AC Transit East Bay Bus Rapid Transit Project in Alameda County

Final Environmental Impact Statement/Environmental Impact Report


by the U.S. Department of Transportation/Federal Transit Administration and the Alameda Contra Costa Transit District

Historic Property Survey Report (HPSR)
Second Addendum

December 2011
SECOND ADDENDUM TO THE HISTORIC PROPERTY SURVEY REPORT

THE ALAMEDA COUNTY TRANSIT DISTRICT’S
EAST BAY BUS RAPID TRANSIT PROJECT
IN BERKELEY, OAKLAND, AND SAN LEANDRO, CALIFORNIA

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Map 2a: Project Vicinity

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SUMMARY OF FINDINGS

The purpose of this document is to request concurrence from the State Office of Historic Preservation with regard to determinations of National Register eligibility or ineligibility for evaluated cultural resources and to document a proposed finding of “No Historic Properties Affected.”

The Alameda County (AC) Transit District proposes to upgrade bus service to a high-level express service, known as East Bay Bus Rapid Transit (EBBRT), along an approximately 14.4-mile arterial corridor through the cities of Berkeley, Oakland, San Leandro, California (Maps 1, 2a-2b).

In 2004-2005, Archaeological/Historical Consultants carried out an archaeological survey and prepared an Archaeological Survey Report to encompass proposed alternative routes for the EBBRT Project (Baker 2005). At the same time JRP Historical Consulting carried out a historic property survey and prepared a Historic Properties Inventory and Evaluation Report (JRP Historical Consulting 2005). By early 2010 final decisions had been made about project alternatives and a refined Locally Preferred Alternative for the project was chosen. An Addendum Archaeological Survey Report (ASR) and Addendum Historic Properties Inventory and Evaluation Report (HPIER) were prepared to address cultural resources in the new Areas of Potential Effect (APE) that were not included in the 2005 reports (Baker 2010a; JRP Historical Consulting 2010). Also in 2010, a Historic Property Survey Report was prepared to summarize these addendum reports (Baker 2010b).

In 2011, in response to local agency and community issues, mainly related to traffic and parking impacts of the proposed BRT project, refinements were made. Among these were adjustments in the type and locations BRT stations, off-BRT alignment improvements to enhance traffic flow, and identification of off-street parking lots to expand parking supply in select activity centers. A second addendum HPIER was prepared to document and evaluate cultural resources not previously documented within the EBBRT alignment and within a newly proposed off-BRT alignment roadway segment in the Fruitvale District of Oakland, designated as a travel mitigation improvement area (JRP Historical Consultants 2011a). Thirty-one parcels not previously considered within the previous 2010 reports were evaluated. Three were believed eligible for the National Register of Historic Places and another was believed eligible for CEQA but not the National Register.

A second addendum ASR was also prepared to document archaeological resources within the Fruitvale Travel Mitigation area (Baker 2011). It also included an evaluation of 20 vacant or underutilized lots being considered for off-street replacement parking as mitigation for parking space displacement by the EBBRT project. (Note: The project proposes to improve up to three lots, one at each of three locations along the BRT corridor. A preferred lot for improvement is identified in the environmental studies prepared for the project and, additionally, several alternate lots are proposed for consideration should any of the preferred lots not prove feasible. The total of preferred and alternate lots is 20.) Fifteen lots are located along International Boulevard in the
Fruitvale District and East Oakland and five are along Telegraph Avenue in the Temescal District of North Oakland. No archaeological sites were found in the APE of these areas, although two locations—in the Fruitvale Travel Mitigation area and in the Temescal District—are considered to have moderate and high archaeological sensitivity, respectively, for possible subsurface cultural deposits.

The Second Addendum ASR and Second Addendum HPIER are attached as Appendix 3 and Appendix 4, respectively. The Second Addendum ASR and Second Addendum HPIER supplement information provided in the first addenda. Information and findings in the first addenda still hold unless specifically noted otherwise.

PROJECT LOCATION, DESCRIPTION, AND AREA OF POTENTIAL EFFECTS

General Project Location

The general EBBRT project is located in the cities of Berkeley, Oakland, and San Leandro in Alameda County, California (Map 1, 2a, 2b). The APE for the general project is found on APE maps appended to Baker 2010 and JRP Historical Consulting 2010). It is found on USGS 7.5' Oakland West, Oakland East, and San Leandro Quadrangles.

