

L A N D M A R K S
P R E S E R V A T I O N
C O M M I S S I O N
S T A F F R E P O R T

REFERRAL
SEPTEMBER 4, 2025

1890 Alcatraz Avenue

Demolition Referral: Use Permit (#ZP2024-0183) to demolish a one-story commercial building originally constructed in 1958 (APN: 052-1527-24-1).

I. Application Basics

A. Zoning District: Adeline Corridor Commercial (C-AC) District

B. Parties Involved:

- Project Applicant Canhui Li, City of Berkeley
1947 Center Street, 5th Floor
Berkeley, CA 94704
- Evaluator Ashley Losco, Rincon Consultants
66 Franklin Street, Suite 300
Oakland, CA 94607
- Property Owner City of Berkeley
1947 Center Street, 5th Floor
Berkeley, CA 94704

C. Staff Recommendation: Consider evaluation and take no action.

II. Background

On December 31, 2024, the applicant submitted a Use Permit application to demolish the existing one-story commercial building to construct a new, 3-story, 6,018 square-foot, Community Center with three off-street parking spaces.

The Use Permit application #ZP2024-0183 is under review by the Zoning Officer and the project is not yet scheduled for Zoning Adjustments Board (ZAB) consideration; see link to plans below.

<https://permits.cityofberkeley.info/citizenaccess/Default.aspx>

Pursuant to Berkeley Municipal Code (BMC) 23.326.070.C, any application for a Use Permit to demolish a non-residential building or structure which is 40 or more years old shall be forwarded to the Landmarks Preservation Commission (LPC) for review prior to consideration of the Use Permit for demolition. Given the lack of a current, City-wide comprehensive historic resource survey, the referral requirement is understood to address the potential for the loss of unidentified significant resources.

In considering the proposed demolition of a structure, the Commission will weigh the potential to meet the significance criteria for COB Landmarks and Historic Districts in the City's Landmarks Preservation Ordinance (Berkeley Municipal Code Chapter 3), which are relatively specific and appear to align with the California Register. The Commission will also weigh the potential to meet the broader COB Structure of Merit criteria, which can include structures that are neither individually architecturally distinctive nor associated with significant people or events but may qualify as contributors to identified districts, areas, or clusters. The LPC may initiate a designation or take no action based on the significance criteria, and can still forward comments regarding potential project conditions such as relocation, salvage, and/or photographic documentation to the Zoning Adjustments Board for consideration in its action on the application.

III. Historical Resources

The subject building does not appear on the National Register of Historic Places, California Register of Historical Resources, or the State Historic Resources Inventory.

The subject property is not adjacent to any City of Berkeley landmark sites. The nearest City of Berkeley Landmarks/Structures of Merit are the Wells Fargo Bank, located at 3286 Adeline Street, constructed in 1910, and the India Block Building, located at 3250 Adeline Street, and constructed in 1920, (see Figure 1).

Figure 1: Vicinity Map showing historic resources (City of Berkeley GIS)

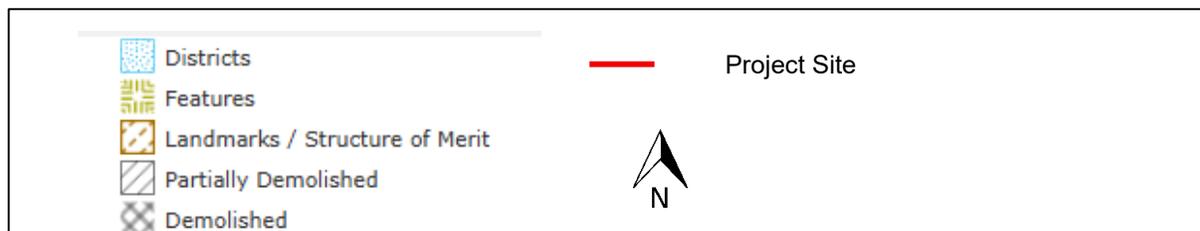
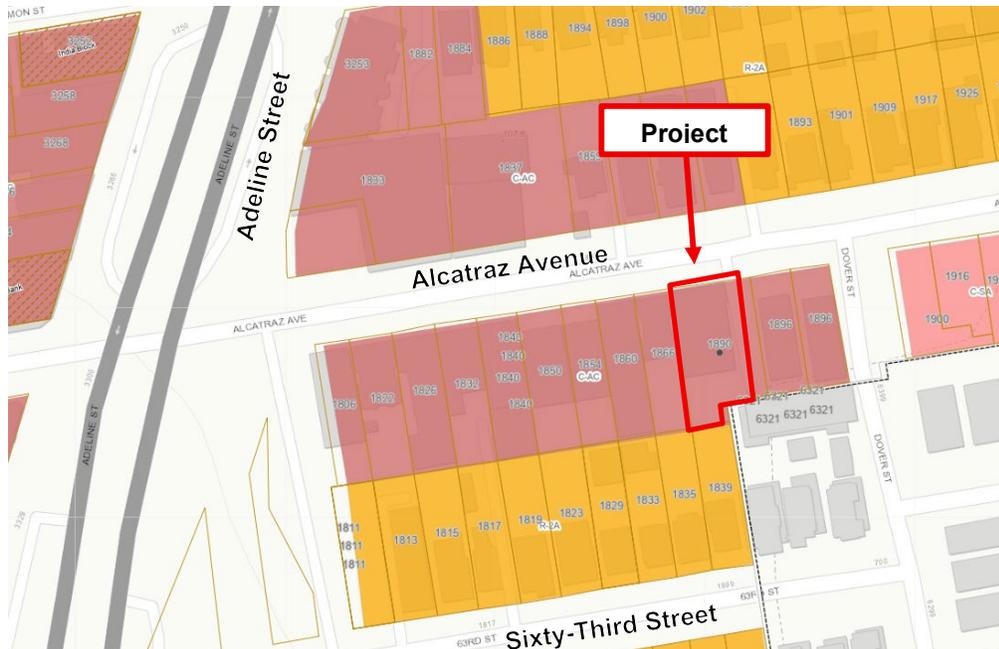


Figure 2: Subject Property, current site conditions, North (Primary) Elevation along Alcatraz Avenue, looking south (Rincon Consultants, 2024)



Figure 3: Subject Property, current site conditions, driveway from Alcatraz Avenue along East Elevation, looking south (Rincon Consultants, 2024)



Figure 4: Subject Property, current site conditions, East Elevation and North (Primary) Elevation along Alcatraz Avenue, looking west (Rincon Consultants, 2024)



IV. Property Description

The following description derives from the information contained in the historic resource evaluation (HRE), as well as the City's land use archives and building permit records. The HRE was prepared by Rincon Consultants on December 27, 2024; please see Attachment 1.

Parcel Description: The Use Permit project site is located in South Berkeley, and consists of an approximately 9,700 square-foot parcel with frontage on the south side of Alcatraz Avenue. A one-story building is located on the northern edge of the property along Alcatraz Avenue (Figure 2). A gated driveway off Alcatraz Avenue runs along the eastern side of the property to a small parking lot and gated courtyard (Figure 3).

Building Description: The building is rectangular in plan with a concrete foundation and is constructed of concrete masonry units (CMU). It has a domed roof and a flat roof extension at the front. The north (primary) elevation has three bays of aluminum-framed storefront windows flanked by tile-clad pilasters. The tile continues under the windows and extends the length of the façade. The roof overhang of the extension is clad in stucco and has square recessed lighting. The building corners are clad in brick (Figure 4).

The east elevation has two entrances, each with a glazed aluminum-framed door. One door is paired with a floor-to-ceiling aluminum-framed window, and the pair along with new framing and stucco cladding appear to have filled in a larger former opening. Both entrances have awnings. There are also four fixed pane aluminum-framed windows. A large seven-paned window along with new framing and stucco siding appear to be infill in a larger former opening.

The south elevation has a third entrance with glazed aluminum framed double doors surrounded by floor-to-ceiling aluminum framed windows. The entrance has an awning and is flanked by two fixed pane windows. There is a small courtyard with a large shady tree behind the building. The courtyard is enclosed by a fence. The west elevation is obscured by the neighboring building.

A description of the building is provided in the HRE, Attachment 1 of this report.

Early Site History & Parcel Development: The building was constructed in 1958 for the Rauch & Monroe store which sold wholesale refrigeration equipment (Berkeley Daily Gazette 1958). The building was designed by the firm George A. Swallow, Architect and W.J. Hubbard and Associates, and built by Rod Morgan (IDA Structural Engineers 2022). The Rauch & Monroe store operated until 1968 when the property and all equipment and supplies were transferred to Arrow-Risco Inc.

In 1972, the property was sold to the City of Berkeley who operated the South Berkeley Model Cities Office from the subject property (Berkeley Daily Gazette January 22, 1972). The South Berkeley Model Cities Office served the community by operating a Community Resources Center for residents to find jobs, housing, and other forms of support and a Young Adult Project program which focused on helping youths in the

South Berkeley community (Berkeley Daily Gazette January 22, 1972 and July 17, 1972). The Model Cities Office operated in the building until 1976 and the Young Adult Program until approximately 1982. The property was subsequently occupied by various health organizations throughout the 1980s.

In 1989, the building was heavily renovated for the Berkeley Adult Health Center, which operated an office from 1989 to 2023. In 1989, all of the original windows and doors were removed and replaced with the existing aluminum-framed fenestration. The north façade was reclad with decorative tile and brickwork, the roof overhang clad in stucco, and recessed square lights installed. Two original larger openings were infilled with new fenestration and new wall framing was clad in stucco, and the roof was replaced. In 2016 the interior was remodeled and the entry landing and entry gate were paved with new concrete.

V. Evaluation of Significance Criteria

Historic Context¹: For the purpose of contextualizing and focusing this discussion of potential historical significance, staff concludes that the period of *potential* significance for the building would have been from 1958 until 1985, from when the building was originally constructed until 40 years prior to this study, in accordance with BMC Section 23.326.070(C). However, since the building is not identified as significant, no period of significance applies.

