

HISTORIC RESOURCES EVALUATION

Oak to 9th Avenue Redevelopment Project
Oakland, California

April 20, 2005



Prepared for
Environmental Sciences Associates



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TABLE OF CONTENTS

INTRODUCTION

Report Summary 1
Project Description 1

SETTING

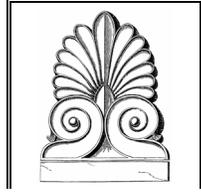
Overall Project Site 2
Individual Project Site Buildings and Structures 3
Regulatory Setting—Architectural and Historic Resource and Designations 12
Existing Significance Ratings of Buildings on the Project Site and in the Project Vicinity 16
Overall Project Site Status under CEQA 17
Individual Project Site Buildings and Structures Status under CEQA 18

IMPACTS AND MITIGATION MEASURES

Significance Criteria 26
Direct Impacts 27
Cumulative Impacts 28

APPENDICES

A. Bibliography Included
B. Survey Matrix Included



CAREY & CO. INC.
ARCHITECTURE

**Oak Street to 9th Avenue Redevelopment Project
Oakland, California**

Historic Resources Evaluation

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INTRODUCTION

Report Summary

This report provides Oakland Harbor Partners and the City of Oakland with a description of the proposed Oak Street to 9th Avenue Redevelopment Project, summary of the project site's history, physical and historical descriptions of each architectural resource on the project site, discussion of the regulatory setting for historic architectural resources, analysis of adverse impacts on historic architectural resources, and provision of mitigation measures to avoid or reduce these impacts to a less-than-significant level for California Environmental Quality Act (CEQA) environmental review purposes.

There is one historic resource as defined by CEQA located within the survey boundaries (project site), the 9th Avenue Terminal. This resource, which includes "a five-berth quay wharf, a transit shed, paved storage yards, and land for industrial tenants,"¹ appears to be individually eligible for listing on the NRHP and CRHR. Additionally, on May 10, 2004 the City of Oakland's Landmark Preservation Advisory Board recommended designation as a City Landmark and assigned the 9th Avenue Terminal a rating of "A" (highest importance). As a result of this "A" rating, the building is considered listed on Oakland's Local Register of Historic Resources. The next step in the process is for the Oakland Landmark and S-7 Preservation Combining Zone Application to be presented to the Oakland Planning Commission and for the Planning Commission to recommend designation to the City Council. Landmark designation would then be accomplished through adoption of an ordinance by the City Council. To date, neither the Planning Commission nor the City Council have met to consider the designation of the resource as a City Landmark. Regardless, the 9th Avenue Terminal is considered a historic resource under CEQA and its partial demolition resulting from the proposed project would a significant impact that could not be fully mitigated by retaining and reusing only the "Head House" portion of the building or through Historic American Building Survey (HABS) documentation or historical exhibits. As such, the impact would be significant and unavoidable.

Project Description

The Oak to Ninth Avenue project site is approximately 62 acres located along the Oakland Estuary and the Embarcadero, east of Jack London Square and south of Interstate 880 (I-880). Generally, the project area is located south of I-880, north of the Oakland Estuary (Inner Harbor), west of 10th Avenue, and east of Fallon Street. The project site includes Estuary Park, Clinton Basin, the southern portion of Lake Merritt Channel (also referred to throughout as "the

Channel”), but excludes approximately six acres of privately held property on two sites along 5th Avenue.

The proposed project would redevelop an underutilized, maritime and industrial area on the Oakland Estuary into a mixed-use neighborhood with residential, commercial/retail, open space, and marina uses. A total of 3,100 residential dwelling units would be developed, with up to 200,000 square feet of active ground-floor retail uses. The majority of existing structures and uses on the project site would be demolished, and about 28 acres (or 45 percent) of the project site would be developed with a system of new or improved parks and open spaces, including a continuous waterfront trail.

Shoreline Park would be a new nine-acre open space along the waterfront shoreline where a large section of the Ninth Avenue Terminal currently exists, and approximately 20,000 square feet of the 1929 portion of the Terminal would be saved and reused with the intent to develop it for public benefit. The remainder of the Terminal would be demolished to accommodate the nine acres of new public open space. In addition, a portion of the pile-supported pier along the southernmost edge of the site would be removed, and a portion of the area that is currently covered by the pile-supported pier would remain as public open space and utilized as a waterfront, landscaped plaza.

SETTING

Overall Project Site

Light industrial buildings and warehouses characterize the Oak Street to 9th Avenue neighborhood. The area contains large paved sections and numerous temporary structures. Smaller warehouses, clad in corrugated metal, are concentrated with high density along 6th Avenue. Fewer buildings, but of greater size, occupy the large space east of 8th Avenue to the harbor. The small portion of the neighborhood east of Oak Street to the Lake Merritt channel is equally dominated by light industrial use and open parkland. The majority of structures in the area were constructed in the middle of the 20th century or later. Overall, the architectural style of these simple, functional structures can be classified as industrial vernacular. The majority lack ornamentation and were built to serve light industrial purposes.

The geography of the area has been altered over the last century through both man-made changes in the form of dredging and by annexation. The 9th Avenue Terminal is located at Brooklyn Basin, but this was formerly called San Antonio Creek. Similarly, the Brooklyn Basin is located in the Oakland Inner Harbor, also known as the Oakland-Alameda Estuary, but which was formerly called the Estuary of San Antonio. These older names date back to the time before 1872 when this area was considered part of the town of Brooklyn, prior to annexation that year by Oakland.²

The construction of the railroad and the reclamation of the waterfront drove the development of the Oak Street to 9th Avenue area along Oakland’s inner harbor. The transcontinental railroad was completed from Sacramento to the San Francisco Bay along the so-called Niles Route in 1869.³ It is this route that currently runs along the north side of Embarcadero, bordering the Oak to 9th neighborhood.⁴ The route was initially started under the Western Pacific Railroad Company, then completed by the Central Pacific Railroad, which later became part of the Southern Pacific Railroad.⁵

Reclamation of the waterfront occurred in stages during the decades following completion of the transcontinental railroad. In 1878 the area to the south of the tracks and east of the entrance into Lake Merritt was still separated from the mainland by water and marshes.⁶ By 1893, this area had been formed to create the Brooklyn Basin and was connected to the shore.⁷ Further work by the Army Corps of Engineers in the 1910s created a wider channel, making it more accessible to large merchant ships.⁸ Harbor improvements ultimately resulted in creation of the 9th Avenue Terminal building in 1930.⁹ As a result of its location between both the railroad and waterfront, the Oak to 9th neighborhood developed into an area dominated by buildings with industrial and warehouse uses, serving the shipping needs of both.¹⁰ The lumber industry was well served by this, and through 1951 wholesale lumber distribution and manufacturing yards further characterized the area.¹¹

A bond to fund harbor improvements, approved by voters in 1925, also stimulated action by The Port of Oakland.¹² Control of the port area was transferred to the Board of Port Commissioners in 1926, and the swearing in of the first permanent Board of Port Commissioners occurred in 1927.¹³ This was the same bond that funded the construction of the 9th Avenue Terminal, and in 1929 the Port of Oakland requested bids for its construction.¹⁴ In 1935 further waterfront improvements were made using over 500 laborers supplied through the Public Works Administration (PWA) and Works Progress Administration (WPA), both of which were work-relief programs created under Franklin Delano Roosevelt's New Deal policies during the Great Depression.¹⁵ More improvements followed during the 1930s, including the purchase of 20 acres of waterfront land adjacent to the 9th Avenue Terminal (1936), a 506-foot wharf extension and other additional projects completed by the WPA with a PWA grant (1937), and more improvements funded by the PWA in 1938 such as construction of roadways and installation of sewer lines.¹⁶ During World War II in 1943, the 9th Avenue Terminal was used in the war effort for shipping and was controlled by the Pacific Naval Air Base Command.¹⁷

Since World War II the 9th Avenue Terminal area has undergone changes, but the building itself continues to be used. The first freeway in Oakland, known as the Nimitz (after Admiral Chester W. Nimitz who commanded the Pacific Fleet during the War), was opened to traffic from Oak Street to 23rd Avenue in 1949.¹⁸ The Terminal building received an addition in 1951, and in 1956 management of the Oakland's municipal maritime terminals, including 9th Avenue, was subcontracted to private firms.¹⁹ Today, as mentioned above, the area is dominated by light industrial and warehouse buildings.

Individual Project Site Buildings and Structures

9th Avenue Terminal (Port of Oakland Bldg # H-309). Carey & Co. concurs with the description and history as written in the Oakland Landmark and S-7 Preservation Combining Zone Application Form for this structure, prepared by Cynthia L. Shartzter and accepted by the City of Oakland's Landmark Preservation Advisory Board on 10 May 2004. This description states that the "Ninth Avenue Terminal consists of a five-berth quay wharf, transit shed, paved storage yards and land for industrial tenants."²⁰ The landmark application goes on to quote from the description originally included in a 1997 Oakland Cultural Heritage Survey report:

The 9th Avenue Terminal, located in Brooklyn Basin at the foot of 9th Avenue, is a Beaux-Arts derivative freight wharf and warehouse. It is high one story, long rectangular plan, with a curved and angled far end. It is about 1000' long, with the transit shed about

180' wide, railroad spur tracks on either side, and extensive open platform space along the west side. It has long bands of steel windows along the sides and a metal awning over a series of loading doors on the side, and a vast open interior. The outer 500' appears to have been added after 1951. The head house at the inland end, containing a small office, has a stepped and peaked parapet highest in the middle, and a monumental entry with tall paneled concrete pilasters and massive plain cornice. Exterior walls are concrete and steel-sash. Roof is composition. Structure is reinforced concrete with steel trusses. Designed for break-bulk cargo, the building is now little used. Visible alterations include some windows covered. The building is in good condition; its integrity is excellent. Its preliminary rating of B+3 reflects its interest as a fine and rare surviving example of a Beaux Arts derivative pier from the Port of Oakland's harbor improvement program of the 1920s: the similar Grove Street and Outer Harbor Terminals no longer exist.²¹

The landmark application also includes a verbal description of the wharf, “[The] marginal type wharf has a lower side in Clinton Basin of 312 feet, a main channel face of 952 feet and a Brooklyn Basin north channel face of 1,100 feet.”²² Port of Oakland documentation indicates that the wharf's type of construction is concrete pile and decking with a “timber pile fender system.” A “concrete bulkhead with asphalt-surfaced solid fill” is also noted.²³

Construction began on the 9th Avenue Terminal in 1929 and it was completed in October of 1930.²⁴ It was one of three municipal terminals funded under a 1925 voter-approved harbor bond; the others were the Grove Street Terminal and Outer Harbor Terminal, both of which have since been demolished.²⁵ Initially the terminal was 504 feet long, then an addition in 1951 added 500 feet, bringing the total length to 1004 feet.²⁶ The interior floor space is measured at 178,530 square feet (about four acres), and the ceiling rises to a height of 47 feet at the center and 27 feet at the sides.²⁷

Design of the terminal has been attributed to Arthur A. Abel, who served as Assistant Chief Engineer and Assistant Port Manager from 1926 to May 1932, and Chief Engineer and Port Manager from May 1932 to 1952.²⁸ According to Shartzter:

The Beaux-Arts style of the building, while very simple stylistically, represents an important phase in Oakland architecture and city planning during this period. The City Beautiful Movement, originating with the Classic Revival buildings constructed at the World's Columbian Exposition held in 1893 at Chicago, gave rise to the construction of [Beaux-Arts style] buildings in many cities across the country. The designers of these buildings, often municipally owned or related to public uses, such as power plants, used the Classic Revival style architectural vocabulary to convey the ideals of beauty, public benefit, and sound planning principals that would enhance the appearance of the city. The Ninth Avenue Terminal in its simple paneled



pilasters, symmetrical façade, and other detailing represents these ideals very well. Other notable examples of this style and movement are Oakland City Hall, the bulkhead buildings along San Francisco's waterfront, and the Courthouse on St. James Park in San Jose.²⁹

Shartzer notes that the terminal is an "amalgamation of water, rail and land transportation capability in one facility" and "an early example of an inter-modal transportation complex."³⁰ With its location at the waterfront, proximity to the railroad, and easy road access, the terminal was well-suited to its purpose. As further elaborated by Shartzer, "Significant features of the Terminal's operation were easy, twenty-four hour access by water, land, and rail and a facility tailor-made to enhance the Port of Oakland's ability to load, unload, and store cargo in the most efficient manner, in the least amount of time, with the least amount of damage."³¹

The following significant dates were identified in the landmark application form:³²

- November 1925 – Bond approval
- August 5, 1929 – Bids due for Ninth Avenue Pier
- October 1930 – Construction completed
- June 1936 – Land purchase and WPA wharf extension
- May 1943 – Pacific Naval Air Bases Command control
- 1951 – Terminal addition; January 1952 – addition opened
- February 1956 – Encinal Terminals, Alameda manages terminal
- 1998 – Break-bulk operations moved from Ninth Avenue Terminal to Burma Road Terminal
- 2003 – Seaport Plan Amendment process completed to delete Port priority use area/marine terminal designation (as bulk cargo marine terminal)
- December 8, 2003 – LPAB agrees to proceed with the landmark nomination

The 9th Avenue Terminal is still used today by the Transmeridian Cotton Warehouse.