East Bay BRT Project Summary Description

The East Bay Bus Rapid Transit (BRT) Locally Preferred Alternative (LPA) provides enhanced transit service between the Downtown Berkeley BART station and the San Leandro BART station, via Downtown Oakland. The service, to be provided primarily on Telegraph Avenue and International Boulevard/E.14th Street, extends across an approximately 14.38 mile long corridor. The East Bay BRT will replace Rapid Bus Routes 1 and 1R currently operating in the corridor.

General corridor-wide elements proposed for Oakland and San Leandro are as follows:

- Dedicated median bus lanes for exclusive use by buses and emergency vehicles in most of the corridor. Segments with dedicated median bus lanes will have single-platform, center median stations with level boarding.
- Dedicated right-hand, side-running bus lanes on some segments that give preference to transit operations but permit right-turns and access to parking. These segments will have curbside stations with level or near-level boarding.
- Proof of payment ticket validation and off-board fare collection during most periods.
- Transit signal priority (TSP), new traffic signals, pedestrian signals, transit-only signals, and real-time traveler information.
- New passenger stations including substantial shelters that include extended canopies with amenities for the comfort and convenience of passengers, lighting and security features (e.g., closed circuit television and emergency phones).
All stations in Berkeley will be curbside stations and will include a ticket vending machine and real-time passenger information signs, as well as passenger shelters. Berkeley stations will not have raised platforms or other enhanced features.

**BRT Transitway**
The BRT transitway is the lane or lanes in which BRT buses would operate. There are three basic types of transitways proposed for different segments of the East Bay BRT project:

- **Dedicated Lanes, Median-Running:** Dedicated lanes, to be used only by BRT vehicles and emergency vehicles when necessary, would be located in the median of the street. Of the 14.38-mile project, approximately 76 percent of the corridor consists of dedicated BRT lanes in the street median. Segments with dedicated lanes include Telegraph Avenue and most of International Boulevard in Oakland, and portions of East 14th Street in San Leandro.

- **Dedicated Lanes, Side-Running:** In limited segments, dedicated lanes for BRT vehicles will be provided in the outside travel lane (the lane closest to the curb or parking lane). Where other vehicles need to access the lanes to make turns or for entering or exiting parking spaces, BRT and other vehicles will share use of the lanes. Use of the lanes by through traffic is prohibited. Side-running BRT lanes would be implemented on one-way arterials and roadways with limited opportunities for median BRT improvements. Segments with side-running BRT lanes include 11th and 12th Avenues in Downtown Oakland and a segment of International Boulevard just south of Lake Merritt.

- **Mixed-Flow Traffic Lanes:** Mixed-flow lanes for BRT operations are proposed in areas where dedicated or shared lanes are not feasible. Therefore, bus operations are “mixed in” with vehicular traffic. Of the 14.38-mile project, approximately 3.46 miles consist of mixed-flow traffic lanes. All portions of the corridor within the City of Berkeley consist of mixed-flow lanes. Additional mixed-flow segments include Broadway in Downtown Oakland and portions of East 14th Street, Davis Street, and San Leandro Boulevard in San Leandro.

**Stations**
There are 47 stations proposed along the corridor including six stations in Berkeley, 36 stations in Oakland, and five stations in San Leandro. Other than crossing Lake Merritt Dam and I-580, all stations are less than 0.45 miles apart. Average station spacing is 0.31 miles. Stations will include ticket vending machines, ticket validators, passenger information kiosks, canopy shelters, emergency telephones and security cameras. Station platforms will be at or slightly lower than the floor level of BRT buses, allowing fast and convenient passenger loading and unloading. All station elements will conform to design standards established by the Americans with Disabilities Act of 1990 (ADA), as amended.
Service Plan
Assuming demand is as forecast, weekday BRT service will be provided at approximately five-minute frequencies throughout the day, 10-minute frequencies in the evening, and hourly service from midnight to 5:00 a.m. On weekends, daytime service will be at approximately 15-minute intervals in the northern part of the corridor and 7.5-minute intervals in the southern part. Evening service will be at approximately 15-minute intervals and late night service will be hourly.