Owing to the subject building's type, use, and location, this property is linked to a historic context that is best defined as commercial corridor. This evaluation of the property's historical significance analyzes the significance criteria within the theme of commercial development.

Significance Criteria: The subject property is evaluated based on the criteria of the National Register of Historic Places, California Register of Historical Resources and the Landmarks Preservation Ordinance (LPO/BMC 3.24). The existing building is over 50 years old and, therefore, may be considered eligible for listing on the National Register of Historic Places or the California Register of Historical Resources. Because it is more than 40 years old, BMC Section 23C.08.050 requires that the building be evaluated for potential local significance prior to issuance of any demolition entitlement.

In determining the potential significance of this building, the evaluator has analyzed the property's extant features and any associated parties against the criteria of the California Register of Historical Resources (CR) and the LPO/BMC Chapter 3.24. The evaluation concentrates on possible associations with events (CR-1, BMC Sections 3.24.110(A)(2) and (B)(2)), persons (CR-2, BMC Section 3.24.110(A)(4)), architectural design (CR-3, BMC Sections 3.24.110(A)(1)(a-c) and (B)(2)(a and c)), and information/education (CR-4, BMC Section 3.24.110(A)(3)). The results of the consultant's and staff's evaluations are discussed below.

¹ National Register Bulletin #15, Item V: How to Evaluate a Property within its Historic Context (2002); National Register Bulletin #16A. Section III: How to Complete the National Register Registration – Period of Significance (1997).

CR and BMC Criteria:

Events – CR Criterion 1/BMC Criterion for *Historical Value*

The building was constructed in 1958 during the post-World War II decline of South Berkeley and initially served as a typical commercial wholesale store. In the years after the store closed, the neighborhood became the center of the dialogue on race and poverty during the Civil Rights Movement in Berkeley, and the property housed the South Berkeley Model Cities office in 1972. Though the property functioned as a community resource during an era of the Civil Rights Movement in the South Berkeley community, it did not contribute to the movement. The property was subsequently occupied by several non-profit and City-supported health services before being vacated in 2023. The property housed typical commercial uses before being used for community services. Per National Register Bulletin 15, to be associated with historic events a property must be associated with events important to a historic context, and that association must be significant. Since the property is not associated with significant historical events it has not been found to hold historical significance to the City.

Persons – CR Criterion 2/BMC Criterion for *Cultural Value*

Research through newspapers and building permits identified several tenants of the property such as the Rauch & Monroe Store, South Berkeley Model Cities Office, and community services; however, the individuals associated with the businesses and organizations which occupied the property do not appear to be significant in local, state, or national history. The property does not meet CR Criterion 2 or the local register criteria for cultural value because it was not found to be associated with any significant individuals, or significant religious, cultural, governmental, social, and economic developments of the City.

Design – CR Criterion 3/BMC Criteria for *Architectural Merit*

The building was designed by the Richmond-based firm, George A. Swallow, Architect and W.J. Hubbard and Associates who practiced in the Bay Area in the 1950s and 1960s. Research did not identify the firm as master architects for their commercial and institutional properties, which lack architectural elaborations and styling, and are more functional than architecturally significant or innovative. No information related to the work of Rod Morgan suggests significance as a master builder.

The building was significantly altered in 1989 and does not express characteristics of a type, period, or method of construction or architectural style, and it does not possess high artistic value. Lastly, the building does not contribute to the neighborhood fabric as an exceptional architectural example because the overall form is nondescript. Therefore, the subject property does not embody the distinctive characteristics of a type, period, or method of construction, and does not satisfy the criteria for architectural merit.

Information – CR Criterion 4/BMC Criterion *Educational Force*

The evaluation of this property was limited to above ground and did not involve survey or evaluation for the purpose of archaeological information. Further, there have been no recent CA Historical Resource Information System investigation for this parcel or its environs. The property is not likely to yield valuable information that will contribute to our understanding of human history because the property is not and never was the principal

source of important information pertaining to subjects such as mid-20th century commercial buildings. Therefore, the subject property does not satisfy this criterion.

National Register – BMC Criterion *National Register*

The subject property is not listed on the National Register and therefore does not satisfy this criterion.

LPO Criteria for Structure of Merit:

As a potential Structure of Merit (BMC Section 3.24.110.B, Paragraph 2), the subject building does not appear to be worthy of preservation as part of a neighborhood, a block, or a street frontage, or a group of buildings which include City Landmarks because:

- The building, which was built in 1958, is not a contemporary of any nearby City Landmark. The closest Landmark, the Wells Fargo Bank, was constructed in 1910.
- The building is not compatible in size, scale, style, materials, or design with a nearby Landmark.
- The building is not a good example of historical architectural design because it has been significantly altered.

For all of these reasons, the evaluator and staff conclude that the building is not eligible for national, state, or local register listing.

VI. Recommendation

1. **Take No Action.** Staff recommends that the Commission consider the extent to which the building meets (or does not meet) the criteria for designation as a City Landmark or Structure of Merit, and then **Take No Action** to initiate the property for consideration.

Attachment:

1. Historic Resource Evaluation for 1890 Alcatraz Avenue, prepared by Rincon Consultants, 66 Franklin Street Suite 300, Oakland, CA; dated December 27, 2024.

Prepared by: Singeh Saliki, AICP, Senior Planner; ssaliki@berkeleyca.gov, (510) 981-7412

Reviewed by: Allison Riemer, Senior Planner/LPC Secretary; ariemer@berkeleyca.gov, (510) 981-7433



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December 27, 2024
Project No: 23-15178

Evelyn Chan
City of Berkeley
Parks, Recreation & Waterfront Development
1497 Center Street, 5th Floor
Via email: EChan@berkeleyca.gov

**Subject: Historical Resources Evaluation for the African American Holistic Resource Center
1890 Alcatraz Avenue, Berkeley, California 94703**

Dear Ms. Chan:

This letter report was prepared by Rincon Consultants, Inc. (Rincon) for the City of Berkeley Parks, Recreation & Waterfront Development and presents the findings of a Historical Resources Evaluation (HRE) of 1890 Alcatraz Avenue, Berkeley, California (subject property). 1890 Alcatraz Avenue, constructed in 1958, occupies parcel APN 052-1527-024-01 in the residential neighborhood of South Berkeley (Figure 1). The subject property fronts Alcatraz Avenue and is generally surrounded by commercial buildings and single-family residences. The building is currently vacant and is owned by the City of Berkeley.

The purpose of this assessment is to determine if the subject property meets the definition of a historical resource, as defined by Section 15064.5(a) of the California Environmental Quality Act (CEQA) Guidelines. Documented in this technical letter report are the results of the tasks performed by Rincon, specifically archival and background research, a built environment field survey, and the evaluation of the subject property for listing in the National Register of Historic Places (NRHP), California Register of Historical Resources (CRHR), and as a City of Berkeley Landmark and Structure of Merit. All work was completed in accordance with CEQA and applicable local regulations.

Architectural Historian, Ashley Losco, MHP, conducted the archival and background research and is the primary author of this HRE. Architectural Historian, JulieAnn Murphy, MS, provided senior oversight and performed the field survey. Cultural Resources Director Steven Treffers, MHP, reviewed the letter report for quality control. Ms. Losco, Ms. Murphy, and Mr. Treffers meet the Secretary of the Interior's *Professional Qualification Standards* (PQS) for architectural history and history (36 CFR Part 61).



City of Berkeley
1890 Alcatraz Avenue

Figure 1 Project Location



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25-15178 CR
CRFig 2 Project Site



Regulatory Setting

This section includes a discussion of the applicable state and local laws, ordinances, regulations, and standards governing cultural resources, which must be adhered to before and during implementation of the proposed project.

California Environmental Quality Act

As defined in California Public Resources Code (PRC) Section 21084.1, a historical resource is a resource listed in, or determined eligible for listing in, the California Register of Historical Resources (CRHR), a resource included in a local register of historical resources or identified in a historical resources survey pursuant to PRC Section 5024.1(g), or any object, building, structure, site, area, place, record, or manuscript that a lead agency determines to be historically significant. PRC Section 21084.1 also states resources meeting the above criteria are presumed to be historically or cultural significant unless the preponderance of evidence demonstrates otherwise. Resources listed in the National Register of Historic Places (NRHP) are automatically listed in the CRHR and are, therefore, historical resources under CEQA. Historical resources may include eligible built environment resources and archaeological resources of the precontact or historic periods.

According to CEQA, an impact that results in a substantial adverse change in the significance of a historical resource is considered a significant impact on the environment. A substantial adverse change could result from physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of the historical resource would be materially impaired (CEQA Guidelines Section 15064.5 [b][1]). Material impairment is defined as demolition or alteration in an adverse manner [of] those characteristics of a historical resource that convey its historical significance and that justify its inclusion in, or eligibility for inclusion in, the CRHR or a local register (CEQA Guidelines Section 15064.5[b][2][A]).

Generally, a project which is found to comply with the Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings (the Standards) is considered to be mitigated below a level of significance (CEQA Guidelines Section 15126.4 [b][1]). For historical resources of an archaeological nature, lead agencies should also seek to avoid damaging effects where feasible. Preservation in place is the preferred manner to mitigate impacts to archaeological sites; however, data recovery through excavation may be the only option in certain instances (CEQA Guidelines Section 15126.4[b][3]).

