APPENDIX E:
Historic Resources Evaluation
ABSTRACT

Tom Origer & Associates conducted a historical resources study for the proposed development of the property at 2129 Shattuck Avenue, Berkeley, Alameda County. The project area is located in the heart of downtown Berkeley, within the newly defined Downtown Historical District. The study was completed at the request of Kyle Simpson, PlaceWorks.

This study included archival research at the Northwest Information Center, Sonoma State University, examination of the library and files of Tom Origer & Associates, and field inspection of the study area. Because it is within a historical district, there are numerous historical buildings within the area that could be affected by the development; however, it appears that none of them will be significantly impacted by the proposed project. Documentation pertaining to this study is on file at the offices of Tom Origer & Associates (File No. 2015-046).

Synopsis

Project: 2129 Shattuck Avenue
Location: Berkeley, Alameda County
Quadrangle: Oakland West, California 7.5’ series
Finds: The proposed project is within the Downtown Historic District, however, the project would not result in significant impacts to historical resources
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INTRODUCTION

This report was prepared at the request of PlaceWorks to address proposed changes to the property at 2129 Shattuck Avenue, Berkeley. The proposed project will remove the existing 1974 Bank of America building, and replace it with a multi-story, mixed-use development.

The Project proposes a 16-floor commercial/hotel building. The ground floor would primarily consist of the Bank of America; hotel lobby, dining room, conference room, and café; and full-service restaurant. The commercial store-frontage would be focused on Center Street. The second floor would contain a 97-space parking garage. Floors three through 16 would consist of hotel rooms and other hotel uses including conference rooms, as well as a terrace with meeting space, a gym, and a pool for hotel guests.

A ground-level plaza comprised of over 600 square feet of on-site open space plus improvements in the public right-of-way would be constructed at the corner of Center Street and Shattuck Avenue, this would be considered privately owned public open space. Other improvements within the public right-of-way include: sidewalk widening; a bike sharing station (associated with the City of Berkeley’s bike sharing program); street trees and landscaping; a sidewalk extension adjacent to a midblock pedestrian crossing on Center Street; moveable café style tables and chairs; fixed benches with backs and arms; decomposed granite paving; and curbside drop-off for hotel guests (with valet service provided).

This report provides discussion of the historical significance of the existing building, and an analysis of the potential impacts to surrounding historical resources by the proposed construction. The property is in the Downtown Area Plan area, and has been designated as a development opportunity site (Figure 1).

Figure 1. Downtown Area Plan Historic Resources Map. The subject property is marked with an *.
REGULATORY CONTEXT

The regulatory background provides the foundation for determining the significance of effects to historical resources. Federal, state, and local regulations and guidelines provide the criteria by which historical resources are evaluated, and potential impacts are determined to be significant, or not.

Federal Criteria
The National Register of Historic Places is the federal listing of historic properties. The National Register defines a historic property or historic resource as a district, site, building, structure, or object significant in American history, architecture, engineering, archaeology, and culture, and that may be of value to the nation as a whole or important only to the community in which it is located. These resource types are described by the National Park Service (NPS) as follows (NPS 1995:4-5).

**Site.** A site is the location of a significant event, a prehistoric or historic occupation or activity, or a building or structure, whether standing, ruined, or vanished, where the location itself possesses historic, cultural, or archaeological value regardless of the value of any existing structure.

**Building.** A building, such as a house, barn, church, hotel, or similar construction, is created principally to shelter any form of human activity. "Building" may also be used to refer to a historically and functionally related unit, such as a courthouse and jail, or a house and barn.

**Structure.** The term "structure" is used to distinguish from buildings those functional constructions made usually for purposes other than creating human shelter.

**Object.** The term "object" is used to distinguish from buildings and structures those constructions that are primarily artistic in nature or are relatively small in scale and simply constructed. Although it may be, by nature or design, movable, an object is associated with a specific setting or environment.