Downtown Oakland-San Leandro BRT Alternative
A second, less costly build alternative has been included for evaluation in the Final EIS/EIR. The DOSL Alternative begins in the north at 20th Street (Uptown station) in Downtown Oakland. Under this alternative, there will be no dedicated BRT lanes or enhanced stations north of this point. South of this point, the BRT will run in center-running or side-running BRT lanes as described in the LPA. Features of the DOSL Alternative would be the same as the LPA, but with fewer stations (32).

Hours of operation and service frequencies for the DOSL Alternative would be the same as proposed for the LPA in the Downtown Oakland to San Leandro BART segment of the corridor.

Second Addendum Project Location, Description, and APE

Project Locations
The project locations for archaeology and historic architecture are slightly different.

The project location for archaeology includes the Fruitvale Travel Mitigation Area, which is located in the City of Oakland on Derby Avenue between 10th and 12th Streets and on San Leandro Street/East 10th Street between Derby Avenue on the north and approximately 33rd Avenue on the south (Appendix 1, Figure 1). In addition, AC Transit is considering acquisition of vacant or underutilized lots in Oakland for off-street parking. The three preferred and 17 alternate lots were also included in the APE for the archaeological survey. Four of these are on International Boulevard between Fruitvale Avenue and 35th Avenue (Appendix 1, Figure 2) and 11 are along International Boulevard between 82nd Avenue and 87th Avenue (Appendix 1, Figure 3). Five others are on Telegraph Avenue between 46th Street and 52nd Street (Appendix 1, Figure 4).

The project location for historic architecture encompasses new parcels found along the Preferred Alignment and not previously considered in prior reports, including those adjacent to new bus stations and in the Fruitvale Travel Mitigation Improvements Area, described above (Appendix 2).

Project Description and APE for Archaeology
Improvements for Traffic and Parking Mitigation. Several locations off the East Bay BRT alignment through the study area are proposed for improvements to mitigate BRT project traffic and parking impacts. The improvements involve acquisition of right-of-
way, paving and, in some instances, adding traffic or parking control systems. These areas were evaluated for possible archaeological resources of significance that could be affected by BRT project construction.

**Fruitvale Traffic Mitigation: Expansion of Parallel Roadway Capacity.** To address traffic impacts to International Boulevard through the Fruitvale district of East Oakland associated with a reduction of mixed-flow travel lanes (i.e., four to two lanes with BRT), the project will reconstruct segments of parallel and intersecting streets to allow autos to bypass the commercial center of Fruitvale, generally the area along International Boulevard from Fruitvale Avenue to 38th Avenue. San Leandro Street south of Fruitvale Avenue and E.10th Street north of Fruitvale Avenue will be reconstructed and the intersection of Fruitvale/San Leandro/E.10th realigned and widened to facilitate traffic flow. Derby Avenue and E.10th Street will be reconstructed to enhance the area between International Boulevard and the improved parallel route, San Leandro Street. The Derby Avenue intersection with E.12th Street, both southbound and northbound, will be re-striped and a traffic signal added to allow traffic on San Leandro Street to use E.12th Street as an alternative to International Boulevard when proceeding to and from downtown Oakland. These improvements are shown in on the APE map for this area (see Appendix 1, Figure 1). Right-of-way acquisition will be required to realign the Fruitvale/San Leandro/E.10th intersection and to reconstruct E.10th Street (west curb) and Derby Avenue (south curb between E.10th and E.12th).

**Parking Mitigation: New Off-Street Parking Lots.** In three areas the strategy for mitigation of parking space displacements by the BRT project has been expanded to include providing replacement parking in surface lots off the BRT-alignment. Normally, parking is mitigated by signing, striping and/or metering spaces on cross streets located near where displacements are considered significant. In the Temescal and Fruitvale neighborhood commercial districts and in East Oakland from 82nd Avenue to 86th Avenue, additional replacement parking is proposed in vacant or underutilized parcels close to the BRT arterial. Several potential surface lots at each of these locations were identified, as shown on APE maps (Appendix 1, Figures 2-4). A preferred lot is indicated at each site; however, further evaluation will be performed during future project phases, and the alternate lots are, therefore, not eliminated from further consideration. The archaeological survey investigated all of the parcels shown. The BRT project would repave the selected parcels and stripe, sign and meter spaces for public parking. Any new off-street lots would ultimately be turned over to the city of Oakland for operation and maintenance.