105 Embarcadero (Port of Oakland Bldg # G-203). This one-story light industrial building is rectangular in plan with a multi-barrel vault roof covered in roll asphalt. It is of concrete construction and the exterior walls are painted concrete. The primary (south) facade is characterized by a mid-height projecting awning and a ramp at the west end. This facade also contains two automatic sliding doors, with the primary entry at the east end and the primary exit at the center. Eight loading docks are present on the west facade and infilled loading dock openings can be seen on the east facade. The building's only windows are a series of roof-mounted skylights.

The large, square building located at 105 Embarcadero was originally constructed in the mid-to-late



105 Embarcadero (Port of Oakland Bldg #G-203)
Carey & Co., October 2004

1950s.³³ In the early 1970s it served as a tractor parts warehouse for Ford Motor Company's Tractor Division.³⁴ Currently it is a restaurant supply warehouse and store under occupant Jetro Cash & Carry. With its painted concrete walls, loading docks, and roll asphalt roof, this can be classified as a mid-20th Century industrial vernacular style building.

351 Embarcadero (Port of Oakland Bldg # G-309). This one-story light industrial building is rectangular in plan with a gable roof covered in composition shingles. It is of wood-frame construction with primarily vertical wood siding. Portions of the facade, including awnings over doors, a narrow band under the eaves, and a vertical section on the north elevation, are clad in wood shingles. The north facade – the gable end – is angled outward and comes to a point at the center; it is the east side of this formation, toward the center, that displays the aforementioned shingle-clad vertical section. Doors are visible at the east and west facades, topped by hip-shaped shingle-clad awnings. Two roll-up doors are also located on the east facade. Windows are primarily large vertical one-lite fixed set into wood sash.



351 Embarcadero (Port of Oakland Bldg #G-309)
Carey & Co., October 2004

The building at 351 Embarcadero was constructed in the 1950s.³⁵ In the early 1970s a wood working business used the south end and a barricade manufacturer used the north end.³⁶ By 1992, three businesses occupying the property were Continental Glass Repair, Golden State Diesel Marine, and Marine Surveyors.³⁷ With its roll-up doors and large fixed modern windows, this can be classified as a mid-20th Century industrial vernacular style building.

603 Embarcadero (Port of Oakland Bldg # H-103). This one-story light industrial building is rectangular in plan with a gable roof covered in corrugated metal. It is of wood-frame construction with corrugated metal siding. The primary (north) facade is the gable end, which also displays wood cladding at the base of the elevation. The wood entry door at the center of the primary facade is covered by a wood awning and a set of wood stairs with one rail leads to the door. Of the three visible windows on the north facade, one is six-lite wood fixed while the other two are covered by wire mesh. A wood fence surrounds the building and obscures the other facades.



603 Embarcadero (Port of Oakland Bldg #H-103)
Carey & Co., October 2004

The building at 603 Embarcadero dates to approximately 1947.³⁸ It has been

operated as a boat works under Philbrick Boat Works since soon after its construction, and continues in that use currently.³⁹ With its corrugated metal siding and small, mesh-filled windows, this can be classified as a mid-20th Century industrial vernacular style building.

845 Embarcadero (Port of Oakland Bldg # H-232). This two-story light industrial and retail building is rectangular in plan with a flat roof. It is clad in brick veneer and metal paneling. The primary (north) facade is characterized by angled sections, wall projections, and wall recessions. The east portion of the facade is dominated by an overhanging metal bay that covers an elevated concrete walkway with a metal railing.

This walkway gives access to the retail portion of the building. A garage is also present at the east end of the primary facade. The west portion of the primary facade angles back to the south and out toward the west and contains a recessed entry. Metal-sash fixed windows are present at this section, separated by flat metal panels. This configuration of windows, brick and metal continues around to the north part of the west facade where two truck loading docks are located. This northwest portion of the building projects off of the main west facade. The south portion of the west facade is covered with plain corrugated metal siding with no openings. The east facade is clad in corrugated metal and contains three roll-up doors. The south facade was inaccessible during the site visit.



845 Embarcadero (Port of Oakland Bldg #H-232)
Carey & Co., October 2004

The original building located at 845 Embarcadero was constructed sometime between 1911 and 1947 (c.1930).⁴⁰ It was dramatically altered in 1979, and so visual observation cannot be employed to ascertain a more precise original date of construction.⁴¹ From approximately 1952 through 1956 the building served as a produce and packing warehouse operated by Rexford Pre-pakt Co.⁴² In the early 1970s it served as a warehouse for ladders, appliances and hardware.⁴³ Alterations in 1979 changed the footprint of the building by eliminating the angled northeast corner, creating a flat northern facade. An addition was also made to the west side.⁴⁴ Currently the building is occupied by National Furniture Liquidators, Inc. With its corrugated metal siding, roll-up doors and modern windows, this can be classified as a late-20th Century industrial vernacular style building.

296 5th Avenue (Port of Oakland Bldg # H-108). This one-story warehouse building is rectangular in plan with a north-south oriented gable roof covered in metal. It is clad in corrugated metal and sits on a concrete foundation. The west facade contains a roll-up door with a metal door adjacent to it. A



296 5th Avenue (Port of Oakland Bldg #H-108)
Carey & Co., October 2004

surrounding fence obscures other facades, however no windows are visible.

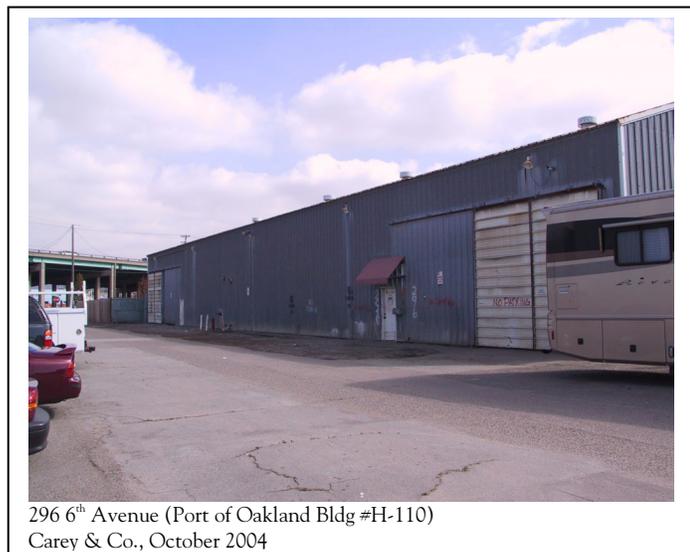
The building at 296 5th Avenue was constructed in the mid-to-late 1950s.⁴⁵ In the early 1970s it was operated as a carton warehouse.⁴⁶ With its corrugated metal siding and roll-up door, this can be classified as a mid-20th Century industrial vernacular style building.

295 6th Avenue (Port of Oakland Bldg # H-101). This one-story light industrial building is square in plan with two adjoining sections. The south section is clad in corrugated metal siding and has a flat roof. The east facade of this section is dominated by three tall garage-style openings with wood doors; the southern doors are sliders and the other two are hinged. A wood door with upper glass paneling is also located on the section. Windows are primarily industrial mult-lite with pivoting center sections, viewed on the south facade. A horizontal band of windows is also visible above the shed-roof addition on the north facade. This addition section is clad in horizontal wood siding. Projecting rafter tails support the overhanging roof and a fabric awning covers the entry on the north facade of this section. Windows on the north addition section are metal sliders.



The original building at 295 6th Avenue was constructed sometime between 1911 and 1951.⁴⁷ Based on visual observation, in Carey & Co's professional opinion the building was constructed circa 1925. An addition was made to the north facade in the mid-to-late 1950s.⁴⁸ From 1958 through at least 1960 the building was occupied by two packaging/carton companies, AAA Export Packaging Co. and Ajax Container Co.⁴⁹ The building continued to be used as both an export packaging warehouse and a carton warehouse in the early 1970s.⁵⁰ By 1992, the building was occupied by a window manufacturer, Jal Vue Glass, which continues to occupy the site currently as Jal-Vue Window.⁵¹ With its corrugated metal siding, large wood garage doors, and industrial type windows, this can be classified as an early-to- mid-20th Century industrial vernacular style building.

296 6th Avenue (Port of Oakland Bldg # H-110). This one-story light industrial building is rectangular in plan with a north-south oriented gable roof clad in metal. It is clad in corrugated metal siding. Two horizontal sliding metal doors are located on the west facade, one at either end. A fabric awning projects over a metal door near the center of this facade, and a wood door is located at the north end. The south

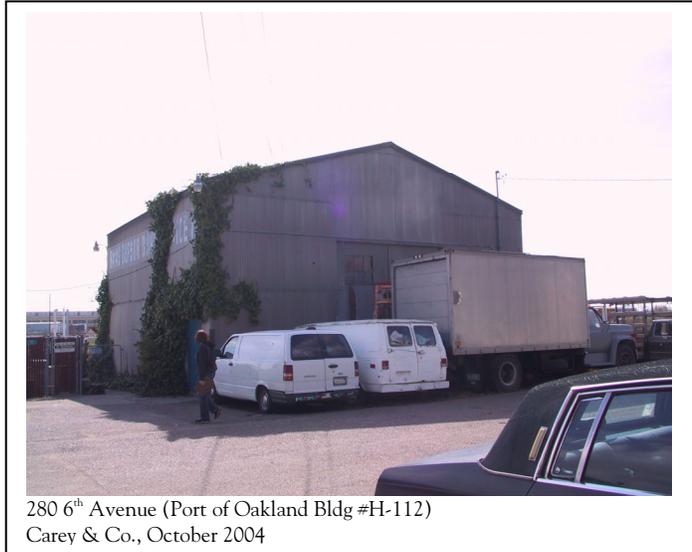


facade is unarticulated with no openings and the other facades are obscured by fencing; no windows were visible during the site visit.

The building at 296 6th Avenue was constructed in 1966 by CSB Const. Inc. for the Port of Oakland.⁵² In the early 1970s it served as a carton stock warehouse.⁵³ By 1992, it was occupied by Chuck's Marine Repair.⁵⁴ With its corrugated metal siding and horizontal sliding metal doors, this can be classified as a mid-20th Century industrial vernacular style building.

280 6th Avenue (Port of Oakland Bldg # H-112). This one-story light industrial building is square in plan with an east-west oriented gable roof covered in metal. It is clad in corrugated metal siding. The west facade contains two six-lite fixed metal windows and a metal door is located at the west end of the north facade. The south facade is unarticulated with no openings and the east facade was inaccessible during the site visit.

The square building at 280 6th Avenue was constructed in 1948 for owner L. LaBruzzi.⁵⁵ In 1952 it served as a boat works.⁵⁶ From 1965 through at least 1981 it was operated as Seabreeze Yacht Center and Boat Repair.⁵⁷ With its corrugated metal siding and industrial-style windows, this can be classified as a mid-20th Century industrial vernacular style building.