**District.** A district possesses a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development.

The importance of a historic resource must be addressed within the historical context that establishes an association with important themes, and is evaluated in terms of National Register criteria put forth in 36CFR60, as follows:

The quality of significance is present in properties that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:

A. That are associated with events that have made a significant contribution to the broad patterns of our history; or

B. That are associated with the lives of persons significant in our past; or

C. That embody the distinct 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; or

D. That have yielded or may be likely to yield, information important in prehistory or history.

In addition to meeting one of the criteria above, a resource must retain sufficient integrity to convey its importance. The seven elements of integrity listed above are defined (National Park Service 1997:44) as follows:

Location, is the place where the historic property was constructed or the place where the historic event occurred.

Setting is the physical environment of a historic property.

Design is the combination of elements that create the form, plan, space, structure, and style of a property.

Materials are the physical elements that were combined or deposited during a particular period of time and in a particular pattern or configuration to form a historic property.

Workmanship is the physical evidence of the crafts of a particular culture or people during any given period in history or prehistory.

Feeling is a property’s expression of the aesthetic or historical sense of a particular period of time.

Association is the direct link between an important historic event or person and a historic property.

State Criteria
The California Register of Historical Resources is the ‘an authoritative guide to the state’s historical resources and to which properties are considered significant for purposes of CEQA’ (Office of Historic Preservation 2015).

The California Register criteria are modeled on the National Register criteria above, and recognize properties significant at a local, state, or national level under one or more of the following:

- 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 1).
- Associated with the lives of persons important to local, California or national history (Criterion 2).
- Embodies the distinctive characteristics of a type, period, region or method of construction or represents the work of a master or possesses high artistic values (Criterion 3).
- Has yielded, or has the potential to yield, information important to the prehistory or history of the local area, California or the nation (Criterion 4).
Local Ordinances and Policies

3.24.110 Landmarks, historic districts and structures of merit--Designation--Criteria for consideration.

A. Landmarks and historic districts. General criteria which the commission shall use when considering structures, sites and areas for landmark or historic district designation are as follows:

1. Architectural merit:
   a. Property that is the first, last, only or most significant architectural property of its type in the region;
   b. Properties that are prototypes of or outstanding examples of periods, styles, architectural movements or construction, or examples of the more notable works of the best surviving work in a region of an architect, designer or master builder; or
   c. Architectural examples worth preserving for the exceptional values they add as part of the neighborhood fabric.

2. Cultural value: Structures, sites and areas associated with the movement or evolution of religious, cultural, governmental, social and economic developments of the City;

3. Educational value: Structures worth preserving for their usefulness as an educational force;

4. Historic value: Preservation and enhancement of structures, sites and areas that embody and express the history of Berkeley/Alameda County/California/United States.

History may be social, cultural, economic, political, religious or military;

5. Any property which is listed on the National Register described in Section 470A of Title 16 of the United States Code.

B. Structures of merit. Criteria which the commission shall use when considering a structure for structure of merit designation are as follows:

1. General criteria shall be architectural merit and/or cultural, educational, or historic interest or value. If upon assessment of a structure, the commission finds that the structure does not currently meet the criteria as set out for a landmark, but it is worthy of preservation as part of a neighborhood, a block or a street frontage, or as part of a group of buildings which includes landmarks, that structure may be designated a structure of merit.

2. Specific criteria include, but are not limited to one or more of the following:
   a. The age of the structure is contemporary with (1) a designated landmark within its neighborhood, block, street frontage, or group of buildings, or (2) an historic period or event of significance to the City, or to the structure’s neighborhood, block, street frontage, or group of buildings.
b. The structure is compatible in size, scale, style, materials or design with a designated landmark structure within its neighborhood, block, street frontage, or group of buildings.

c. The structure is a good example of architectural design.

d. The structure has historical significance to the City and/or to the structure’s neighborhood, block, street frontage, or group of buildings. (Ord. 5686-NS § 1 (part), 1985; Ord. 4694-NS § 3.1, 1974)

Any resource that meets criteria for inclusion in the National Register of Historic Places, the California Register of Historical Resources, or the City of Berkeley preservation criteria is an historical resource under CEQA.

In addition, the Downtown Area Plan established five goals with regard to historic preservation and Urban Design, as follows.

Goal HD-1: Conserve Downtown’s Historic Resources and Unique Character and Sense Of Place.