The APE for archaeology for this Addendum HPSR is the area of direct impact. It includes the new Fruitvale Transit Mitigation Area including current sidewalks, curb, and roadway, as well as areas of right-of-way acquisition at the intersection of Fruitvale/San Leandro/E. 10th Street, the intersection of Derby Avenue and E. 10th Street, and along Derby Avenue between E. 12th Street and E. 10th Street and along the west side of E. 10th Street (Figure 1, Appendix 1). Also included in the APE are the footprints of the twenty International Boulevard and Telegraph Avenue proposed off-street parking locations as shown in Figures 2-4, Appendix 1.
Project Description and APE for Historic Architecture

The Second Addendum HPIER encompassed 31 parcels not included in the previous historic architectural reports (JRP Historical Consulting 2005; 2010) along the EBBRT route from Berkeley to San Leandro and in the Fruitvale Traffic Mitigation Area (as described above).

With regard to the APE for historical resources, the methodology for the original APE (JRP Historical Consulting 2005) was consistent with general cultural resource practices at that time and included those properties that would be subject to direct or indirect effects of the proposed project. In general, the original APE took in parcels immediately adjacent to new BRT stations, at locations where there were proposed alterations to existing sidewalks and curb-lines, or at locations of proposed construction of new traffic signals. The current standard practices for establishing an APE for BRT projects do not include parcels at all of these locations. These actions are no longer considered to pose an effect upon historic properties outside of the right-of-way because such construction would not cause a change in the character or setting of historic properties. Therefore, the only proposed project action that is assumed to have potential change to the setting of a historic architectural resource is the construction of a BRT station.

The new areas of potential effect covered by this Addendum HPIER includes adjacent parcels at all newly proposed BRT stations, even those completely within the existing curb-lines, because their construction will affect the over-all streetscape in each location, and may have the potential to obstruct the view of historic resources at their locations. In “downtown” locations of Berkeley or Oakland the new areas of potential effect was set to take in parcels on both sides of the street at BRT locations to account for the streetscape. In mixed residential/commercial areas (such as along Telegraph Avenue or along International Boulevard) the new areas of potential effect were set to take in parcels on the side of the street where the BRT station is to be located (see Architectural APE, Maps 3-54 – Appendix 3).

CONSULTING PARTIES AND PUBLIC PARTICIPATION

Interested parties were contacted for this project in 2005 through notification letters (Baker 2005; JRP Historical Consulting 2005).

SUMMARY OF IDENTIFICATION EFFORTS

Archaeological Research

For the original Positive Archaeological Survey Report, Archaeological/Historical Consultants researched and prepared prehistoric, ethnographic, and historic overviews (Baker 2005). The reader is referred to the 2005 report for details.
The Northwest Information Center of the California Historical Resources Information
Center at Sonoma State University, Rohnert Park, was contacted on February 25, 2010
for updated information on recorded archaeological sites and relevant reports submitted
since the original 2005 record search (Baker 2010). The APE for the Second Addendum
Archaeological Survey Report was entirely within the original study area for the record
searches, which included a width of up to one-half mile on either side of the EBBRT
project alignment. The 2010 updated record search was recent enough that another update
was not considered necessary for the Second Addendum ASR.

No archaeological sites within the APE of the project areas considered in the Second
Addendum Archaeological Survey Report were identified during the record searches or
the previous archaeological survey (Baker 2005:13-14). No areas of particular
archaeological sensitivity were identified for the Fruitvale Traffic Mitigation Area or the
Fruitvale off-street lots or for the East Oakland off-street lots based on the prior reports
(Baker 2005:13-14).