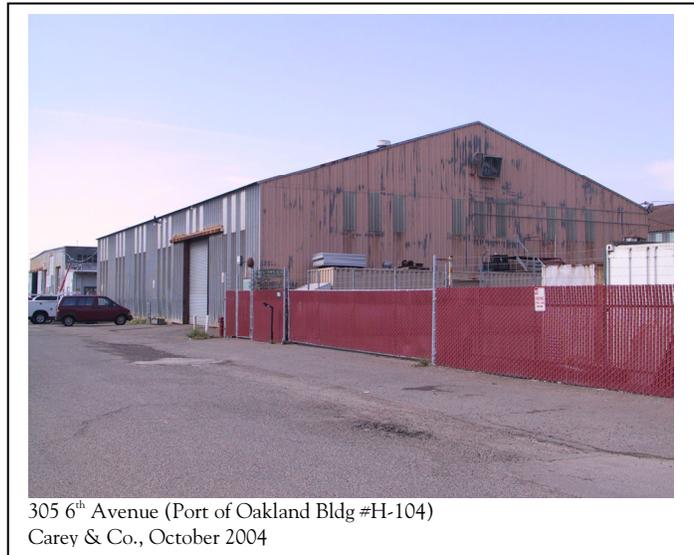
280 6th Avenue (Port of Oakland Bldg # H-113). This one-story restaurant building is rectangular in plan with a flat roof. It is clad in metal siding. A projecting fabric awning and parapet extends across the primary (west) facade. These are supported on wood posts wrapped with rope. The awning covers an elevated walkway accessed by a ramp to the south and stairs to the north. A wood railing accented with rope decoration encloses the walkway. The primary entry, located toward the center of the primary facade, is infilled with plywood and a secondary wood door is located at the north end of the facade. Windows are metal sliders with screens and the center window at the south end of the west facade is covered by a metal grille. Other facades were obscured by fencing.



The small, rectangular building at 280 6th Avenue, also known as Port of Oakland

Building #H-113, was erected at this location in the 1980s or early 1990s.⁵⁸ Based on visual observation, in Carey & Co's professional opinion the building was constructed circa 1985. In 1992 it was operated as the Seabreeze Cafe, and based on visual observation it appears to have continued in that operation until recently.⁵⁹ With its metal siding and modern windows, this can be classified as a late-20th Century pre-fabricated vernacular style building.

305 6th Avenue (Port of Oakland Bldg # H-104). This one-story light industrial building is rectangular in plan with a north-south oriented gable roof covered in metal. It is clad in corrugated metal, with lighter colored metal at the upper portions of the facade for light penetration. The building sits on a concrete foundation. Two roll-up doors are visible, one at the north end of the east facade and one at the west end of the south facade. The north facade is unarticulated with no openings and the west facade was inaccessible during the site visit.



The building currently listed as 305 6th Avenue was constructed in 1962 with the address 91 6th Avenue; it was built by Calif. Steel Bldgs. Inc. for the Port of Oakland.⁶⁰ This building appears to have been constructed for use by an export packaging company operating out of 295 6th Avenue (Port of Oakland Building # H-101), located just to the south.⁶¹ In the early 1970s it served as a carton manufacturing building.⁶² With its corrugated metal siding and roll-up doors, this can be classified as a mid-20th Century industrial vernacular style building.

370 8th Avenue (Port of Oakland Bldg # H-228). This one-story office building is rectangular in plan and sits on a concrete foundation. It is clad in metal with portions of the west (primary) facade clad in stucco. The low-pitch gable roof is oriented on an east-west axis and a shed roof bay projects from the primary facade. A metal door is located to the south of the bay, set into the stucco section. The primary facade also contains fixed three-lite windows. The other facades were inaccessible during the site visit.



The small, corrugated metal building currently listed as 370 8th Avenue was constructed in the late 1960s or early 1970s (c.1970).⁶³ It was used as an office in the early 1970s.⁶⁴ In the past this address was associated with a large building that was constructed in 1929 and demolished in

1997.⁶⁵ With its metal siding and modern windows this can be classified as a late-20th Century industrial vernacular style building.

455 9th Avenue (Port of Oakland Bldg # H-314). This one-story light industrial building is rectangular in plan with a double-gable roof covered in corrugated metal. The building form is characterized by two north-south oriented gable-roof sections that are joined along their long sides to form one building. It is clad in corrugated metal siding and displays a number of roll-up doors – one on the east facade, one on the south, and two on the north. An entry door and metal windows are visible at the north facade. A few trees and ground shrubs further define the entry on the north facade.

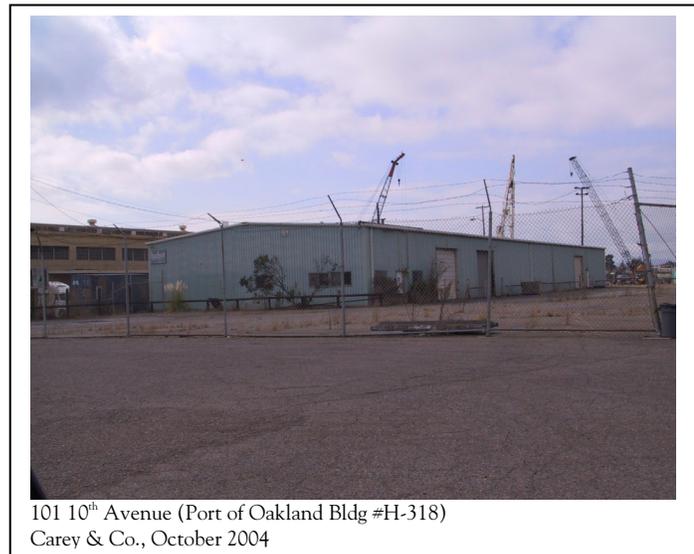
The building at 455 9th Avenue was constructed in 1965 for Sam Kalman & Co.⁶⁶ In the early 1970s it served as a metal working building.⁶⁷ With its

corrugated metal siding, roll-up doors and modern windows, this can be classified as a late-20th Century industrial vernacular style building.



101 10th Avenue (Port of Oakland Bldg # H-318). This one-story light industrial building is rectangular in plan with a low-pitch gable roof oriented on a north-south axis. It is clad in corrugated metal siding and sits on a concrete block foundation. Three roll-up doors are visible on the west facade and one on the east. Two entry doors and metal windows are located on the west facade. The north facade also contains a window. The south facade was inaccessible during the site visit.

The building at 101 10th Avenue was constructed circa 1960.⁶⁸ In the early 1970s it served as a tile warehouse.⁶⁹ With its corrugated metal siding, roll-up doors and modern windows, this can be classified as a late-20th Century industrial vernacular style building.



115 Embarcadero East/ Jack London Aquatics Center/Estuary Channel Park. This two-story boathouse building is rectangular in plan with a semi-octagonal northern section. The roof is gable at the south end and hip over the semi-octagonal portion on the north end. A cupola also projects above the octagonal section, topped by a decorative weathervane. The roof is covered in alternating bands of white and green composition shingles. It is located within Estuary Channel

Park. The park contains a field and a number of pieces of public art. A helix-style pergola covers a seating area and a dock projects out over the estuary. Seating and lines of trees are also located at the park.

Estuary Channel Park was created some time during the last quarter of the 20th century.⁷⁰ The building at 115 Embarcadero East, located in Estuary Channel Park, was constructed in 2000 and is known as the Jack London Aquatics Center (JLAC), or “The Boathouse.”⁷¹ It was designed by VBN Architects and Alan Dreyfuss AIA, and constructed by Hanson-Murikami-Eshima and J.H. Fitzmaurice, Inc. design-build team.⁷² Waterside improvements were designed by Concept Marine Associates and constructed by Peak Engineering.⁷³ With its cupola, striped roof, and modern windows, this can be classified as a post-modern style building. The building is currently operated by the JLAC and owned by the City of Oakland.⁷⁴



Jack London Aquatics Center
Carey & Co., October 2004



Estuary Channel Park
Carey & Co., October 2004

Regulatory Setting - Architectural and Historic Resource Designations

The National Register of Historic Places (NRHP)

The NRHP evaluates a property's historic significance based on the following four criteria:

- Criterion A (Event): Properties that are associated with events that have made a significant contribution to the broad patterns of our history.
- Criterion B (Person): Properties that are associated with the lives of persons significant in our past.
- Criterion C (Design/Construction): Properties that embody the distinctive characteristics of a type, period or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction.

- Criterion D (Information Potential): Properties that have yielded, or may be likely to yield, information important in prehistory or history.

In addition to historic significance, an NRHP evaluation includes a determination of physical integrity, or the property's ability to convey its historic significance. Integrity consists of seven aspects: location, design, setting, materials, workmanship, feeling, and association.

All evaluations prepared before August 15, 2003 assigned properties one of the following NRHP status codes (1 to 7), as described below:

1. Listed in the National Register
2. Determined eligible for the National Register in a formal process involving federal agencies
3. Appears eligible for the National Register in the judgment of those completing an evaluation of an historic resource
4. Might be eligible for listing
5. Ineligible for the National Register but of local interest
6. Not eligible for the National Register
7. Undetermined.

Within each of these codes were a series of subcategories, indicating a more detailed description of a resource's status. For example, a building rated "4S7" was considered possibly eligible for individual listing on the NRHP if its architectural integrity were to be restored.

On August 15, 2003 the State Historic Preservation Office prepared new California Historical Resource Status Codes generally based on the earlier NRHP status codes. The new codes also rate buildings 1-7 and include subcategory listings; however, the "4" status code has been effectively eliminated and new subcategories have been created that take into account the California Register of Historical Resources (see below).

The California Register of Historical Resources (CRHR)

The CRHR evaluates a resource's historic significance based on the following four criteria:

- Criterion 1 (Event): Resources associated with events that have made a significant contribution to the broad patterns of local or regional history, or the cultural heritage of California or the United States.
- Criterion 2 (Person): Resources associated with the lives of persons important to local, California or national history.
- Criterion 3 (Design/Construction): Resources that embody the distinctive characteristics of a type, period, region or method of construction, or that represent the work of a master or possess high artistic values.
- Criterion 4 (Information Potential): Resources that have yielded or have the potential to yield information important to the prehistory or history of the local area, California or the nation.

In addition to historic significance, a CRHR evaluation includes a determination of physical integrity, or the authenticity of an historical resource's physical identity evidenced by the survival of characteristics that existed during the resource's period of significance. Integrity consists of seven aspects: location, design, setting, materials, workmanship, feeling, and

association. Any resource listed in or determined eligible for listing in the NRHP is automatically eligible for listing in the CRHR.

California Environmental Quality Act (CEQA)

Generally, a resource is considered “historically significant” if it meets the following criteria for listing on the California Register of Historical Resources CEQA Guidelines section 15064.5:

- 1) A resource listed in, or determined to be eligible for listing in, CRHR.
- 2) A resource included in a local register of historical resources or identified as significant in an historical resource survey meeting the requirements of Section 5024.1 (g) of the Public Resources Code (PRC), unless the preponderance of evidence demonstrates that it is not historically or culturally significant.

[Section 5024.1(g) states that a resource may be listed in the CRHR if the survey meets all of the following criteria 1) the survey has been or will be included in the State Historic Resources Inventory, 2) the survey was prepared in accordance with office procedures and requirements, 3) the resource is evaluated and determined by the office to have a significance rating of Category 1 to 5 on DPR Form 523, and 4) the survey is over 5 years old and has been updated to identify historical resources which have since become eligible (or ineligible).]

- 3) A resource identified as significant (e.g., rated 1-5) in a historical resource survey (DPR Form 523), unless the preponderance of evidence demonstrates that it is not historically or culturally significant.
- 4) Any object, building, structure, site, area, place, record, or manuscript which a lead agency determines to be historically significant or significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California, provided the determination is supported by substantial evidence in light of the whole record.
- 5) A resource that is determined by a lead agency to be historically or culturally significant even though it does not meet the other four criteria listed here.

CEQA allows a lead agency to determine that a resource may be a historic resource at its own discretion (Section 15064.5[a]D.4). Although a property may not be listed or determined eligible for listing in the CRHR, included in a local register of local resources, or identified as significant in a DPR Form 523 historical resources survey, the lead agency may still determine that the resource is a “historical resource” for purposes of CEQA.

City of Oakland Local Register of Historical Resources and CEQA

The City of Oakland’s local register of historical resources is a list of properties officially designated or recognized as historically significant by the City pursuant to a local ordinance or resolution, unless the preponderance of evidence demonstrates otherwise.

In March 1994, the Oakland City Council adopted a Historic Preservation Element of the General Plan. The Historic Preservation Element (HPE), amended July 21, 1998, sets out a graduated system of ratings and designations resulting from the Oakland Cultural Heritage Survey (OCHS) and Oakland Zoning Regulations. The HPE provides the following policy related to identifying historic resources under CEQA:

- Policy 3.8 (Definition of “Local Register of Historical Resources” and Historic Preservation “Significant Effects” for Environmental Review Purposes): For purposes of environmental

review under the CEQA, the following properties will constitute the City of Oakland's Local Register of Historic Resources:

- 1) All Designated Historic Properties, and
- 2) Those Potential Designated Historic Properties that have an existing rating of "A" or "B" or are located within an Area of Primary Importance.
- 3) Until complete implementation of Action 2.1.2 (Redesignation), the "Local Register" will also include the following designated properties: Oakland Landmarks, S-7 Preservation Combining Zone properties, and Preservation Study List properties.