National Register of Historic Places

Although the project does not have a federal nexus, properties which are listed in or have been formally determined eligible for listing in the NRHP are automatically listed in the CRHR. The following is therefore presented to provide applicable regulatory context. The NRHP was authorized by Section 101 of the National Historic Preservation Act and is the nation's official list of cultural resources worthy of preservation. The NRHP recognizes the quality of significance in American, state, and local history, architecture, archaeology, engineering, and culture is present in districts, sites, buildings, structures, and objects. Per 36 CFR Part 60.4, a property is eligible for listing in the NRHP if it meets one or more of the following criteria:



- Criterion A** Are associated with events that have made a significant contribution to the broad patterns of our history.
- Criterion B** Are associated with the lives of persons significant in our past.
- Criterion C** Embody the distinctive characteristics of a type, period, or method of installation, 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** Have yielded, or may be likely to yield, information important in prehistory or history.

In addition to meeting at least one of the above designation criteria, resources must also retain integrity. The National Park Service recognizes seven aspects or qualities that, considered together, define historic integrity. To retain integrity, a property must possess several, if not all, of these seven qualities, defined as follows:

- Location** The place where the historic property was constructed or the place where the historic event occurred.
- Design** The combination of elements that create the form, plan, space, structure, and style of a property.
- Setting** The physical environment of a historic property.
- Materials** 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** The physical evidence of the crafts of a particular culture or people during any given period in history or prehistory.
- Feeling** A property's expression of the aesthetic or historic sense of a particular period of time.
- Association** The direct link between an important historic event or person and a historic property.

California Register of Historical Resources

The CRHR was established in 1992 and codified by PRC §§5024.1 and 4852. The CRHR is an authoritative listing and guide to be used by state and local agencies, private groups, and citizens in identifying the existing historical resources of the state and to indicate which resources deserve to be protected, to the extent prudent and feasible, from substantial adverse change (Public Resources Code, 5024.1(a)). The criteria for eligibility for the CRHR are consistent with the NRHP criteria but have been modified for state use in order to include a range of historical resources that better reflect the history of California (Public Resources Code, 5024.1(b)). Unlike the NRHP however, the CRHR does not have a defined age threshold for eligibility; rather, a resource may be eligible for the CRHR if it can be demonstrated sufficient time has passed to understand its historical or architectural significance (California Office of Historic Preservation 2006). Further, resources may still be eligible for listing in the CRHR even if they do not retain sufficient integrity for NRHP eligibility (California Office of Historic Preservation 2006). Generally, the California Office of Historic Preservation recommends resources over 45 years of age be recorded and evaluated for historical resources eligibility (California Office of Historic Preservation 1995:2).

Properties are eligible for listing in the CRHR if they meet one of more of the following criteria:

- Criterion 1** It is associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage.
- Criterion 2** It is associated with the lives of persons important in our past.



Criterion 3 It embodies the distinctive characteristics of a type, period, region or method of installation, or represents the work of an important creative individual, or possesses high artistic values.

Criterion 4 It has yielded or may be likely to yield information important in prehistory or history.

City of Berkeley

Chapter 3.24 of the City of Berkeley Municipal Code, also known as the Landmarks Preservation Ordinance, establishes the Landmarks Preservation Commission (LPC). The LPC maintains a list of structures, sites and areas, including landmarks and historic districts, having a special historical, architectural, or aesthetic interest or value. Criteria for designation are as follows.

- 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:
 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;
 - c) or 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 Section 1 (part), 1985; Ord. 4694-NS Section 3.1, 1974)

Methods

Archival and Background Research

Archival and background research was conducted for this assessment throughout November 2024. Research methodology focused on the review of a variety of primary and secondary source materials relating to the history and development of the subject property. Sources included, but were not limited to historical maps, aerial photographs, newspaper archives, and written histories of the area. The following repositories, publications, and individuals were consulted to determine the historical development of the subject property and identify potential significant historical associations that the property may have:

- Historic aerial photographs accessed via the University of California Santa Barbara (UCSB) Map and Imagery Lab and NETROnline
- Historic United States Geological Survey (USGS) topographic maps
- Archived editions of the *Oakland Tribune* and *Berkeley Daily Gazette* (accessed via newspapers.com)
- Sanborn Fire Insurance Maps accessed through ProQuest through the San Francisco Public Library
- Parcel data made available through the Alameda County Assessor
- Original building permits available through the City of Berkeley Planning and Development Department, Land Use Division

Field Survey

Rincon Architectural Historian JulieAnn Murphy conducted a built environment survey of the subject property on November 14, 2024. The purpose of the field survey was to identify and photograph the built environment resources located on the subject property. Ms. Murphy performed a visual inspection of the building on the subject property, taking note of its overall condition and integrity and identifying its potential character-defining features. Ms. Murphy documented the field survey using field notes and digital photographs. The property was recorded and evaluated for historical resources eligibility on DPR series forms, which are included in Attachment A and summarized below.

Architectural Description

1890 Alcatraz Avenue (subject property) is a 0.215-acre property, APN 052-1527-024-01, situated on the south side of Alcatraz Avenue in South Berkeley. The property includes one building, a small courtyard, and a paved driveway and parking lot. The property is currently vacant but was most recently occupied by the Berkeley Adult Health Center.



City of Berkeley
1890 Alcatraz Avenue

Constructed in 1958, the building sits at the northern edge of the property along Alcatraz Avenue abutting the neighboring property to the west (Figure 2). The gated driveway runs along the eastern side of the property to a small parking lot and gated courtyard (Figure 3).

The building is rectangular in plan with a concrete foundation and is constructed of concrete masonry units (CMU). The building has a domed roof and a flat roof extension at the front of the building: the form and plan are from 1958 but the fenestration, lighting, and tile cladding date to a 1989 renovation. The north (primary) elevation within the flat-roof extension portion of the building has three bays of aluminum-framed storefront windows flanked by pilasters clad in tile. The tile continues under the windows extending the length of the façade. The overhang roof of the extension is clad in stucco with square recessed lighting. The corners are clad in brick (Figure 4).

The east elevation has two entrances, each with a glazed aluminum-framed door. One door is paired with a floor-to-ceiling aluminum framed window, and the pair along with new framing and stucco cladding appear to have filled in a larger former opening. Both entrances are covered by awnings. Additionally, the east elevation features four fixed pane aluminum framed windows and a large seven-paned window along with new framing and stucco siding appear to be infill in a larger former opening (Figure 5).

The south elevation has a third entrance with glazed aluminum framed double doors surrounded by floor-to-ceiling aluminum framed windows covered by an awning (Figure 6). The entrance is flanked by two fixed pane windows. This area is enclosed by a fence, creating a small courtyard with a large shady tree. The west elevation is obscured by the neighboring building.

Figure 2 1890 Alcatraz Avenue North and East Elevations, View South





City of Berkeley
1890 Alcatraz Avenue

Figure 3 1890 Alcatraz Avenue Driveway along East Elevation, View South



Figure 4 North (Primary) and East Elevations of Extension Along Alcatraz Avenue, View West





City of Berkeley
1890 Alcatraz Avenue

Figure 5 East and South Elevations, View Northwest



Figure 6 South Elevation and Enclosed Courtyard, View North





Historical Context

Local Historical Context

As noted above, 1890 Alcatraz Avenue is in the South Berkeley neighborhood, which extends from Dwight Way to the city's border with Oakland, between Telegraph Avenue to the east and San Pablo Avenue to the west. The following section is provided to place the subject property within its larger historical context.

During its founding years, Berkeley owed much of its initial development to its proximity to regional transportation routes, emerging commercial and industrial centers, and the establishment of the University of California, Berkeley. Through the late nineteenth century, Berkeley remained a small town with emerging neighborhoods and commercial corridors, in particular along San Pablo and University Avenues, ringed by agricultural uses on the city periphery. The 1906 San Francisco Earthquake and Fire caused widespread displacement and an exodus out of San Francisco to East Bay cities like Berkeley and Oakland, including the South Berkeley neighborhood (City of Berkeley 2020).

This population influx had an enormous impact upon the city and was marked by commercial and residential construction that transformed many of the remaining open areas in Berkeley into bustling neighborhoods and business districts (JRP 2005:45-47). Alcatraz Avenue developed as a commercial corridor characterized by one-and two-block storefronts. Alcatraz Avenue intersects Adeline Avenue nearby to the west, which also developed as a major commercial corridor through South Berkeley (Sanborn Fire Insurance Company 1911). The smaller streets south of Alcatraz Avenue developed with revival style bungalows, popular throughout the area during that time.

Through the first half of the twentieth century a combination of banking and real estate industry practices and government policies enforced residential segregation in Berkeley. Grove Street (now Martin Luther King, Jr. Way) became the unofficial dividing line between white and non-white Berkeley. By the 1920s, the neighborhood west of Grove Street was home to a growing number of African American and Japanese-American residents. As documented by the Home Owners' Loan Corporation (HOLC) in the 1930s, the racial division was made official when the area west of Grove Street was "redlined," due to its majority-non-white population (Mapping Inequality 2021). The area surrounding the subject property was categorized "Yellow: Definitely Declining" due to "the infiltration of minority groups" but with favorable influences including local and San Francisco transportation, school and local shopping districts (Mapping Inequality 2021).

During and after World War II, many African Americans continued to move to South Berkeley, attracted by both the growth in jobs relating to the war effort and the area's reputation as an established African American community. Concurrently, the area's Japanese and Japanese American population declined as they were forced to relocate to internment camps throughout the country. Due to the racist practices of the HOLC and suburbanization, South Berkeley lacked the financial support from local banks and civil support from the local government and began to decline (Rincon Consultants 2019). In the 1960s and 1970s, the Civil Rights Movement was present in South Berkeley. Residents such as William Byron Rumford and Mable Howard fought for civil rights at the national and local levels (Rincon Consultants 2019).

As the country began a dialogue on race and poverty in the United States in the 1960s and due to the poverty and inherent racism faced in South Berkeley, the community was chosen as one of several cities to join the Model Cities Program. The program was one of the Great Society programs of Johnson's



agenda for Congress in 1965, which included aid to education, attack on disease, Medicare, urban renewal, beautification, conservation, development of depressed regions, the fight against poverty, control and prevention of crime and delinquency, and removal of obstacles to the right to vote (obamawhitehouse.archives.gov). Enacted by legislation adopted in 1966, the Model Cities Program was designed to encourage development in areas suffering from social, economic, and physical problems highlighted by the Civil Rights Movement (City Demonstration Agency 1971).

