Appendix C

Historical Resources Evaluations

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Project No: 21-11599

Alisa Shen, Principal Planner
City of Berkeley
1947 Center Street
Berkeley, California 94704
Via email: ashen@cityofberkeley.info

Subject: **Historical Resources Evaluations for the Ashby and North Berkeley BART Stations Transit-Oriented Development Zoning Project, City of Berkeley, Alameda County, California**

Dear Ms. Shen:

The City of Berkeley (City) retained Rincon Consultants, Inc. (Rincon) to prepare historical resources evaluations of the Ashby and North Berkeley Bay Area Rapid Transit (BART) stations, located in Berkeley California. The historical resource evaluations are being completed to support the Ashby and North Berkeley BART stations Transit-Oriented Development Zoning Project and the project's compliance with the California Environmental Quality Act (CEQA); the City is acting as the lead agency under CEQA for the project. The historical resource evaluations included site visits, archival and background research, application of federal, state, and local historical resources designation criteria, and preparation of this memorandum. This study was prepared pursuant to CEQA Guidelines, guidance from the California Office of Historic Preservation, and applicable federal, state, and local guidelines and regulations.

Senior Architectural Historian JulieAnn Murphy, MA, conducted the architectural field survey and was co-author of this study. Architectural Historian James Williams, MA, conducted archival research and interested party outreach and was co-author of this study. Senior Architectural Steven Treffers, M.H.P., provided project oversight. Quality assurance/quality control was completed by Principal and Architectural Historian Shannon Carmack. Ms. Murphy, Mr. Williams, Mr. Treffers, and Ms. Carmack meet the Secretary of the Interior's Professional Qualification Standards (PQS) for history and architectural history (36 CFR Part 61).

Project Location

The proposed Ashby and North Berkeley BART Stations Transit-Oriented Development Zoning Project is comprised of two sites: the North Berkeley BART Station and the Ashby BART Station (Attachment A, Figure 5). The North Berkeley BART Station site encompasses four discrete lots. The largest lot comprises the BART station and immediately adjacent parking lots and measures 8.1 acres across four discrete lots (Lot A: APN 58-2146-16-5, 58-2149-19-4, 58-2147-18-5, and 58-2148-17-4; Lot B: 58-2144-24-1; Lot C: 58-2139-18-3; and Lot D: 60-2417-67-4; Attachment A, Figure 6). Lot A centers on the BART station building and is bound by Sacramento Street, Delaware Street, Acton Street, and Virginia Street in north Berkeley. The approximately 6.27-acre property is comprised of the station entrance building, surface parking, and a BART operations building. The site is relatively flat, and the site contains landscaping

vegetation and mature trees, and is located in the northwest area of Berkeley, which is generally characterized by residential development. Northwest across Virginia Street from Lot A are Lots B and C, each consisting of a surface parking lot. The former is bounded by Franklin Street, Virginia Street, and private property, while the latter is situated between Franklin Street and Virginia Gardens, with private property located to the immediate north and south. Lot D comprises the current sites of the Peralta and Northside Community Gardens. It is bounded by Peralta Avenue, Northside Avenue, the BART right of way, and private property.

The Ashby BART Station project site consists of two distinct parcels, separated by Adeline Street. The BART Station and its associated parking lot is located west of Adeline Street on a 4.4-acre parcel (APN 53-1597-39-4; Attachment A, Figure 7). This parcel makes up the block surrounded by Adeline Street, Ashby Avenue and Martin Luther King Jr. Way. There is an additional 1.9-acre surface parking lot located on the east side of Adeline Street (APN 53-1703-9) on the block surrounded by Woolsey Street, Tremont Street, Adeline Street and Essex Street that is not associated with the historic development of the Ashby BART Station site but is included as part of the proposed project. Adeline Street and the Ed Roberts Campus are located between the two parcels and the northern portion of the 4.4-acre parcel is used by the Berkeley Flea Market on weekends. The Ashby BART Station site is located along the Adeline Street corridor, which is a commercial/ mixed-use corridor that runs through south Berkeley. The site is surrounded by a mix of uses, including residential, commercial, educational, and institutional uses. The 4.4-acre parcel west of Adeline Street contains a BART station entrance and surface parking totaling 348 spaces. The area generally has a high volume of station-bound pedestrian, bicycle, and bus traffic.

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

California Public Resources Code (PRC) Section 21804.1 requires lead agencies determine if a project could have a significant impact on historical or unique archaeological resources. As defined in 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.

Three categories of historical resources have been established through previous legal precedent.[1] These include:

[1] See *Valley Advocates v. City of Fresno* (2008) No. F050952 and *League for Protection of Oakland's Architectural and Historic Resources v. City of Oakland et al.* (1997) No. A074348.

- *Mandatory historical resource*. A resource listed in, or determined to be eligible by the State Historical Resources Commission, for listing in the California Register of Historical Resources.
- *Presumptive historical resource*. A resource included in a local register of historical resources, as defined in section 5020.1(k) of the Public Resources Code or identified as significant in a historical resource survey meeting the requirements in section 5024.1(g) of the Public Resources Code, shall be presumed to be historically or culturally significant. Public agencies must treat any such resource as significant unless the preponderance of evidence demonstrates that it is not historically or culturally significant.
- *Discretionary historical resource*. Any object, building, structure, site, area, place, record, or manuscript which a lead agency determines to be historically significant or significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California may be considered to be a historical resource, provided the lead agency's determination is supported by substantial evidence in light of the whole record. Generally, a resource shall be considered by the lead agency to be "historically significant" if the resource meets the criteria for listing on the California Register of Historical Resources.

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 §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 §15064.5[b][2][A]).

If it can be demonstrated that a project will cause damage to a unique archaeological resource, the lead agency may require reasonable efforts be made to permit any or all of these resources to be preserved in place or left in an undisturbed state. To the extent that resources cannot be left undisturbed, mitigation measures are required (PRC §21083.2[a], [b]).

Section 15126.4 of the CEQA Guidelines stipulates an EIR shall describe feasible measures to minimize significant adverse impacts. In addition to being fully enforceable, mitigation measures must be completed within a defined time period and be roughly proportional to the impacts of the project. 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)

The LPC is also responsible for reviewing and deciding on permit applications for alterations to such structures and sites. According to Section 3.24.200, "No person shall carry out or cause to be carried out on a designated landmark, in a designated historic district or structure of merit, any construction, alteration, or demolition for which a City permit is required, without approval by the commission." To allow demolition of a landmark, the LPC must find that it "is in such condition that it is not feasible to preserve or restore it, taking into consideration the economic feasibility of alternatives to the proposal, and balancing the interest of the public in preserving the designated landmark, historic district or structure of merit or portion thereof and the interest of the owner of the landmark site, historic district, or structure of merit site in its utilization.

Methodology

Background and Archival Research

Background and archival research for this study was completed throughout June and July 2021. Research methodology focused on the review of a variety of primary and secondary source materials relating to the history and development of the area surrounding the APE. Sources included, but were not limited to, historic maps, aerial photographs, and written histories of the area. Due to the COVID-19 pandemic, the background and archival research was limited to digital sources and other materials available via online archives and repositories. In addition to those identified in the references section of this study, below is a list of resources and repositories that were consulted as part of this effort.

- *Cultural Resources Technical Report, Adeline Corridor Specific Plan* (Archaeological/Historical Consultants with JRP Historical Consulting, 2018)
- *City of Berkeley Downtown Area Plan Historic Resource Evaluation* (Architectural Resources Group, 2008)
- Shattuck Avenue Commercial Corridor Historic Context and Survey (Archives & Architecture, 2015)
- Historic aerial photos accessed via University of California, Santa Barbara Map & Imagery Lab and NETRonline
- Historic topographic maps accessed via United States Geological Survey
- Sanborn Fire Insurance Company Maps accessed digitally via Los Angeles Public Library
- Historical newspaper articles and advertisements accessed online at newspapers.com

- *BART: The Dramatic History of the Bay Area Rapid Transit System* (Healy 2016)
- *A History of the Key Decisions in the Development of Bay Area Rapid Transit* (Grefe and Smart 1975)
- Original architectural and engineering drawings of the Ashby and North Berkeley BART stations

Recent social history such as associated with the subject BART stations is generally best understood from first-person accounts and other primary sources. As such, Rincon contacted interested parties identified both by the City of Berkeley and Rincon who may have direct knowledge relating to the cultural and social history of the BART stations. However, due to the COVID-19 pandemic, these efforts were largely limited to email correspondence. Rincon requested information pertinent to the historic context in which the subject BART stations were developed and operated and the potential significance of the Ashby BART Station to Berkeley's African American community. None of the individuals or institutions contacted provided information of consequence that related to the project. Below is a list of individuals and institutions Rincon contacted during outreach.

- Stephanie Johnson, Commissioner, Berkeley Landmarks Preservation Commission
- Donna Graves, Consulting Historian
- Berkeley Architectural Heritage Association
- Berkeley Historical Society
- African American Museum and Library at Oakland
- Susan D. Anderson, History Curator and Program Manager, California African American Museum

Built-Environment Field Survey

Architectural Historian JulieAnn Murphy, MA, conducted an historical resources survey of the Ashby and North Berkeley BART stations and their respective surroundings on June 30, 2021. Ms. Murphy visually inspected all the built-environment features at each site to assess overall condition and integrity and to identify and document any potential character-defining features. All built-environment features were documented with digital photographs and detailed notes. Copies of the digital photographs are maintained at the Rincon Ventura office. To confirm the historical resources eligibility of the North Berkeley and Ashby BART stations, both stations were recorded and evaluated for listing in the NRHP, CRHR, and local listing on California Department of Parks and Recreation (DPR) 523 forms, which are included in Appendix B and summarized below.

Focused Historical Context

The following narrative is presented to provide a focused historical context in which to understand the potential significance of the Ashby and North Berkeley BART stations.

Development of Transit in the Bay Area: The Horsecar Era to the Electric Streetcar (1861-1946)

The development pattern of the San Francisco Bay Area largely reflects the transit development patterns of the greater United States. Sparsely populated until the Gold Rush in 1849, by the mid nineteenth century the area was growing rapidly and emerging as a metropolitan region with transportation between cities. By 1850 there was a stage line between San Francisco and San Jose as well as ferry service between San Francisco and Oakland (Callwell 1999). The first omnibus began to

service San Francisco in 1851. Rail service between San Francisco and San Jose began in 1863, with stops along the Peninsula. In 1872 Hallidie's cable car began running and soon thereafter cable car and rail service expanded through San Francisco's expanding boundary (Caldwell 1999). The cable car service would eventually become San Francisco Municipal Railway (Muni) and was good but limited to intra-city service (Healy 2016).

In the East Bay, there were parallel transportation developments. In addition to ferry service to San Francisco, there was rail service extending from Oakland to surrounding communities including Berkeley. The first electric streetcars began to appear on both sides of the San Francisco Bay in the 1890s. By the turn of the twentieth century, San Francisco was the largest city on the West Coast and the region's transit was growing to accommodate the population and growing economy. The San Francisco, Oakland, and San Jose Railway began running in 1903 and provided electric rail service in the East Bay to ferries that continued to San Francisco (Healy 2016). By 1916 the rail was comprised of 250 miles of track. Then known as the Key System because its track configuration resembled a skeleton, it was the region's dominant transit system.

After World War I, the Bay Area saw another period of significant growth and the need for improved cross-bay transit became imperative. The Oakland - San Francisco Bay Bridge opened in 1936 and its lower deck accommodated the Key System streetcars, supplanting the previous ferry service (Figure 1). The Golden Gate Bridge opened the following year (Healy 2016).

Figure 1 1940s Image of Key System Streetcar crossing Bay Bridge

Source: foundsf.org

In the years leading up to World War II, several studies were conducted to investigate possibilities improve cross bay transit with additional bridges. During the post-World War II years, the nine counties of the Bay Area doubled in size, with most development occurring in the suburbs while San Francisco and Oakland remained the primary employment centers. The Key System was suffering from deferred maintenance during the war and the new owners (a holding company for General Motors) cut service. That, along with the popularity of the automobile caused ridership to fall from 22 million in 1946 to 9.8 million by 1952 (Healy 2016). By 1948 Key System trains were replaced by busses (Healy 2016).

Planning for BART (1946-1962)

The need for a more robust regional transit system was clear as early as 1946 when the state legislature passed a bill for a Joint Army Navy Board to study the possibilities of cross-bay transit. In 1947 the Board recommended that an "adequate system of rapid mass transit be a component of the overall general scheme to solve the Bay Area transportation problems over an extended period of years" (Healy 2016). In 1951 San Francisco Board of Supervisor, Marvin Lewis drafted an amendment to 1949 transit legislation and the San Francisco Bay Area Transit Commission was signed into law by the state legislature (Healy 2016). In 1953 the Commission awarded a contract to Parsons, Brinkerhoff, Hall, and MacDonald (PBHM) to author the land use and transit report, which after studying the area's travel

patterns proposed that a high-speed, grade separated regional rapid transit was critical as complementary to the highway system.

The San Francisco Bay Area Rapid Transit District (BARTD) was signed into law in September 1957. The District was comprised of five core counties: Alameda, Contra Costa, Marin, San Francisco, and San Mateo (Healy 2016). BARTD viewed the initiative as imperative, witnessing regional growth that was expected to continue and further stress existing freeways and bridges. They decided to get the initiative on the November 6, 1962 general election ballot and spend the 2 years approaching the election running an information campaign to encourage people to vote for a tax to build the project (Healy 2016). PBHM recruited the Bechtel Corporation and Tudor Engineering (PBTB) to form a joint venture to launch a number of studies and refine engineering considerations.

By early 1962, Marin County and San Mateo County withdrew from the project (Grefe and Smart, 1975; Healy 2016). In May 1962, PBTB revised the Composite Report to include the three remaining counites – Alameda, Contra Costa, and San Francisco. The initiative went on ballot on November 6, 1962 and passed with just over 61 percent of the vote (Healy 2016). The vote approved rapid transit bond funding and the use of state bridge tolls to fund the construction of the transbay tube.

Designing BART and Community Participation (1962-1964)

The Composite Report was just a selling tool and not the definitive design. After the passage of the bond measure in 1962, the system had to be planned in detail, engineered, and designed. BART would be the first new transit designed in whole since the Philadelphia transit system was designed in 1907 (Healy 2016: 62). The final route design would be an askew "X" with Oakland as the East Bay hub with a third of the track at grade, a third aerial, and a third underground. Parking would be provided at all suburban stations. Systemwide, 20,000 spaces were constructed (Healy 2016).