The HPE includes other policies that seek to encourage the preservation of Oakland's significant historic resources within the context of balanced development and growth. These policies are presented below:

- Policy 3.1. (Avoid or Minimize Adverse Historic Preservation Impacts Related to Discretionary City Actions). This City will make all reasonable efforts to avoid or minimize adverse effects on the Character-Defining Elements of Existing or Potential Designated Historic Properties (PDHPs) which could result from private or public projects requiring discretionary actions.
- Policy 3.4 (City Acquisition for Historic Preservation Where Necessary). Where all other means of preservation have been exhausted, the City will consider acquiring, by eminent domain if necessary, existing or PDHPs, or portions thereof, in order to preserve them. Such acquisition may be in fee, as conservation easements, or a combination thereof.
- Policy 3.5 (Historic Preservation and Discretionary Permit Approvals). For any project involving the complete demolition of Heritage properties or PDHPs requiring discretionary City permits, the City will make a finding that: 1) the design quality of the proposed project is at least equal to that of the original structure and is compatible with the character of the neighborhood; or 2) the public benefits of the proposed project outweigh the benefit of retaining the original structure; or 3) the existing design is undistinguished and does not warrant retention and the proposed design is compatible with the character of the neighborhood.
- Policy 3.7 (Property Relocation Rather than Demolition). As a condition of approval for all discretionary projects involving demolition of existing or PDHPs, the City will normally require that reasonable efforts be made to relocate the properties to an acceptable site.

City of Oakland Historic Property Rating System

The Oakland Cultural Heritage Survey (OCHS) uses a five-tier rating system for individual properties, ranging from "A" (highest importance), "B" (major importance), "C" (secondary importance), "D" (minor importance), and "E" (of no particular interest). This designation is termed the Individual Property Rating of a building and is based on the following criteria:

- Visual Quality/Design: Evaluation of exterior design, interior design, materials and construction, style or type, supporting elements, feelings of association, and importance of designer.
- History/Association: Association of person or organization, the importance of any event, association with patterns, and the age of the building.

- Context: Continuity and familiarity of the building within the district.
- Integrity and Reversibility: Evaluation of the building's condition, its exterior and interior alterations, and any structural removals.

Properties with conditions or circumstances that could change substantially in the future are assigned both an “existing” and a “contingency” rating. The existing rating describes the property under its present condition, denoted by an upper case letter, while the contingency rating denoted by a lower case letter, describes it under possible future circumstances, such as if the property were restored. For example, an property rated “E/b” is considered to be an “E” in its present condition (of no particular interest) but a possible “B” (major importance) if an altered property is restored in the future.

Properties generally appropriate for a “B” rating include those that are especially fine examples of an important style, type, or convention or that are intimately associated with a person, organization, event, or historical pattern of major importance, at the local level or of moderate importance at the state or national level.

District status is indicated as part of a property's rating by a number 1 = Area of Primary Importance, 2 = Area of Secondary Importance, 3 = not in an Area of Primary or Secondary Importance. Additional symbols after the district status indicates whether the property is a contributor to a district (+) or not (-). These symbols placed after the contingency ratings indicate higher (+) or lower (-) ratings. For example a building rated “Cb-2+” has an existing rating of C (secondary importance) but possibly a B (major importance) tending toward secondary importance (B-) if restored, and a contributor to an Area of Secondary Importance.

Existing Significance Ratings of Buildings on the Project Site and in the Project Vicinity

Neither the project site, nor the individual buildings and structures on the project site, have been previously evaluated for NRHP or CRHR status. The overall site has not been previously evaluated for local significance. However one resource, the 9th Avenue Terminal, has been assigned an “A” rating and therefore is considered listed on the City of Oakland's Local Register of Historic Resources. Seven of the buildings and structures on the project site have received “F” ratings by the OCHS (indicating that they are “less than 45 years old or modernized”). See the attached matrix for additional significance ratings and status information.

For this survey, the project vicinity was defined as approximately one city block surrounding the project site. The north boundary was the Union Pacific Railroad tracks, while the west boundary was Oak Street and the east boundary was the location of 12th Avenue if it were to be extended southward across the railroad tracks. The project vicinity also included the property bounded by First Street on the north, Madison Street on the west, and Fallon Street on the east as well as the “5th Avenue Artists Colony” area, a collection of mostly light industrial and residential buildings located along 5th Avenue that is also sometimes referred to as the “5th Avenue Point” or “5th Avenue Marina.”

Within this project vicinity area, there are no buildings/structures listed or previously determined eligible for the NRHP, CRHR, or the City of Oakland's Local Register of Historic Resources. Excluding the 5th Avenue Artists Colony, whose status is described in more detail below, there are 16 buildings/structures that have been assigned ratings by the Oakland Cultural Heritage Survey: eight have an “F” rating (indicating that they are “less than 45 years old or modernized”), six have an “F3” rating (indicating that they are “less than 45 years old or

modernized” and not located in an Area of Primary or Secondary Importance), and two have a “D3” rating (indicating minor importance and not located in an Area of Primary or Secondary Importance).

The 5th Avenue Artists Colony is not listed on the City of Oakland’s Local Register of Historic Resources. This collection of mostly light industrial and residential buildings has been assigned a preliminary district rating of “Area of Secondary Importance” and is considered by OCHS staff as potentially qualifying for a SHPO rating of “5S.”⁷⁵ For the area’s individual buildings, the OCHS has assigned one “C” rating (secondary importance), one “E” rating (of no particular importance), and an unspecified number of the area’s buildings have received an “F” rating (indicating that they are “less than 45 years old or modernized”).⁷⁶

Overall Project Site Status under CEQA

The Oak to 9th Avenue survey area does not appear to be eligible for listing as a historic district on the NRHP or CRHR and does not appear to be eligible for inclusion on the Local Register of Historic Resources as a local Preservation District (“S-7 Zone”). Since it is not listed or eligible for inclusion on federal, state, or local lists, the area is not considered a historic resource under CEQA Guidelines Section 15064.5(a)(1).

For purposes of listing on the National Register of Historic Places (NRHP), a historic district is defined as a unified entity that “possesses a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development.”⁷⁷ To be potentially eligible for listing on the NRHP, a historic district must usually be over 45-50 years old, must have historic significance, and must retain its physical integrity. The Oak to 9th Avenue neighborhood possesses a concentration of light industrial style buildings, all built between 1930 and 1979. Because the period of significance for this area would be 1930 to 1979 (reflecting the age of the buildings), this group is considered less than 50 years old under NRHP procedures. Therefore it must be exceptionally significant to qualify for listing on the NRHP. In Carey & Co.’s opinion, archival research yielded no information indicating an association with exceptionally significant historic events or people (Criteria A & B). Moreover, while together these buildings are an example of 20th century industrial vernacular, the grouping does not exceptionally embody the distinctive characteristics of its style, type, or period (Criterion C). Archival research provided no indication that there is the potential to yield exceptionally important information (Criterion D). Since physical integrity is based on historic significance, and this collection of buildings does not appear to possess historic significance, its physical integrity can not be evaluated.

Because period of significance for the project site ends within the last 50 years, for the purposes of CRHR eligibility sufficient information must be known about the context history to provide a foundation for a valid evaluation. In Carey & Co.’s opinion, sufficient information is known regarding the neighborhood’s lack of associations with historic events and people (Criteria 1 & 2), its 20th century industrial vernacular architectural style (Criterion 3), and its lack of potential to yield important information (Criterion 4) to conclude that the property is not CRHR eligible.

Finally, in Carey & Co.’s opinion the area does not qualify for inclusion on the Local Register of Historic Resources as a Preservation District because it does not exhibit historical, cultural, educational, aesthetic, or environmental value. The buildings have little in common except

their location, which is not in itself an appropriate basis for district designation, and their general light industrial use patterns, which is not unique or special in any way.

Individual Project Site Buildings and Structures Status under CEQA

9th Avenue Terminal. This resource, which includes “a five-berth quay wharf, a transit shed, paved storage yards, and land for industrial tenants,”⁷⁸ appears to be individually eligible for listing on the NRHP and CRHR. Additionally, on May 10, 2004 the City of Oakland’s Landmark Preservation Advisory Board recommended designation as a City Landmark and assigned the 9th Avenue Terminal a rating of “A” (highest importance). As a result of this “A” rating, the building is considered listed on Oakland’s Local Register of Historic Resources. Since the building is locally designated and eligible for inclusion on federal and state lists, the property is considered a historic resource under CEQA Guidelines Section 15064.5(a)(1).⁷⁹

To be potentially eligible for listing on the NRHP or CRHR, a resource must usually be over 45-50 years old, must have historic significance, and must retain its physical integrity. Since the latest section of the resource was constructed 54 years ago, it meets the age requirement. Carey & Co. concurs with the argument for significance included in the Oakland Landmark and S-7 Preservation Combining Zone Application Form for this structure, prepared by Cynthia L. Shartzter and accepted by the City of Oakland’s Landmark Preservation Advisory Board on 10 May 2004. This document states that the building appears eligible for individual listing on the NRHP based on significance of the building in the areas of Architecture, Commerce, Maritime Commerce, and Harbor Terminal. These correspond to NRHP Criterion A/CRHR Criterion 1, indicating an association with significant historic events, and NRHP Criterion C/CRHR Criterion 3, indicating that it embodies the distinctive characteristics of the style, type, or period. In terms of integrity, Carey & Co. concurs with the opinions of Shartzter and the Landmark Preservation Advisory Board, which indicate that the resource retains an overall high level of integrity. Major additions to the transit shed structure are in keeping with the original design and intent and therefore both the 1930 and 1951 sections of the transit shed qualify as historic under federal, state, and local criteria. As stated above, the resource also includes a quay wharf, storage yards, and related land which also qualify as historic under federal, state, and local criteria.

105 Embarcadero (Port of Oakland Bldg # G-203). The property at 105 Embarcadero does not appear to be individually eligible for listing on the NRHP or CRHR. The Oakland Cultural Heritage Survey did not rate the building, and it is Carey & Co.’s professional opinion that the property does not individually appear to be of Oakland Landmark quality. Since it is not listed or eligible for inclusion on federal, state, or local lists, the property is not considered a historic resource under CEQA Guidelines Section 15064.5(a)(1).

To be potentially eligible for listing on the NRHP or CRHR, a building must usually be over 45-50 years old, must have historic significance, and must retain its physical integrity. Since this building was constructed approximately 46-53 years ago, it meets the age requirement. However, it does not appear to possess sufficient historic significance for listing. In Carey & Co.’s opinion, under NRHP Criterion A/CRHR Criterion 1 archival research yielded no information indicating an association with significant historic events. Under NRHP Criterion B/CRHR Criterion 2, archival research yielded no information indicating an association with significant historic individuals or entities. Under NRHP Criterion C/CRHR Criterion 3, the building’s mid-20th century industrial vernacular style does not sufficiently embody the distinctive

characteristics of the style, type, or period. Archival research provided no indication that the building has the potential to yield exceptionally important information (NRHP Criterion D/CRHR Criterion 4). Since physical integrity is based on historic significance, and the building does not appear to possess historic significance, its physical integrity can not be evaluated.

Similarly, in Carey & Co.'s opinion the property at 105 Embarcadero does not appear to be of Oakland Landmark quality because it is not an outstanding or especially fine architectural example and it does not possess extreme or major historical importance.

351 Embarcadero (Port of Oakland Bldg # G-309). The property at 351 Embarcadero does not appear to be individually eligible for listing on the NRHP or CRHR. In 1987, the Oakland Cultural Heritage Survey assigned this property an "F" rating, indicating that it is "less than 45 years old or modernized." However, it is now over 45 years old, and it is Carey & Co.'s professional opinion that the property does not individually appear to be of Oakland Landmark quality. Since it is not listed or eligible for inclusion on federal, state, or local lists, the property is not considered a historic resource under CEQA Guidelines Section 15064.5(a)(1).

To be potentially eligible for listing on the NRHP or CRHR, a building must usually be over 45-50 years old, must have historic significance, and must retain its physical integrity. Since this building was constructed approximately 46-53 years ago, it meets the age requirement. However, it does not appear to possess sufficient historic significance for listing. In Carey & Co.'s opinion, under NRHP Criterion A/CRHR Criterion 1 archival research yielded no information indicating an association with significant historic events. Under NRHP Criterion B/CRHR Criterion 2, archival research yielded no information indicating an association with significant historic individuals or entities. Under NRHP Criterion C/CRHR Criterion 3, the building's mid-20th century industrial vernacular style does not sufficiently embody the distinctive characteristics of the style, type, or period. Archival research provided no indication that the building has the potential to yield exceptionally important information (NRHP Criterion D/CRHR Criterion 4). Since physical integrity is based on historic significance, and the building does not appear to possess historic significance, its physical integrity can not be evaluated.