The program was managed by the U.S. Department of Housing and Urban Development (HUD) which distributed guidance and grants to each of the contributing cities. Berkeley was one of these cities, and South Berkeley was the designated Model Cities Neighborhood Area due to “high degrees of deteriorated housing, ill-health, high rates of unemployment, and both institutional and structural racism” (City Demonstration Agency 1971). The South Berkeley Model Cities Neighborhood Council was incorporated in 1969 and made up of members of the South Berkeley neighborhood. They received a grant of \$127,000 from HUD in 1970 to plan their Model Cities Program and create a City Comprehensive Demonstration Plan (City Demonstration Agency 1971).

Though the program called for “widespread citizen participation,” its comprehensive approach led to administrative, organizational, fiscal and strategic shortcomings that ultimately resulted in it being shut down in 1976 (Freidan and Kaplan 1977).

A casualty of being one of the first models of Great Society programs, and lauded as a failure in its immediate aftermath, it has more recently been recognized as helping to accelerate entry of minorities into the formal political process, a process that had already begun in Berkeley in years prior (Wood 1990). Frances Albrier, an African American woman originally from Alabama, ran for City Council in 1939. Though Albrier’s bid was unsuccessful, Berkeley saw its first African American City Council member when Warren Widener was elected in 1969 (Hussain 2018). While the Model Cities Program was struggling, other community-led initiatives were successful.

In the 1960s and 1970s, the San Francisco Bay Area Rapid Transit District (BART) planned an elevated line down the Adeline Corridor that would connect Berkeley to San Francisco. The community, led by Mable Howard, protested the design as they argued it would physically divide the mostly African American neighborhood of South Berkeley from the mostly white neighborhood to the east. The community’s protests were successful and the BART line was constructed as a subway (City of Berkeley 2020).

The South Berkeley community continued to successfully advocate and organize around issues that were important to their residents. The Berkeley Flea Market and the South Berkeley Farmers’ Market were established in the 1970s and continue to thrive today. In the 2000s, the Ed Roberts Campus opened, which provided housing for individuals with disabilities. New multi-family housing has been constructed throughout the neighborhood, and local businesses and arts organizations have become an intrinsic part of the community (Rincon Consultants 2019).

Site History

In 1936, before the construction of the subject property, the site was owned by Anna M. Pearson and developed with a service station consisting of two buildings at the corner of Alcatraz Avenue and Dover Street for Milage Gas Company; the western portion where the extant building is today was undeveloped at the time (City of Berkeley 1936). In 1945, Milage Gas Company constructed a metal storeroom behind the then extant service station buildings, and by 1954 the property was occupied by



City of Berkeley
1890 Alcatraz Avenue

Associated Oil (City of Berkeley 1945). The buildings are depicted in the 1951 update of the 1911 Sanborn Fire Insurance Map which shows the gas station addressed as “1890 Alcatraz Avenue” with three buildings at the corner and a vacant portion on the western end (Sanborn Fire Insurance Company 1911).

In 1958, the property was split, and the western portion (subject property) was purchased by Jess E. Rauch and James O. Monroe who constructed the extant building for the Rauch & Monroe store which sold wholesale refrigeration equipment (*Berkeley Daily Gazette* 1958; City of Berkeley 1958). The store was designed by the firm George A. Swallow, Architect and W. J. Hubbard and Associates and was constructed by Rod Morgan (IDA Structural Engineers 2022). A 1958 aerial confirms the construction of the extant building at the subject property; the building appeared as it does today with domed roof and one-story extension along Alcatraz Avenue (NETR Online 2024). 1890 Alcatraz Avenue operated as the Rauch & Monroe store until 1968 when the property and all equipment and supplies were transferred to Arrow-Risco Inc. (*Berkeley Daily Gazette* 1968).

In 1972, the property was sold to the City of Berkeley who operated the South Berkeley Model Cities Office from the subject property (*Berkeley Daily Gazette* January 22, 1972). The South Berkeley Model Cities Office served the community by operating a Community Resources Center for residents to find jobs, housing, and other forms of support and a Young Adult Project program which focused on helping youths in the South Berkeley community (*Berkeley Daily Gazette* January 22, 1972 and July 17, 1972). The office also opened an anti-hypertension office as part of the Community High Blood Pressure Control Program to support the health needs of the community (*Oakland Tribune* April 18, 1974).

The Model Cities Program encouraged residents to participate in community affairs and advocate for their rights within Berkeley, but was challenged with balancing federal involvement from the beginning. The broad concept of the program coupled with insufficient funding created unrealistic expectations within the communities who hoped the program would quickly end poverty (City Demonstration Agency 1971). Additionally, HUD provided strict guidelines that prevented the program from being truly community-led and contributions envisioned from other federal agencies never materialized. For example, HUD required the election of board members. By 1972, however, the Berkeley Model Cities Board was selecting its own members (*Berkeley Daily Gazette* November 2, 1972). In an effort to resolve the administrative shortcomings, the City Manager of Berkeley hired a consultant to help “bring the program together” in 1972 which also proved ineffective (*Berkeley Daily Gazette* April 1, 1972). In Berkeley, it appears that the program suffered in similar ways to programs in other cities that struggled with its lofty goals, competing interests, and lack of resources. A 1973 article describing mismanagement of a Model Cities-backed housing development included a statement from the City Attorney that, “If I had to assign a number to it, I would say there are no less than 1,000 legal problems involved” (*Berkeley Daily Gazette* 1973). A year later the program appears to have continued to struggle with a representative of local community group, South Berkeley Dispossessed Developers, stating that the “community is fed up with the Model Cities Board” (*Berkeley Daily Gazette* 1974). The cumulating challenges led to low community involvement.

By the mid-1970s, the Model Cities Program lost support from Congress and the public. In 1973, President Nixon suspended funding for the program, and in 1974 canceled the program completely. The South Berkeley Model Cities Office was first scaled back in 1974 then completely disbanded by 1976 and vacated the subject property (*Berkeley Daily Gazette* July 6, 1974). The Young Adult Program continued to occupy the subject property until approximately 1982. The property was subsequently occupied by various health organizations through the 1980s (*Berkeley Daily Gazette* 1982).



City of Berkeley
 1890 Alcatraz Avenue

In 1989, the building was heavily renovated for the Berkeley Adult Health Center, which occupied the office from 1989 to 2023. In 1989, all of the original windows and doors were removed and replaced with the extant aluminum-framed fenestration. The north façade was overhauled with decorative tile and brickwork, roof overhang clad in stucco, and recessed square lights installed. Two original larger openings were infilled with new fenestration and new wall framing clad in stucco, and the roof was replaced. In 2016 the interior was remodeled and the entry landing and entry gate were paved with new concrete. See Table 1 for a full list of occupants of 1890 Alcatraz Avenue.

Table 1 1890 Alcatraz Avenue Occupancy History

Date	Property Owners/Tenants	Source
1936-1954	Anna M. Pearson (Owner) Milage Gas Company (Tenant)	City of Berkeley Building Permit - 1936
1954-1958	Anna M. Pearson (Owner) Associated Oil (Tenant)	City of Berkeley Building Permit - 1954
1958-1968	Rauch & Monroe Store (Owner and Tenant)	City of Berkeley Building Permit - 1958 <i>Berkeley Daily Gazette</i>
1972-1976	City of Berkeley (Owner) South Berkeley Model Cities Office (Tenant) Community Resources Center (Tenant)	<i>Berkeley Daily Gazette</i> City of Berkeley 1977
1972-1982	City of Berkeley (Owner) Young Adult Project (Tenant)	<i>Berkeley Daily Gazette</i> City of Berkeley 1977
1983	City of Berkeley (Owner) Berkeley Health Department (Tenant)	<i>Berkeley Daily Gazette</i>
1988	City of Berkeley (Owner) BALDCO (Tenant)	<i>The San Francisco Examiner</i>
1989	City of Berkeley (Owner) Berkeley West Oakland Heath Center (Tenant)	City of Berkeley 1989b
1989 - Present	City of Berkeley (Owner) Adult Day Health Care Center (also referred to as Berkeley Adult Health Center; Tenant)	City of Berkeley 1989b <i>Oakland Tribune</i> Google Maps

George A. Swallow, Architect and W. J. Hubbard and Associates

1890 Alcatraz Avenue was designed by the architectural firm George A. Swallow, Architect and W. J. Hubbard and Associates. George Albert Swallow was born in 1925 in Illinois and graduated from the University of Minnesota with a degree in architecture in 1945 (Legacy.com 2024). Swallow moved to California in 1951 and received his architecture license in 1952 (DCA 2024). Winton J. Hubbard was born in 1922 in Minnesota and moved to California in the 1950s to work as a draftsman; Hubbard never received his license as an architect (Ancestry.com 2024). By approximately 1955, Swallow and Hubbard



City of Berkeley
1890 Alcatraz Avenue

formed George A. Swallow, Architect and W.J. Hubbard and Associates and practiced in the Bay Area from their base in Richmond. Their early designs consisted of hospitals, churches, and commercial buildings including the subject property in 1958.

By the mid-1960s, they moved into designing single-family tract homes and multi-family apartment buildings and were known for their innovative home designs. One such project was Portola Park, a single-family tract in El Cerrito which was identified as the “Idea Home of 1962” by Pacific Gas & Electric and displayed new products and home designs (*Oakland Tribune* 1962). They also designed three homes in El Sobrante without foundations that “hovered” over the ground (*Stockton Evening and Sunday Record* June 6, 1964). Within the multi-family housing realm, they designed garden courts or dingbats typically with decorative breezeblocks along the façade and open patios; examples include 407 and 411 Cornell Avenue in Albany (*The Independent* August 14, 1964). The firm dissolved in 1968, and Swallow continued to practice as an architect at his own firm, and Hubbard moved into business management and worked with the Richmond Business Association (*The Independent* May 21, 1968).