After the engineering contract was awarded in 1962 and defended from a lawsuit arguing the bond referendum was invalid because the public had not been given the true scope of the project in 1963, BARTD had to negotiate the right of way agreements with communities and purchase parcels to build the track and stations. The engineers assumed that lines and stations identified in the initial reports and again in the Composite Report would be accepted and the process for acquiring land would be routine. Communities, however, began to demand a participatory process (Healy 2016). PBHM met with City Councils and Boards of Supervisors in all jurisdictions through which the travel corridors passed in 1953-1955 (Grefe and Smart, 1975). Many jurisdictions, however, did not have planners at the time. While the general requirements of the cities were initially met, when acquiring right of way permissions after the passage of the bond issue in 1962, BART was faced with accommodating extensive local requirements that initial cost estimates failed to include (Grefe and Smart 1975). BARTD's policy was to accommodate local demand within their financial capabilities (Grefe and Smart 1975).

BARTD sought popular acceptance by the communities. At the same time, communities, growing from local activist movements were asking for a participatory process to discuss station locations, designs, color schemes, landscaping, route tracking, and noise abatement (Healy 2016). BARTD continued the pursuit of acceptance until the expense of meeting local demand was overbearing. The most intense disagreements were in response to BARTD's plans to construct track on a viaduct, above ground within the city limits of Berkeley. In 1963, Berkeley's incoming mayor Wallace Johnson strongly opposed the above-ground track arguing it would be an eyesore and further divide the city by race, separating the city's predominately white and black neighborhoods (Grefe and Smart 1975). Despite a public process with hearing and negotiations, the City of Berkeley and BARTD could not reach an acceptable

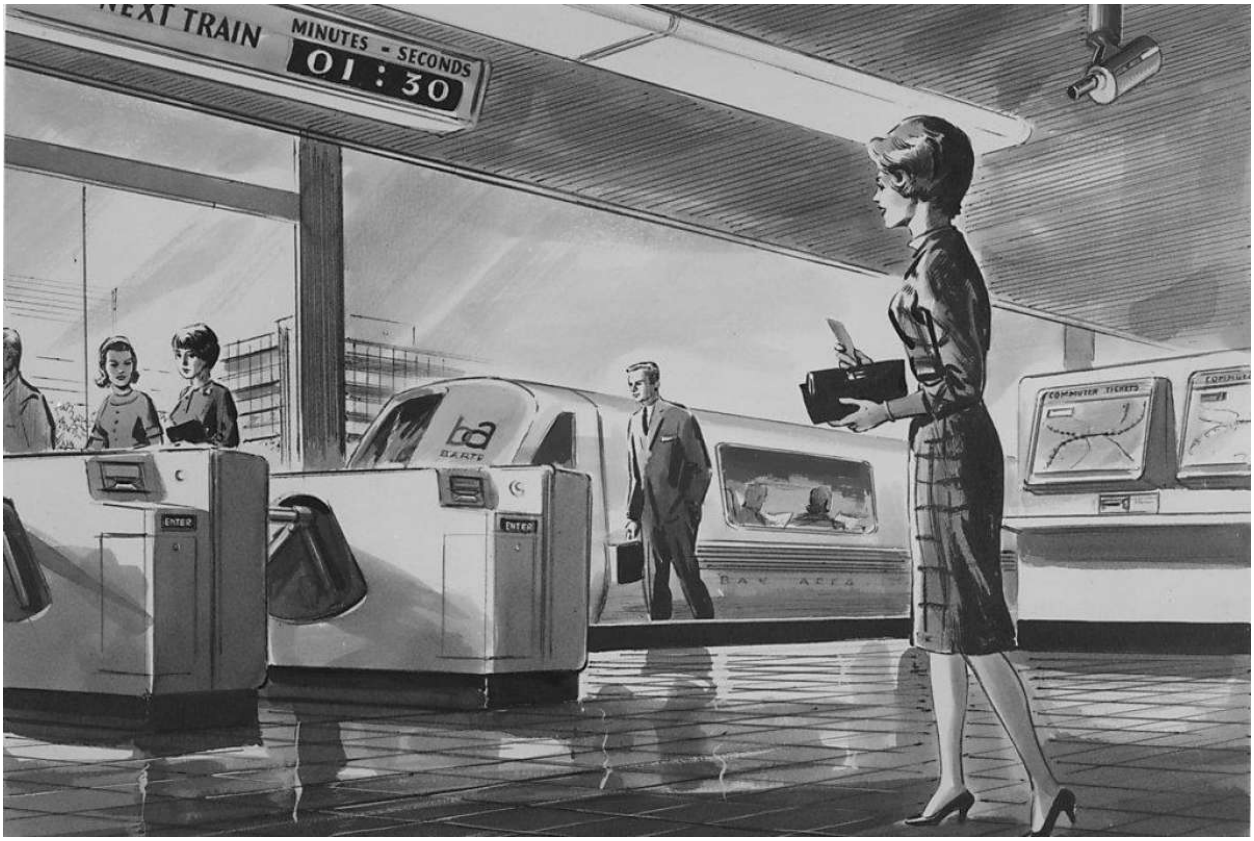
compromise. In 1966, the City of Berkeley voted to establish a special tax district to cover the estimated $25 million to build a subway through the city, leading to considerable construction delays.

The undergrounding of BART in Berkeley was the most contentious community-led conflict with BARTD, but it was not the only one. In Oakland, the line would require the demolition of the city's major hardware store, Simon's Hardware, Inc. BARTD altered the track configuration, leading to a permanent requirement for trains slow to 25 miles per hour at the newly designed wye. In Albany, the city was concerned with a proposed station that would take property off the tax rolls, leading BARTD to move the station to El Cerrito. In San Francisco, neighborhoods in the western region feared impacts of the system, leading BARTD to remove a segment beyond West Portal from its plans. An additional station was added at Embarcadero to serve the emerging commercial and hotel district resulting from the ongoing redevelopment in the area (Healy 2016).

BART's Architecture and Expansion (1964 – Present)

In designing the stations, BARTD knew as General Manager BR Stokes described that in order to "attract drivers out of their cars it must be sleek, comfortable, convenient, and cheap," (Healy 2016). The system would naturally adhere to modern architectural design, landscape architecture, graphic design, and industrial design, thereby reflecting its technological achievements (Figure 2). The Composite Report included renderings reflecting the modernistic aesthetic.

Figure 2 1965 Rendering of BART Station Design



Source: BART

The scope of the architectural design was increased substantially over what was described in the Composite Report which envisioned designs based on standardized features. Instead BARTD made use of separate architectural firms to design stations with individual design elements (Grefe and Smart 1975). PBTB hired Donn Emmons, partner at Wurster, Benardi & Emmons (WBE) to be the project's consulting architect. The work of the consulting architects resulted in the development of the *Manual for Architectural Standards* for BART (Grefe and Smart 1975). The manual, completed in 1965, provided for elements that should be included in each station design, including ticket kiosk locations, vertical circulation, acoustic requirements, site layout requirements, and the number of entrances (Architectural Forum 1966). The information in the manual was largely functional, providing minimum design standards and physical requirements and did not include guidance for architectural style. In tandem with the Manual for Architectural Standards, landscape architect, Lawrence Halprin, was hired as chief landscape architect and authored a corresponding landscape guide, The Landscape Design Criteria and Standard Landscape Elements. It established a list of acceptable plants and standard elements for station plazas (Architectural Forum 1966).

Project architects were given latitude with stations design but were constrained by the manual and the site plan, frustrating some architects. Ultimately, stations were designed by 14 Bay Area firms, selected from a list compiled by Emmons. The result was a variety of station designs, ranging from utilitarian to inspired. In addition to constraints from the prescriptions by PBTB in the manual and the development of the site plans, architects were limited by the station type. Designers used finishes and materials to distinguish their work, including the placement of openings, lighting, and artwork. Some architects used more innovative features like rotundas, sunken plazas, or new use of materials (Architectural Record 1974).

Construction was underway in 1965 and by 1968 over half of BART's system construction was complete (Healy 2016). BART opened to public service on Monday, September 11, 1972. However, only a small fleet of trains were available and 12 stations between Fremont and MacArthur were serviced. The transbay tube, allowing trips between San Francisco and Oakland, did not officially open for another two years. In its first 3 months of operation, 1 million passengers used BART. By 1978, BART offered weekend service, proving its viability as a transit option beyond the workweek (Healy 2016). In the following years, BART worked on refining service. During the 1990s three service route extensions were planned – Daly City to SFO to Millbrae, Concord to Antioch, and Bay Fair to Dublin/Pleasanton. Today, BART has expanded to 50 stations and includes 131 miles of track, serving over 400,000 passengers weekly (BART 2021).

Historical Resource Evaluation Findings

As discussed above, the North Berkeley and Ashby BART stations were recorded and evaluated to establish if they qualify as historical resources pursuant to CEQA. A physical description, site history, and evaluation for NRHP, CRHR, and local designation eligibility is included below and in the attached California DPR 523 forms. Although the surface parking immediately east of the Ed Roberts Campus is included within the project site for the Ashby BART Station, it was not historically part of the BART station property. It does not possess any built-environment features which warrant consideration as potential historical resources and therefore is not discussed further as part of this study.

North Berkeley BART Station

Constructed between 1969 and 1973, the North Berkeley BART Station is a subway station with an above-ground station building and subterranean tracks and station platform. The roughly 8.1-acre square property is two blocks long on all sides, with the station building located at approximately the center. The remaining area is occupied by an electrical substation building, surface parking lot and internal circulation network, and landscaping. A dual-track underground rail alignment passes diagonally from roughly the intersection of Sacramento and Delaware streets at the southeast corner of the property to the junction of Virginia and Acton streets at the northwest corner.

Situated on a terraced grade, the station building exhibits elements of the New Formalist style of architecture (Figure 3). Its roughly circular footprint is defined primarily by reinforced-concrete exterior walls consisting of two sets of concentric arcs. Cladding is generally aggregate-finish panels, though the extending window structures are flanked by concrete walls. The bi-level conical roof is low-pitched and clad in metal panels that taper as they approach the roof's center point. The lower level of the roof makes up a broad heavy overhang, faced with metal panels. A series of exposed concrete beams lay over the overhang, supporting the upper level of the roof. The upper level of the roof culminates in an oculus filled with a metal-framed skylight. Additional fenestration includes a series of windows situated between the two levels of the roof and the pair of ground-level window structures that extend to the northeast and southwest. Exterior elements suggesting the influence of New Formalism include the building's general symmetry, metal-panel-clad entablature, and oculus penetrating the center of the roof.

Figure 3 North Berkeley BART Station Building, South Elevation, Facing North

Recessed portals on the north side of the station building provide access to the station concourse. Located just past the entrance, the metal-clad information booth is flanked by fare gates. The interior is dominated visually by the exposed concrete roof beams and the central skylight. Interior walls are generally clad with panels of an undetermined material. At the center of the concourse, a large, rectangular opening accommodates a pair of concrete staircases, which descend to the platform level. Escalators are located on opposing sides of the station, beneath the ground-level skylights.

Flanked by the subway tracks, the platform aligns with the adjacent rails, extending in both directions beyond the station building's perimeter. The portion of the ceiling directly above the platform consists of an exposed metal framework, tile cladding, and ceiling-mounted light fixtures. Above the tracks, the ceiling is characterized by exposed metal trusswork. The cross beams of the platform ceiling provided a rhythmic element echoed in the panels lining the walls adjacent to the outer rails. The station building is in fair condition and has incurred minimal alteration.

Hardscaping in the area adjacent to the station building consists chiefly of a brick-lined plaza. Situated on slightly sloping terrain, the brickwork exhibits a common-bond pattern, much of which is laid in concentric arcs that echo the building's circular footprint. The arced courses of brick are interrupted in several places, however, by swaths of brick various divergent patterns. At the north and west sides of the plaza, the terrain slopes more dramatically. At this location, timber retaining walls contain the exposed earth. While the north side consists of a single slope descending from the plaza to the surface parking lot, the retaining structures on the west side form a three-level terrace. The exposed area there is planted with a combination of mature trees, shrubs, and ground-cover vegetation. At opposite ends of the west side, straight concrete steps with metal rails connect the plaza and parking lot levels.

A utility building is located northwest of the station, at the southeast corner of Virginia and Acton streets. Utilitarian in design, the building has a rectangular plan and rises a single story to culminate in a flat roof with rolled composition cladding. Stucco cladding conceals the building's structural system, which may be of concrete-panel construction, as suggested by seams apparent on the exterior. Entrances are located on the north and west elevations and feature solid standard-size wood doors and an equipment or vehicle bay door. While the building is windowless, large louvered vents punctuate the north, south, and east elevations. The area around the building is enclosed by a wall made up of aggregate-finish panels like those on the station building's exterior.

Additional minor structures are located intermittently through the east side of the property. Situated along Sacramento Street, southeast of the station building, is an above-ground station elevator. The elevator shaft is housed in a stucco clad structure with the entrance facing the parking lot to the west. A heavy overhang extends to the north, supported partially by a blade wall. A second wing wall extends to the south.

Just outside the station is an open-air bus shelter consisting of a circular concrete roof supported by a concrete column. Partial walls radiate from the column in four directions. Each wall consists of a pre-cast concrete knee wall with a wood-framed window situated atop. Affixed to the walls are L-shaped metal benches. Another bus stop shelter is located immediately east of the station building. Similar in design to its counterpart, the structure consists chiefly of a concrete rectangular roof and concrete column. The space beneath the roof is similarly spaced by concrete dividers with wood-framed windows. Straight benches are affixed to the walls.

The surface parking lot borders the station building on all four sides. A portion of the area just east of the station is reserved for bus transfer points. Parking areas in the northern two thirds of the facility are

connected by a gridwork of internal roadways. Landscaping in the parking and bus transfer and parking areas consists of mature trees and shrubs planted along circulation routes, in parking lot islands, and along the perimeter of the property.

Additional site photographs of the North Berkeley BART Station are included in Attachment A, Figures 8 through 14.