An area of high archaeological sensitivity, however, was identified close to the Temescal
District off-street lots. This was along Telegraph Avenue between 57th Street and 52nd
Street (Baker 2005:13-14). One prehistoric or protohistoric site, P-01-010600, containing
shell beads, a piece of abalone shell, and a piece of Chinese ceramic, has been recorded
on the east side of Telegraph Avenue between 56th and 57th streets, a few blocks north of
Temescal Lot A. This general area is also very near the former site of the historic Vicente
Peralta ranch complex built between 1836 and 1867 in the block bounded by 55th and 56th
streets, Telegraph Avenue, and Vicente Street. This block was largely destroyed by
construction of Highway 24; however, the possibility that outlier archaeological features
may exist in or near the present project area cannot be discounted. Temescal Creek (now
underground at about 51st Street or 52nd Street) flows just to the south of the prehistoric
site and the former location of the Peralta adobes, near the intersection of Claremont
Avenue and Telegraph (Baker 2005:13). The fresh water of the creek undoubtedly
attracted both prehistoric and historic settlement. It is clear that the entire area between
57th Street and 52nd Street along Telegraph Avenue in Oakland should be considered
sensitive for both prehistoric and historic resources.

No archaeological sites within the project area of this Second Addendum HPSR are
currently listed on the National Register of Historic Places (http://www.nps.gov/history/
NR/research, accessed November 2011) or the California Register of Historical
Resources and list of California Historical Landmarks (http://ohp.parks.ca.gov, accessed
November 2011).

**Historic Architectural Research**

For the Second Addendum HPIER, JRP Historical Consulting conducted research in
property records through First American Real Estate Solutions (FARES) commercial
database, and also reviewed current and historic topographic and property maps,
Alameda County assessment records, historic aerial photographs, and other documents
including the results of previous documentation of historic properties (JRP Historical
Consulting 2005; 2010). This determined which buildings, groups of buildings, structures, and objects would be studied in more detail as resources that appeared to have been built in or before 1966.

JRP also undertook property-specific research for individual resources in both archival and published records. JRP staff conducted this research, both in conjunction with the fieldwork and after the field surveys were completed, in October 2011. Research was conducted at Oakland Cultural Heritage Survey, Oakland Building Services-Permit Center, Oakland History Room, Main Oakland Library.

As part of the process to identify historic resources within the APE, JRP reviewed existing information from previous surveys. JRP reviewed the National Register, California Register, California Historical Landmarks, and the California Points of Historic Interest lists to assess the location of known historic properties within the APE. JRP also examined previous historic resource inventory and evaluation surveys and reports. Given that there has long been a strong historic preservation presence in Oakland, JRP found many historic resource inventory and evaluation records on properties within the APE. JRP located most of the previous studies at Oakland Cultural Heritage Survey. In addition, JRP reviewed the literature of previously conducted cultural resources reports in or near the architectural APE provided by the California Historical Resources Information System, Northwest Information Center.

**Addendum Cultural Resources Surveys**

**Archaeological Survey**

The survey methodology for the archaeological survey was consistent with general cultural resources practices. The project areas included in the Second Addendum archaeological survey are in a highly built environment with little open space adjacent to the street alignment. Nevertheless, the streetscape includes a few open planting areas, adjacent yards, and occasionally a vacant lot. Aside from the record search which can pinpoint already recorded sites and historic areas, the only way to determine if sensitive locations exist within or adjacent to the project alignment is to walk the APE and inspect adjacent open areas.

On October 13, 2011, Suzanne Baker of Archaeological/Historical Consultants inspected on foot the project areas, along Derby Avenue, East 10th Street, Fruitvale Avenue and San Leandro Street, and the proposed parking lots on International Boulevard and Telegraph Avenue. All open areas were inspected for evidence of cultural modification, including shell, midden soil, lithic debitage, groundstone, and historic artifacts and features (Baker 2011).

**Historic Property Survey**

Although resources evaluated for the National Register and California Register programs are usually 50 years old or older, the Second Addendum historic property survey included all resources within the new APE that were 45 years old or older as of 2011 to account for the passage of time between the period of project review and project completion.
Buildings, structures, and objects determined to have been built in 1966 or later and which did not meet the exacting requirements for recently constructed buildings as specified in National Register Criteria Consideration G, were considered non-historic and required no further study (JRP Consulting 2010; see Appendix 5, this HPSR).