Historical Resources Evaluation

1890 Alcatraz Avenue was recorded and evaluated for listing in the National Register of Historic Places (NRHP), California Register of Historical Resources (CRHR), and as a local City of Berkeley Landmark and Structure of Merit and is recommended ineligible for listing in the NRHP, CRHR, and as a local City of Berkeley Landmark and Structure of Merit under all criteria for a lack of architectural or historical significance.

NRHP and CRHR Evaluation

1890 Alcatraz Avenue was constructed in 1958 during the post-World War II decline of South Berkeley and initially served as a typical commercial wholesale store. In the years after the store closed, the neighborhood became the center of the dialogue on race and poverty during the Civil Rights Movement in Berkeley, and the property housed the South Berkeley Model Cities office in 1972. Though the property functioned as a community resource during an era of the Civil Rights Movement in the South Berkeley community, it did not contribute to the movement or appear to meaningfully spur entry of minorities into the formal political process as perhaps seen in other cities’ programs. Additionally, other community-led activism from this period in South Berkeley is better illustrated by other initiatives, like the effort to underground the Ashby BART station. The property did not ultimately play an important role in the development or history of South Berkeley. The Model Cities Program was unsuccessful largely due to its vast scope and underfunding, and was shut down in 1976. The property was subsequently occupied by a number of non-profit and City-supported health services before being vacated in 2023. The property housed typical commercial use before being used for a number of community services. It is not, however, associated with events or a pattern of events that made significant contributions to the city, state, or nation. It, therefore, is recommended ineligible for listing in the NRHP and CRHR under Criteria A/1.

Research through newspapers and building permits identified several tenants of the subject property such as the Rauch & Monroe Store, South Berkeley Model Cities Office, and community services; however, the individuals associated with the businesses and organizations which occupied the property do not appear to be significant in local, state, or national history. It is recommended ineligible for listing in the NRHP and CRHR under Criteria B/2.



City of Berkeley
1890 Alcatraz Avenue

Due largely to substantial alterations in 1989, 1890 Alcatraz Avenue does not express characteristics of a type, period, or method of construction or architectural style, and it does not possess high artistic value. 1890 Alcatraz Avenue was designed by Richmond-based firm, George A. Swallow, Architect and W.J. Hubbard and Associates who practiced in the Bay Area in the 1950s and 1960s. Though their later residential design work may be innovative and worthy of additional scholarship, research did not identify the firm as master architects for their commercial and institutional properties which lack architectural elaborations and styling and are more functional than architecturally significant or innovative, such as the subject property. No information related to the work of Rod Morgan suggests significance as a master builder. The property is recommended ineligible for listing in the NRHP and CRHR under Criteria C/3.

The property is not likely to yield valuable information that will contribute to our understanding of human history because the property is not and never was the principal source of important information pertaining to subjects such as mid-20th century commercial buildings. Therefore, the subject property is recommended ineligible for listing in the NRHP and CRHR under Criteria D/4.

City of Berkeley Landmark Evaluation

As stated above, 1890 Alcatraz Avenue lacks architectural merit. It was not the first, last, only or most significant architectural property of its type in the region (Criteria 1.a) nor was it a prototype or outstanding example 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, as discussed in detail above (Criteria 1.b). The property is not an architectural example worth preserving for the exceptional values it added as part of the neighborhood fabric (Criteria 1.c); therefore, it is recommended ineligible for listing as a local landmark under Criterion 1.

As stated in the NRHP and CRHR evaluation, the subject property was occupied by the South Berkeley Model Cities Office from 1972 to approximately 1976 when the program ended. 1890 Alcatraz Avenue is not significant within the context of South Berkeley's cultural and social development. The property did not significantly contribute to the Civil Rights Movement in South Berkeley and there is no evidence to suggest it was otherwise important to history. Therefore, it is recommended ineligible for listing as a local landmark under Criterion 2.

Under Criterion 3, the property does not have educational value. Preserving the site would not be useful as an educational force; therefore, it is recommended ineligible for listing as a local landmark under Criterion 3.

As stated under Criteria 2, the property is not a significant example of a property that expresses the history of Berkeley, the county, state, or nation. It is recommended ineligible for listing as a local landmark under Criterion 4.

The property is not eligible under Criterion 5 because it is not currently listed on the NRHP.

City of Berkeley Structure of Merit Evaluation

Under Criterion 1 the property is not eligible for a landmark, but it is also ineligible as part of a neighborhood, a block or a street frontage, or as part of a group of buildings which includes landmarks. The closest landmark is 630 feet west of the subject property on a separate block and across Adeline Street - 3286 Adeline Street, the Wells Fargo Bank South Berkeley. The properties developed during



City of Berkeley
1890 Alcatraz Avenue

separate historic eras and reflect different architectural styles. 1890 Alcatraz Avenue is recommended ineligible for listing as a structure of merit under Criterion 1.

Under Criterion 2, the property is not a contemporary structure with (a.1) a designated landmark within its neighborhood, block, street frontage, or group of buildings, nor (a.2) an historic period or event of significance to the City, or to the structure's neighborhood, block, street frontage, or group of buildings. The structure is not compatible in size, scale, style, materials or design with a designated landmark structure within its neighborhood, block, street frontage, or group of buildings (b). The structure is not a good example of architectural design (c). The structure does not have historical significance to the City and/or to the structure's neighborhood, block, street frontage, or group of buildings (d). 1890 Alcatraz Avenue is recommended ineligible for listing as a local structure of merit under Criterion 2.

Conclusions

As a result of this study, the subject property at 1890 Alcatraz Avenue, known as the Berkeley Adult Day Health Center does not appear eligible for federal, state, or local designation and is not considered a historical resource for the purposes of CEQA. Should you have any questions concerning this study, please contact me at 619-841-2116 or at alosco@rinconconsultants.com.

Sincerely,

Rincon Consultants, Inc.

Handwritten signature of Ashley Losco in black ink.

Ashley Losco
Architectural Historian

Handwritten signature of JulieAnn Murphy in black ink.

JulieAnn Murphy
Architectural Historian Project Manager

Handwritten signature of Steven Treffers in black ink.

Steven Treffers, M.H.P.
Architectural History Program Manager

Attachment A: Series 523 DPR Forms



City of Berkeley
1890 Alcatraz Avenue

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Attachment A

DPR Forms

State of California - The Resources Agency DEPARTMENT OF PARKS AND RECREATION PRIMARY RECORD	Primary # HRI #
	Trinomial NRHP Status Code
Other Listings Review Code	Reviewer Date

Page 1 of 11

*Resource Name or #: 1890 Alcatraz Avenue

P1. Other Identifier: N/A

*P2. Location: Not for Publication Unrestricted

*a. County Alameda and

*b. USGS 7.5' Quad Oakland West, Calif. Date 1993 T01S; R04W; S14

c. Address 1890 Alcatraz Avenue City Berkeley Zip 94703

d. UTM: Zone 10S, 564259.04 mE/ 4189291.16 mN

e. Other Locational Data: Alameda County Assessor's Parcel Number (APN) 052-1527-024-01

*P3a. Description: 1890 Alcatraz Avenue (subject property) is a 0.215-acre property, APN 052-1527-024-01, situated on the south side of Alcatraz Avenue in South Berkeley. The property includes one building, a small courtyard, and a paved driveway and parking lot. The property is currently vacant but was most recently occupied by the Berkeley Adult Health Center

Constructed in 1958, the building sits at the northern edge of the property along Alcatraz Avenue abutting the neighboring property to the west.. The gated driveway runs along the eastern side of the property to a small parking lot and gated courtyard. The building is rectangular in plan with a concrete foundation and is constructed of concrete masonry units (CMU). The building has a domed roof and a flat roof extension at the front of the building: the form and plan are from 1958 but the fenestration, lighting, and tile cladding date to a 1989 renovation. The north (primary) elevation within the flat-roof extension portion of the building has three bays of aluminum-framed storefront windows flanked by pilasters clad in tile. The tile continues under the windows extending the length of the façade. The overhang roof of the extension is clad in stucco with square recessed lighting. The corners are clad in brick. *Continued on Page 3 of the Continuation Sheet.*

*P3b. Resource Attributes: HP14. Government Building

*P4. Resources Present: Building Structure Object Site District Element of District Other

P5a. Photograph or Drawing



P5b. Description of Photo:

Photo 1: 1890 Alcatraz Avenue North and East Elevations, View South

P6. Date Constructed/Age and

Source: Historic Prehistoric Both
 1958 (City of Berkeley 1958)

*P7. Owner and Address:

City of Berkeley

*P8. Recorded by:

JulieAnn Murphy and Ashley Losco
 Rincon Consultants Inc.
 66 Franklin Street, Suites 352 and 357
 Oakland, CA 94607

*P9. Date Recorded: 11/14/2024

*P10. Survey Type: Pedestrian

*P11. Report Citation: A. Losco, J. Murphy, S. Treffers. 2024. *Historical Resources Evaluation for*

the African American Holistic Resource Center 1890 Alcatraz Avenue, Berkeley, California 94703. Rincon Project No. 23-15178. On file with the Northwest Information Center.