Property History of the North Berkeley BART Station

By the late 1870s, much of the North Berkeley area, in which the North Berkeley BART Station is located, was subdivided for residential development. The earliest development of the station site followed the opening of the Curtis Tract, a subdivision owned by Michael Curtis, an Irish immigrant who began farming in the area by 1852 (Maley and Watson 2016; Thompson and West 1878). Historical news items indicate the Curtis family began selling portions of the Curtis Tract by the late 1870s (San Francisco Examiner 11/5/1877; Oakland Tribune 3/12/1880). Historical property maps and United States Geological Survey topographical maps show that the existing street grid was planned and possibly developed by 1890, and some development, likely residential, took place by 1900 in the vicinity of all four lots comprising the North Berkeley Bart Station site (NETROnline 1900; Bailey 1890).

In the first 3 decades of the twentieth century, development of the station site and its surroundings followed alongside the growth of the nearby West Berkeley industrial district (City of Berkeley n.d.). By 1911, the Santa Fe Railroad was constructed along a north-south alignment through the neighborhood on nearby West Street. This corresponding growth was limited however, consisting mostly of scattered single-family residences (ProQuest 1911). By 1929, Berkeley's continued growth led to substantial residential development in the neighborhood. A sign of this growth, a right-of-way was reserved for the Key System's Westbrae streetcar shuttle, passing through the neighborhood on a northwest-southwest trajectory and meeting with the Santa Fe Railroad right of way near the intersection of West and Cedar streets. Outside the Key System right-of-way, the station site was developed with single-family homes (ProQuest 1929).

In the decades following World War II, there were few notable changes to the built environment of the neighborhood surrounding the North Berkeley BART Station sites. In 1948, the Key System ended local streetcar service, and the Westbrae Shuttle right-of-way was abandoned (ModernTransit.org 2021). Although some sections of the alignment were developed with residential uses, construction of the BART Richmond line through the neighborhood followed segments of the existing Key System and Santa Fe Railroad rights of way (NETROnline 1946; 1958; 1959; 1968; 1990). The site of North Berkeley BART Station retained its residential character until the 1960s, when BART demolished the residential buildings on the site to allow for construction of the station (NETROnline 1959-1986).

PBTB's original design for the Berkeley segment of the BART system called for elevated tracks placed on street medians throughout the city (Healy 2016). City of Berkeley officials objected to the aerial rail design, and in 1960, the Berkeley City Council passed resolution that called for the BART system within Berkeley to be constructed entirely as a subway. Negotiations with the City-led PBTB to propose a compromise by which BART would construct a subway segment in downtown Berkeley (mostly along Shattuck Avenue between Derby Street and the intersection of University and Milvia avenues). The remainder of the Berkeley route, roughly three miles of tracks, would be elevated. These changes were incorporated into the Composite Report, released in Spring 1962 to the various city and county

jurisdictions through which BART would be routed. PBTB believed a lack of official response from the municipalities indicated approval of the designs contained Composite Report (Healy 2016).

In 1963, Wallace Johnson, who had recently been elected mayor, objected. Now known as the "the last Republican mayor of Berkeley," Johnson graduated from the California Institute of Technology with a background in engineering before entering local politics. Johnson objected to the aerial tracks and stations, believing they were "aesthetically unattractive" and threatened to "divide the city psychologically along racial lines," in the words of historian Michael C. Healy. Indeed, as Healy notes, for much of its course through Berkeley, the BART line would run parallel to, and just east of, Grove Street (now Martin Luther King, Jr. Way) which historically marked the unofficial boundary between Berkeley's White and Black neighborhoods (Healy 2016; Lorey 2013).

Led by Johnson, the City pressured BART and PBTB to redesign the Berkeley segment as entirely underground alignment, but BART objected due to the comparatively high price tag of subway construction. In July 1963, the City requested BART release a cost comparison of the elevated and subway alternatives. Meanwhile, Johnson formed a committee to plan for covering part of the excess costs of putting the line underground. The City's independent study estimated the difference in cost between BART's proposal and an entirely underground alignment would be approximately $6 million. In March 1964, BART issued its own cost estimates, which concluded the added cost of placing the tracks and two stations underground would total $21 million. In subsequent negotiations, neither party was open to renegotiating (Healey 2016).

Johnson and other members of the Berkeley community began campaigning publicly against the aerial segments. Johnson paid to have 30-foot-tall scaffolding erected near the proposed North Berkeley and Ashby BART Station sites to represent the height of the aerial elements. The Berkeley Citizens Committee collected $14,000 in donations to wage a public information campaign consisting of the placement of large signs reading 'BURY THE BART TRACKS' in locations around the city and paid for the airing of advertisements on the local radio station KPFA (Healy 2016).

Negotiations between BARTD and the City resumed in May 1964, with as many as 20 sessions held between May and August. Both parties issued revised cost estimates, with BARTD projecting $24 to $30 million in additional expenditures and the City $11 million. In September 1964, the BARTD board of directors unanimously rejected Berkeley's request for a subway line, unless Berkeley could come up with the money to cover the difference in cost between the aerial and subway alternatives (Healy 2016).

As a result of behind the scenes talks between Johnson and BARTD president Adrien Falk, BARTD agreed to advertise two sets of bids for the Berkeley alignment—one for aerial construction and the other for a subway—as a means of settling the dueling cost projections at the heart of the standoff. In the interim, the City would work out details of financing the added construction costs. Johnson persuaded the City Council to establish Special District No. 1, a special assessment district comprised of the entire city and throughout which taxpayers would vote on a $20.4 million bond issue to finance excess construction costs due to the construction of the subway. The issue went to the ballot in October 1966, with 80 percent voting to approve the bond issue. Eventually, the low bid for subway construction (1968) came in at around $12.4 million, about $2.4 million more than Berkeley officials estimated and with a price tag that could be covered by Berkeley's bond issue (Healy 2016). As a result, the Berkeley segment of the BART alignment would be constructed as a subway.

BART hired the architecture firm Kitchen and Hunt to design the North Berkeley BART Station in collaboration with BART engineers PBTB. Further details on the partnership of Kitchen and Hunt are

detailed below. Drafted in 1967, the designs for the North Berkeley BART Station called for the rails and platform to be located underground, with rails throughout the Berkeley segment situated up to 40 feet beneath the street level. Above, a surface-level station building bearing New Formalist-style influences would be surrounded on all four sides by a large surface parking lot. The northwest corner of the site was reserved for a one-story utility building (BART 1967; Oakland Tribune 9/20/1967).

The subway designs developed in 1967 for the North Berkeley BART Station and the nearby Ashby Station both contained above-ground elements and were not, strictly speaking, subways, as called for in the 1966 bond measure. However, the North Berkeley BART Station's design was not subject to the same degree of controversy as that of the Ashby BART Station. South Berkeley neighborhood activists charged that above-ground elements included in the designs for the latter facility amounted to an impassable two-and-a-half-block barrier that traced a portion of the unofficial boundary between Berkeley's Black and White neighborhoods. A 1967-1968 lawsuit that community members filed against BART was resolved in favor of the plaintiffs, forcing BART to redesign the station without many of the offending street-level elements. Although contemporary newspaper reporting suggested the North Berkeley BART Station's above-ground design was implicated in the lawsuit, neither a comparison of the 1967 designs (which predated the court decision) with the station's current appearance nor any information covered by research conducted for this evaluation suggests the designs for any above-ground portions of the North Berkeley BART Station were substantially modified as a result of the court decision (San Francisco Examiner 5/19/1968; BART 1967).

Construction of the station and the adjacent underground tracks was complete by January 29, 1973, when service at North Station commenced with the opening of Oakland-to-Richmond extension on (Anonymous 2009). The station soon grew into a local transportation hub for subway, park-and-ride, and bus services. Few notable changes have been made to the station since its opening. However, in the 1980s, BART developed two parcels located northwest of the station as a satellite parking lots (NETROnline 2021).

Kitchen and Hunt, Architects

Kitchen and Hunt was helmed by partners Robert Sieber Kitchen and Frank Bouldin Hunt, whose best-known project may have been the Main Arena constructed for the 1960 Olympic Winter Games in Squaw Valley, California. Among the firm's other projects from the same period are several educational, commercial, and industrial properties located throughout Northern California, along with four additional BART stations: West Oakland, South Hayward, Union City, and Fremont (PCAD 2021a; Legacy.com 2021).

A native of Dayton, Ohio, Kitchen was born in 1912in Dayton, Ohio. He attended Cornell University, where he earned his Bachelor of Architecture degree in 1935 and Bachelor of Landscape Architecture the following year. After winning the Prix de Rome, Kitchen continue his studies at the American Academy in Rome. In 1938, Kitchen relocated to New York to work in the offices of Norman Bel Geddes, where he worked as an architect and landscape architect as the firm's designed the General Motors Pavilion at the 1939 New York World's Fair. Kitchen's subsequent professional experience included stints as a draftsman for San Francisco-based architect Gardner A. Dailey (1939-1941), associate project planner for the Federal Public Housing Agency (1941-1942), and designer/landscape architect in the San Francisco offices of architect Albert F. Roller (1945- 1948). In 1948, Kitchen and Hunt formed their partnership. Kitchen was made a fellow of the AIA (FAIA) in 1964 (Legacy.com 2021; Prabook.com 2021; PCAD 2021b).

Hunt was born 1915 and graduated with a Bachelor of Architecture degree from the University of California, Berkeley in 1938. Research for this study uncovered no further details pertaining to Hunt's career prior to the formation of the Kitchen and Hunt partnership in 1948 (PCAD 2021c).

Historical Resources Evaluation of the North Berkeley BART Station

As detailed below, the North Berkeley BART Station is recommended ineligible for inclusion in the NRHP or CRHR or for designation as a City of Berkeley Landmark or Structure of Merit, because it lacks historical or architectural significance. It therefore does not qualify as a historical resource pursuant to CEQA.

National Register of Historic Places and California Register of Historical Resources Eligibility

The North Berkeley BART Station opened in January 1973, when BART initiated service along its Oakland-to-Richmond line. The planning, construction, and operation of the wider BART system arguably constitutes a significant event in the history of transportation in the San Francisco Bay Area region. However, research for this evaluation found no evidence suggesting the North Berkeley BART Station was singularly significant within this larger trend. Rather, all available evidence suggests the station's conception, construction, and operation were typical of other BART stations and public transportation facilities in general. Similarly, although the station is associated with the social activism which led to BART's undergrounding in Berkeley, there is no information to indicate it is individually significant within it. Indeed, a review of local press coverage of the public controversy and legal challenges surrounding the undergrounding of the BART system in Berkeley suggests the station's design engendered significantly less opposition than that of the Ashby BART Station and is less representative of the years-long dispute between Berkeley and BART than its counterpart. Research for this study identified no other context in which the property might possess important historical associations. The North Berkeley BART Station is therefore recommended ineligible for listing under NRHP Criterion A and CRHR Criterion 1.

The most likely candidate for significance under NRHP Criterion B and CRHR Criterion 2 is Berkeley Mayor Wallace Johnson, whose efforts in political negotiations with BART and the promotion of the successful bond Measure C, which helped lead to the undergrounding of the BART system in Berkeley, in lieu of the aerial design preferred by BART engineers. Although Johnson's contributions in this area may be of local significance, they would most likely be better represented by the full segment of the BART alignment in Berkeley than by the North Berkeley BART Station alone. An evaluation of the entire Berkeley segment of the system, however, is beyond the scope of this evaluation and additional research would be required to fully assess these potentially significant associations. Research conducted for this study identified no other individual with potentially significant associations to the North Berkeley BART Station. Therefore, the property is recommended ineligible for listing under NRHP Criterion B and CRHR Criterion 2.

Architecturally, the station is an undistinguished example of transit station featuring elements of the New Formalist style of architecture. Although the building exhibits elements representative of the style, including the strictly symmetrical form, oculus at the peak of the roof, and stylized metal-panel entablature ringing the overhang roof's lower tier, overall, its design lacks the building lacks monumentality and generally quality of design present in better examples of the New Formalist style. While the station's principal designers, the firm of Kitchen and Hunt, are noted for the design of some

prominent buildings in the Northern California region, research for this study found no evidence either partner was considered a master architect or that the station is regarded as one of the partnership's more successful designs. Because it lacks architectural distinction and is not exemplary of the work of a master, the North Berkeley BART Station is recommended ineligible for listing under NRHP Criterion C and CRHR Criterion 3.

A review of available evidence did not indicate that the North Berkeley BART Station may yield important information about prehistory or history. It is therefore recommended ineligible under NRHP Criterion D and CRHR Criterion 4.

Future research may find that the North Berkeley BART Station is eligible for listing in the NRHP or CRHR as a contributor to a historic district comprised of all or part of the BART system. However, a district evaluation of the BART system was beyond the scope of this evaluation.

City of Berkeley Landmark and Structure of Merit Eligibility

The City of Berkeley's Landmarks Preservation Commission Ordinance (Berkeley Municipal Code 3.24.110) establishes criteria for the designation of sites, structures, and areas for designation, either individually or a district basis, as Landmarks and Structures of Merit. An evaluation of the North Berkeley BART Station for local eligibility follows.

Landmark designation Criteria 1a through 1c pertain to architectural merit. Research for this evaluation found the property is not the first, last, only or most significant architectural property of its type in the region. Rather, it is one of many BART stations constructed in the region and one of three completed in Berkeley in the early 1970s (Criterion 1a). As discussed above, the station is an ordinary example of the New Formalist style of architecture as applied to a transit station. It does not qualify as a prototype of or outstanding examples of periods, styles, architectural movements, or construction. Additionally, research for this evaluation found no evidence that its designers, the architecture firm of Kitchen and Hunt, are regarded as masters (Criterion 1b). Finally, because it lacks architectural distinction, it cannot be said to add exceptional value as part of the surrounding neighborhood fabric (Criterion 1c). The property, therefore, does not meet any of the requirements for designation under Landmark Criterion 1.

The North Berkeley BART Station also lacks cultural value, for which a property may be designated under Landmark Criterion 2. Based on research for this evaluation, it should be regarded as an ordinary transit station with no singularly important associations with the movement or evolution of religious, cultural, governmental, social and economic developments of the Berkeley. Although the station is associated with the social activism which led to BART's undergrounding in Berkeley, there is no information to indicate it is individually significant within it or any other historical context. The North Berkeley BART Station is therefore recommended ineligible for designation under Landmark Criterion 2.

Likewise, because the property is an undistinguished public transit station lacking significant historical associations, it does not possess usefulness as an educational force, as required for designation under Landmark Criterion 3, nor does it have historic value that expresses the social, cultural, economic, political, religious or military history of Berkeley, Alameda County, California, United States, as required for listing under Landmark Criterion 4.

