. This house occupies one of the few double lots in its area, significant due to the re-zoning of the neighborhood in 1949 which led to the demolition of many of the area’s large homes on large lots. Over the years, the neighborhood has lost many of its grandest homes to apartment complexes, but houses like 619 Mariposa maintain its character as an architectural showplace of the 1890s-1900s. A drawing of 619 Mariposa was used as the cover illustration for Oakland Heritage Alliance’s 1997 house tour, “The Rose Garden Neighborhood, Picturesque Homes at their Best.”

The partnership of Lewis E. Chapin, an East Oakland builder-architect, and Henry C. Morris, an Oakland real estate broker, developed this home in 1908. Like many property owners, they capitalized on the mass exodus across the Bay following the 1906 disaster by offering brand new homes, built in the latest architectural styles, in Oakland’s most desirable neighborhoods. Between 1906 and 1912, Chapin and Morris built many well-appointed houses in the Craftsman, Colonial, Prairie, and Tudor styles fashionable during the period. Though they often designed their own buildings, for this project they turned to the Milwain Brothers, sons of San Francisco architect Alexander Milwain, who are represented by many other post-1906 houses in the Adams Point, Grand Lake, and nearby neighborhoods north of Lake Merritt.

LM19-005: **2600 Best Av.** (APN 36-2463-24-1) Charles & Coral Quayle house, 1922 (MA19-006 – see Attachment 6) Applicants: Kalla and Robert Rokoff, owners/residents



OCHS Rating: C/B3 (preliminary/field, 1986): secondary to major importance  
Heritage Property Eligibility Rating: B (33 points)

Original permit: #70516-17, 7/12/1922, owner Charles L. Quayle, builder Burritt & Shealey, 1 story garage & 2 story 9 room dwelling, E side Best 40' N of Brookdale, \$400 + \$7600. Architects Slocombe & Field per published contract notice.

This unusual Dutch Colonial corner house has a big cross-gambrel roof intersected by a two-story angled bay, a full-width glazed front porch with paired square columns, and two asymmetrically placed chimneys. Exterior walls are shingled above and clapboard below. A shallow pent roof separates the two floors. The house is significant because of its architects, developers, original owners, and its architectural uniqueness on a prominent site in Maxwell Park. This would be the first Heritage designation in Maxwell Park.

Maxwell Park, just west of Mills College, was subdivided in 1920-21 by John Maxwell, owner of Maxwell Hardware downtown. He advertised the hillside tract as “a veritable ‘little Piedmont’” and insisted that the new homes “must bear the stamp of artistic individuality.” Architect Francis Harvey Slocombe practiced artistic individuality from the 1920s to the 1940s, alone and in partnerships including Slocombe & [Ephraim] Field and Slocombe & Tuttle. He is best known for Period Revival/Mother Goose houses and (later) Moderne commercial buildings.

Owner Charles Quayle, an Oakland attorney, was regularly mentioned in newspapers for his activities with the Masons and the Fairfax business district. His prominence was leveraged in Maxwell Park ads to sell the neighborhood. But his wife Coral Quayle had the most significant impact in Oakland. She typified the civic activism of the first generation of women voters. As the junior president of the California Federation of Women’s Clubs, she was particularly passionate about child welfare and education. She was the first elected woman to the Alameda County Board of Library Directors, helped found the Maxwell Park PTA, and was Chair of Recreation of the California Congress of Parents and Teachers. She promoted outdoor family play by offering a prize for the best backyard playground in Maxwell Park, announced with a front-page feature of the Quayle family in their backyard “where theories of recreation are practiced as advocated.”

LM19-007: **678 18th St.** (APN 3-43-30), Cornelius B. Bradley house, 1877-78 (Attachment 7)  
 Applicant: Harsh Shah and James Liu, owners



*Rehab Right*, 1978, p.11 (this is the “fourth house”)

Since the Italianate buildings date from as early as the 1860's, they have succumbed to many repair problems associated with old age. Prime victims of modernization, these once elegant Italianates are demeaningly concealed under pastel stucco or asbestos siding, mercilessly stripped of their brackets, colonettes and keystones, and thoroughly divested of their original character.

A striking example is found at the corner of 18th Street and Castro, where each in a row of five Italianate houses has a radically different appearance. The first and fourth have been left substantially intact, testimonials to their successive owners. The second has been modernized, or as some people say, “barbarized.” Not only have the double-hung windows been ousted by sliding aluminum frames, but the window openings which were too tall for the conventional metal module have been reduced to suitable size by inserting a plywood flap. A once bold front door has been replaced by meek hollow core, and the handsome drop siding has been sheathed in salmon-colored asbestos shingles.