Policy HD-1.1: Historic Buildings & Sites.
Preserve historic buildings and sites of Downtown, and provide where appropriate for their adaptive reuse and/or intensification.

a) Retain Landmarks and Structures of Merit in Downtown. Designate, where appropriate, additional properties as Landmarks or Structures of Merit.

b) When evaluating potential modifications, adaptive reuse or intensification of designated or sufficiently documented historic resources, in addition to applying the Landmarks Preservation Ordinance, the proposed work must also be evaluated for conformance with the Secretary of the Interior’s Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings. Where applicable, the Secretary of the Interior’s Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes, must also be applied. At a minimum, historic facades should be maintained and/or rehabilitated and the scale and character of additions must be compatible with the historic building.

c) For the most common practices and alterations, compile reference materials that describe appropriate maintenance and façade improvements document, and where additional information can be obtained. Develop materials using community participation. Make these materials available to property owners, contractors, and architects.

d) Allow flexibility in parking and other standards, such as exemption from on-site open space requirements, when such buildings are substantially and appropriately preserved or restored as part of a development project. Review and, if necessary, revise standards that may discourage historic rehabilitation and adaptive reuse. Identify potential sources of financing, tax relief (such as through the Mills Act), grants, and a full range of other incentives and resources for historic preservation, such as those relating to accessibility and seismic upgrading. Provide this information to owners of historic resources.

Policy HD-1.2: Evaluation of Potential Resources.
Encourage historic resource surveys evaluating properties that may qualify as a Landmark or Structure of Merit – especially on underutilized parcels that are potential sites for future development.
a) Complete a historic resources survey for Downtown with information on significant building and site attributes, such as: building age, dates of alterations and/or additions, architect and/or builder, architectural integrity, building height. Also cite historic registrations and/or designations, and classifications from prior surveys and previously adopted plans. Update this survey as construction or demolition occurs. Use the historic resources survey as an additional tool for evaluating resources that may qualify as a Landmark or Structure of Merit, especially those called out as historic or potentially historic in previous plans and surveys. Update this survey as construction or demolition occurs. Policy HD-1.3: Repairs & Alterations. When substantial repairs or alterations are proposed for buildings over 40 years old, the City will encourage the restoration and repair of any lost or damaged historic features when feasible and appropriate. a) Allow flexibility in parking, open space, and other standards (see Policies ES-4.1, LU-2.1 and LU-4.3).

b) Evaluate and, if needed, strengthen recommendations relating to substantial alterations contained within the Downtown Design Guidelines.

c) Encourage property owners, developers, and other stakeholders to use archives and other resources to guide the design of appropriate restorations and repairs. Support the maintenance of and encourage public access to archives with information on older Downtown buildings.

Policy HD-1.4: Public Awareness.
Enhance community awareness of Downtown’s unique history and architectural heritage.

a) Use public communications to promote Downtown’s history and architectural heritage. Refer users of the City’s web pages to materials of interest at the City’s libraries.

b) Refer Downtown’s “Historic Context Statements” (prepared in 2007) for the use and enjoyment of a general audience. Make it available at a nominal price. In this publication, use the historic resources database and add maps to describe Downtown’s historic contexts.

c) Work with the Berkeley Architectural Heritage Association (BAHA) to update and expand its “Downtown Walking Tour” brochure. Encourage distribution of this brochure by the Downtown Berkeley Association, the Berkeley Convention and Visitors Bureau, UC Berkeley, and other organizations.

d) Promote the use of plaques, signage, murals, and other ways to increase citizen awareness of Downtown’s history.

e) Encourage invited artists to install art in Downtown to refer to Downtown’s historic features and events. Policy HD-1.5: Residential

Policy HD-1.5: Residential Character.
Conserve the scale of residential-only neighborhoods within the Downtown Area, and reduce development pressures that lead to the loss of older buildings that contribute to the overall character of these neighborhoods (see policies under Goal LU-4).

Goal HD-2: Enhance Areas of Special Character in Downtown, such as Clusters of Historic Resources.