Finally, because it is not listed on the NRHP, it is not eligible for designation under Landmark Criterion 5.

A property possessing architectural merit and/or cultural, educational, or historic interest or value may be designated as a City of Berkeley Structure of Merit if it does not currently meet the criteria as set out

for a landmark but is recommended as worthy of preservation as part of a neighborhood, a block or street frontage, or as part of a group of buildings which includes landmarks per the criteria discussed below.

Based on background research for this evaluation, the North Berkeley BART Station is not eligible under Structure of Merit Criterion A, because it is not contemporary in age with any nearby designated landmark, its construction did not coincide with any important historical period or event, and it is not contemporary with the surrounding neighborhood, which was first developed in the late nineteenth and early twentieth centuries.

The property is also not is compatible in size, scale, style, materials or design with a designated landmark structure within its neighborhood, block, street frontage, or group of buildings. It is therefore recommended ineligible under Structure of Merit Criterion B.

For reasons discussed above, the North Berkeley BART Station is not considered a good example of architectural design. It is therefore recommended ineligible under Structure of Merit Criterion C.

Finally, the North Berkeley BART Station was an important addition to the surrounding neighborhood in that it provided residents access to improved public transit service. This fact, however, would be true of virtually any comparable transit station, including Berkeley's other BART stations. Therefore, whatever the local importance of the station, it is not distinctive in its role in shaping transit service in the neighborhood or city. Therefore, the North Berkeley BART Station is recommended ineligible under Structure of Merit Criterion D.

Ashby BART Station

The Ashby BART Station consists principally of a below-grade subway station and adjacent surface parking lot located on the 4.4-acre triangular property bounded Adeline Street, Martin Luther King, Jr. Way, and Ashby Avenue. A satellite surface parking lot is located across Adeline Avenue to the southeast, behind the Ed Roberts Campus.

Exhibiting elements of the Brutalist style of architecture, the station building is located mostly beneath the Adeline Street right-of-way (Figure 4). Its upper-level concourse consists of the station entrances, fair gates, and means of egress to the platform level. The lower level features a station platform flanked by two sets of tracks, which within the station, follow the Adeline Street alignment. There is one visible elevation, on the west side of the building, where the main entrance is accessible from the ground level of the adjacent, below-grade surface parking lot. A concrete deck with elaborated concrete facing and supported by a system of heavy reinforced beams and fluted concrete columns shelters the station's deeply recessed, reinforced concrete exterior wall. A central entrance featuring sliding double doors is flanked by series of full-height, metal-sash fixed windows. Spaces between the windows exhibit the same pattern of fluting as do the columns. Affixed to the side of the deck are the vertical metal supporting elements of a non-original shelter structure, which has a glass canopy that extends over the deck adjoining the sidewalk on the west side of Adeline Street. Other features of the street-level exterior include a barrier on the outer edge of the deck consisting of a concrete base elaborated with geometric recesses and a sheet-metal-clad rail, in addition to two sets of concrete steps that descend to the parking lot and exposed west elevation of the station.

Figure 4 Ashby BART Station, West Elevation, Camera Facing Southeast

The west-elevation entry door opens to the concourse-level interior. The concourse interior is characterized by the exposed reinforced concrete structure of the station, which features broad horizontal members supported by square columns with fluting comparable to that found on the exterior. The floor and some wall surfaces are clad in tiles. A series of fare gates, along with an information booth and metal rail fencing, separates the entry and paid areas of the concourse. Beyond the fair gates, paired escalators and straight concrete stairways descend to the station platform.

The platform is characterized by a similar pattern of exposed concrete structural elements and tile floor cladding, in addition to exposed concrete ceiling beams, which are also visible in parts of the concourse. Walls flanking the outsides of the tracks are clad in evenly spaced panels of an undetermined material. Other features of the platform level include concrete benches, electronic reader boards displaying train arrival times and other relevant information, and interior-illuminated directional signage.

The station is in fair condition. Alterations include the installation of street-level canopies and signage and construction of a flat-roof “bike station” addition near the south end of the station proper. The west portion of the satellite parking lot was redeveloped as the Ed Roberts Campus.

Landscaping is confined to the earthen embankments encircling the station entrance and parking area and parking lot islands located throughout the primary parking lot. These planted areas feature several varieties of mature trees and shrubs. Outside the planted areas and station footprint, the property is paved in asphalt for use as parking spaces and internal circulation roadways.

Additional site photographs of the Ashby BART Station are included in Attachment A, Figures 15 through 20.

Property History of the Ashby BART Station

Urban development on and around the site that now comprises the Ashby BART Station began by the late nineteenth century. Since the 1870s, the area had been connected to Berkeley's commercial district by a Central Pacific Railroad spur line. This and subsequent rail improvements shaped development in the coming decades. A USGS map dating from 1895 shows that the street grid surrounding the present BART station was developed, and scattered residences occupied the triangular block that makes up the site (NETROnline 1895). Despite the incipient urbanization of the area, until sometime in the early twentieth century, the area around the Central Pacific's Adeline Street stop remained swampy, perhaps because of a reported "frog pond" in the vicinity (BAHA 2004).

Although the area was subdivided by the late 1880s, development was sluggish until the following decade. Two events in 1891 set the stage for the suburbanization of the area in and around the station site. First, the City of Berkeley annexed the area, bringing the promise of urban services. Next, the Oakland Consolidated Street Railroad extended interurban commuter rail service to the neighborhood. The establishment of two new streetcar lines in the neighborhood, nicknamed the "Shattuck" and the "Lorin," connected the area to a wider East Bay transit network and made commuting from the incipient suburb practicable for those who could not afford a horse and buggy. The local transportation network was expanded further in 1903, when the Key System established a streetcar connecting Berkeley to San Francisco with Adeline Street serving as a one of the route's main East Bay corridors (Emmington et al. 2004). In response, members of a newly mobile workforce opted to settle farther from the urban core, and residential development intensified around the new trolley lines. Following the completion of the commercial Webb Block (1985 Ashby Avenue) and the influx of refugees from the San Francisco earthquake and subsequent fires of 1906, many of the Ashby BART Station's lots were quickly developed with residences, and a commercial district developed, filling the four corners of the Ashby Avenue-Adeline Street intersection, immediately northeast of the station site (BAHA 2004; Emmington et al. 2004).

In 1909 and 1911, two new streetcar lines were established through the area. In 1909, the Key System began service on the Ashby Avenue Line, and in 1911, Southern Pacific established the Ellsworth Line. These additions made the area a nexus of local and regional transportation routes (Emmington et al. 2004). By 1911, Sanborn maps show that the station site was almost completely developed. While the area was largely developed with single-family residences , there were scattered multi-family structures and several undeveloped parcels at the southwest corner of Ashby Avenue and Adeline Street. The present site of the adjacent Ed Roberts Campus was similarly characterized by mostly residential development, but also featured a few commercial and industrial properties along and near Adeline Street (ProQuest 1911).

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), which borders the Ashby BART Station on the west, became the unofficial dividing line between White and Non-white Berkeley. By the 1920s, the neighborhood west of the station site was home to a growing number of Black and Japanese-American residents (Archaeological/Historical Consultants and JRP Historical Consultants 2018; Lorey 2013). As documented by the Home Owners' Loan Corporation in the 1930s, the racial division of the area surrounding the Ashby BART Station site was made official when the area west of Grove Street was "redlined," due to its majority-non-white population (Mapping Inequality 2021). As discussed further in the following paragraphs, because the Ashby BART Station was constructed in a segregated neighborhood, this

influenced the perception that its design was discriminatory and would have a deleterious effect on Black residents living near the station site.

As of 1950, the Ashby BART Station site remained largely residential in character, though commercial and auto services were operating at the north and south ends of the block. The Ed Roberts Campus site and its surroundings were by then fully developed with a mix of commercial, light industrial, institutional properties along Adeline and single-family houses on side streets (ProQuest 1950). Mirroring a wider trend in cities across the United States, Key System streetcar service ended in the 1950s and the tracks along Adeline Street were soon removed (Archaeological/Historical Consultants and JRP Historical Consultants 2018). Historical aerial photographs show that, by the late 1960s, BART began clearing the dozens of residences and other buildings from the future station site in anticipation of construction of the Ashby BART Station and its associated parking lots (NETROnline 1958; 1968).

Through much of the 1960s, BART's plans for the Ashby BART Station were mired in the same controversy described above in *Property History of the North Berkeley BART Station*. Following approval of the Bond Measure C, a second design was drafted for the Ashby BART Station, as well as its counterpart in North Berkeley. The redesigned station proved just as controversial as PBTB's original proposal. While the tracks approaching the station would be placed underground, the new plans called for a station located partially above-ground. Specifically, a 700-foot-long, 5-foot-high skylight structure would emanate above ground level to allow natural light into the station. The structure, which would have been located in the Adeline Street median, spanning the approximately two and a half blocks between Ashby Avenue and Woolsey Street, was designed to be enclosed by a an 8-foot-high fence (Healey 2016; Oakland Tribune 3/5/1968; 3/12/1968). That the proposed station was perceived as a multi-block barrier bisecting the adjacent neighborhood was compounded by plans for an impassable segment of "transitional" tracks connecting Oakland's aerial structure to Berkeley's subway to be located immediately south of the station. When Oakland officials refused to allow the construction of the structure on their side of the boundary, BART engineers planned for their placement in Berkeley. Neighborhood activists grew concerned that the combined effect of the proposed station and transitional track structure would be a barrier spanning approximately five city blocks (Oakland Tribune 12/8/1967; 3/12/1968; San Francisco Examiner 5/19/1968).

In late 1967, a group of five local residents filed a lawsuit against BART to halt the construction of the station as proposed by BART. The legal challenge was led by two prominent Black Berkeleyans, labor and civil rights activist Mable Howard, and then-Berkeley City Council member Ronald V. Dellums (see below for brief biographical sketches of Howard and Dellums). Contemporary news articles reported the plaintiffs' main allegations were that construction of the above-ground portions of the station would form a barrier separating the historically white and Black sections of Berkeley, that construction of a surface parking lot on the triangular lot bounded by Adeline Street, Ashby Avenue, and the present Martin Luther King, Jr. Way would remove properties from the tax rolls at a cost to the City, and that extending the station or related facilities beyond the Adeline street right-of-way would incur unnecessary costs associated with the acquisition of private property (Oakland Tribune 12/21/1967). In subsequent oral arguments, BART counsel Fred McNeil characterized the charges that the above-ground elements would constitute a "a traffic or racial barrier" as a "false issue." Paraphrased by the Oakland Tribune, McNeil offered "the triangular gore of Ashby-Grove-Adeline existed as a natural physical block to crosstown traffic and that Negroes lived on both sides of the Adeline site" (Oakland Tribune 3/5/1968). Moreover, it would cost a million dollars to lower the station so that the roof would be at ground level, and that it would make for a "less desirable station" (Oakland Tribune 3/5/1968).

In December 1967, Alameda County Superior Court judge Thomas Caldecott issued an injunction to stop BART's construction of above-ground facilities at the Ashby and North Berkeley BART station sites. According to an article published in the Oakland Tribune, "in granting the injunction, […] Caldecott held that the district's present plans create a barrier through Berkeley that defeats the purpose of a $20 million bond […] passed by taxpayers that put the system underground" (Oakland Tribune 12/21/1967). In May 1968, the case was resolved in favor of the plaintiffs. In a 13-page decision, Alameda County Superior Court Judge Robert L. Bostick found that BART would be required to redesign the Ashby BART Station, because the existing plans were not consistent with the "subway" required by the bond measure Berkeley voters approved in 1966. He said further that the promise of keeping the tracks underground "border to border" and thus preventing the construction of a "Berlin Wall" to divide the city was crucial to the bond measure's approval (San Francisco Examiner 5/19/1968).

Bostick's decision forced BART back to the drawing board. BART selected the San Francisco-based architecture firm Maher and Martens to draw what would be the third and final design of the Ashby BART Station. Helmed by partners Edward John Maher and Henry E. Martens, the partnership also served as architects for the Downtown and McArthur BART station. In 1969, Maher and Martens completed plans for the Ashby BART Station. Designed in with a heavy reinforced concrete construction emblematic of the Brutalist style, the station elements were constructed under Adeline Street, with the exposed west-elevation station entrance facing the adjacent below-grade surface park-and-ride lot (Maher and Martens 1969). A satellite parking lot was constructed across Adeline Street to the southeast. In the early twenty-first century, a large portion of the satellite parking lot was redeveloped as the Ed Roberts Campus.

Service at the Ashby BART Station began with the opening of Oakland-to-Richmond extension on January 29, 1973 (Anonymous 2009). For its first several years of service, the station offered only weekday service.

Berkeley Flea Market

In the late-1970s, the Ashby BART Station was again a source of community activism, this time centered on the use of its adjacent western parking lot as the site of the Berkeley Flea Market. Some sources claim the outdoor market originated in 1973 out of spontaneous efforts by community members to take advantage of otherwise unused public space (Rubalcava-Levinthal 2019, Hicks 2019, Steltzer 2016). As one source explained, "BART originally didn't run trains on the weekends. The parking lot was empty, so people felt they had the right to go in and set up and sell" (Steltzer 2016).

Contemporary sources identify 1976 as the date of the flea market's origins. That year, the event was organized by Community Services United (CSU), who secured a series of temporary lease agreements with BART, under which flea market vendors could sell goods from the parking lot on Saturdays and Sundays (Grassroots 1976; Fernandez 1981; Brom and Amini 1979). Founded in 1976, as "the brainstorm of a coalition of 30 social service agencies that had long competed against each other for city funds." CSU was conceived as a way to raise money to support poorer residents of Berkeley "while avoiding the constant trek to city hall for [funding]" (Brom and Amini 1979). The flea market appears to have served the dual purpose of raising funds for CSU through vendor fees while offering a venue for the same vendors to raise income through the sale of various goods.

During the flea market's early years, the event drew primarily from the neighborhood surrounding Ashby BART Station. One of the event's founders, Pat McClintock, commented on the changing demographics: "At first, both buyers and sellers were primarily poor and black… The stalls would fill up

with sellers, but nobody had much money to buy. Now there's more cash changing hands, more volume, and a higher turnover of goods" (Brom and Amini 1979). The event proved popular as a retail site where customers could find deals on everyday items, such as dishes, clothes, tools, and appliances (Brom and Amini 1979). For many vendors, the flea market was an important source of income. Speaking to the San Francisco Examiner in 1979, Cornelius Thorne, an SFSU maintenance worker who supplemented his regular earnings selling dishes, magazines, and old toasters and waffle irons, explained, "Between inflation and having eight kids, I sell here to have more money… A rabbit's got to have more than one hole to crawl into these days" (Brom and Amini 1979). The event's popularity grew phenomenally in its first 5 years under CSU's management. According to an article published in the North East Bay Independent & Gazette, by 1981, the flea market was so successful it had become "the fifth largest retail business in Berkeley, doing about $1 million of business per year" (Fernandez 1981).