The third house has been mysteriously transformed from an Italianate row house into a Spanish villa. With the whimsy of Walt Disney, some carefree remodeler trowelled the house with white stucco, roofed it with red tile and planted thorny triton cactus right in front. The fifth Victorian house is, alas, just a memory. It was demolished in favor of the drab concrete box built in its place.

OCHS Rating: B1+ (intensive survey, 1985): Major importance, contributor to primary district; National Register eligible, State Historical Resources Inventory; on Preservation Study List (1985).  
 Heritage Property Eligibility Rating: A (36 points)

Original construction: 1877-78 (tax assessor’s block books)

A detached two-story, wood-frame Italianate house on an interior lot with a raised base, truncated hip roof, roughly rectangular plan, and wide V-groove drop siding. The front has a two-story polygonal hip-roofed bay window on the right and a one story entry portico on the left below a second floor window. A molded, bracketed roof cornice wraps around the bay windows, above a frieze of ornamented, rectangular panels and brackets. Windows have slender colonettes with modified Tuscan capitals and tall bases. Architecturally, the house is representative of hundreds of two-story Italianates constructed in Oakland in the mid-1870s at the peak of the “Railroad Boom” after Oakland became the terminus of the transcontinental railroad. This 1½ block area is a rare 19th century neighborhood fragment in what is now central Oakland, identified and recorded by the Cultural Heritage Survey in 1985 as the Grove, Castro, 19th Street District.

The first owner/resident, Cornelius Beach Bradley (1843-1936), was vice-principal of Oakland High School, then an instructor of English at UC Berkeley and later a professor. Around 1890 he moved to Berkeley and was one of the 27 incorporators of the Sierra Club, founded in 1892. His academic interests included English grammar, literature, criticism and rhetoric and he also published articles on the alphabet, phonetics, and vocabulary of the Thai language. As the central business district expanded in the 20th century, this house and others like it became flats and rooming units, remaining in existence by evolving into affordable housing.

LM19-008: **360 Van Buren Av.** (APN 10-782-16), Sherman W. Hall house, 1913 (Att. 8)  
 Applicant: Elan Emanuel and Sarah London, owners/residents



OCHS Rating: C3 (Adams Point intensive survey, 1986): secondary importance  
 Heritage Property Eligibility Rating: B (27 points)

Original permit: #31046, 3/28/1913, owner Sherman W. Hall, builder S. McGill, 2 story 8 room dwelling, \$4490; architect A.W. Smith per contract notice, *Building & Industrial News*, 4/1/13.

Built in 1913, this two-story corner house's Prairie style is expressed in a low-pitched hip roof, widely overhanging eaves, stucco wall surfaces, and a façade emphasizing horizontal lines with massive square porch supports and balcony. Other Prairie style homes nearby are 405 Van Buren, 1911, also designed by the prolific and inventive A.W. Smith, and 280 Euclid Avenue, 1911, by Deuel & Wright. Such houses are part of a distinctive architectural mix in Adams Point, a neighborhood of high-quality homes built by prosperous business people and professionals following the 1906 earthquake when the Adams family subdivided this area just north of Lake Merritt. The most intact surviving cluster from this early period is recorded as the Bellevue-Euclid Residential District. After half a century of large-scale apartment development replacing individual houses, Adams Point was historically surveyed in 1986 and subsequently downzoned.

Original owner/resident Sherman W. Hall was president of Oakland Homes Corporation and Great Commander of the Knights of the Maccabees, a fraternal organization whose primary purpose was to provide life insurance to its 300,000 nationwide members. In 1921 the Hall house was sold to David F. Selby, whose family businesses included candy and "beverages" and the National Amusement Co., which ran one of Oakland's first motion picture theaters, the Marlowe (later Imperial and Rex) at 1101 Broadway. David's father, Louis Silvey, changed his name to Selby when he immigrated from Portugal. In 1905 Louis developed a cluster of four houses and flats at 1905-1923 West Street, coincidentally (or not) also designed by A.W. Smith, next to his own 1880s home. David's move to Adams Point from West Oakland was a typical pattern in the post-earthquake era. After the Selbys, the house belonged to Hill Goldwater, of Hill's Loan Office in the Delger Block in Old Oakland, remembered for its flamboyant red and white signs.

LM19-009: **1000 Sunnyhills Rd.** (APN 11-895-14), David & Rose Goldman house, 1931 (Att. 9)  
 Applicant: Riley Doty, resident; Alison Finlay, owner;  
 OCHS Rating: B2+ (preliminary survey, 1986): major importance, contributor to ASI



Heritage Property Eligibility Rating: B (34 points)

Original permit: A47625, 8/12/1931, owner Morris & Lena Isaacson, builder C.H. Thrans, architect W.E. Schirmer, 2 story 8 room dwelling, \$13,475

This is a unique home with dramatic siting, solid presence and delightful details, designed by a prestigious architect. It does more than its share to raise the overall level of quality which characterizes Lakeshore Highlands. It is an irregular assemblage of 1- and 2-story volumes, with white stucco walls, Mission tile roofs, generally small windows, and an arcaded porch or loggia facing the street. Schirmer's houses frequently include arches and loggias, wrought iron work, paneled wood doors with hammered iron hardware, exposed ceiling beams and trusses, arched doorways, niches, and distinctive staircases. All these features are found at 1000 Sunnyhills.