*Attachments: NONE Location Map Continuation Sheet Building, Structure, and Object Record
 Archaeological Record District Record Linear Feature Record Milling Station Record Rock Art Record
 Artifact Record Photograph Record Sketch Map Other (List):

State of California - The Resources Agency
DEPARTMENT OF PARKS AND RECREATION
BUILDING, STRUCTURE, AND OBJECT RECORD

Primary #
HRI#

Page 2 of 11

***NRHP Status Code** 6Z

***Resource Name or #** 1890 Alcatraz Avenue

- B1. Historic Name: Rauch & Monroe Store; South Berkeley Model Cities Office
- B2. Common Name: Berkeley Adult Health Center; 1890 Alcatraz Avenue
- B3. Original Use: Commercial
- B4. Present Use: Vacant

***B5. Architectural Style:** Vernacular

***B6. Construction History:**

1936 – Construction of service station (two buildings) at corner of Alcatraz Avenue and Dover Street for Mileage Gas Company (City of Berkeley 1936)

1945 – Construction of storeroom behind existing service station buildings (City of Berkeley 1945)

1958 – Parcels split, and undeveloped western portion developed with extant building by Rod Morgan with designs from the architectural firm George A. Swallow and W.J. Hubbard and Associates (IDA Structural Engineers 2022; City of Berkeley 1958)

1972 – New roofing installed (City of Berkeley 1972)

1989 – Alterations to façade along Alcatraz Avenue by Jack B. Byars of Dommer & Byars Architect & Planners; new roofing (IDA Structural Engineers 2022; City of Berkeley 1989a)

2016 – Interior remodeling by the owner, the City of Berkeley, some exterior including paving entry landing and entry gate (City of Berkeley 2024)

***B7. Moved?** No Yes Unknown **Date:** N/A **Original Location:** N/A

***B8. Related Features:** N/A

B9a. Architect: George A. Shallow, Architect and W. J. Hubbard and Associates

b. Builder: Rod Morgan

***B10. Significance: Theme** Commercial Development South Berkeley

Area: Berkeley

Period of Significance N/A

Property Type Institutional

Applicable Criteria N/A

Historic Context

South Berkeley

As noted above, 1890 Alcatraz Avenue is in the South Berkeley neighborhood, which extends from Dwight Way to the city’s border with Oakland, between Telegraph Avenue in the east and San Pablo Avenue in the west. The following section is provided to place the subject property within its larger historical context.

During its founding years, Berkeley owed much of its initial development to its proximity to regional transportation routes, emerging commercial and industrial centers, and the establishment of the University of California, Berkeley. Through the late nineteenth century, Berkeley remained a small town with emerging neighborhoods and commercial corridors, in particular along San Pablo and University Avenues, ringed by agricultural uses on the city periphery. The 1906 San Francisco Earthquake and Fire caused widespread displacement and an exodus out of San Francisco to East Bay towns like Berkeley and Oakland, including to the South Berkeley neighborhood (City of Berkeley 2020).

Continued on Page 3 of the Continuation Sheet.

B11. Additional Resource Attributes: N/A

***B12. References:** See Pages 8-10 on the Continuation Sheet.

B13. Remarks: N/A

***B14. Evaluator:** Ashley Losco, Rincon Consultants, Inc.

***Date of Evaluation:** 11/6/2024

(This space reserved for official comments.)



State of California - The Resources Agency
DEPARTMENT OF PARKS AND RECREATION
LOCATION MAP

Primary #
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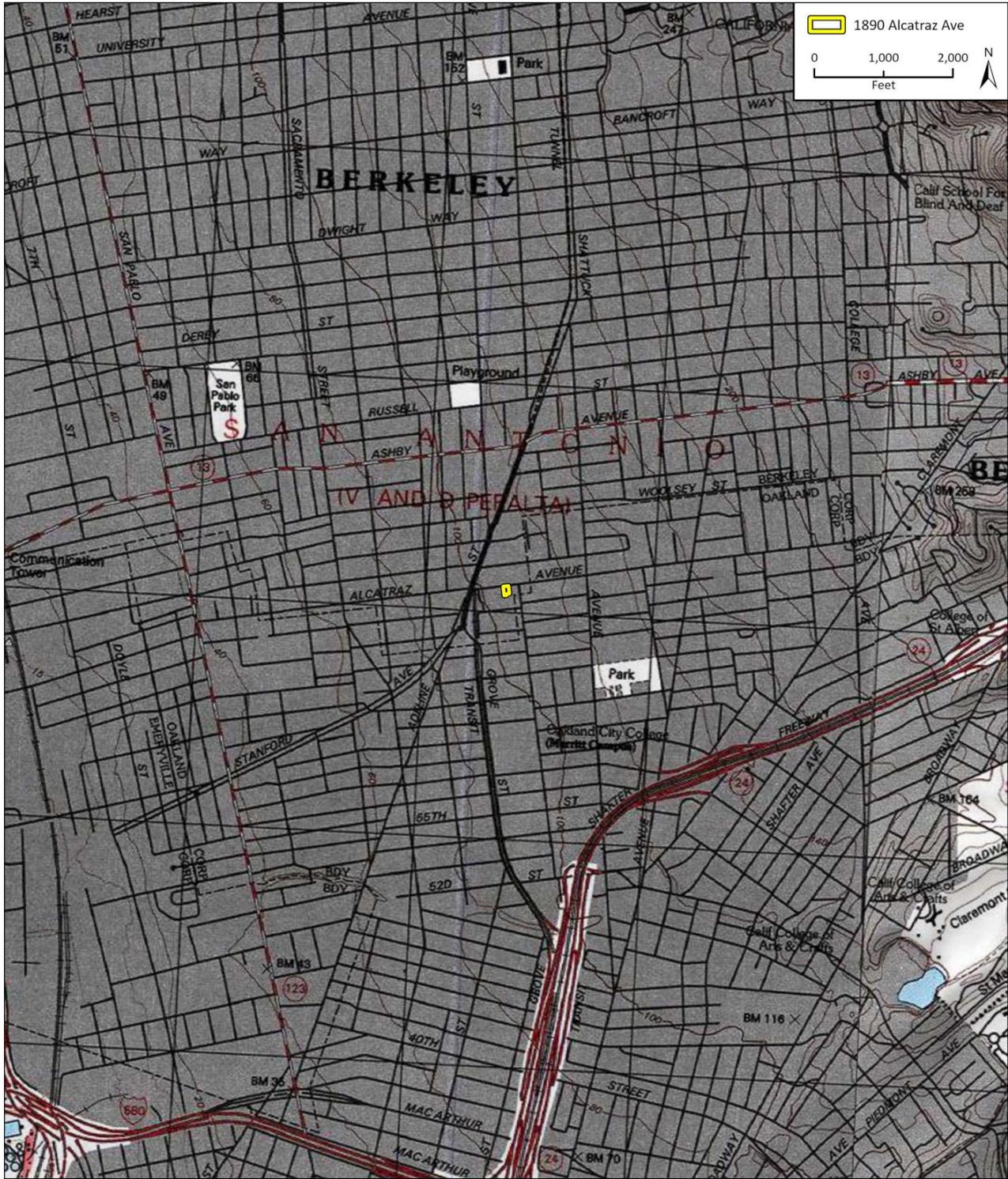
Page 3 of 11

*Map Name: *Oakland West, California*

*Scale: 1:24,000

*Resource Name or # 1890 Alcatraz Avenue

*Date of map: 1993



State of California - The Resources Agency
DEPARTMENT OF PARKS AND RECREATION
CONTINUATION SHEET

Primary#
HRI #
Trinomial

Page 4 of 11

*Resource Name or # 1890 Alcatraz Avenue

*Recorded by: Ashley Losco, Rincon Consultants, Inc.

*Date: 11/6/2024

Continuation Update

***P5a. Description (Continued from Page 1):**

The east elevation has two entrances, each with a glazed aluminum-framed door. One door is paired with a floor-to-ceiling aluminum framed window, and the pair along with new framing and stucco cladding appear to have filled in a larger former opening. Both entrances are covered by awnings. Additionally, the east elevation features four fixed pane aluminum framed windows and a large seven-paned window along with new framing and stucco siding appear to be infill in a larger former opening.

The south elevation has a third entrance with glazed aluminum framed double doors surrounded by floor-to-ceiling aluminum framed windows covered by an awning. The entrance is flanked by two fixed pane windows. This area is enclosed by a fence, creating a small courtyard with a large shady tree. The west elevation is obscured by the neighboring building.



Photo 2: Paved Driveway along Eastern Portion of Property, View South



Photo 3: North (Primary) and East Elevations of Extension Along Alcatraz Avenue, View West



Photo 4: East and South Elevations, View Northwest



Photo 5: South Elevation and Enclosed Courtyard, View North

***B10. Significance (Continued from Page 3):**

This population influx had an enormous impact upon the city and was marked by commercial and residential construction that transformed many of the remaining open areas in Berkeley into bustling neighborhoods and business districts (JRP 2005:45-47). Alcatraz Avenue developed as a commercial corridor characterized by one-and two-block storefronts. Alcatraz Avenue intersects Adeline Avenue nearby to the west, which also developed as a major commercial corridor through South Berkeley (Sanborn Fire Insurance Company 1911). The smaller streets south of Alcatraz Avenue developed with revival style bungalows, popular throughout the area during that time.

State of California - The Resources Agency
DEPARTMENT OF PARKS AND RECREATION
CONTINUATION SHEET

Primary#
HRI #
Trinomial

Page 5 of 11

*Resource Name or # 1890 Alcatraz Avenue

*Recorded by: Ashley Losco, Rincon Consultants, Inc.

*Date: 11/6/2024

Continuation Update

Through the first half of the twentieth century a combination of banking and real estate industry practices and government policies enforced residential segregation in Berkeley. Grove Street (now Martin Luther King, Jr. Way) became the unofficial dividing line between white and non-white Berkeley. By the 1920s, the neighborhood west of Grove Street was home to a growing number of African American and Japanese-American residents. As documented by the Home Owners' Loan Corporation (HOLC) in the 1930s, the racial division was made official when the area west of Grove Street was "redlined," due to its majority-non-white population (Mapping Inequality 2021). The area surrounding the subject property was categorized "Yellow: Definitely Declining" due to "the infiltration of minority groups" but with favorable influences including local and San Francisco transportation, school and local shopping districts (Mapping Inequality 2021).