Similarly, in Carey & Co.'s opinion the property at 351 Embarcadero does not appear to be of Oakland Landmark quality because it is not an outstanding or especially fine architectural example and it does not possess extreme or major historical importance.

603 Embarcadero (Port of Oakland Bldg # H-103). The property at 603 Embarcadero does not appear to be individually eligible for listing on the NRHP or CRHR. The Oakland Cultural Heritage Survey did not rate the building, and it is Carey & Co.'s professional opinion that the property does not individually appear to be of Oakland Landmark quality. Since it is not listed or eligible for inclusion on federal, state, or local lists, the property is not considered a historic resource under CEQA Guidelines Section 15064.5(a)(1).

To be potentially eligible for listing on the NRHP or CRHR, a building must usually be over 45-50 years old, must have historic significance, and must retain its physical integrity. Since this building was constructed approximately 58 years ago, it meets the age requirement. However, it does not appear to possess sufficient historic significance for listing. In Carey & Co.'s opinion, under NRHP Criterion A/CRHR Criterion 1 archival research yielded no information indicating an association with significant historic events. Under NRHP Criterion B/CRHR Criterion 2, archival research yielded no information indicating an association with significant

historic individuals or entities. Under NRHP Criterion C/CRHR Criterion 3, the building's mid-20th century industrial vernacular style does not sufficiently embody the distinctive characteristics of the style, type, or period. Archival research provided no indication that the building has the potential to yield exceptionally important information (NRHP Criterion D/CRHR Criterion 4). Since physical integrity is based on historic significance, and the building does not appear to possess historic significance, its physical integrity can not be evaluated.

Similarly, in Carey & Co.'s opinion the property at 603 Embarcadero does not appear to be of Oakland Landmark quality because it is not an outstanding or especially fine architectural example and it does not possess extreme or major historical importance.

845 Embarcadero (Port of Oakland Bldg # H-232). The property at 845 Embarcadero does not appear to be individually eligible for listing on the NRHP or CRHR. In 1987, the Oakland Cultural Heritage Survey assigned this property an "F" rating, indicating that it is "less than 45 years old or modernized." As of 2005, this building is still considered "less than 45 years old or modernized," and it is Carey & Co.'s professional opinion that the property does not individually appear to be of Oakland Landmark quality. Since it is not listed or eligible for inclusion on federal, state, or local lists, the property is not considered a historic resource under CEQA Guidelines Section 15064.5(a)(1).

Although this building was originally constructed more than 50 years ago, it was so radically altered in 1979 that it must be evaluated as a circa-1979 building. Because it is therefore less than 50 years old, it must be exceptionally significant to qualify for listing on the NRHP. In Carey & Co.'s opinion, archival research yielded no information indicating an association with exceptionally significant historic events or people (Criteria A & B). Moreover, while it is an example of a late-20th century industrial vernacular building, the building does not exceptionally embody the distinctive characteristics of its style, type, or period (Criterion C). Archival research provided no indication that the building has the potential to yield exceptionally important information (Criterion D).

Because the building is considered less than 50 years old, for the purposes of CRHR eligibility sufficient information must be known about the context history to provide a foundation for a valid evaluation. In Carey & Co.'s opinion, sufficient information is known regarding the building's lack of associations with historic events and people (Criteria 1 & 2), its late-20th century industrial vernacular architectural style (Criterion 3), and its lack of potential to yield important information (Criterion 4) to conclude that the property is not CRHR eligible.

Similarly, in Carey & Co.'s opinion the property at 845 Embarcadero does not appear to be of Oakland Landmark quality because it is not an outstanding or especially fine architectural example and it does not possess extreme or major historical importance.

296 5th Avenue (Port of Oakland Bldg # H-108). The property at 296 5th Avenue does not appear to be individually eligible for listing on the NRHP or CRHR. The Oakland Cultural Heritage Survey did not rate the building, and it is Carey & Co.'s professional opinion that the property does not individually appear to be of Oakland Landmark quality. Since it is not listed or eligible for inclusion on federal, state, or local lists, the property is not considered a historic resource under CEQA Guidelines Section 15064.5(a)(1).

To be potentially eligible for listing on the NRHP or CRHR, a building must usually be over 45-50 years old, must have historic significance, and must retain its physical integrity. Since this building was constructed approximately 46-53 years ago, it meets the age requirement. However, it does not appear to possess sufficient historic significance for listing. In Carey & Co.'s opinion, under NRHP Criterion A/CRHR Criterion 1 archival research yielded no information indicating an association with significant historic events. Under NRHP Criterion B/CRHR Criterion 2, archival research yielded no information indicating an association with significant historic individuals or entities. Under NRHP Criterion C/CRHR Criterion 3, the building's mid-20th century industrial vernacular style does not sufficiently embody the distinctive characteristics of the style, type, or period. Archival research provided no indication that the building has the potential to yield exceptionally important information (NRHP Criterion D/CRHR Criterion 4). Since physical integrity is based on historic significance, and the building does not appear to possess historic significance, its physical integrity can not be evaluated.

Similarly, in Carey & Co.'s opinion the property at 296 5th Avenue does not appear to be of Oakland Landmark quality because it is not an outstanding or especially fine architectural example and it does not possess extreme or major historical importance.

295 6th Avenue (Port of Oakland Bldg # H-101). The property at 295 6th Avenue does not appear to be individually eligible for listing on the NRHP or CRHR. The Oakland Cultural Heritage Survey did not rate the building, and it is Carey & Co.'s professional opinion that the property does not individually appear to be of Oakland Landmark quality. Since it is not listed or eligible for inclusion on federal, state, or local lists, the property is not considered a historic resource under CEQA Guidelines Section 15064.5(a)(1).

To be potentially eligible for listing on the NRHP or CRHR, a building must usually be over 45-50 years old, must have historic significance, and must retain its physical integrity. Since this building was constructed approximately 76 years ago, it meets the age requirement. However, it does not appear to possess sufficient historic significance for listing. In Carey & Co.'s opinion, under NRHP Criterion A/CRHR Criterion 1 archival research yielded no information indicating an association with significant historic events. Under NRHP Criterion B/CRHR Criterion 2, archival research yielded no information indicating an association with significant historic individuals or entities. Under NRHP Criterion C/CRHR Criterion 3, the building's early-to-mid-20th century industrial vernacular style does not sufficiently embody the distinctive characteristics of the style, type, or period. Archival research provided no indication that the building has the potential to yield exceptionally important information (NRHP Criterion D/CRHR Criterion 4). Since physical integrity is based on historic significance, and the building does not appear to possess historic significance, its physical integrity can not be evaluated.

Similarly, in Carey & Co.'s opinion the property at 295 6th Avenue does not appear to be of Oakland Landmark quality because it is not an outstanding or especially fine architectural example and it does not possess extreme or major historical importance.

296 6th Avenue (Port of Oakland Bldg # H-110). The property at 296 6th Avenue does not appear to be individually eligible for listing on the NRHP or CRHR. In 1987, the Oakland Cultural Heritage Survey assigned this property an "F" rating, indicating that it is "less than 45 years old or modernized." As of 2005, this building is still less than 45 years old, and it is Carey & Co.'s professional opinion that the property does not individually appear to be of Oakland Landmark

quality. Since it is not listed or eligible for inclusion on federal, state, or local lists, the property is not considered a historic resource under CEQA Guidelines Section 15064.5(a)(1).

Because the building is less than 50 years old, it must be exceptionally significant to qualify for listing on the NRHP. In Carey & Co.'s opinion, archival research yielded no information indicating an association with exceptionally significant historic events or people (Criteria A & B). Moreover, while it is an example of a mid-20th century industrial vernacular building, the building does not exceptionally embody the distinctive characteristics of its style, type, or period (Criterion C). Archival research provided no indication that the building has the potential to yield exceptionally important information (Criterion D).

Because the building is less than 50 years old, for the purposes of CRHR eligibility sufficient information must be known about the context history to provide a foundation for a valid evaluation. In Carey & Co.'s opinion, sufficient information is known regarding the building's lack of associations with historic events and people (Criteria 1 & 2), its mid-20th century industrial vernacular architectural style (Criterion 3), and its lack of potential to yield important information (Criterion 4) to conclude that the property is not CRHR eligible.

Similarly, in Carey & Co.'s opinion the property at 296 6th Avenue does not appear to be of Oakland Landmark quality because it is not an outstanding or especially fine architectural example and it does not possess extreme or major historical importance.

280 6th Avenue (Port of Oakland Bldg # H-112). The property at 280 6th Avenue does not appear to be individually eligible for listing on the NRHP or CRHR. The Oakland Cultural Heritage Survey did not rate the building, and it is Carey & Co.'s professional opinion that the property does not individually appear to be of Oakland Landmark quality. Since it is not listed or eligible for inclusion on federal, state, or local lists, the property is not considered a historic resource under CEQA Guidelines Section 15064.5(a)(1).

To be potentially eligible for listing on the NRHP or CRHR, a building must usually be over 45-50 years old, must have historic significance, and must retain its physical integrity. Since this building was constructed approximately 57 years ago, it meets the age requirement. However, it does not appear to possess sufficient historic significance for listing. In Carey & Co.'s opinion, under NRHP Criterion A/CRHR Criterion 1 archival research yielded no information indicating an association with significant historic events. Under NRHP Criterion B/CRHR Criterion 2, archival research yielded no information indicating an association with significant historic individuals or entities. Under NRHP Criterion C/CRHR Criterion 3, the building's mid-20th century industrial vernacular style does not sufficiently embody the distinctive characteristics of the style, type, or period. Archival research provided no indication that the building has the potential to yield exceptionally important information (NRHP Criterion D/CRHR Criterion 4). Since physical integrity is based on historic significance, and the building does not appear to possess historic significance, its physical integrity can not be evaluated.

Similarly, in Carey & Co.'s opinion the property at 280 6th Avenue does not appear to be of Oakland Landmark quality because it is not an outstanding or especially fine architectural example and it does not possess extreme or major historical importance.

280 6th Avenue (Port of Oakland Bldg # H-113). The property at 280 6th Avenue does not appear to be individually eligible for listing on the NRHP or CRHR. In 1987, the Oakland Cultural

Heritage Survey assigned this property an “F” rating, indicating that it is “less than 45 years old or modernized.” As of 2005, this building is still less than 45 years old, and it is Carey & Co.’s professional opinion that the property does not individually appear to be of Oakland Landmark quality. Since it is not listed or eligible for inclusion on federal, state, or local lists, the property is not considered a historic resource under CEQA Guidelines Section 15064.5(a)(1).

Because the building is less than 50 years old, it must be exceptionally significant to qualify for listing on the NRHP. In Carey & Co.’s opinion, archival research yielded no information indicating an association with exceptionally significant historic events or people (Criteria A & B). Moreover, while it is an example of a late-20th century pre-fabricated vernacular building, the building does not exceptionally embody the distinctive characteristics of its style, type, or period (Criterion C). Archival research provided no indication that the building has the potential to yield exceptionally important information (Criterion D).

Because the building is less than 50 years old, for the purposes of CRHR eligibility sufficient information must be known about the context history to provide a foundation for a valid evaluation. In Carey & Co.’s opinion, sufficient information is known regarding the building’s lack of associations with historic events and people (Criteria 1 & 2), its late-20th century pre-fabricated vernacular architectural style (Criterion 3), and its lack of potential to yield important information (Criterion 4) to conclude that the property is not CRHR eligible.

Similarly, in Carey & Co.’s opinion the property at 280 6th Avenue does not appear to be of Oakland Landmark quality because it is not an outstanding or especially fine architectural example and it does not possess extreme or major historical importance.

305 6th Avenue (Port of Oakland Bldg # H-104). The property at 305 6th Avenue does not appear to be individually eligible for listing on the NRHP or CRHR. In 1987, the Oakland Cultural Heritage Survey assigned this property an “F” rating, indicating that it is “less than 45 years old or modernized.” As of 2005, this building is still less than 45 years old, and it is Carey & Co.’s professional opinion that the property does not individually appear to be of Oakland Landmark quality. Since it is not listed or eligible for inclusion on federal, state, or local lists, the property is not considered a historic resource under CEQA Guidelines Section 15064.5(a)(1).