From its beginning, the Berkeley Flea Market was also an "arena for local politics" (Brom and Amini 1979). CSU reserved ten stalls for community-oriented organizations running. Typical participants ranged from explicitly political left-wing organizations such as Berkeley Citizen's Action and the Black Panther Party to the more conservative Boy Scouts of America (Brom and Amini 1979).

In mid-1978, the lease agreement between BART and CSU became the subject of a prolonged dispute that would eventually end in a court ruling in CSU and the flea market vendors' favor. In the view of the BART Board of Directors, the agency and CSU had entered into an agreement providing that CSU could lease the parking as the site the Berkeley Flea Market until weekend service began at Ashby BART Station. In 1978, as BART first prepared to run trains at Ashby BART Station and the rest of the Oakland-to-Richmond round, BART ordered CSU to cease holding the event on the Ashby BART Station parking lot (Healey 2016). Flea market vendors pressured BART to renew the lease, and the agency relented, offering a series of temporary agreements that reinstated the flea market. The dispute came to a head in July 1981, however, when an administrative report proposed once again revoking the flea market's permission to use the site, due to associated with policing and supposed damage to landscaping, in addition to the apparent "inconvenience" to BART posed by the flea market's use of the parking lot (Fernandez 1981; Buel 1981a). BART soon announced the flea market's lease agreement would not be renewed. Several vendors vowed to fight BART's decision. Following the lapse of the lease agreement, the weekly event continued without BART's sanction (North East Bay Independent & Gazette7/28/1981, Buel 1981b, Kruger 1981).

By October 1981, noted Berkeley-based civil rights attorney Donald Jelinek was hired to represent the vendors in a lawsuit aimed at reinstating the Berkeley Flea Market's right to continue operations in the Ashby BART Station parking lot (Kruger 1981). A native of New York, Jelinek got his start in civil rights activism in the 1960s working on a Mississippi civil rights campaign organized by the Student Non-Violent Coordinating Committee. In 1969, following a stint advocating on behalf of the economic rights Black Alabama farmers, Jelinek moved to Berkeley to practice law. He represented defendants in high-profile civil rights cases, including those of a group of Native American activists charged with trespassing following their well-publicized occupation of Alcatraz Island in 1969 and several inmates charged with offenses related to the Attica Prison uprising of 1971. Following the resolution of flea market vendor's suit against BART, Jelinek served on the Berkeley City Council and twice ran unsuccessfully for mayor of Berkeley (Scherr 2016; Quian 2016).

Filed in Alameda County Superior Court in October 1981, CSU's lawsuit against BART was settled in 1983. Described by historian Michael C. Healey as a "'he-said-she-said' situation," the case revolved around the disputed duration of the lease agreement and whether BART "caused the vendors to believe

that [a particular BART staff member] was authorized to negotiate the agreement" (Burress 1983, Healey 2016). The 19-month trial ended June 1983, when the jury found BART had entered into a contract with the vendors which allowed them "indefinite renewals of the written concession permit until a) BART needed the Ashby parking lot for its own purposes or b) the flea market was not operated according to BART standards" (San Francisco Bay Area Rapid Transit District v. Community Services United, et al. 1983). Judge Julie Conger additionally awarded the vendors $15,000 in court costs (Healey 2016, Burress 1983, Kruger 1983). Quoted in the Berkeley Gazette, one vendor celebrated the decision: "I'm so happy to go out and be making a living. It's a victory for people of all races. We fought the system and beat the biggest powers" (Kruger 1983).

Four almost 4 decades after Conger issued her decision, the Berkeley Flea Market has operated consistently at the Ashby BART Station site. Although the demographics of its customers shifted over the years, it remained an important source of income for low-income vendors. Aside from its role as a retail outlet for a variety of second-hand goods, the market has also served as a gathering place for Black residents of the surrounding neighborhood and venue for the arts, including a longstanding weekly drum circle (Steltzer 2016; Rubalcava-Levinthal 2019). In February 2019, CSU announced plans for the flea market's first temporary closure, during February and March of that year. CSU cited as a reason for the closure the institution's declining receipts, which a representative attributed to gentrification of the surrounding area (Hicks 2019; Rubalcava-Levinthal 2019). As of the drafting of this evaluation, the Berkeley Flea Market web site indicated the event was still in operation weekly.

Mable Howard

Born in 1905, Howard arrived in the Bay Area in 1942 and moved to Berkeley in 1946. In the 1940s, Howard worked at the Bethlehem Steel shipyards and became the successfully fought to become the first Black woman admitted to the painters' union. She was active in the International Longshore and Warehouse Union for more than 30 years. Howard is perhaps best remembered for her leading role in the 1967-1968 lawsuit that forced BART to build the Ashby BART Station entirely underground. Howard was also active in the boarder Civil Rights and Antiwar movements and served as a local board member for the federal Model Cities social welfare program. A profile of Howard published in the Oakland Tribune reported that Howard's home was often the setting of "spirited get-togethers" of community leaders engaged in political discussion. According to a 1995 obituary, Howard earned the nickname "Mama Howard" for "nurtur[ing] so many prominent civic leaders" (Hussain 2018; Race, Poverty & the Environment 1995; Berkeley Gazette 4/11/1973; Oakland Tribune 3/26/1985). The Mable Howard Apartments on Alcatraz Avenue in Berkeley are named in her honor.

Ronald V. Dellums

Dellums was born in Oakland in 1935. After graduating from Oakland Technical High School in 1953, Dellums attended Oakland City College, earning an Associate's degree in 1958. He transferred to San Francisco State University, from which he graduated with a Bachelor's degree in psychology. In 1962, Dellums completed his Master's degree in social work at the University of California, Berkeley (Williams 2021).

Dellums's began his career as an elected official in Berkeley, serving one term as a member of the City Council from 1967 to 1971. In 1970, while serving on the City Council, Dellums ran for Congress as an antiwar candidate and won a seat U.S. House of Representatives seat representing parts of Berkeley and Oakland. In securing the seat with 57 percent of the vote, Dellums became the first Black candidate to

win in a majority-white House district. In his first term in Congress, Dellums introduced bill to establish economic sanctions against the Apartheid regime of South Africa. The sanctions became a defining issue of his 14-term Congressional career. In 1986, a version of Dellums' oft-introduced bill (the Comprehensive Anti–Apartheid Act) was passed and signed into law, instituting a trade embargo and enforcing divestment from South African companies. Acting as floor manager for the bill, Dellums remarked "This is the highest point of my political life, the most significant and personally rewarding." Dellums retired from the House in 1998, citing personal reasons (United States House of Representatives 2021; Gorman 2018). In 2006, Dellums was elected Mayor of Oakland, serving from 2007 to 2011. He passed away in 2018.

Historical Evaluation of the Ashby BART Station

The Ashby BART Station is recommended locally eligible as a City of Berkeley Landmark for its long-standing associations with social activism and community building from within the historically Black neighborhood in which it is situated. It is not recommended eligible for inclusion in the NRHP or CRHR at this time due to a lack of available information and pending further investigation into a larger historic context of the Black community and environmental justice in Berkeley and California. A detailed evaluation of the property's historical significance follows.

California Register of Historical Resources and National Register of Historic Places Eligibility

As detailed below, the Ashby BART Station is recommended eligible for designation as a City of Berkeley Landmark due to its associations with the history of the Civil Rights Movement in Berkeley; however at this time, there is insufficient context related to its larger association within the BART system or within the African American historic context to make a definitive finding on the property's NRHP or CRHR eligibility at this time. As noted in guidance issued by the California State Office of Historic Preservation, sufficient historical scholarship on relevant topics must exist to properly evaluate a property's potential for historical significance. Further, many of the events have occurred within the past 45 years and do not exceed the NRHP's general 50-year threshold for eligibility. Due to constraints, including those regarding archive closures stemming from COVID 19, the research conducted for this study encountered a dearth of academic analysis of the history civil rights activism in Berkeley. As such the events related to the undergrounding of the BART tracks and Ashby BART Station, the involvement of Mable Howard, Ronald V. Dellums and other individuals, and the lawsuit over use of the adjacent surface parking lot as the Berkeley Flea Market could not be considered within their proper historical context. As such this evaluation is unable to make a recommendation regarding the property's NRHP or CRHR eligibility under Criteria A/1 or B/2 at this time. Further research and analysis would provide for the development of sufficient historical context relating to African Americans and the Civil Rights Movement in Berkeley in which to evaluate the significance of the Ashby BART Station and its NRHP and CRHR eligibility under these themes.

In consideration of other potentially significant associations, the Ashby Bart Station also does not appear to meet NRHP or CRHR eligibility requirements. The Ashby BART Station is just one of many stations serving the BART system and one of three in Berkeley, and its design, completion, and operation do not constitute a singularly significant historical event regionally or locally under the theme of transportation

or otherwise. Research for this study did not identify any other historical context in which the Ashby BART Station would be considered historically significant. Allowing for a possible exception based on associations with local civil rights history, the Ashby BART Station is recommended ineligible for listing in the NRHP or CRHR under Criterion A/1.

Architecturally, the Ashby BART Station is a partially exposed subway station exhibiting elements of Brutalist-style architecture. Analysis for this evaluation concluded the station is an unremarkable example of the style and does not embody the distinctive characteristics of a type, period, or method of construction or possess high artistic values. Research for this evaluation found no evidence that the station represents the best work of its designer, the architecture firm Maher and Martens. The Ashby BART Station is therefore recommended ineligible for the NRHP or CRHR under Criterion C/3.

A review of available evidence did not indicate that it may yield important information about prehistory or history. As such, the property is recommended ineligible for the NRHP or CRHR under Criterion D/4.

Finally, while the station may be eligible as a contributor to a potential historic district constituting all or part of the BART system, such a recommendation was beyond the scope of this evaluation.

City of Berkeley Landmark and Structure of Merit Evaluations

The Ashby BART Station is recommended eligible as a City of Berkeley Landmark under Criterion 2, which allows for the designation of properties possessing cultural value. Specifically, the criterion makes eligible for Landmark designation structures, sites, and areas associated with the movement or evolution of religious, cultural, governmental, social and economic developments of the city. The station, including the immediately adjacent surface parking lot, is associated with local civil rights activism related to the undergrounding of the BART tracks and station and the community's use of the station parking lot on weekends for the Berkeley Flea Market. In combination, these two events highlight the role of African-American South Berkeley residents and their allies in ensuring, firstly, in that the BART station was designed in a manner consistent with the community's wishes and, secondly, in that once developed, the facility would continue to serve the community's economic and social needs. Led by Mable Howard and Ronald V. Dellums, among others, the lawsuit to ensure that the entirety of the Ashby BART Station was designed as a subway station was the culmination of a years of political efforts by Berkeleyans to ensure BART engineers designed the portion of the rail system within the city's boundaries according to the preferences of the community. More specifically, the contest over the Ashby BART Station's design highlighted the determination of African-American leaders to prevent the construction of a station whose design was widely perceived as racially discriminatory. The historical record does not suggest there is a direct relationship between, on the one hand, the legal challenge led by Howard, Dellums, and others, and on the other hand, the work of local activists and community members to establish and preserve the Berkeley Flea Market at the Ashby BART Station parking lot, at some times over the objections of the BART Board of Directors. However, the two events are linked thematically by the persistent efforts of activists and members of Berkeley's African-American community to influence the design and use of a prominent public space in the historically African-American South Berkeley neighborhood. In 1981, the market's vendors sued BART to continue their use of the station's surface parking lot as the flea market site. The case was ultimately settled in 1983 with the jury finding BART had entered into a contract with the vendors which allowed them "indefinite renewals of the written concession permit until a) BART needed the Ashby parking lot for its own purposes or b) the flea market was not operated according to BART standards" (*San Francisco Bay Area*

Rapid Transit District v. Community Services United, et al. 1983). As such, the station is notable for its association with the history of activism centered on the Ashby BART station. Since the lawsuit's conclusion, the weekend event has maintained over four decades its role as a Black social and cultural institution. The property may be regarded as important for its longstanding association with South Berkeley's Black community and is therefore recommended eligible for designation as a City of Berkeley Landmark under Criterion 2.

The Landmark's boundaries include the station footprint inclusive of the parking lot located immediately adjacent to the west of the station proper. The satellite parking lot located east the Ed Roberts Campus does not contribute to the property's significance because it was neither the subject of the 1967-1968 lawsuit nor used as a site of the Berkeley Flea Market.

The Ashby BART Station is recommended ineligible under the remaining criteria for City of Berkeley Landmarks and Structure of Merit designation. As an undistinguished Brutalist-style subway station, the property fails to satisfy the requirements of Landmark Criterion 1, which pertains to architectural merit. Research for this study did not find evidence that it is the first, last, only, or most significant architectural property of its type in the region, nor that it is a prototype, or outstanding example, of a period, style, architectural movement, or construction. Moreover, available sources do not suggest it is an example of the more notable works or the best surviving work in a region of its designer, the architecture firm Maher and Martens. It is also not an architectural example worth preserving for the exceptional value it adds as part of the neighborhood fabric.

The station also fails to satisfy the requirements for designation under Landmark Criterion 3, which pertains to educational value. Although the station is significant for its associations with the social activism in Berkeley, these historical associations are not conveyed by the station's design in a manner that would readily express that history to visitors to the site.

The Ashby BART Station is also recommended ineligible under Landmark Criterion 4. Properties eligible under Criterion 4 must possess historical value and embody and express the social, cultural, economic, political, religious or military history of Berkeley, Alameda County, California, or the United States. Although the station property is associated with notable events in the city's history that, taken together, qualify the property for Landmark designation under Criterion 2, research for this study did not find evidence the events are individually important. Rather, the Ashby BART Stations important historical associations satisfied the requirement under Landmark Criterion 2 that a property embody the *evolution* of historic, social, and cultural themes. Because Criterion 4 does not similarly allow for designation based on such thematic grounds, the Ashby BART Station is recommended ineligible under this criterion.