William Schirmer studied at the Mark Hopkins Institute and then worked in the office of Willis Polk and partnered with Arthur Bugbee. In the 1920s-30s he became well known for authentic, intensely crafted Period Revival houses of Spanish, Italian, French, and Tudor character. His 1931 blueprints and specifications remain with 1000 Sunnyhills and show how he sought to create the appearance of a venerable, truly old building, for example "All T.C. tile sloping roofs ... shall be covered with Thomas hand made Mission Tiles from the factory at Decoto, Calif. All tiles to be hard burned with surfaces burned to give an aged and weathered appearance."

Walter Leimert was the master developer of the Lakeshore community of 1,054 homes, which were and are required to follow the design and use dictates of the HOA established in 1917. This Olmsted-designed "residential park" is a suburban manifestation of the City Beautiful Movement. Pitched to well-off business and professional people it offered what was considered an ideal family setting integrated with nature, with curvilinear roads fitted to the contours of the hills. The first residents of 1000 Sunnyhills were David and Rose Goldman who lived here from 1932 to 1943, moving from Adams Point. David was a San Francisco insurance broker and active in the grand lodge of B'nai B'rith. His parents had immigrated from Poland soon after their wedding in 1878, and his father had served as president of Congregation Beth Jacob.

LM19-010: **412 Monte Vista Av.** (APN12-927-1-3), Towne House/Florence Johnson house  
 Applicant: Josephine Lefebvre for Martin Family Holdings, owners (Att. 10)



OCHS Rating: B3 (preliminary survey, 1986): major importance, not in a district  
 Heritage Property Eligibility Rating: B (31 points)

Original permit: #14100, 10/13/1908, owner Florence L Johnson, builder A.L. Whitney, architect Walter J. Mathews, 2 story 17 room dwelling, \$20,000

412 Monte Vista Ave. is a large Colonial Revival/Greek Revival house, with three stories and a full basement, on an elevated lot at the top of Oakland Avenue in the Linda Vista or Rose Garden neighborhood. Features borrowed from Colonial period houses of the 18th and early 19th century include elaborate front doors, often with decorative crown pediments, fanlights, and sidelights, symmetrical windows flanking the front entrance in pairs or threes, and columned porches. The style became popular in high-end architecture from the 1890s on, and has descendants in the two-story Colonial Revival houses from the post-Earthquake era that line Oakland's transit streets

Built for businessman William Pierce Johnson and Florence Johnson, 412 Monte Vista is one of the few remaining mansions in the Linda Vista area, once known for grand and distinguished architecture. A similar 1903 Walter Mathews-designed house next door at the corner of Oakland Avenue was replaced by the new Plymouth Church c.1958, and 412 Monte Vista was acquired by the church from descendants of Arline Johnson Towne and used for Sunday school and youth programs under the name Towne House (programs later at 629 Oakland Avenue). After a series of unsatisfactory reuse and replacement proposals, in 2013 the Johnson house was converted by Buildzig into 14 apartments, retaining historic features inside and out. As early as 2007, while the house's future was under discussion, the Landmarks Board recommended that owners pursue Heritage Property designation and the Mills Act program as preservation incentives.

Walter J. Mathews (1850-1947), member of an Oakland-based architectural and artistic dynasty, is well known for the First Unitarian Church of Oakland and the East Oakland mansion of Borax Smith. He began practice in his father's firm, Julius Mathews & Sons. Son Edgar became a well known Bay Area architect, and third son Arthur Mathews was a prominent artist and furniture designer along with his wife Lucia. In the 1890s Walter Mathews was Oakland city architect, and by the end of his career it was claimed that his California buildings placed side by side would stretch four miles - the entire length of Broadway. His late 19th and early 20th century works include office buildings, hotels, theaters, clubs, commercial buildings, churches, and houses.

LM19-011: **3007 Telegraph Av.** (APN 9-708-4), Chapel of the Oaks, 1931/1925 (Att. 11)  
 Applicant: Laura Blair and Carlos Plazola, Buildzig, for 3007 Telegraph LLC



OCHS Rating: B3 (preliminary survey, 1986, 1996): major importance, not in a district (potential discontinuous Pill Hill Funerary District documented in 2009 at LPAB request)  
 Heritage Property Eligibility Rating: B (34 points)

Original permit: #A47325, 7/10/31, owner Frank Youell, builder J.J. Power, architect R.F. DeSanno, alt. & add., \$30,000; probably incorporates #A2441, 4/3/25, owner Frank Youell, bldr. J.J. Power, architect Schirmer-Bugbee Co., addition, \$1800, and two c.1899 houses.