Because the building is less than 50 years old, it must be exceptionally significant to qualify for listing on the NRHP. In Carey & Co.’s opinion, archival research yielded no information indicating an association with exceptionally significant historic events or people (Criteria A & B). Moreover, while it is an example of a mid-20th century industrial vernacular building, the building does not exceptionally embody the distinctive characteristics of its style, type, or period (Criterion C). Archival research provided no indication that the building has the potential to yield exceptionally important information (Criterion D).

Because the building is less than 50 years old, for the purposes of CRHR eligibility sufficient information must be known about the context history to provide a foundation for a valid evaluation. In Carey & Co.’s opinion, sufficient information is known regarding the building’s lack of associations with historic events and people (Criteria 1 & 2), its mid-20th century industrial vernacular architectural style (Criterion 3), and its lack of potential to yield important information (Criterion 4) to conclude that the property is not CRHR eligible.

Similarly, in Carey & Co.'s opinion the property at 305 6th Avenue does not appear to be of Oakland Landmark quality because it is not an outstanding or especially fine architectural example and it does not possess extreme or major historical importance.

370 8th Avenue (Port of Oakland Bldg # H-228). The Oakland Cultural Heritage Survey rating, "F" ("less than 45 years old or modernized"), and the OHP status code assigned to this address, "7R" ("Submitted as Part of a Reconnaissance Level Survey: NOT EVALUATED"), refers to a demolished building. The current property at 370 8th Avenue does not appear to be individually eligible for listing on the NRHP or CRHR. The Oakland Cultural Heritage Survey has not rated the building, and it is Carey & Co.'s professional opinion that the property does not individually appear to be of Oakland Landmark quality. Since it is not listed or eligible for inclusion on federal, state, or local lists, the property is not considered a historic resource under CEQA Guidelines Section 15064.5(a)(1).

Because the building is less than 50 years old, it must be exceptionally significant to qualify for listing on the NRHP. In Carey & Co.'s opinion, archival research yielded no information indicating an association with exceptionally significant historic events or people (Criteria A & B). Moreover, while it is an example of a late-20th century industrial vernacular building, the building does not exceptionally embody the distinctive characteristics of its style, type, or period (Criterion C). Archival research provided no indication that the building has the potential to yield exceptionally important information (Criterion D).

Because the building is less than 50 years old, for the purposes of CRHR eligibility sufficient information must be known about the context history to provide a foundation for a valid evaluation. In Carey & Co.'s opinion, sufficient information is known regarding the building's lack of associations with historic events and people (Criteria 1 & 2), its late-20th century industrial vernacular architectural style (Criterion 3), and its lack of potential to yield important information (Criterion 4) to conclude that the property is not CRHR eligible.

Similarly, in Carey & Co.'s opinion the property at 370 8th Avenue does not appear to be of Oakland Landmark quality because it is not an outstanding or especially fine architectural example and it does not possess extreme or major historical importance.

455 9th Avenue (Port of Oakland Bldg # H-314). The property at 455 9th Avenue does not appear to be individually eligible for listing on the NRHP or CRHR. In 1987, the Oakland Cultural Heritage Survey assigned this property an "F" rating, indicating that it is "less than 45 years old or modernized." As of 2005, this building is still less than 45 years old, and it is Carey & Co.'s professional opinion that the property does not individually appear to be of Oakland Landmark quality. Since it is not listed or eligible for inclusion on federal, state, or local lists, the property is not considered a historic resource under CEQA Guidelines Section 15064.5(a)(1).

Because the building is less than 50 years old, it must be exceptionally significant to qualify for listing on the NRHP. In Carey & Co.'s opinion, archival research yielded no information indicating an association with exceptionally significant historic events or people (Criteria A & B). Moreover, while it is an example of a late-20th century industrial vernacular building, the building does not exceptionally embody the distinctive characteristics of its style, type, or period (Criterion C). Archival research provided no indication that the building has the potential to yield exceptionally important information (Criterion D).

Because the building is less than 50 years old, for the purposes of CRHR eligibility sufficient information must be known about the context history to provide a foundation for a valid evaluation. In Carey & Co.'s opinion, sufficient information is known regarding the building's lack of associations with historic events and people (Criteria 1 & 2), its late-20th century industrial vernacular architectural style (Criterion 3), and its lack of potential to yield important information (Criterion 4) to conclude that the property is not CRHR eligible.

Similarly, in Carey & Co.'s opinion the property at 455 9th Avenue does not appear to be of Oakland Landmark quality because it is not an outstanding or especially fine architectural example and it does not possess extreme or major historical importance.

101 10th Avenue (Port of Oakland Bldg # H-318). The property at 101 10th Avenue does not appear to be individually eligible for listing on the NRHP or CRHR. In 1987, the Oakland Cultural Heritage Survey assigned this property an "F" rating, indicating that it is "less than 45 years old or modernized." As of 2005, this building is equal to or less than 45 years old, and it is Carey & Co.'s professional opinion that the property does not individually appear to be of Oakland Landmark quality. Since it is not listed or eligible for inclusion on federal, state, or local lists, the property is not considered a historic resource under CEQA Guidelines Section 15064.5(a)(1).

Because the building is less than 50 years old, it must be exceptionally significant to qualify for listing on the NRHP. In Carey & Co.'s opinion, archival research yielded no information indicating an association with exceptionally significant historic events or people (Criteria A & B). Moreover, while it is an example of a late-20th century industrial vernacular building, the building does not exceptionally embody the distinctive characteristics of its style, type, or period (Criterion C). Archival research provided no indication that the building has the potential to yield exceptionally important information (Criterion D).

Because the building is less than 50 years old, for the purposes of CRHR eligibility sufficient information must be known about the context history to provide a foundation for a valid evaluation. In Carey & Co.'s opinion, sufficient information is known regarding the building's lack of associations with historic events and people (Criteria 1 & 2), its late-20th century industrial vernacular architectural style (Criterion 3), and its lack of potential to yield important information (Criterion 4) to conclude that the property is not CRHR eligible.

Similarly, in Carey & Co.'s opinion the property at 101 10th Avenue does not appear to be of Oakland Landmark quality because it is not an outstanding or especially fine architectural example and it does not possess extreme or major historical importance.

115 Embarcadero East/ Jack London Aquatics Center/Estuary Channel Park. The property at 115 Embarcadero East does not appear to be individually eligible for listing on the NRHP or CRHR. The Oakland Cultural Heritage Survey did not rate the building, and as of 2005 this building is less than 45 years old; it is Carey & Co.'s professional opinion that the property does not individually appear to be of Oakland Landmark quality. Since it is not listed or eligible for inclusion on federal, state, or local lists, the property is not considered a historic resource under CEQA Guidelines Section 15064.5(a)(1).

Because the building is less than 50 years old, it must be exceptionally significant to qualify for listing on the NRHP. In Carey & Co.'s opinion, archival research yielded no information

indicating an association with exceptionally significant historic events or people (Criteria A & B). Moreover, while it is an example of a post-modern building, the building does not exceptionally embody the distinctive characteristics of its style, type, or period (Criterion C). Archival research provided no indication that the building has the potential to yield exceptionally important information (Criterion D).

Because the building is less than 50 years old, for the purposes of CRHR eligibility sufficient information must be known about the context history to provide a foundation for a valid evaluation. In Carey & Co.'s opinion, sufficient information is known regarding the building's lack of associations with historic events and people (Criteria 1 & 2), its post-modern architectural style (Criterion 3), and its lack of potential to yield important information (Criterion 4) to conclude that the property is not CRHR eligible.

Similarly, in Carey & Co.'s opinion the property at 115 Embarcadero East does not appear to be of Oakland Landmark quality because it is not an outstanding or especially fine architectural example and it does not possess extreme or major historical importance.

IMPACTS AND MITIGATION MEASURES

One of the buildings on the project site, the 9th Avenue Terminal, is considered a historic resource under CEQA criteria because it is listed in the City of Oakland's Local Register of Historic Resources and also appears eligible for listing in the National Register of Historic Places as an individual resource.

The following section identifies the significance criteria for determining the level of impact to historic resources, a description of significant direct, indirect and cumulative impacts to historic resources, as well as mitigation measures to reduce impacts to a less-than-significant level, if available.

Significance Criteria

Demolition or substantial alterations to historical resources or their setting would be considered a significant impact under CEQA. Specifically, CEQA Section 15604.5(b) states:

A project that may cause a substantial adverse change in the significance of an historical resource is a project that may have a significant effect on the environment. Substantial adverse change in the significance of an historical resource means the physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of the resource would be materially impaired. The significance of an historical resource is materially impaired when a project demolishes or materially alters in an adverse manner those physical characteristics that account for its inclusion on, or eligibility for inclusion on, a historical resource list (including the CRHR, a local register, and historical resources survey forms (DPR 523)).

Generally, a project that follows the *Secretary of the Interior's Standards for the Treatment of Historic Properties (Secretary's Standards)* shall be considered as mitigated to a level of less than significant impact to an historical resource.

Direct Impacts

The proposed project would demolish all but one of the existing buildings and the western end of the pier structure on the project site to accommodate the new mixed use development. The 9th Avenue Terminal would be substantially demolished. Of the approximately 180,000 total square feet, approximately 160,000 square feet would be demolished and about 20,000 square feet adaptively used for public benefit.

Impact 1. The 9th Avenue Terminal is a historic resource for CEQA purposes. It was constructed in two phases, following construction of the entire pier. In 1930, the original terminal was approximately 504 feet long by 183 feet wide. In 1951, the terminal building was extended by approximately another 500 feet over the open pier to the west. The entire building, including the later addition, is considered a historic resource. By removing approximately 80% of the building, its ability to convey its historic significance would be permanently altered and materially impaired and the structure would no longer be eligible for listing in federal, state and local registers. Although the portion to be saved is the key elevation with the most architectural design treatment, the retention of this portion alone would not be enough to offset the loss of physical characteristics that are the reason for its eligibility at federal, state and local levels. The impact would remain significant.

Implementation of the Mitigation Measure 1 would minimize this impact as much as feasible. However, because the demolition of all or portions of a historical resource represents an irreversible change to the historical resource, this impact would remain significant and unavoidable, even after mitigation. Partial preservation of the head house would fulfill some of the objectives of the following mitigation measure, but would still result in a significant unavoidable impact to these buildings, because it would still result in substantial material impairment.

Impact 2. The pier structure supporting the 9th Avenue Terminal was constructed as part of the initial construction of the Terminal. It was larger than the original transit shed offering open space for storage. The 1951 addition to the transit shed was constructed over a portion the formerly open portion of the pier. The pier is considered an integral part of the 9th Avenue Terminal and is a historic resource for CEQA purposes. The pier will be retrofitted to improve its structural capacity and its southern and western edges will be shaved off, thus reducing its current width and length. With the majority of the transit shed demolished, this portion of the pier will be used as green open space. A walkway will be constructed along the water's edge with new retaining walls, light standards, and pavement. The use of this space as a "shoreline park" will require the addition of new surfacing materials on the majority of the pier, including top soil. By removing the edge and western portion of the pier structure and transforming it into a park, the pier will lose its industrial character and the result will be a significant effect on the environment.

Implementation of Mitigation Measure 1A would minimize this impact, but would not reduce it to a level of less than a significant impact.

Impact 3. The remaining buildings on the proposed project site will be demolished. As these buildings do not possess historic significance, their removal would not a significant effect on the environment and no mitigation measures are necessary.

Extensive new construction of a type of use distinctly different than the existing uses, would diminish the industrial character of the area. However, since this area has not been found to possess historic significance, the proposed new construction would not have a significant impact. Also, the potential of effects any new construction would have on the 9th Avenue Terminal is

reduced to a level of less than significant given that the majority of the Terminal itself will be demolished and its standing a historic resource lost. No mitigation measures are necessary.

Mitigation Measure 1. The following measures would be implemented to preserve information about the resource for further study.

- A. Photograph the affected historic resources through large-format, black and white photographs meeting the Photographic Specifications of the Historic American Building Survey (HABS). The documentary photographs would be archived locally at the Oakland History Room (OHR) of the Oakland Public Library along with a copy on archival paper of the Oakland Landmark and S-7 Preservation Combining Zone Application Form for the 9th Avenue Terminal. Xerographic copies of the photographs would be forwarded to the Oakland Cultural Heritage Survey.

Even with extensive documentation, however, the demolition of a substantial portion of the building and pier would result in the permanent loss of the historic resource that is associated with Oakland's history. Therefore, this demolition would remain significant and unavoidable.