Policy HD-2.1: Special Subareas.
Identify areas with special character that might be highlighted with streetscape improvements and other public and private design features.

a) Recognize subareas having a unique and/ or historic character by making street and open space improvements that reinforce the character of these subareas – while also encouraging overall design continuity for some features throughout Downtown.
Policy HD-2.2: Historic Subareas.
Protect and reinforce the character of discrete subareas where historic resources are concentrated, while also recognizing that sensitive change may occur within such subareas. Make sure that within subareas where historic resources are concentrated, building alterations, new construction and public improvements are designed with particular concern for compatibility with their surroundings.

a) The Landmarks Preservation Commission may designate one or more historic subareas as Historic Districts to protect historic resources and promote compatible new development – while acknowledging the importance of creativity, and continued growth and increased building densities in Downtown’s mixed-use areas.
   - Newly designated Historic District should be accompanied by development design guidelines to describe how new development can complement the District’s historic character.
   - Encourage the analysis of known and potential historic resources as a part of considering Historic District designation(s) by the Landmarks Preservation Commission.
   - Consider creating a “Shattuck Avenue Historic District” that would generally include buildings along Shattuck Avenue, between University Avenue and Durant Avenue.
   - Use criteria pertaining to historic district designations in Berkeley’s Landmark Preservation Ordinance (LPO) and applicable guidelines in the National Register Bulletin “How to Apply the National Register Criteria for Evaluation”.

b) Evaluate and, if needed, strengthen the existing Downtown Design Guidelines to encourage designs that are contextual to subareas where historic resources are concentrated (see Figure HD-3, Historic Resources, Noteworthy Buildings and Potential Development Opportunity Sites). Use available survey findings to inform this process.

Goal HD-3: Provide Continuity and Harmony Between the Old and the New in the Built Environment.

Policy HD-3.1: Contextual Design.
To promote continuity between old and new, new construction and building alterations should meet streets and public spaces in contextual ways that line streets with building streetwalls and support a pedestrian-oriented public realm.

a) Review and, if needed, strengthen the Downtown Design Guidelines to further encourage continuity and harmony between old and new construction. Promote ways to complement Downtown’s historic context through: materials, cadence/modulation, color, fenestration & entry patterns, cornice lines, massing, roof form, building “build-to lines,” and other appropriate architectural devices.

b) Consider new and/or revised Zoning standards and Design Guidelines that will help support and maintain Downtown’s traditional main-street character. Specifically, modify the Zoning provisions and Design Guidelines to better address continuity and relationships between buildings.

c) Amend the Downtown Design Guidelines to address how taller buildings can be made compatible with Downtown’s context and historic resources.
Policy HD-3.2: Continued Variety. Recognizing building height, massing and scale, allow for continued variety that respects Downtown’s context.

a) The review of development proposals, and resulting refinements, should consider Downtown’s traditional context and respect Downtown’s historic resources while also considering DAP policies relating to building height and envelope (see Land Use chapter).

Goal HD-4: Improve the Visual and Environmental Quality of Downtown, with an Emphasis on Pedestrian Environments that are Active, Safe and Visually Engaging. Encourage Appropriate New Development Downtown.

Policy HD-4.1: Pedestrian-Oriented Design.
Improve the pedestrian experience and the aesthetic quality of Downtown’s environments through appropriate design. New construction and building alterations should promote pleasing public open spaces and streets with frequent street-level entrances and beautiful facades. In commercial areas, buildings should encourage activity along the street and generally maintain the urban tradition of no street-level setbacks.

a) Continue to apply the Downtown Design Guidelines to new development and building alterations, and strengthen them to:
   • include contextual provisions specific to where historic resources are concentrated;
   • help attract a variety of people to live Downtown through the design of appropriate multi-family housing; – encourage economically viable and physically adequate retail spaces;
   • better guide the design of on-site open space, including publicly accessible courtyards, plazas, and midblock walkways, and the inclusion of ecological site features;
   • address the design and adequacy of open space for residents;
   • mitigate potential impacts of parking garages on streets and publicly accessible open spaces;
   • provide adequate lighting and safety features in garages, in bus shelters and at bicycle parking;
   • promote resource-efficient design and emerging sustainability practices; and
   • encourage on-site greenery and ecologically beneficial features.

b) Consider new and/or revised development standards that will help promote active, interesting and pleasing pedestrian environments. Specifically, modify the zoning code to better address issues of continuity, compatibility, sustainability, and the special existing qualities of Downtown, such as: frequent building entrances, street-level transparency/windows, on-site open space, etc. Emphasize measurable standards that are easy to understand and apply. Zoning provisions should be developed with extensive input from the public.

c) Evaluate and improve public signage to reduce visual clutter and help visitors navigate Downtown.

d) Encourage outdoor dining, street fairs, and other beneficial yet limited use of public space by private concerns

e) Establish new and enhance existing convenience facilities including publicly accessible restrooms and drinking fountains.