The Second Addendum HPIER encompassed 31 parcels not included in the previous historic architectural reports (JRP Historical Consulting 2005; 2010) along the EBBRT route from Berkeley to San Leandro and in the Fruitvale Traffic Mitigation Area. Of the 31 parcels, 23 contained buildings, groups of buildings, structures or objects that were constructed in or before 1966 and required documentation and evaluation. Of the 23 survey population resources within the new APE, ten were taken into account in one or more previous inventory and evaluation surveys. The survey included a field check of all previously evaluated resources, and JRP prepared the appropriate recordation documents, either an update or a completely new DPR 523 form, to verify current conditions and previous evaluations. Three other properties were vacant at the time of survey and five parcels contained buildings or structures constructed in or after 1966 that lacked exceptional significance under National Register Criteria Consideration G regarding properties less than 50 years old, and were not subject to evaluation.

In keeping with the guidance and requirements of California Department of Parks and Recreation and Office of Historic Preservation, the 23 survey population resources that required documentation for this study were inspected in the field, photographed and described on standard DPR 523 forms, as necessary (JRP Historical Consulting 2011). Property types found within the study area include commercial, residential, and industrial properties.

**PROPERTIES IDENTIFIED**

**Archaeological Resources**

No new archaeological sites were recorded within the APE for the Second Addendum archaeological survey area (Baker 2011; see Appendix 3, this HPSR).

**Historic Resources**

The Second Addendum Historic Inventory and Evaluation Report (JRP Historical Consulting 2011; see Appendix 4, this HPSR) identified 23 new buildings, groups of buildings, structures or objects constructed in or before 1966. Of the 23, one was previously determined eligible for the National Register (Table 1) and two appear eligible for listing in the National Register (Table 2); these three properties are thus also considered to be historical resources for the purposes of CEQA. One property does appear to be a historical resource for the purposes of CEQA but does not appear to meet the criteria for listing in the National Register (Table 3). The remaining 19 resources, shown in Table 4, do not appear to be eligible for the National Register.
Table 1: Properties previously determined eligible for listing in the National Register.

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Table 2: Properties that appear to be eligible for listing in the National Register.

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Table 3: Properties that do not appear eligible for listing in the National Register but are of local interest.

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1 Office of Historic Preservation (OHP), California Historical Resources Information System, Alameda County (October 2009). California Historical Resource Status Code (CHRS Code) descriptions: 1S: individual property listed in the National Register by the Keeper – listed in California Register; 2S2: individual property determined eligible for listing in the National Register by a consensus through Section 106 process – listed in the California Register.

2 Office of Historic Preservation (OHP), CHRS Code descriptions: 3S: appears eligible for the California Register as an individual property.

3 Office of Historic Preservation (OHP), CHRS Code descriptions: 5B: locally significant (listed, eligible or appears eligible) both individually and as a contributor to a district that is locally listed, designated, determined eligible or appears eligible; 5D2: appears to be a contributor to a district that appears eligible for local listing or designation; 5S2: individual property that is eligible for local listing or designation; 6Z: found ineligible for National Register, California Register, or local designation.
Table 4: Properties that do not appear eligible for listing in the National Register, are not of local interest, and do not appear to be historical resources for the purposes of CEQA.

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FINDINGS

Three historic properties evaluated as eligible for the National Register of Historic Places have been considered in a separate Second Addendum Finding of Effect for Historic Properties (JRP Historical Consulting 2011b). The FOE is included in Appendix 4 along with the Second Addendum HPIER. No adverse effects and no cumulative adverse effects were found. An Addendum CEQA Impacts Analysis has also been prepared separately for four historic properties (JRP Historical Consulting 2011c). A Finding of No Adverse Effects was made.

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4 Office of Historic Preservation (OHP). CHRS Code descriptions: 6Z: found ineligible for National Register, California Register, or local designation through survey evaluation; 6L: determined ineligible for the National Register by consensus through Section 106 process – not evaluated for the California Register of local listing. [OHP, Technical Assistance Bulletin # 8: User’s Guide to the California Historical Resource Status Codes and Historic Resource Inventory Directory.]
REFERENCES

Baker, Suzanne


JRP Historical Consulting