- B. Although the historic resource would no longer retain its historic significance, adaptive use and rehabilitation of the Head House would comply with the Secretary of the Interior's Standards for the Treatment of Historic Properties. The current concept depicts a design that appears to comply, although their conceptual nature precludes the ability to reach an informed conclusion. The project sponsor would be subject to submitting more detailed designs, including, but not limited to, proposed window treatments, materials palette, awnings, signage, and interior configurations for review. For the latter, particular attention would be paid to the significance of the interior's "Expansive, unimpeded space with exposed trusses",⁸⁰ and the statement "A key feature of the transit shed is its expansive interior with exposed trusses."⁸¹ In addition, the first story of the existing office in the Head House, mentioned in Attachment 2 of the Oakland Landmark and S-7 Preservation Combining Zone Application Form for the 9th Avenue Terminal,⁸² would be retained and rehabilitated.

The review would be conducted by a professional meeting the standards for Historic Architecture or Historic Preservation Planning as set forth in the Secretary of the Interior's Professional Qualification Standards, 1997 Proposed Changes (not adopted). The results of the review would be forwarded to the Secretary of the Landmarks Preservation Advisory Board, City of Oakland, for final approval.

The implementation of this mitigation would assure that the remaining portion of the historic resource would receive appropriate rehabilitation treatment despite losing its historic significance. Even so, the proposed demolition would remain significant and unavoidable.

Cumulative Impacts

Impact 4. The 9th Avenue Terminal is the last remaining building from the Oakland Municipal Terminals built in the early 1920s. The Grove Street Terminal, Outer Harbor Terminal and 9th Avenue Terminal were custom- and purpose-built buildings "financed under a 1925 bond of \$9,960,000." The partial demolition of the 9th Avenue Terminal would complete the loss of all of the buildings built as the Oakland Municipal Terminals and would result in significant, unavoidable cumulative impacts to historic resources.

Mitigation Measure 4

- A. Previously, the demolition of the Grove Street Terminal was mitigated, in part, by the publication of a book on the history of the Port of Oakland, *Pacific Gateway: An Illustrated History of the Port of Oakland*.⁸³ This mitigation also can be used to partially mitigate the cumulative loss of historic resources, but not to the degree of lessening the impact. A significant adverse impact would still remain.
- B. The implementation of Measure 1 also would mitigate the significant, cumulative impact associated with Impact 2, but not to a less-than-significant level. Even with the documentation recommended in Measure 1, the cumulative impact would remain significant and unavoidable.
- C. Create a historical exhibit depicting the history of the Oakland Municipal Terminals. At a minimum, the exhibit would consist of the following:
- 1) Historic photographs of the Grove Street Terminal, Outer Harbor Terminal and 9th Avenue Terminal.
 - 2) Contemporary photographs of the 9th Avenue Terminal taken as recommended in Mitigation A.
 - 3) Examples of manifests, log books, invoices and other artifacts that may be in the possession of the Port of Oakland or private companies, if available. These may be reproductions.
 - 4) Other displayable objects and narrative information.

The project sponsor would set aside a minimum of 200 square feet within the Head House for exhibit purposes. Implementation of this mitigation would partially offset the cumulative adverse effect of partially demolishing the 9th Avenue Terminal, but the effect would remain as significant and unavoidable.

ENDNOTES

¹ Cynthia L. Shartzter, Oakland Landmark and S-7 Preservation Combining Zone Application Form for "Ninth Avenue Terminal," 2004, p. 3.

² Cynthia L. Shartzter, Oakland Landmark and S-7 Preservation Combining Zone Application Form for "Ninth Avenue Terminal," 2004, page 1, and attachment 2, page 15.

³ "Railroading History in Niles Canyon," in Niles Canyon Railway [online], cited 21 October 2004, available at: <http://www.ncry.org/history.htm>.

⁴ Sanborn Fire Insurance Maps, "Oakland, California," 1911, 1952, c.1970; maps 174, 211, 212, 213, 214.

⁵ "Railroading History in Niles Canyon," in Niles Canyon Railway [online], cited 21 October 2004, available at: <http://www.ncry.org/history.htm>.

⁶ *Official and Historical Atlas Map of Alameda County, California*. (1878; reprint, Fresno, CA: Valley Publishers, 1976).

⁷ Woodruff Minor, *Pacific Gateway: An Illustrated History of the Port of Oakland* (Oakland, CA: Port of Oakland, 2000), 6.

⁸ Woodruff Minor, *Pacific Gateway: An Illustrated History of the Port of Oakland* (Oakland, CA: Port of Oakland, 2000), 24, 25.

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- ⁹ Cynthia L. Shartzer, Oakland Landmark and S-7 Preservation Combining Zone Application Form for “Ninth Avenue Terminal,” 2004, p. 4.
- ¹⁰ “Oak – to – Ninth Avenue District,” in Complete Text of Estuary Policy Plan [online], cited 21 October 2004, available at: <http://www.estuaryplan.com/wholertext.htm>.
- ¹¹ Cynthia L. Shartzer, Oakland Landmark and S-7 Preservation Combining Zone Application Form for “Ninth Avenue Terminal,” 2004, attachment 2, page 5.
- ¹² Cynthia L. Shartzer, Oakland Landmark and S-7 Preservation Combining Zone Application Form for “Ninth Avenue Terminal,” 2004, attachment 2, page 2.
- ¹³ Cynthia L. Shartzer, Oakland Landmark and S-7 Preservation Combining Zone Application Form for “Ninth Avenue Terminal,” 2004, attachment 2, page 2, 10.
- ¹⁴ Cynthia L. Shartzer, Oakland Landmark and S-7 Preservation Combining Zone Application Form for “Ninth Avenue Terminal,” 2004, attachment 2, page 10.
- ¹⁵ Cynthia L. Shartzer, Oakland Landmark and S-7 Preservation Combining Zone Application Form for “Ninth Avenue Terminal,” 2004, attachment 2, page 11.
- ¹⁶ Cynthia L. Shartzer, Oakland Landmark and S-7 Preservation Combining Zone Application Form for “Ninth Avenue Terminal,” 2004, attachment 2, page 11, 12.
- ¹⁷ Cynthia L. Shartzer, Oakland Landmark and S-7 Preservation Combining Zone Application Form for “Ninth Avenue Terminal,” 2004, attachment 2, page 12.
- ¹⁸ Cynthia L. Shartzer, Oakland Landmark and S-7 Preservation Combining Zone Application Form for “Ninth Avenue Terminal,” 2004, attachment 2, page 12.
- ¹⁹ Cynthia L. Shartzer, Oakland Landmark and S-7 Preservation Combining Zone Application Form for “Ninth Avenue Terminal,” 2004, attachment 2, page 12, 13.
- ²⁰ Cynthia L. Shartzer, Oakland Landmark and S-7 Preservation Combining Zone Application Form for “Ninth Avenue Terminal,” 2004, p. 3.
- ²¹ Cynthia L. Shartzer, Oakland Landmark and S-7 Preservation Combining Zone Application Form for “Ninth Avenue Terminal,” 2004, p. 3.
- ²² Cynthia L. Shartzer, Oakland Landmark and S-7 Preservation Combining Zone Application Form for “Ninth Avenue Terminal,” 2004, p. 6.
- ²³ Cynthia L. Shartzer, Oakland Landmark and S-7 Preservation Combining Zone Application Form for “Ninth Avenue Terminal,” 2004, p. 22.
- ²⁴ Cynthia L. Shartzer, Oakland Landmark and S-7 Preservation Combining Zone Application Form for “Ninth Avenue Terminal,” 2004, p. 4.
- ²⁵ Cynthia L. Shartzer, Oakland Landmark and S-7 Preservation Combining Zone Application Form for “Ninth Avenue Terminal,” 2004, p. 4.
- ²⁶ Cynthia L. Shartzer, Oakland Landmark and S-7 Preservation Combining Zone Application Form for “Ninth Avenue Terminal,” 2004, p. 5.
- ²⁷ Cynthia L. Shartzer, Oakland Landmark and S-7 Preservation Combining Zone Application Form for “Ninth Avenue Terminal,” 2004, p. 5.
- ²⁸ Cynthia L. Shartzer, Oakland Landmark and S-7 Preservation Combining Zone Application Form for “Ninth Avenue Terminal,” 2004, p. 4.
- ²⁹ Cynthia L. Shartzer, Oakland Landmark and S-7 Preservation Combining Zone Application Form for “Ninth Avenue Terminal,” 2004, p. 5.
- ³⁰ Cynthia L. Shartzer, Oakland Landmark and S-7 Preservation Combining Zone Application Form for “Ninth Avenue Terminal,” 2004, p. 4.
- ³¹ Cynthia L. Shartzer, Oakland Landmark and S-7 Preservation Combining Zone Application Form for “Ninth Avenue Terminal,” 2004, attachment 2, page 4.
- ³² Cynthia L. Shartzer, Oakland Landmark and S-7 Preservation Combining Zone Application Form for “Ninth Avenue Terminal,” 2004, p. 4.
- ³³ Oakland City Permit Records, City of Oakland Permit Center, Oakland, CA; Sanborn Fire Insurance Maps, “Oakland, California,” 1911, 1952, map 174; “Port of Oakland” pamphlet, *Oakland, Port of Oakland 1950-1959 (other than clippings)* file, Oakland History Room, Oakland, CA; *Telephone Directory for Oakland* (Oakland, CA: The Pacific Telephone and Telegraph Company, 1954, 1956, 1957, 1958, 1960); files of Oakland Cultural Heritage Survey office, City of Oakland, Oakland, CA.

³⁴ Sanborn Fire Insurance Map, “Oakland, California,” c.1970, map 174.

³⁵ Oakland City Permit Records, 351 Embarcadero, City of Oakland Permit Center, Oakland, California; Sanborn Fire Insurance Maps, “Oakland, California,” 1911, 1952, c.1970, map 213; “Port of Oakland” pamphlet, *Oakland, Port of Oakland 1950-1959 (other than clippings)* file, Oakland History Room, Oakland, CA; *Telephone Directory for Oakland* (Oakland, CA: The Pacific Telephone and Telegraph Company, 1954, 1956, 1957, 1958, 1960); “The 5th Avenue Peninsula Self-Guided Tour,” (Center for Land Use Interpretation: Oakland, CA, 1992); files of Oakland Cultural Heritage Survey office, City of Oakland, Oakland, CA.

³⁶ Sanborn Fire Insurance Map, “Oakland, California,” c.1970, map 213.

³⁷ “The 5th Avenue Peninsula Self-Guided Tour,” (Center for Land Use Interpretation: Oakland, CA, 1992).

³⁸ “The 5th Avenue Peninsula Self-Guided Tour,” (Center for Land Use Interpretation: Oakland, CA, 1992); Sanborn Fire Insurance Maps 1911, 1952, c.1970, map 211.

³⁹ Oakland City Permit Records, 603 Embarcadero, City of Oakland Permit Center, Oakland, California; Sanborn Fire Insurance Maps 1911, 1952, c.1970, map 211; “The 5th Avenue Peninsula Self-Guided Tour,” (Center for Land Use Interpretation: Oakland, CA, 1992); *Telephone Directory for Oakland* (Oakland, CA: The Pacific Telephone and Telegraph Company, 1954, 1956, 1957, 1958, 1960); files of Oakland Cultural Heritage Survey office, City of Oakland, Oakland, CA.

⁴⁰ Oakland City Permit Records, 845 Embarcadero, City of Oakland Permit Center, Oakland, CA; Sanborn Fire Insurance Maps 1911, 1952, c.1970, map 211, 212; “Port of Oakland” pamphlet, *Oakland, Port of Oakland 1950-1959 (other than clippings)* file, Oakland History Room, Oakland, CA; “Aerial photographs of the San Francisco Bay Area 1968,” in UC Berkeley Earth Sciences & Map Library [online], cited 21 October 2004, available at: <http://sunsite.berkeley.edu:8085/AerialPhotos/airphotovbzbj/vbzbj-2-97.html>; *Telephone Directory for Oakland* (Oakland, CA: The Pacific Telephone and Telegraph Company, 1954, 1956, 1957, 1958, 1960); files of Oakland Cultural Heritage Survey office, City of Oakland, Oakland, CA.

⁴¹ Oakland City Permit Records, 845 Embarcadero, City of Oakland Permit Center, Oakland, California; files of Oakland Cultural Heritage Survey office, City of Oakland, Oakland, CA.

⁴² Sanborn Fire Insurance Map, 1952, map 211, 212; *Telephone Directory for Oakland* (Oakland, CA: The Pacific Telephone and Telegraph Company, 1954, 1956, 1957, 1958, 1960).