During and after World War II, many African Americans continued to move to South Berkeley, attracted by both the growth in jobs relating to the war effort and the area's reputation as an established African American community. Concurrently, the area's Japanese and Japanese American population declined as they were forced to relocate to internment camps throughout the country. Due to the racist practices of the HOLC and suburbanization, South Berkeley lacked the financial support from local banks and civil support from the local government and began to decline (Rincon Consultants 2019). In the 1960s and 1970s, the Civil Rights Movement was present in South Berkeley. Residents such as William Byron Rumford and Mable Howard fought for civil rights at the national and local levels (Rincon Consultants 2019).

As the country began a dialogue on race and poverty in the United States in the 1960s and due to the poverty and inherent racism faced in South Berkeley, the community was chosen as one of several cities to join the Model Cities Program. The program was one of the Great Society programs of Johnson's agenda for Congress in 1965, which included aid to education, attack on disease, Medicare, urban renewal, beautification, conservation, development of depressed regions, the fight against poverty, control and prevention of crime and delinquency, and removal of obstacles to the right to vote (obamawhitehouse.archives.gov). Enacted by legislation adopted in 1966, the Model Cities Program was designed to encourage development in areas suffering from social, economic, and physical problems highlighted by the Civil Rights Movement (City Demonstration Agency 1971).

The program was managed by the U.S. Department of Housing and Urban Development (HUD) which distributed guidance and grants to each of the contributing cities. Berkeley was one of these cities, and South Berkeley was the designated Model Cities Neighborhood Area due to "high degrees of deteriorated housing, ill-health, high rates of unemployment, and both institutional and structural racism" (City Demonstration Agency 1971). The South Berkeley Model Cities Neighborhood Council was incorporated in 1969 and made up of members of the South Berkeley neighborhood. They received a grant of \$127,000 from HUD in 1970 to plan their Model Cities Program and create a City Comprehensive Demonstration Plan (City Demonstration Agency 1971).

Though the program called for "widespread citizen participation," its comprehensive approach led to administrative, organizational, fiscal and strategic shortcomings that ultimately resulted in it being shut down in 1976 (Freidan and Kaplan 1977).

A casualty of being one of the first models of Great Society programs, and lauded as a failure in its immediate aftermath, it has more recently been recognized as helping to accelerate entry of minorities into the formal political process, a process that had already begun in Berkeley in years prior (Wood 1990). Frances Albrier, an African American woman originally from Alabama, ran for City Council in 1939. Though Albrier's bid was unsuccessful, Berkeley saw its first African American City Council member when Warren Widener was elected in 1969 (Hussain 2018). While the Model Cities Program was struggling, other community-led initiatives were successful.

In the 1960s and 1970s, the San Francisco Bay Area Rapid Transit District (BART) planned an elevated line down the Adeline Corridor that would connect Berkeley to San Francisco. The community, led by Mable Howard, protested the design as they argued it would physically divide the mostly African American neighborhood of South Berkeley from the mostly white neighborhood to the east. The community's protests were successful and the BART line was constructed as a subway (City of Berkeley 2020).

The South Berkeley community continued to successfully advocate and organize around issues that were important to their residents. The Berkeley Flea Market and the South Berkeley Farmers' Market were established in the 1970s and continue to thrive today. In the 2000s, the Ed Roberts Campus opened, which provided housing for individuals with disabilities. New multi-family housing has been constructed throughout the neighborhood, and local businesses and arts organizations have become an intrinsic part of the community (Rincon Consultants 2019).

Property History

In 1936, before the construction of the subject property, the site was owned by Anna M. Pearson and developed with a service station consisting of two buildings at the corner of Alcatraz Avenue and Dover Street for Milage Gas Company; the western portion where the extant building is today was undeveloped at the time (City of Berkeley 1936). In 1945, Milage Gas Company constructed a metal storeroom behind the then extant service station buildings, and by 1954 the property was occupied by Associated Oil (City of Berkeley 1945). The buildings are depicted in the 1951 update of the 1911 Sanborn Fire Insurance Map which shows the gas station addressed as "1890 Alcatraz Avenue" with three buildings at the corner and a vacant portion on the western end (Sanborn Fire Insurance Company 1911).

State of California - The Resources Agency
DEPARTMENT OF PARKS AND RECREATION
CONTINUATION SHEET

Primary#
HRI #
Trinomial

Page 6 of 11

*Resource Name or # 1890 Alcatraz Avenue

*Recorded by: Ashley Losco, Rincon Consultants, Inc.

*Date: 11/6/2024

Continuation Update

In 1958, the property was split, and the western portion (subject property) was purchased by Jess E. Rauch and James O. Monroe who constructed the extant building for the Rauch & Monroe store which sold wholesale refrigeration equipment (Berkeley Daily Gazette 1958; City of Berkeley 1958). The store was designed by the firm George A. Swallow, Architect and W. J. Hubbard and Associates and was constructed by Rod Morgan (IDA Structural Engineers 2022). A 1958 aerial confirms the construction of the extant building at the subject property; the building appeared as it does today with domed roof and one-story extension along Alcatraz Avenue (NETR Online 2024). 1890 Alcatraz Avenue operated as the Rauch & Monroe store until 1968 when the property and all equipment and supplies were transferred to Arrow-Risco Inc. (Berkeley Daily Gazette 1968).

In 1972, the property was sold to the City of Berkeley who operated the South Berkeley Model Cities Office from the subject property (Berkeley Daily Gazette January 22, 1972). The South Berkeley Model Cities Office served the community by operating a Community Resources Center for residents to find jobs, housing, and other forms of support and a Young Adult Project program which focused on helping youths in the South Berkeley community (Berkeley Daily Gazette January 22, 1972 and July 17, 1972). The office also opened an anti-hypertension office as part of the Community High Blood Pressure Control Program to support the health needs of the community (Oakland Tribune April 18, 1974).

The Model Cities Program encouraged residents to participate in community affairs and advocate for their rights within Berkeley, but was challenged with balancing federal involvement from the beginning. The broad concept of the program coupled with insufficient funding created unrealistic expectations within the communities who hoped the program would quickly end poverty (City Demonstration Agency 1971). Additionally, HUD provided strict guidelines that prevented the program from being truly community-led and contributions envisioned from other federal agencies never materialized. For example, HUD required the election of board members. By 1972, however, the Berkeley Model Cities Board was selecting its own members (Berkeley Daily Gazette November 2, 1972). In an effort to resolve the administrative shortcomings, the City Manager of Berkeley hired a consultant to help “bring the program together” in 1972 which also proved ineffective (Berkeley Daily Gazette April 1, 1972). In Berkeley, it appears that the program suffered in similar ways to programs in other cities that struggled with its lofty goals, competing interests, and lack of resources. A 1973 article describing mismanagement of a Model Cities-backed housing development included a statement from the City Attorney that, “If I had to assign a number to it, I would say there are no less than 1,000 legal problems involved” (Berkeley Daily Gazette 1973). A year later the program appears to have continued to struggle with a representative of local community group, South Berkeley Dispossessed Developers, stating that the “community is fed up with the Model Cities Board” (Berkeley Daily Gazette 1974). The cumulating challenges led to low community involvement.

By the mid-1970s, the Model Cities Program lost support from Congress and the public. In 1973, President Nixon suspended funding for the program, and in 1974 canceled the program completely. The South Berkeley Model Cities Office was first scaled back in 1974 then completely disbanded by 1976 and vacated the subject property (Berkeley Daily Gazette July 6, 1974). The Young Adult Program continued to occupy the subject property until approximately 1982. The property was subsequently occupied by various health organizations through the 1980s (Berkeley Daily Gazette 1982).

In 1989, the building was heavily renovated for the Berkeley Adult Health Center, which occupied the office from 1989 to 2023. In 1989, all of the original windows and doors were removed and replaced with the extant aluminum-framed fenestration. The north façade was overhauled with decorative tile and brickwork, roof overhang clad in stucco, and recessed square lights installed. Two original larger openings were infilled with new fenestration and new wall framing clad in stucco, and the roof was replaced. In 2016 the interior was remodeled and the entry landing and entry gate were paved with new concrete. See Table 1 for a full list of occupants of 1890 Alcatraz Avenue.

Table 1 1890 Alcatraz Avenue Ownership and Occupancy History

Date	Property Owners/Tenants	Source
1936-1954	Anna M. Pearson (Owner) Milage Gas Company (Tenant)	City of Berkeley Building Permit - 1936
1954-1958	Anna M. Pearson (Owner) Associated Oil (Tenant)	City of Berkeley Building Permit - 1954
1958-1968	Rauch & Monroe Store (Owner and Tenant)	City of Berkeley Building Permit - 1958 <i>Berkeley Daily Gazette</i>
1972-1976	City of Berkeley (Owner) South Berkeley Model Cities Office (Tenant) Community Resources Center (Tenant)	<i>Berkeley Daily Gazette</i> City of Berkeley 1977

State of California - The Resources Agency
 DEPARTMENT OF PARKS AND RECREATION
CONTINUATION SHEET

Primary#
 HRI #
 Trinomial

Page 7 of 11

*Resource Name or # 1890 Alcatraz Avenue

*Recorded by: Ashley Losco, Rincon Consultants, Inc.