The Chapel of the Oaks is the showiest of a cluster of half a dozen grand, mostly Period Revival mortuary buildings along the 2000-3000 blocks of Telegraph Avenue near Pill Hill and the road to Mountain View Cemetery. The Chapel as it appears today dates from major 1931 “alterations and additions” designed by Raymond F. DeSanno, probably building on 1925 alterations by Schirmer-Bugbee Co. to two earlier houses on the site, occupied by Frank Youell’s Oakland Undertaking Co. since the early 1920s.

Two flamboyantly half-timbered and stone-veneered steep-roofed wings are set at right angles to each other and feature slate roofs, stained and leaded glass, and cast concrete and wood ornament. The opening announcement (*Oakland Tribune*, November 27, 1931) highlighted the \$125,000 investment in the new Chapel: “Built of enduring stone of the Sierra, quarried near Yosemite, with the long sloping slate roof, ... [e]xquisite workmanship and design is a dominant note of this picturesque and friendly structure. ... Great oaken beams, after the manner of the famous Haddon hall in Surrey ... lamps, fashioned after the ancient oil lamps ... in hand-hammered copper and bronze fixtures....” The new Chapel expanded its business to weddings as well as funerals.

According to the context statement by Emily Thurston, prepared for the Landmarks Board in 2011, funeral homes emerged as a business in the United States after the Civil War. The first five undertakers moved into the Pill Hill area between 1906 and 1916, with a peak of ten funerary establishments in 1943. Like most of the others in the Telegraph group and many mortuaries elsewhere, the Chapel is built in a revivalist style, reflecting both the era when the style was popular and the inclination of funeral homes to project permanence, dignity, and ceremony.

This Chapel of the Oaks operated as a mortuary until 1977, and later as medical offices. When a subsequent owner sought to demolish it, the Chapel was nominated for designation by neighbors and was determined eligible by the Landmarks Board in 2011. At that time the Board recommended Heritage Property designation and the Mills Act program as preservation tools.

**RECOMMENDATIONS**

1. Receive any testimony from applicants and the public;
2. Review application forms; review staff’s Heritage Property eligibility rating sheets and summaries and revise as appropriate;
3. Determine that the properties are eligible for City of Oakland Heritage Property designation;
4. Approve Heritage Property designation of:
  - LM19-001: **418 Jefferson St.** (APN 1-129-2); City Council District 3
  - LM19-002: **6028 Broadway Terrace** (APN 48A-7124-10-2); City Council District 1
  - LM19-003: **6475 Colby St.** (APN 16-1414-7); City Council District 1
  - LM19-004: **619 Mariposa Av.** (APN 10-816-7); City Council District 2
  - LM19-005: **2600 Best Av.** (APN 36-2463-24-1); City Council District 6
  - LM19-006: **1263 Trestle Glen Rd.** (APN 24-565-57); City Council District 2
  - LM19-007: **678 18th St.** (APN 3-43-30); City Council District 3, Zoning CBD-R
  - LM19-008: **360 Van Buren Av.** (APN 10-782-16); City Council District 3
  - LM19-009: **1000 Sunnyhills Rd.** (APN 11-895-14); City Council District 2
  - LM19-010: **412 Monte Vista Av.** (APN12-927-1-3); City Council District 1
  - LM19-011: **3007 Telegraph Av.** (APN 9-708-4); City Council District 3

Prepared by:

Betty Marvin  
Historic Preservation Planner

Approved by:

Catherine Payne  
Acting Development Planning Manager

Attachments (in order of Mills Act case number):

- 1: Heritage Property application, LM/MA19-001, **418 Jefferson St.**
- 2: Heritage Property application, LM/MA19-002, **6028 Broadway Terrace**
- 3: Heritage Property application, LM/MA19-003, **6475 Colby St.**
- 4: Heritage Property application, LM19-006/MA19-004, **1263 Trestle Glen Rd.**
- 5: Heritage Property application, LM19-004/MA19-005, **619 Mariposa Av.**
- 6: Heritage Property application, LM19-005/MA19-006, **2600 Best Av.**
- 7: Heritage Property application, LM/MA19-007, **678 18th Street**
- 8: Heritage Property application, LM/MA19-008, **360 Van Buren Av.**
- 9: Heritage Property application, LM/MA19-009, **1000 Sunnyhills Rd**
- 10: Heritage Property application, LM/MA19-010, **412 Monte Vista Av.**
- 11: Heritage Property application, LM/MA19-011, **3007 Telegraph Av.**
- 12: Heritage Property evaluation forms and landmarks evaluation criteria