Design and position new buildings to avoid significant adverse solar-, visual- or wind-related impacts on important public open spaces. Also provide for adequate natural light in residential units through appropriate building form.
a) Strengthen standards and guidelines to better address potential solar access and wind impacts.
b) For buildings exceeding 85 feet, use solar, visual and wind simulations to evaluate and refine design alternatives.

**Policy HD-4.3: Urban Open Spaces.**
Create, enhance and maintain streets, plazas, midblock open spaces, and other urban open spaces to enhance the pedestrian environment and in- HD-14 Historic Preservation & Urban Design crease the number of people who will use Downtown. The design of streets and open spaces should complement the character of Downtown as a whole and the character of nearby architecture –especially in subareas where historic resources are concentrated.

**Policy HD-4.4: Design Creativity & Excellence.**
Continue Berkeley’s tradition of architectural excellence. Support design creativity during the development approval process and in the resulting construction. All new construction and building alterations should be of the highest quality and promote sustainability.

a) Strengthen the existing Downtown Design Guidelines to:
   - further promote excellence in design;
   - encourage visually interesting buildings;
   - promote appropriate methods for intensification and adaptive reuse;
   - encourage architectural and site features that use durable materials and are detailed to be long-lasting promote excellence in design;

b) Promote and, where appropriate, require buildings that have resource-efficient design and emerging sustainable design practices.

**Goal HD-5: Enhance and Improve the Physical Connection Between Downtown and the University of California.**

**Policy HD-5.1: Appropriate Buildings.**
Encourage the University to use the Downtown Design Guidelines and Downtown Area Plan to guide the character and scale of its future development. Strongly encourage the University to design buildings that are appropriate to Downtown and make streets that abut University property pedestrian-friendly, in a manner required of any Downtown developer. Along street frontages of University buildings Downtown, the ground floor should be pedestrian-friendly and have windows and entrances, and avoid blank walls. Encourage active street-level uses. Provide retail or other active public-serving uses along Shattuck Avenue and University Avenue.

a) Encourage the University to use the Downtown Design Guidelines and Downtown Area Plan to guide the character and scale of its future development.

b) Encourage the University to make development at the east end of University Avenue (between Walnut and Oxford) a priority to bring more retail and pedestrian activity, and for the creation of an important “Gateway” for persons arriving to the Campus or Downtown.

c) Active pedestrian-friendly ground floor uses should be maintained on all three sides of the proposed new Berkeley Art Museum and Pacific Film Archive (BAM/PFA). The proposed primary entry of the museum should be located on Center Street, with a secondary entry provided from Oxford or the corner of Oxford and Addison. Consider modulated edges and pockets of open space. Loading docks should be carefully designed to contribute positively to the pedestrian environment.
Policy HD-5.2: Public Improvements.
Encourage the University to enhance streets and public open spaces in Downtown. Urge the University to make substantial and fair contributions for street improvements adjacent to their properties, and engage the University on how to fund other Downtown improvements.

a) Urge the University to make substantial and fair contributions for street improvements adjacent to their properties.

b) Work in partnership with the University to implement the Streets & Open Space Improvements Plan, especially in locations of mutual interest. Engage the University on how to fund improvements benefitting all of Downtown.

c) Encourage University efforts to enhance open spaces along the Oxford-Fulton edge of the main campus, including “the Crescent” and the new open space referred to as “Kittredge Glade” in UC Berkeley’s 2020 Long Range Development Plan.

d) Celebrate the seam between the park-like campus and the urban Downtown. Partner with the University on the design and implementation of Oxford-Fulton as a green boulevard, through both street improvements and active building fronts.

e) Encourage the University to help extend the Ohlone Greenway along its Hearst Avenue frontage.

f) Maintain public access along the Walnut Street passage between Hearst and Berkeley Way.

g) Encourage midblock pedestrian connections between University Avenue and Center Street, as part of UC development.