Finally, the property is not listed in the NRHP and, therefore, does not qualify for Landmark designation under Criterion 5.

Per the City of Berkeley's historic preservation ordinance, a property may also be designated as a Structure of Merit. Such designation is generally reserved for properties that, upon assessment, do not currently meet the criteria as set out for a landmark, but are worthy of preservation as part of a neighborhood, a block or street frontage, or as part of a group of buildings which includes landmarks. Because the current evaluation recommends the Ashby BART Station eligible for designation as a Landmark, it was not evaluated for Structure of Merit eligibility.

Conclusion

As detailed above, the Ashby BART Station is recommended eligible for designation as a City of Berkeley Landmark under Criterion 2 due to its associations with an evolving history of social activism and community building originating in Berkeley's Black community, which centered on the "undergrounding" of the Ashby BART Station and use of the station parking lot on weekends as the location of the Berkeley Flea Market. As such, the Ashby BART Station is considered a historical resource under CEQA. The Ashby BART Station is not recommended eligible for listing in the NRHP or CRHR. The North Berkeley BART Station is recommended ineligible for listing in the NRHP and CRHR or for designation as a City of Berkeley Landmark or Structure of Merit, and as such it is not considered a historical resource under CEQA.

Please do not hesitate to contact Rincon with any questions regarding this historical resource evaluation.

Sincerely,
Rincon Consultants, Inc.

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Attachments

Attachment A Figures

Attachment B DPR 523 Series Evaluation Forms

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Attachment A

Figures

Figure 5 Project Location Map

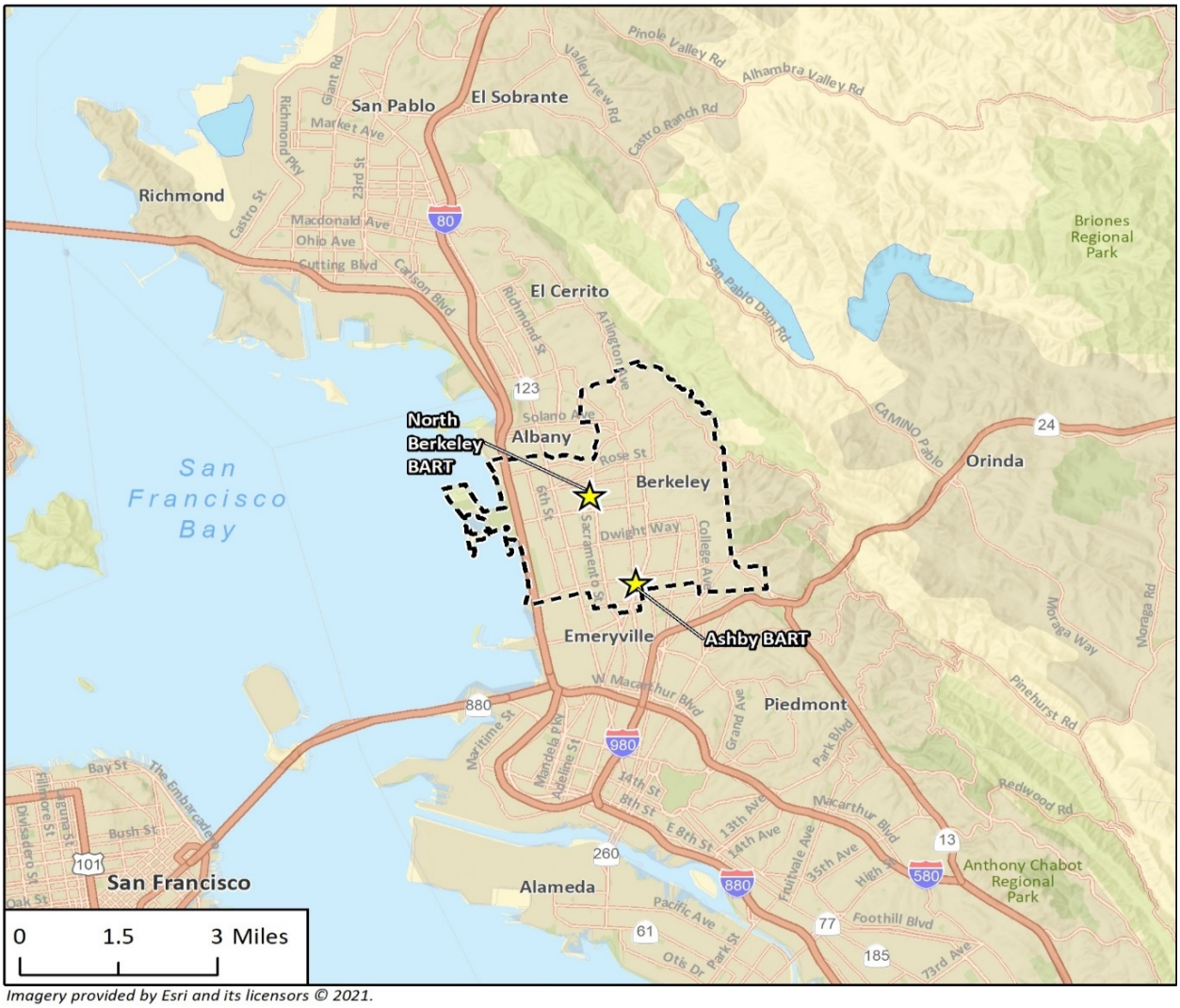

Figure 6 Project Boundary Map – North Berkeley BART Station

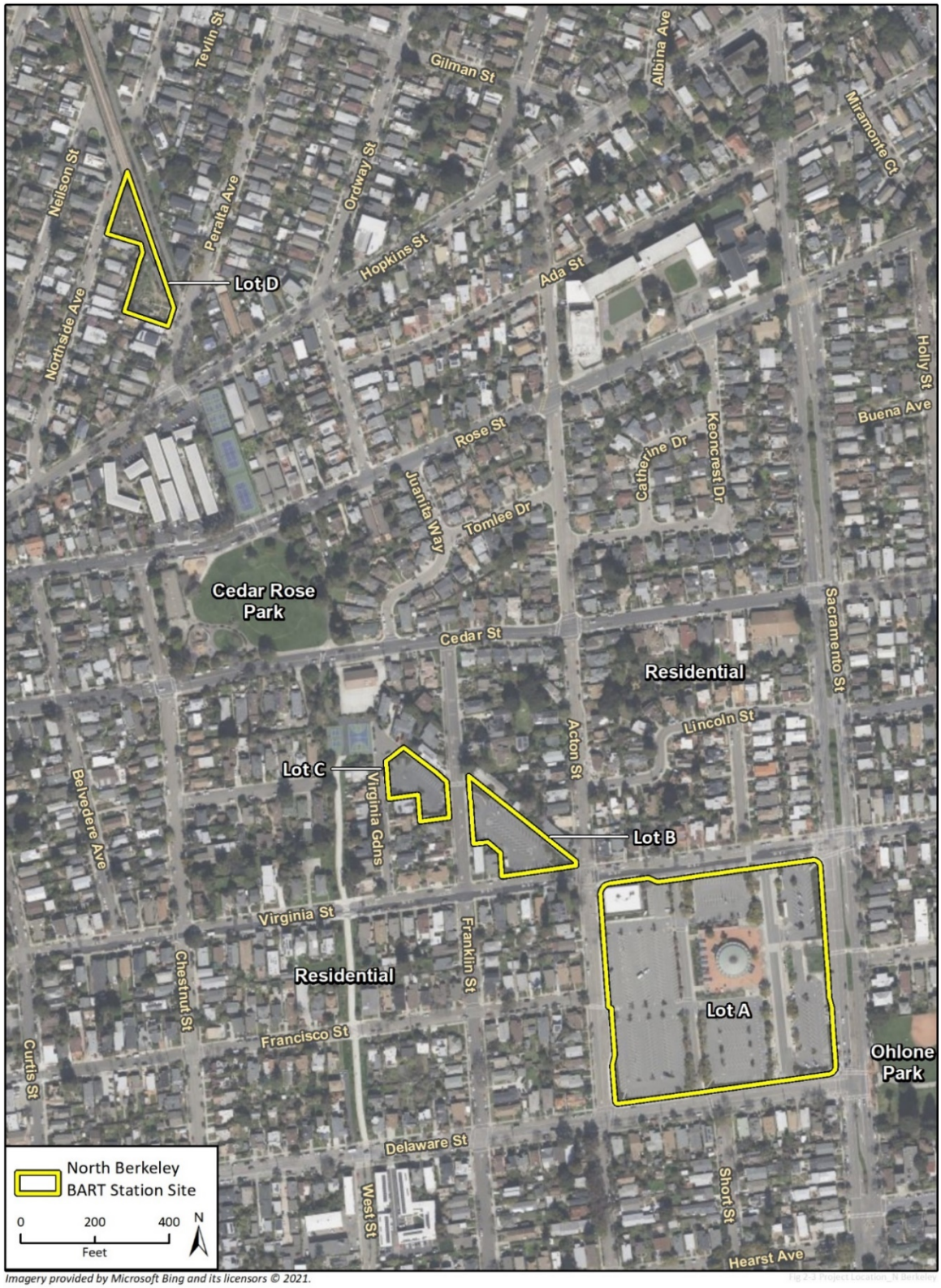

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Figure 7 Project Boundary Map – Ashby BART Station

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Figure 8 North Berkeley BART Station, West Elevation, Including Skylight, Facing Northeast

Figure 9 North Berkeley BART Station, Interior View of Paid Area of Concourse Level

Figure 10 North Berkeley BART Station, Interior View of Skylight and Escalator from Concourse Level

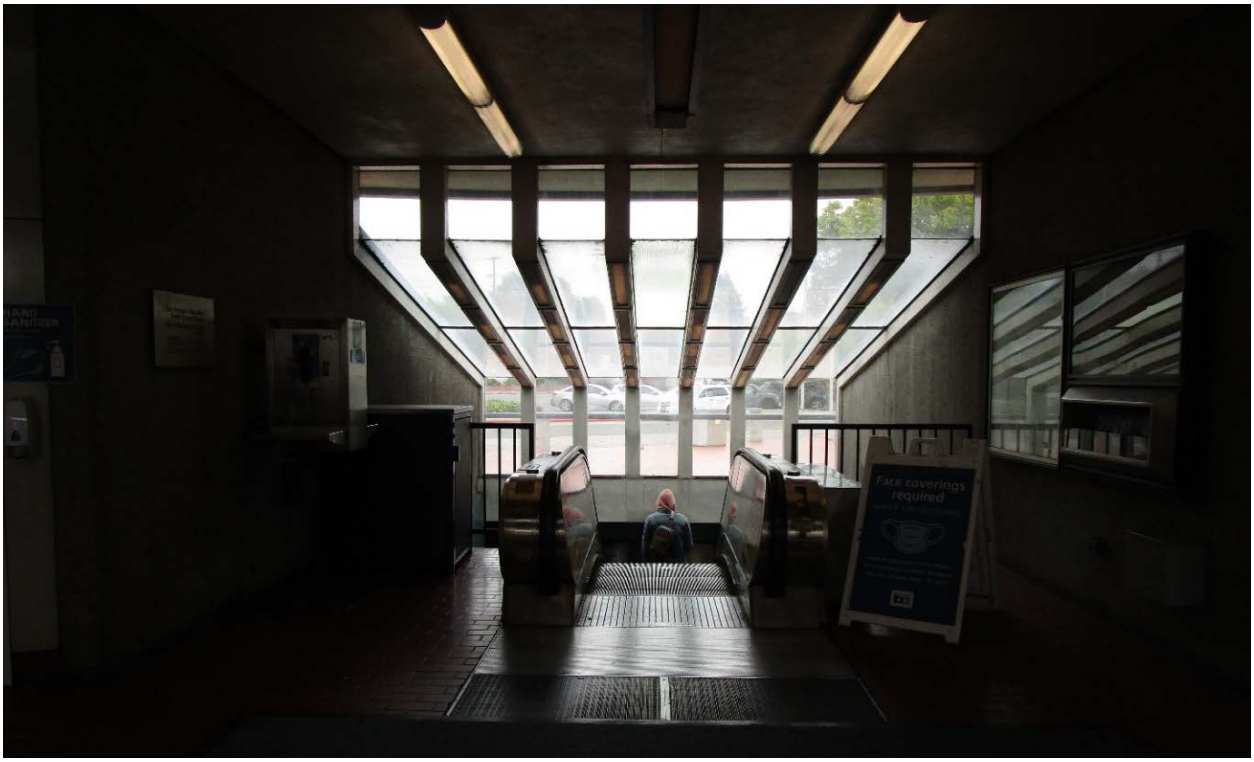


Figure 11 North Berkeley BART Station, interior View of Station Platform

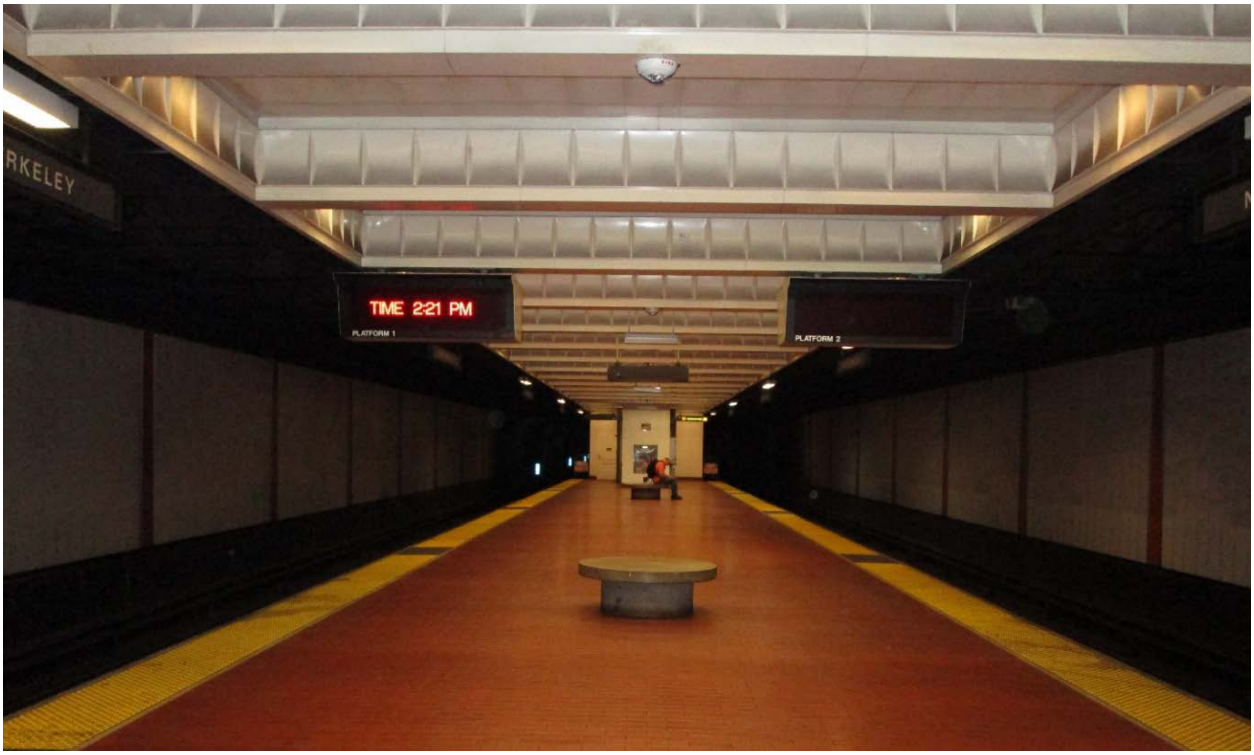


Figure 12 Utility Building at the North Berkeley BART Station, South and East Elevations, Facing Northwest