*Date: 11/6/2024

Continuation Update

Date	Property Owners/Tenants	Source
1972-1982	City of Berkeley (Owner) Young Adult Project (Tenant)	<i>Berkeley Daily Gazette</i> City of Berkeley 1977
1983	City of Berkeley (Owner) Berkeley Health Department (Tenant)	<i>Berkeley Daily Gazette</i>
1988	City of Berkeley (Owner) BALDCO (Tenant)	<i>The San Francisco Examiner</i>
1989	City of Berkeley (Owner) Berkeley West Oakland Heath Center (Tenant)	City of Berkeley 1989b
1989 - 2023	City of Berkeley (Owner) Adult Day Health Care Center (also referred to as Berkeley Adult Health Center; Tenant)	City of Berkeley 1989b <i>Oakland Tribune</i> Google Maps

George A. Swallow, Architect and W.J. Hubbard and Associates

1890 Alcatraz Avenue was designed by the architectural firm George A. Swallow, Architect and W. J. Hubbard and Associates. George Albert Swallow was born in 1925 in Illinois and graduated from the University of Minnesota with a degree in architecture in 1945 (Legacy.com 2024). Swallow moved to California in 1951 and received his architecture license in 1952 (DCA 2024). Winton J. Hubbard was born in 1922 in Minnesota and moved to California in the 1950s to work as a draftsman; Hubbard never received his license as an architect (Ancestry.com 2024). By approximately 1955, Swallow and Hubbard formed George A. Swallow, Architect and W.J. Hubbard and Associates and practiced in the Bay Area from their base in Richmond. Their early designs consisted of hospitals, churches, and commercial buildings including the subject property in 1958.

By the mid-1960s, they moved into designing single-family tract homes and multi-family apartment buildings and were known for their innovative home designs. One such project was Portola Park, a single-family tract in El Cerrito which was identified as the “Idea Home of 1962” by Pacific Gas & Electric and displayed new products and home designs (Oakland Tribune 1962). They also designed three homes in El Sobrante without foundations that “hovered” over the ground (Stockton Evening and Sunday Record June 6, 1964). Within the multi-family housing realm, they designed garden courts or dingbats typically with decorative breezeblocks along the façade and open patios; examples include 407 and 411 Cornell Avenue in Albany (The Independent August 14, 1964). The firm dissolved in 1968, and Swallow continued to practice as an architect at his own firm, and Hubbard moved into business management and worked with the Richmond Business Association (The Independent May 21, 1968).

Historic Resource Evaluation

1890 Alcatraz Avenue was recorded and evaluated for listing in the National Register of Historic Places (NRHP), California Register of Historical Resources (CRHR), and as a local City of Berkeley Landmark and Structure of Merit and is recommended ineligible for listing in the NRHP (Criteria A, B, C, D), CRHR (Criteria 1, 2, 3, 4) and as a local City of Berkeley Landmark (Criteria 1, 2, 3, 4, 5) and Structure of Merit (Criteria 1 and 2).

National Register and California Register Evaluation

1890 Alcatraz Avenue was constructed in 1958 during the post-World War II decline of South Berkeley and initially served as a typical commercial wholesale store. In the years after the store closed, the neighborhood became the center of the dialogue on race and poverty during the Civil Rights Movement in Berkeley, and the property housed the South Berkeley Model Cities office in 1972. Though the property functioned as a community resource during an era of the Civil Rights Movement in the South Berkeley community, it did not contribute to the movement or appear to meaningfully spur entry of minorities into the formal political process as perhaps seen in other cities’ programs. Additionally, other community-led activism from this period in South Berkeley is better illustrated by other initiatives, like the effort to underground the Ashby BART station. The property did not ultimately play an important role in the development or history of South Berkeley. The Model Cities Program was unsuccessful largely due to its vast scope and underfunding, and was shut down in 1976. The property was subsequently occupied by a number of non-profit and City-supported health services before being vacated in 2023. The property housed typical commercial use before being used for a number of community services. It is not, however, associated with events or a pattern of events that made significant contributions to the city, state, or nation. It, therefore, is recommended ineligible for listing in the NRHP and CRHR under Criteria A/1.

Research through newspapers and building permits identified several tenants of the subject property such as the Rauch & Monroe Store, South Berkeley Model Cities Office, and community services; however, the individuals associated with the businesses and

State of California - The Resources Agency
DEPARTMENT OF PARKS AND RECREATION
CONTINUATION SHEET

Primary#
HRI #
Trinomial

Page 8 of 11

*Resource Name or # 1890 Alcatraz Avenue

*Recorded by: Ashley Losco, Rincon Consultants, Inc.

*Date: 11/6/2024

Continuation Update

organizations which occupied the property do not appear to be significant in local, state, or national history. It is recommended ineligible for listing in the NRHP and CRHR under Criteria B/2.

Due largely to substantial alterations in 1989, 1890 Alcatraz Avenue does not express characteristics of a type, period, or method of construction or architectural style, and it does not possess high artistic value. 1890 Alcatraz Avenue was designed by Richmond-based firm, George A. Swallow, Architect and W.J. Hubbard and Associates who practiced in the Bay Area in the 1950s and 1960s. Though their later residential design work may be innovative and worthy of additional scholarship, research did not identify the firm as master architects for their commercial and institutional properties which lack architectural elaborations and styling and are more functional than architecturally significant or innovative, such as the subject property. No information related to the work of Rod Morgan suggests significance as a master builder. The property is recommended ineligible for listing in the NRHP and CRHR under Criteria C/3.

The property is not likely to yield valuable information that will contribute to our understanding of human history because the property is not and never was the principal source of important information pertaining to subjects such as mid-20th century commercial buildings. Therefore, the subject property is recommended ineligible for listing in the NRHP and CRHR under Criteria D/4.

City of Berkeley Landmark Evaluation

As stated above, 1890 Alcatraz Avenue lacks architectural merit. It was not the first, last, only or most significant architectural property of its type in the region (Criteria 1.a) nor was it a prototype or outstanding example 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, as discussed in detail above (Criteria 1.b). The property is not an architectural example worth preserving for the exceptional values it added as part of the neighborhood fabric (Criteria 1.c); therefore, it is recommended ineligible for listing as a local landmark under Criterion 1.

As stated in the NRHP and CRHR evaluation, the subject property was occupied by the South Berkeley Model Cities Office from 1972 to circa 1976. Though the property is associated with cultural and social development within South Berkeley, 1890 Alcatraz Avenue is not significant under the context. The property did not significantly contribute to the Civil Rights Movement in South Berkeley nor was it ultimately effective. Therefore, it is recommended ineligible for listing as a local landmark under Criterion 2.

Under Criterion 3, the property does not have educational value. Preserving the site would not be useful as an educational force; therefore, it is recommended ineligible for listing as a local landmark under Criterion 3.

As stated under Criteria 2, the property is not a significant example of a property that expresses the history of Berkeley, the county, state, or nation. It is recommended ineligible for listing as a local landmark under Criterion 4.

The property is not eligible under Criterion 5 because it is not currently listed on the NRHP.

City of Berkeley Structure of Merit Evaluation

As stated above, 1890 Alcatraz Avenue lacks architectural merit. It was not the first, last, only or most significant architectural property of its type in the region (Criteria 1.a) nor was it a prototype or outstanding example 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, as discussed in detail above (Criteria 1.b). The property is not an architectural example worth preserving for the exceptional values it added as part of the neighborhood fabric (Criteria 1.c); therefore, it is recommended ineligible for listing as a local landmark under Criterion 1.

As stated in the NRHP and CRHR evaluation, the subject property was occupied by the South Berkeley Model Cities Office from 1972 to approximately 1976 when the program ended. 1890 Alcatraz Avenue is not significant within the context of South Berkeley's cultural and social development. The property did not significantly contribute to the Civil Rights Movement in South Berkeley and there is no evidence to suggest it was otherwise important to history. Therefore, it is recommended ineligible for listing as a local landmark under Criterion 2.

Under Criterion 3, the property does not have educational value. Preserving the site would not be useful as an educational force; therefore, it is recommended ineligible for listing as a local landmark under Criterion 3.

As stated under Criteria 2, the property is not a significant example of a property that expresses the history of Berkeley, the county, state, or nation. It is recommended ineligible for listing as a local landmark under Criterion 4.

The property is not eligible under Criterion 5 because it is not currently listed on the NRHP.

Under Criterion 1 the property is not eligible for a landmark, but it is also ineligible as part of a neighborhood, a block or a street frontage, or as part of a group of buildings which includes landmarks. The closest landmark is 630 feet west of the subject property on

State of California - The Resources Agency
DEPARTMENT OF PARKS AND RECREATION
CONTINUATION SHEET

Primary#
HRI #
Trinomial

Page 9 of 11

*Resource Name or # 1890 Alcatraz Avenue

*Recorded by: Ashley Losco, Rincon Consultants, Inc.

*Date: 11/6/2024

Continuation Update

a separate block and across Adeline Street - 3286 Adeline Street, the Wells Fargo Bank South Berkeley. The properties developed during separate historic eras and reflect different architectural styles. 1890 Alcatraz Avenue is recommended ineligible for listing as a structure of merit under Criterion 1.

Under Criterion 2, the property is not a contemporary structure with (a.1) a designated landmark within its neighborhood, block, street frontage, or group of buildings, nor (a.2) an historic period or event of significance to the City, or to the structure's neighborhood, block, street frontage, or group of buildings. The structure is not compatible in size, scale, style, materials or design with a designated landmark structure within its neighborhood, block, street frontage, or group of buildings (b). The structure is not a good example of architectural design (c). The structure does not have historical significance to the City and/or to the structure's neighborhood, block, street frontage, or group of buildings (d). 1890 Alcatraz Avenue is recommended ineligible for listing as a local structure of merit under Criterion 2.

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State of California - The Resources Agency
DEPARTMENT OF PARKS AND RECREATION
CONTINUATION SHEET

Primary#
HRI #
Trinomial

Page 10 of 11

*Resource Name or # 1890 Alcatraz Avenue

*Recorded by: Ashley Losco, Rincon Consultants, Inc.

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Continuation Update

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State of California - The Resources Agency
DEPARTMENT OF PARKS AND RECREATION
CONTINUATION SHEET

Primary#
HRI #
Trinomial

Page 11 of 11

*Resource Name or # 1890 Alcatraz Avenue

*Recorded by: Ashley Losco, Rincon Consultants, Inc.

*Date: 11/6/2024

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