Policy HD-5.3: Historic Buildings.
Encourage the University to respect historically important buildings, and strive to integrate them within its development.

a) When proposed UC development includes or adjoins historically important buildings, consistent with provisions of the UC Berkeley 2020 Long Range Development Plan, the City expects that the University will consult early in the development design process with appropriate City entities, and use the Secretary of the Interior’s Standards.

b) Encourage the University to preserve a meaningful portion of the landmarked garage building and forecourt at 1952 Oxford Street, and integrate it within future development.

The City has developed design guidelines to facilitate implementing the policies identified in the Downtown Area Plan (City of Berkeley 2012b).

PROJECT SETTING

Physical Setting

The Study area is located in downtown Berkeley, in a developed urban location. Historically, Strawberry Creek flowed roughly along the alignment of Allston Street, a block south of the current study area. This would have been the nearest natural source of fresh water.

Soils within the study area primarily are Urban Land (Welch 1981: 24). These soils are highly developed with buildings and infrastructure.

Cultural Setting

Archaeological evidence indicates that human occupation of California began at least 1,000 years ago (Erlandson et al. 2007). Early occupants appear to have had an economy based largely on hunting, with limited exchange, and social structures based on extended family units. Later, milling technology and an inferred acorn
economy were introduced. This diversification of economy appears to be coeval with the development of sedentism and population growth and expansion. Sociopolitical complexity and status distinctions based on wealth are also observable in the archaeological record, as evidenced by an increased range and distribution of trade goods (e.g., shell beads, obsidian tool stone), which are possible indicators of both status and increasingly complex exchange systems.

At the time of European settlement, the study area was included in the territory controlled by the Ohlone (also referred to as Costanoan). The Ohlone were hunter-gatherers who lived in rich environments with large carrying capacities that allowed for dense populations with complex social structures (Kroeber 1925). They settled in large, permanent villages about which were distributed seasonal camps and task-specific sites. Primary village sites were occupied throughout the year, and other sites were visited in order to procure particular resources that were especially abundant or available only during certain seasons. Sites often were situated near freshwater sources and in ecotones where plant and animal life was diverse and abundant. For additional information on the Ohlone, see Margolin (1978) and Milliken (1995).

Extensive discussions of the establishment and historical development of downtown Berkeley can be found in the historical resources reports for the Downtown Area Plan (Architectural Resource Group 2008) and the development of the Downtown Historical District (Archives and Architecture 2015). In brief, the downtown area was becoming established as a commercial area in the 1890s, and developed as a center of commercial and transportation activity through the subsequent decades. The emphasis of transportation declined in the 20th Century, leaving a strong commercial core that remains to the present.

**HISTORICAL RESOURCES**

**Historical Significance 2129 Shattuck Avenue**

An evaluation of the building at 2129 Shattuck Avenue was completed by Bridgit O’Malley of architecture + history, llc. She found the building is not a historic property (historical resource) as described below:

The Bank of America Branch at 2129 Shattuck Avenue has not been previously surveyed for any historic resource evaluation efforts. It does not appear to be eligible for the National Register of Historic Places or the California Register of Historical Resources under any of the four criteria of evaluation at the federal, state or local level of significance. It is not linked to any important events, as it was not built under any special branch programs for the Bank of America. Further, it does not appear to be the work of master architects. While Ostwald & Kelly appear to have been somewhat prolific in their work, this particular structure does not possess exceptional design, features or elements that would rise to a level of significance to justify individual eligibility under NRHP criterion C or CRHR criterion 3. Additionally, no significant individuals have been identified or associated with this branch bank. Further, as the building has not yet reached 50 years in age, it is not eligible under special criteria considerations for resources less than fifty years in age. A resource less than fifty years old may be considered for listing in the California Register if it can be demonstrated that “sufficient time has passed to understand its historical importance.” To be eligible for the National Register of Historic Places, a property achieving significance within the past fifty years must be of exceptional importance. It is assumed that any potential historic district identified along Shattuck Avenue would not include (sic) resources less than 50 years in age, unless they possess exceptional significance. The building at 2129 Shattuck Avenue does not qualify (sic) under these special criteria considerations.