Figure 13 North Berkeley BART Station Elevator Shaft, West Elevation, Facing East

Figure 14 North Berkeley BART Station Bus Shelter, Facing Southwest

Figure 15 Detail of the Ashby BART Station, West Elevation, Facing South

Figure 16 Ashby BART Station, Street-Level Deck along West Side of Adeline Street, Featuring Non-Original Canopy and Signage, Facing Northwest

Figure 17 Interior View of Entry Area of the Ashby BART Station Concourse Level

Figure 18 Interior View of Paid Area of the Ashby BART Station Concourse Level

Figure 19 Interior View of the Ashby BART Station Platform

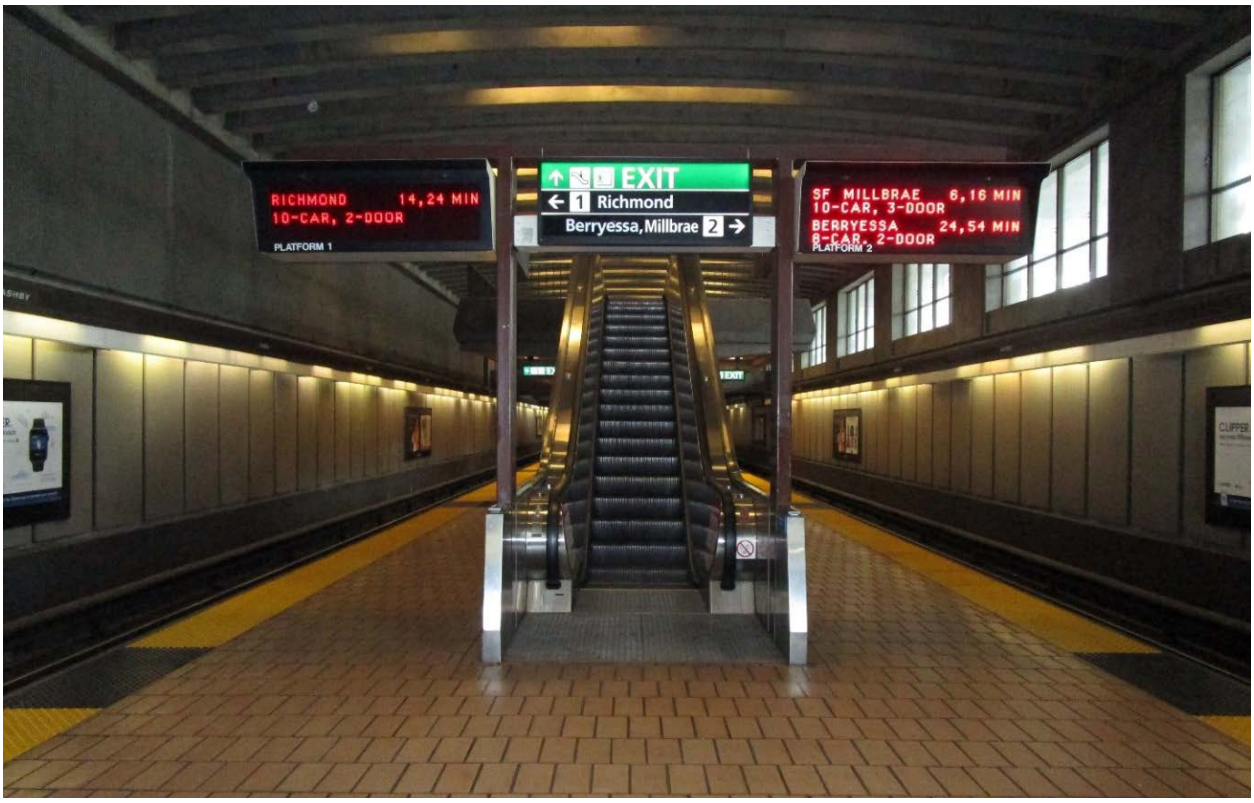


Figure 20 Ashby BART Station Parking Lot near Martin Luther King, Jr. Way, Facing Southeast

Attachment B

DPR 523 Series Evaluation Forms

State of California – The Resources Agency
DEPARTMENT OF PARKS AND RECREATION

PRIMARY RECORD

Primary #
HRI #
Trinomial
NRHP Status Code 6Z

Other Listings
Review Code **Reviewer** **Date**

 ***Resource Name or #:** North Berkeley BART Station

P1. Other Identifier:

***P2. Location:** ☐ **Not for Publication** ■ **Unrestricted** ***a. County:** Alameda

***b. USGS 7.5' Quad:** *Oakland West* **Date:** 1993 Township Range Section M.D.**B.M.**

c. Address: 1750 Sacramento Street City: Berkeley Zip: 94702

d. UTM: Zone: mE/ mN (G.P.S.)

e. Other Locational Data: APNs 58-2146-16-5, 58-2149-19-4, 58-2147-18-5, and 58-2148-17-4

***P3a. Description:**

The subject property is the North Berkeley Station of the Bay Area Rapid Transit (BART) system. Constructed between 1969 and 1973, the North Berkeley BART Station is a subway station with an above-ground station building and subterranean tracks and station platform. The roughly 8.1-acre square property is two blocks long on all sides, with the station building located at approximately the center. The remaining area is occupied by an electrical substation building, surface parking lot and internal circulation network, and landscaping. A dual-track underground rail alignment passes diagonally from roughly the intersection of Sacramento and Delaware streets at the southeast corner of the property to the junction of Virginia and Acton streets at the northwest corner.

Situated on a terraced grade, the station building exhibits elements of the New Formalist style of architecture. Its roughly circular footprint is defined primarily by reinforced-concrete exterior walls consisting of two sets of concentric arcs. Cladding is generally aggregate-finish panels, though the extending window structures are flanked by concrete walls. The bi-level conical roof is low-pitched and clad in metal panels that taper as they approach the roof's center point. The lower level of the roof makes up a broad heavy overhang, faced with metal panels. A series of exposed concrete beams lay over the overhang, supporting the upper level of the roof. The upper level of the roof culminates in an oculus filled with a metal-framed skylight. Additional fenestration includes a series of windows situated between the two levels of the roof and the pair of ground-level window structures that extend to the northeast and southwest. Exterior elements suggesting the influence of New Formalism include the building's general symmetry, metal-panel-clad entablature, and oculus penetrating the center of the roof.

See continuation sheet, p. 4.

***P3b. Resource Attributes:** HP39. Other (Subway station)

***P4. Resources Present:** ■ Building ☐ Structure ☐ Object ☐ Site ☐ District ☐ Element of District ☐ Other (Isolates, etc.)

P5a. Photo or Drawing

P5b. Description of Photo:
North Berkeley BART Station building, south elevation, facing north.

***P6. Date Constructed/Age and Sources:**
■ Historic ☐ Prehistoric ☐ Both

1969-1973

***P7. Owner and Address:**
N/A

***P8. Recorded by:**
JulieAnn Murphy
Rincon Consultants
449 15th Street, #303
Oakland, CA 94612

***P9. Date Recorded:**
June 30, 2021

***P10. Survey Type:**
Intensive

***P11. Report Citation:**

Murphy, JulieAnn, James Williams, and Steven Treffers. 2021. Historical Resources Evaluations for the Ashby and North Berkeley BART Stations Transit-Oriented Development Zoning Project, City of Berkeley, Alameda County, California. Prepared for City of Berkeley by Rincon Consultants, Inc. August 11.

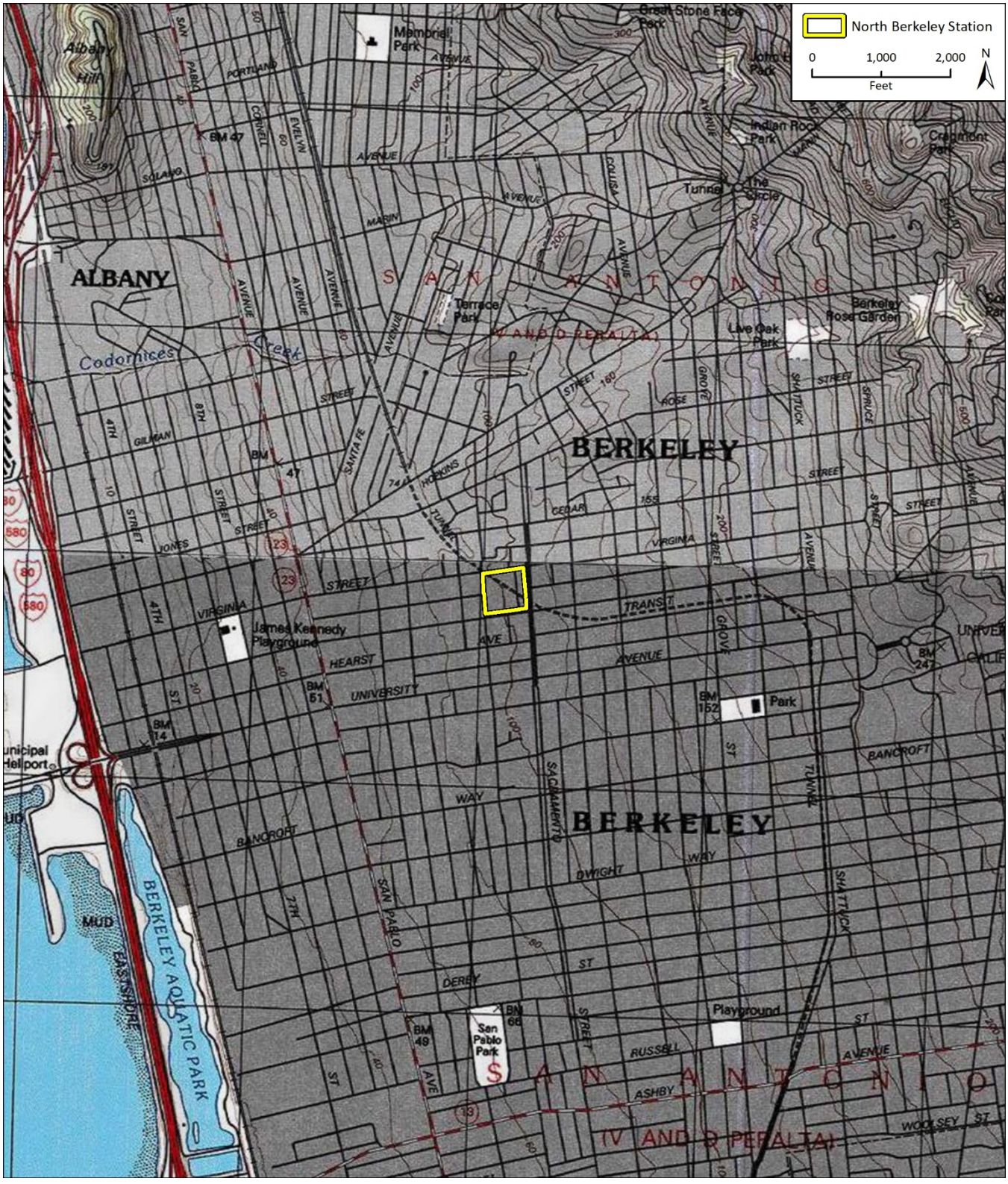
***Attachments:** ☐ NONE ■ Location Map ☐ Sketch Map ■ Continuation Sheet ■ Building, Structure, and Object Record
☐ Archaeological Record ☐ District Record ☐ Linear Feature Record ☐ Milling Station Record ☐ Rock Art Record
☐ Artifact Record ☐ Photograph Record ☐ Other (List):

State of California X Natural Resources Agency Primary #
DEPARTMENT OF PARKS AND RECREATION HRI#

LOCATION MAP

Trinomial

Page 2 **of** 12 ***Resource Name or #** North Berkeley BART Station
***Map Name:** *Oakland West* and *Richmond* ***Scale:** 1:24,000 ***Date of map:** 1993



BUILDING, STRUCTURE, AND OBJECT RECORD

***Resource Name or #** North Berkeley BART Station ***NRHP Status Code** 6Z

B1. Historic Name: North Berkeley BART Station
B2. Common Name: North Berkeley BART Station
B3. Original Use: Subway station B4. Present Use: Subway station
***B5. Architectural Style:** New Formalism
***B6. Construction History:**
The station building, utility building, surface parking lot, and other features were constructed between 1969 and 1973. There are no notable alterations to the station.

***B7. Moved?** ■ **No** □ **Yes** □ **Unknown** **Date:** N/A **Original Location:** N/A
***B8. Related Features:** None
B9a. Architect: Unknown b. Builder: Unknown
***B10. Significance: Theme** N/A **Area** N/A
Period of Significance N/A **Property Type** N/A **Applicable Criteria** N/A

The subject property is the North Berkeley BART Station. It was developed between 1969 and 1973 to serve BART's Oakland to Richmond extension line.

The following narrative is presented to provide a focused historical context in which to understand the potential significance of the North Berkeley BART Stations.