⁴³ Sanborn Fire Insurance Map, c.1970, map 212.

⁴⁴ Oakland City Permit Records, 845 Embarcadero, City of Oakland Permit Center, Oakland, California; “Oakland, California, United States 27 Feb 2004,” aerial photograph in TerraServer USA [online], cited 21 October 2004, available at: <http://www.terra-server.com>; files of Oakland Cultural Heritage Survey office, City of Oakland, Oakland, CA.; Sanborn Fire Insurance Map c.1970, map 212.

⁴⁵ Oakland City Permit Records, City of Oakland Permit Center, Oakland, CA; Sanborn Fire Insurance Maps 1911, 1952, c.1970, map 211; “Port of Oakland” pamphlet, *Oakland, Port of Oakland 1950-1959 (other than clippings)* file, Oakland History Room, Oakland, CA; “Aerial photographs of the San Francisco Bay Area 1968,” in UC Berkeley Earth Sciences & Map Library [online], cited 21 October 2004, available at: <http://sunsite.berkeley.edu:8085/AerialPhotos/airphotovbzbj/vbzbj-2-97.html>; *Telephone Directory for Oakland* (Oakland, CA: The Pacific Telephone and Telegraph Company, 1954, 1956, 1957, 1958, 1960); files of Oakland Cultural Heritage Survey office, City of Oakland, Oakland, CA.

⁴⁶ Sanborn Fire Insurance Map, c.1970, map 211.

⁴⁷ Sanborn Fire Insurance Maps 1911, 1952, map 211; Oakland City Permit Records, 295 6th Avenue, City of Oakland Permit Center, Oakland, California.

⁴⁸ “Port of Oakland” pamphlet, *Oakland, Port of Oakland 1950-1959 (other than clippings)* file, Oakland History Room; “Aerial photographs of the San Francisco Bay Area 1968,” in UC Berkeley Earth Sciences & Map Library [online], cited 21 October 2004, available at:

<http://sunsite.berkeley.edu:8085/AerialPhotos/airphotovbzbj/vbzbj-2-97.html>

⁴⁹ *Telephone Directory for Oakland* (Oakland, CA: The Pacific Telephone and Telegraph Company, 1954, 1956, 1957, 1958, 1960).

⁵⁰ Sanborn Fire Insurance Map, c.1970, map 211.

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- ⁵¹ “The 5th Avenue Peninsula Self-Guided Tour,” (Center for Land Use Interpretation: Oakland, CA, 1992); files of Oakland Cultural Heritage Survey office, City of Oakland, Oakland, CA.
- ⁵² Oakland City Permit Records, 296 6th Avenue, City of Oakland Permit Center, Oakland, California; “Aerial photographs of the San Francisco Bay Area 1968,” in UC Berkeley Earth Sciences & Map Library [online], cited 21 October 2004, available at: <http://sunsite.berkeley.edu:8085/AerialPhotos/airphotovbzbj/vbzbj-2-97.htm>.
- ⁵³ Sanborn Fire Insurance Map, c.1970, map 211.
- ⁵⁴ “The 5th Avenue Peninsula Self-Guided Tour,” (Center for Land Use Interpretation: Oakland, CA, 1992); files of Oakland Cultural Heritage Survey office, City of Oakland, Oakland, CA.
- ⁵⁵ Oakland City Permit Records, 280 6th Avenue, City of Oakland Permit Center, Oakland, California.
- ⁵⁶ Sanborn Fire Insurance Map, 1952, map 211.
- ⁵⁷ Oakland City Permit Records, 280 6th Avenue, City of Oakland Permit Center, Oakland, California; Sanborn Fire Insurance Maps 1911, 1952, c.1970, map 211; “Aerial photographs of the San Francisco Bay Area 1968,” in UC Berkeley Earth Sciences & Map Library [online], cited 21 October 2004, available at: <http://sunsite.berkeley.edu:8085/AerialPhotos/airphotovbzbj/vbzbj-2-97.html>; *Telephone Directory for Oakland* (Oakland, CA: The Pacific Telephone and Telegraph Company, 1954-1981); files of Oakland Cultural Heritage Survey office, City of Oakland, Oakland, CA.
- ⁵⁸ Oakland City Permit Records, 280 6th Avenue, City of Oakland Permit Center, Oakland, California; Sanborn Fire Insurance Maps 1911, 1952, c.1970, map 211; “The 5th Avenue Peninsula Self-Guided Tour,” (Center for Land Use Interpretation: Oakland, CA, 1992); *Telephone Directory for Oakland* (Oakland, CA: The Pacific Telephone and Telegraph Company, 1965, 1967, 1980, 1981); files of Oakland Cultural Heritage Survey office, City of Oakland, Oakland, CA.
- ⁵⁹ “The 5th Avenue Peninsula Self-Guided Tour,” (Center for Land Use Interpretation: Oakland, CA, 1992).
- ⁶⁰ Oakland City Permit Records, 295 6th Avenue, City of Oakland Permit Center, Oakland, California; files of Oakland Cultural Heritage Survey office, City of Oakland, Oakland, CA; Sanborn Fire Insurance Maps 1911, 1952, c.1970, map 211; “Aerial photographs of the San Francisco Bay Area 1968,” in UC Berkeley Earth Sciences & Map Library [online], cited 21 October 2004, available at: <http://sunsite.berkeley.edu:8085/AerialPhotos/airphotovbzbj/vbzbj-2-97.html>. *Note:* Permit records for 295 6th Avenue contained information regarding 305 6th Avenue.
- ⁶¹ Oakland City Permit Records, 295 6th Avenue, City of Oakland Permit Center, Oakland, California.
- ⁶² Sanborn Fire Insurance Map, c.1970, map 211; *Telephone Directory for Oakland* (Oakland, CA: The Pacific Telephone and Telegraph Company, 1954, 1956, 1957, 1958, 1960).
- ⁶³ Oakland City Permit Records, 370 8th Avenue, City of Oakland Permit Center, Oakland, California; Sanborn Fire Insurance Maps 1911, 1952, c.1970, map 212; “Aerial photographs of the San Francisco Bay Area 1968,” in UC Berkeley Earth Sciences & Map Library [online], cited 21 October 2004, available at: <http://sunsite.berkeley.edu:8085/AerialPhotos/airphotovbzbj/vbzbj-2-97.html>.
- ⁶⁴ Sanborn Fire Insurance Map, c.1970, map 212.
- ⁶⁵ Files of Oakland Cultural Heritage Survey office, City of Oakland, Oakland, CA; Oakland Cultural Heritage Survey, State of California Department of Parks and Recreation Historic Resources Inventory form for “370 8th Ave/Port #H213,” 1994. *Note:* Demolition of older building - that shared this address and had DPR form - in 1997 verified by Gail Lombardi at OCHS office.
- ⁶⁶ Oakland City Permit Records, 455 9th Avenue, City of Oakland Permit Center, Oakland, California; Sanborn Fire Insurance Maps 1911, 1952, c.1970, map 212; “Aerial photographs of the San Francisco Bay Area 1968,” in UC Berkeley Earth Sciences & Map Library [online], cited 21 October 2004, available at: <http://sunsite.berkeley.edu:8085/AerialPhotos/airphotovbzbj/vbzbj-2-97.html>; files of Oakland Cultural Heritage Survey office, City of Oakland, Oakland, CA.
- ⁶⁷ Sanborn Fire Insurance Map, c.1970, map 212.
- ⁶⁸ Sanborn Fire Insurance Maps 1911, 1952, c.1970, map 212, 214; “Aerial photographs of the San Francisco Bay Area 1968,” in UC Berkeley Earth Sciences & Map Library [online], cited 21 October 2004, available at: <http://sunsite.berkeley.edu:8085/AerialPhotos/airphotovbzbj/vbzbj-2-97.html>; *Telephone Directory for Oakland* (Oakland, CA: The Pacific Telephone and Telegraph Company, 1954, 1956, 1957, 1958, 1960); files of Oakland Cultural Heritage Survey office, City of Oakland, Oakland, CA.

⁶⁹ Sanborn Fire Insurance Map, c.1970, map 212, 214.

⁷⁰ Sanborn Fire Insurance Maps 1911, 1952, c.1970, map 174; “Aerial photographs of the San Francisco Bay Area 1968,” in UC Berkeley Earth Sciences & Map Library [online], cited 21 October 2004, available at: <http://sunsite.berkeley.edu:8085/AerialPhotos/airphotovbzj/vbzj-2-97.html>; files of Oakland Cultural Heritage Survey office, City of Oakland, Oakland, CA.

⁷¹ “A Short History of the JLAC,” in The Jack London Aquatic Center [online], cited 27 October 2004, available at: <http://www.jlac.org/about/history.html>.

⁷² “A Short History of the JLAC,” in The Jack London Aquatic Center [online], cited 27 October 2004, available at: <http://www.jlac.org/about/history.html>.

⁷³ “A Short History of the JLAC,” in The Jack London Aquatic Center [online], cited 27 October 2004, available at: <http://www.jlac.org/about/history.html>.

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⁷⁵ Betty Marvin, Oakland Cultural Heritage Survey, personal communication with Sarah Dreller, 18 April 2005.

⁷⁶ The OCHS’s survey map of the area (no. 213) is labeled, “many small structures all F.”

⁷⁷ *How to Apply the National Register Criteria for Evaluation*, National Register Bulletin, no. 15 (Washington, D.C.: United States Department of the Interior, 1998), 5.

⁷⁸ Cynthia L. Shartzter, Oakland Landmark and S-7 Preservation Combining Zone Application Form for “Ninth Avenue Terminal,” 2004, p. 3.

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⁸⁰ Cynthia L. Shartzter, “Attachment 2”, *Oakland Landmark and S-7 Preservation Combining Zone Application Form for “Ninth Avenue Terminal,”* 2004, p. 4.

⁸¹ Cynthia L. Shartzter, “Attachment 2”, *Oakland Landmark and S-7 Preservation Combining Zone Application Form for “Ninth Avenue Terminal,”* 2004, p. 16.

⁸² Cynthia L. Shartzter, “Attachment 2”, *Oakland Landmark and S-7 Preservation Combining Zone Application Form for “Ninth Avenue Terminal,”* 2004, p. 16.

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**Oak to 9th Avenue Redevelopment Project
Oakland, California**

Historic Resources Evaluation

April 20, 2005

APPENDIX A: BIBLIOGRAPHY

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Oak to 9th Avenue Redevelopment Project
Oakland, California

Historic Resources Evaluation

April 20, 2005

APPENDIX B: SURVEY MATRIX

Oak to 9th Redevelopment Project

Survey Matrix

Address 1	Street	Port of Oakland Building Number	Building Type	Name	Date	Current National Register Status	California Register	Oakland Local Register of Historic Resources	Oakland Cultural Heritage Survey Rating	Current OHP Status Code	Carey & Co. Status Code	CEQA Historic Resource?	Comments
105	Embarcadero	G-203	light industrial		1950s						6Z	No	
351	Embarcadero	G-309	light industrial		1950s				F		6Z	No	
603	Embarcadero	H-103	light industrial		1947						6Z	No	
845	Embarcadero	H-232	light industrial/retail		c.1930/1979				F		6Z	No	
115	Embarcadero East (Estuary Park)	G-205	boat house	Jack London Aquatics Center	2000						6Z	No	
296	5th Avenue	H-108	light industrial		1950s						6Z	No	
295	6th Avenue	H-101	light industrial		c.1925/1950s						6Z	No	
296	6th Avenue	H-110	light industrial		1966				F		6Z	No	
280	6th Avenue	H-112	light industrial		1948						6Z	No	
280	6th Avenue	H-113	restaurant		c.1985				F		6Z	No	
305	6th Avenue	H-104	light industrial		1962				F		6Z	No	The Oakland Cultural Heritage Survey rating, "F," and the OHP status code assigned to this address, "7R" (Submitted as Part of a Reconnaissance Level Survey. NOT EVALUATED), refers to a demolished building. The current building with the address of 370 8th Avenue has no local or state ratings.
370	8th Avenue	H-228	office		c.1970						6Z	No	
455	9th Avenue	H-314	light industrial		1965				F		6Z	No	
101	10th Avenue	H-309	shipping terminal/light industrial	Ninth Avenue Terminal	1930/51			Yes	A		3S	Yes	this resource includes "a five-berth quay wharf, a transit shed, paved storage yards, and land for industrial tenants" (Shartzer, Landmark Application, 2004, p.3)
101	10th Avenue	H-318	light industrial		c.1960				F		6Z	No	