However, because the building is surrounded by historically important buildings, development of the property does have the potential to impact those resources.
Potential for the proposed project to affect surrounding properties

Because the proposed project would develop the parcel, which currently contains a two story building set back from the street, with a 16 story building that would be adjacent to the sidewalk on the ground level, it has the potential to impact the setting and feeling of nearby historic buildings. The possibility that these impacts to the integrity of the surrounding buildings would be sufficient to impair the eligibility of the buildings for inclusion in the National Register of Historic Places or the California Register of Historical Resources, or as local historical resources must be addressed.

The study area for impacts to surrounding buildings was taken to be the area one block in any direction from the subject parcel (Figure 2). This area encompasses much of the northern portion of the newly designated Shattuck Avenue Downtown Historic District (Archives & Architecture 2015). In describing the historical district, the evaluator (Maggi 2015) states “There are few breaks in the streetscape of this commercial district; the suburban-designed Bank of America building at Center Street serving as the sole exception along Shattuck Avenue to an otherwise unified setting.”

![Figure 2. Project location and surrounding study area](adapted from the West Oakland USGS topographic quadrangle)

The majority of the buildings within the district are defined as one and two part commercial blocks with smaller numbers of commercial buildings that emulate residential forms, residences altered for commercial use, theatres, banks, and car service buildings (Archives & Architecture 2015:44, 45). The two buildings on the west side of Shattuck Avenue at Center Street (2140 and 2150 Shattuck Avenue) are called out as forming a strong visual anchor to the district (Archives and Architecture 2015:11). While 2150 Shattuck Avenue is not a contributing building to the historic district, it is an historical building in its own right.

In the historical survey for the Shattuck Avenue corridor, Archives and Architecture (2015:49) identify five ‘key architectural features affecting the overall urban design of a district’. These are setbacks, continuity of materials, building massing, scale, and size. Because two part commercial blocks are one of
the most common forms within the district, with the height of the proposed building, this style would be
the appropriate choice to guide design for the proposed construction. Architectural Resource Group
(2007:27) described the two part commercial block and its defining features.

Throughout the nation from the 1850s through the 1950s, the two part commercial block was
the most common building type used for small- and moderate-sized commercial buildings.
The type was characterized by horizontal architectural features dividing the building into two
sections between the first and upper floors. The separation was often highlighted by an
intermediate cornice. The distinction between the two sections often marked a change in use;
the street level frequently housed public spaces such as retail stores, hotel lobbies, or
restaurants. The upper floors were usually more private in nature and commonly included
offices, hotel rooms, or meeting halls. In Berkeley’s downtown, two-part commercial blocks
were generally two to four stories. In the early twentieth century, Neoclassical style buildings
became very popular in the downtown. In addition to Classical ornamentation, these
buildings had a Classical form, which consisted of the two-part commercial blocks with the
addition of a prominent classical cornice or separately articulated top floor, creating a three-
part vertical block representative of the parts of a classical column: base, shaft, and capital.
By the late nineteenth century, plate glass was more affordable, and storefront areas were
usually filled with wide expanses of show windows. As new businesses moved in, or existing
businesses sought to improve or change their image, the storefronts were remodeled. Typical
ground floor alterations to storefronts included everything from additional awnings or
signage, to new siding (false stone masonry or stucco over the original fabric), to
reconfiguration of windows such as covering the mezzanine lites.

The proposed project at 2129 Shattuck Avenue would replace the one exception to the uniformity of the
commercial setting with a building more in keeping with the rhythm of the surrounding historic structures.
The west elevation, facing Shattuck Avenue presents a three story façade that then steps back to the upper
floors, creating a visual break. There is a repeating pattern of large, clear windows on the first floor, topped
by a continuous belt course of brick separating the ground floor from the upper levels. The top of the
façade wall also has a continuous cornice line defining the break with the upper floors.

The Center Street elevation also reflects a repeating clear glass design on the ground floor. The distinction
between the ground floor and the second and third floors segment is made with a more contemporary
narrow band topped by decorative glass panels. The building again steps back on this elevation, creating
a visual break between the storefront segment and the hotel tower. This visual break suggests a more
human scale for the streetscape and pedestrian experience.

While the proposed construction uses modern materials and design, it is in keeping with the Downtown
Berkeley Design Guidelines (City of Berkeley 2012:27) which call for consistent cornice lines at the top
of the storefront and at or below the fifth floor. The design uses expanses of clear glass and maintains a
rhythm of repeating elements in the storefronts (City of Berkeley 2012:35). It establishes a scale similar
to the surrounding district within the first three floors. Figure 3. Illustrates the buildings that will face the
south elevation of the proposed building. This section of Center Street includes several historical two-part
commercial buildings typical of the Downtown district.
While the National Park Service does not provide guidance specific to infill development, The Secretary of the Interior’s Guidelines for rehabilitation of historical buildings are often expanded to address this circumstance. In particular, guidance on new construction states:

New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment. (Standard 9)

New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired. (Standard 10) [National Park Service 1995]

These standards, along with the Downtown Berkeley Design Guidelines encourage new construction that is differentiated from the historic buildings, but compatible with the setting. “Differentiated” and “compatible” can be approached in multiple ways. The proposed building at 2129 Shattuck Avenue uses a technique of abstract reference to the historical setting.

The Downtown Berkeley Design Guidelines for façades have 24 elements, not all of which apply to the current case. Pertinent points are:

1. Reflect and reinforce the scale, massing, proportions, rhythm and attention to detailing which are established by the facades of Landmark and Significant buildings.

2. Refrain from false historicism. Do not trivialize or mimic Landmark or Significant buildings.
3. Incorporate elements which break up façade planes and create a visual play of light and shadow. Avoid long, uninterrupted horizontal surfaces. Consider the use of bay windows, balconies and architectural projections.

4. Vertical divisions of ground and upper floors should be consistent. Generally maintain a cornice that projects horizontally between the ground floor (and its mezzanines) and upper stories. Align the cornice and other horizontal ground floor elements (like awnings and sign bands) with similar features on neighboring buildings and storefronts, if feasible.

The proposed project would construct street fronts along Shattuck Avenue and Center Street that reflect the rhythm and massing of the historical commercial buildings while incorporating modern design and materials. The first three floors will provide a visual link to the two-part commercial design common to the historic district, without suggesting a false historical façade. The floors above will be set back, creating a visual break when seen from a distance, and reducing their impact at ground level. These are in keeping with Goal HD-3 for Historic Preservation and Urban Design of the Downtown Area Plan.

The height of the proposed construction would create shadows on some of the surrounding buildings; however, this would not be a significant impact to the integrity of the buildings, or diminish their ability to convey their historical importance.

Photo-simulations of the building indicate that it will be discernable from the Campanile however, the overall impact will be only to obscure the Chamber of Commerce building (aka Wells Fargo Bank) at 2140 Shattuck Avenue. This will not significantly impact the historical view.

It is further noted that prior to 1972, the parcel at 2129 Shattuck contained a seven-story bank building, which was demolished to accommodate the current building. The proposed construction re-establishes the multi-story commercial front along both Shattuck Avenue and Center Street.

One prehistoric archaeological site is reported within about 150 meters of the proposed development, along the channel of Strawberry Creek. The documentation for the site is incomplete, however the site is reported to contain human remains.

CONCLUSIONS

The proposed project is within the Downtown Historic District, with a variety of historical buildings adjacent, and within a one-block area surrounding the project location. However, the proposed project will replace a building that currently detracts from the historical commercial rhythm of the streetscape with a commercial front more in keeping with the feeling of the district. The project is subject to the Downtown Design Guidelines, which will ensure that the building addresses the goals of the Downtown Area Plan.

The project alters the current setting and feeling of the area, in a way that improves the historical integrity. This is not a significant impact under CEQA.

The proposed project has an archaeological site in the general area, however, the site is reported along the course of Strawberry Creek, approximately 150 meters away. Based on archaeological deposits known in the region, it is unlikely that the site extends into the project area. The project would not have a significant impact on this site under CEQA.
SUMMARY

Tom Origer & Associates conducted a historical resources study for the proposed development of the property at 2129 Shattuck Avenue, Berkeley, Alameda County. The project area is located in the heart of downtown Berkeley, within the newly defined Downtown Historical District. The study was completed at the request of Kyle Simpson, PlaceWorks. The proposed project will result in no significant impacts to historical resources.
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