Development of Transit in the Bay Area: The Horsecar Era to the Electric Streetcar (1861-1946)

The development pattern of the San Francisco Bay Area largely reflects the transit development patterns of the greater United States. Sparsely populated until the Gold Rush in 1849, by the mid nineteenth century the area was growing rapidly and emerging as a metropolitan region with transportation between cities. By 1850 there was a stage line between San Francisco and San Jose as well as ferry service between San Francisco and Oakland (Callwell 1999). The first omnibus began to service San Francisco in 1851. Rail service between San Francisco and San Jose began in 1863, with stops along the Peninsula. In 1872 Hallidie's cable car began running and soon thereafter cable car and rail service expanded through San Francisco's expanding boundary (Caldwell 1999). The cable car service would eventually become San Francisco Municipal Railway (Muni) and was good but limited to intra-city service (Healy 2016).

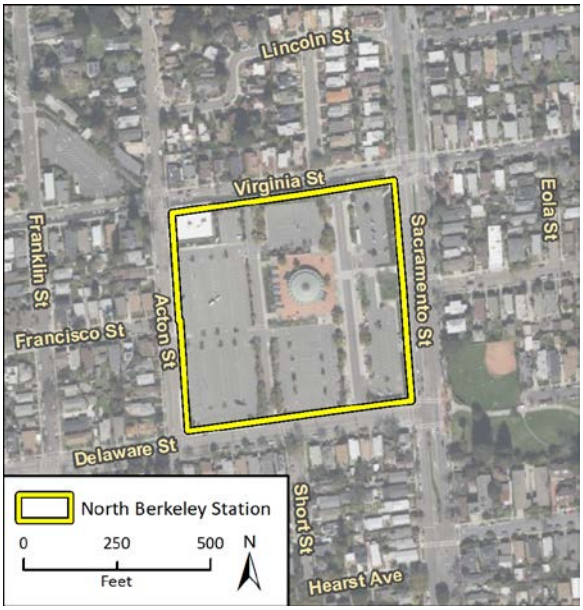
See continuation sheet, p. 4.

B11. Additional Resource Attributes: N/A
***B12. References:**

See continuation sheet, p. 11.

B13. Remarks:
***B14. Evaluator:** James Williams, Rincon Consultants
***Date of Evaluation:** August 11, 2021

(This space reserved for official comments.)



P3a. Description (continued):

Recessed portals on the north side of the station building provide access to the station concourse. Located just past the entrance, the metal-clad information booth is flanked by fare gates. The interior is dominated visually by the exposed concrete roof beams and the central skylight. Interior walls are generally clad with panels of an undetermined material. At the center of the concourse, a large, rectangular opening accommodates a pair of concrete staircases, which descend to the platform level. Escalators are located on opposing sides of the station, beneath the ground-level skylights.

Flanked by the subway tracks, the platform aligns with the adjacent rails, extending in both directions beyond the station building's perimeter. The portion of the ceiling directly above the platform consists of an exposed metal framework, tile cladding, and ceiling-mounted light fixtures. Above the tracks, the ceiling is characterized by exposed metal trusswork. The cross beams of the platform ceiling provided a rhythmic element echoed in the panels lining the walls adjacent to the outer rails. The station building is in fair condition and has incurred minimal alteration.

Hardscaping in the area adjacent to the station building consists chiefly of a brick-lined plaza. Situated on slightly sloping terrain, the brickwork exhibits a common-bond pattern, much of which is laid in concentric arcs that echo the building's circular footprint. The arced courses of brick are interrupted in several places, however, by swaths of brick various divergent patterns. At the north and west sides of the plaza, the terrain slopes more dramatically. At this location, timber retaining walls contain the exposed earth. While the north side consists of a single slope descending from the plaza to the surface parking lot, the retaining structures on the west side form a three-level terrace. The exposed area there is planted with a combination of mature trees, shrubs, and ground-cover vegetation. At opposite ends of the west side, straight concrete steps with metal rails connect the plaza and parking lot levels.

A utility building is located northwest of the station, at the southeast corner of Virginia and Acton streets. Utilitarian in design, the building has a rectangular plan and rises a single story to culminate in a flat roof with rolled composition cladding. Stucco cladding conceals the building's structural system, which may be of concrete-panel construction, as suggested by seams apparent on the exterior. Entrances are located on the north and west elevations and feature solid standard-size wood doors and an equipment or vehicle bay door. While the building is windowless, large louvered vents punctuate the north, south, and east elevations. The area around the building is enclosed by a wall made up of aggregate-finish panels like those on the station building's exterior.

Additional minor structures are located intermittently through the east side of the property. Situated along Sacramento Street, southeast of the station building, is an above-ground station elevator. The elevator shaft is housed in a stucco clad structure with the entrance facing the parking lot to the west. A heavy overhang extends to the north, supported partially by a blade wall. A second wing wall extends to the south.

Just outside the station is an open-air bus shelter consisting of a circular concrete roof supported by a concrete column. Partial walls radiate from the column in four directions. Each wall consists of a pre-cast concrete knee wall with a wood-framed window situated atop. Affixed to the walls are L-shaped metal benches. Another bus stop shelter is located immediately east of the station building. Similar in design to its counterpart, the structure consists chiefly of a concrete rectangular roof and concrete column. The space beneath the roof is similarly spaced by concrete dividers with wood-framed windows. Straight benches are affixed to the walls.

The surface parking lot borders the station building on all four sides. A portion of the area just east of the station is reserved for bus transfer points. Parking areas in the northern two thirds of the facility are connected by a gridwork of internal roadways. Landscaping in the parking and bus transfer and parking areas consists of mature trees and shrubs planted along circulation routes, in parking lot islands, and along the perimeter of the property.

B10. Significance (continued):

In the East Bay, there were parallel transportation developments. In addition to ferry service to San Francisco, there was rail service extending from Oakland to surrounding communities including Berkeley. The first electric streetcars began to appear on both sides of the San Francisco Bay in the 1890s. By the turn of the twentieth century, San Francisco was the largest city on the West Coast and the region's transit was growing to accommodate the population and growing economy. The San Francisco, Oakland, and San Jose Railway began running in 1903 and provided electric rail service in the East Bay to ferries that continued to San Francisco (Healy 2016). By 1916 the rail was comprised of 250 miles of track. Then known as the Key System because its track configuration resembled a skeleton, it was the region's dominant transit system.

After World War I, the Bay Area saw another period of significant growth and the need for improved cross-bay transit became imperative. The Oakland - San Francisco Bay Bridge opened in 1936 and its lower deck accommodated the Key System streetcars, supplanting the previous ferry service. The Golden Gate Bridge opened the following year (Healy 2016).

In the years leading up to World War II, several studies were conducted to investigate possibilities improve cross bay transit with additional bridges. During the post-World War II years, the nine counties of the Bay Area doubled in size, with most development occurring in the suburbs while San Francisco and Oakland remained the primary employment centers. The Key System was suffering from deferred maintenance during the war and the new owners (a holding company for General Motors) cut service. That, along with the popularity of the automobile caused ridership to fall from 22 million in 1946 to 9.8 million by 1952 (Healy 2016). By 1948 Key System trains were replaced by busses (Healy 2016).

See continuation sheet, p. 5.

***Recorded by:** JulieAnn Murphy, Rincon Consultants ***Date:** June 30, 2021 ■Continuation ☐Update

B10. Significance (continued):

Planning for BART (1946-1962)

The need for a more robust regional transit system was clear as early as 1946 when the state legislature passed a bill for a Joint Army Navy Board to study the possibilities of cross-bay transit. In 1947 the Board recommended that an "adequate system of rapid mass transit be a component of the overall general scheme to solve the Bay Area transportation problems over an extended period of years" (Healy 2016). In 1951 San Francisco Board of Supervisor, Marvin Lewis drafted an amendment to 1949 transit legislation and the San Francisco Bay Area Transit Commission was signed into law by the state legislature (Healy 2016). In 1953 the Commission awarded a contract to Parsons, Brinkerhoff, Hall, and MacDonald (PBHM) to author the land use and transit report, which after studying the area's travel patterns proposed that a high-speed, grade separated regional rapid transit was critical as complementary to the highway system.

The San Francisco Bay Area Rapid Transit District (BARTD) was signed into law in September 1957. The District was comprised of five core counties: Alameda, Contra Costa, Marin, San Francisco, and San Mateo (Healy 2016). BARTD viewed the initiative as imperative, witnessing regional growth that was expected to continue and further stress existing freeways and bridges. They decided to get the initiative on the November 6, 1962 general election ballot and spend the 2 years approaching the election running an information campaign to encourage people to vote for a tax to build the project (Healy 2016). PBHM recruited the Bechtel Corporation and Tudor Engineering (PBTB) to form a joint venture to launch a number of studies and refine engineering considerations.

By early 1962, Marin County and San Mateo County withdrew from the project (Grefe and Smart, 1975; Healy 2016). In May 1962, PBTB revised the Composite Report to include the three remaining counites – Alameda, Contra Costa, and San Francisco. The initiative went on ballot on November 6, 1962 and passed with just over 61 percent of the vote (Healy 2016). The vote approved rapid transit bond funding and the use of state bridge tolls to fund the construction of the transbay tube.

Designing BART and Community Participation (1962-1964)

The Composite Report was just a selling tool and not the definitive design. After the passage of the bond measure in 1962, the system had to be planned in detail, engineered, and designed. BART would be the first new transit designed in whole since the Philadelphia transit system was designed in 1907 (Healy 2016: 62). The final route design would be an askew "X" with Oakland as the East Bay hub with a third of the track at grade, a third aerial, and a third underground. Parking would be provided at all suburban stations. Systemwide, 20,000 spaces were constructed (Healy 2016).

After the engineering contract was awarded in 1962 and defended from a lawsuit arguing the bond referendum was invalid because the public had not been given the true scope of the project in 1963, BARTD had to negotiate the right of way agreements with communities and purchase parcels to build the track and stations. The engineers assumed that lines and stations identified in the initial reports and again in the Composite Report would be accepted and the process for acquiring land would be routine. Communities, however, began to demand a participatory process (Healy 2016). PBHM met with City Councils and Boards of Supervisors in all jurisdictions through which the travel corridors passed in 1953-1955 (Grefe and Smart, 1975). Many jurisdictions, however, did not have planners at the time. While the general requirements of the cities were initially met, when acquiring right of way permissions after the passage of the bond issue in 1962, BART was faced with accommodating extensive local requirements that initial cost estimates failed to include (Grefe and Smart 1975). BARTD's policy was to accommodate local demand within their financial capabilities (Grefe and Smart 1975).

BARTD sought popular acceptance by the communities. At the same time, communities, growing from local activist movements were asking for a participatory process to discuss station locations, designs, color schemes, landscaping, route tracking, and noise abatement (Healy 2016). BARTD continued the pursuit of acceptance until the expense of meeting local demand was overbearing. The most intense disagreements were in response to BARTD's plans to construct track on a viaduct, above ground within the city limits of Berkeley. In 1963, Berkeley's incoming mayor Wallace Johnson strongly opposed the above-ground track arguing it would be an eyesore and further divide the city by race, separating the city's predominately white and black neighborhoods (Grefe and Smart 1975). Despite a public process with hearing and negotiations, the City of Berkeley and BARTD could not reach an acceptable compromise. In 1966, the City of Berkeley voted to establish a special tax district to cover the estimated $25 million to build a subway through the city, leading to considerable construction delays.

The undergrounding of BART in Berkeley was the most contentious community-led conflict with BARTD, but it was not the only one. In Oakland, the line would require the demolition of the city's major hardware store, Simon's Hardware, Inc. BARTD altered the track configuration, leading to a permanent requirement for trains slow to 25 miles per hour at the newly designed wye. In Albany, the city was concerned with a proposed station that would take property off the tax rolls, leading BARTD to move the station to El Cerrito. In San Francisco, neighborhoods in the western region feared impacts of the system, leading BARTD to remove a segment beyond West Portal from its plans. An additional station was added at Embarcadero to serve the emerging commercial and hotel district resulting from the ongoing redevelopment in the area (Healy 2016).

BART's Architecture and Expansion (1964 – Present)

In designing the stations, BARTD knew as General Manager BR Stokes described that in order to "attract drivers out of their cars it must be sleek, comfortable, convenient, and cheap," (Healy 2016). The system would naturally adhere to modern architectural design, landscape architecture, graphic design, and industrial design, thereby reflecting its technological achievements. The Composite Report included renderings reflecting the modernistic aesthetic.

See continuation sheet, p. 6.

B10. Significance (continued):

The scope of the architectural design was increased substantially over what was described in the Composite Report which envisioned designs based on standardized features. Instead BARTD made use of separate architectural firms to design stations with individual design elements (Grefe and Smart 1975). PBTB hired Donn Emmons, partner at Wurster, Benardi & Emmons (WBE) to be the project's consulting architect. The work of the consulting architects resulted in the development of the Manual for Architectural Standards for BART (Grefe and Smart 1975). The manual, completed in 1965, provided for elements that should be included in each station design, including ticket kiosk locations, vertical circulation, acoustic requirements, site layout requirements, and the number of entrances (Architectural Forum 1966). The information in the manual was largely functional, providing minimum design standards and physical requirements and did not include guidance for architectural style. In tandem with the Manual for Architectural Standards, landscape architect, Lawrence Halprin, was hired as chief landscape architect and authored a corresponding landscape guide, The Landscape Design Criteria and Standard Landscape Elements. It established a list of acceptable plants and standard elements for station plazas (Architectural Forum 1966).

Project architects were given latitude with stations design but were constrained by the manual and the site plan, frustrating some architects. Ultimately, stations were designed by 14 Bay Area firms, selected from a list compiled by Emmons. The result was a variety of station designs, ranging from utilitarian to inspired. In addition to constraints from the prescriptions by PBTB in the manual and the development of the site plans, architects were limited by the station type. Designers used finishes and materials to distinguish their work, including the placement of openings, lighting, and artwork. Some architects used more innovative features like rotundas, sunken plazas, or new use of materials (Architectural Record 1974).

Construction was underway in 1965 and by 1968 over half of BART's system construction was complete (Healy 2016). BART opened to public service on Monday, September 11, 1972. However, only a small fleet of trains were available and 12 stations between Fremont and MacArthur were serviced. The transbay tube, allowing trips between San Francisco and Oakland, did not officially open for another two years. In its first 3 months of operation, 1 million passengers used BART. By 1978, BART offered weekend service, proving its viability as a transit option beyond the workweek (Healy 2016). In the following years, BART worked on refining service. During the 1990s three service route extensions were planned – Daly City to SFO to Millbrae, Concord to Antioch, and Bay Fair to Dublin/Pleasanton. Today, BART has expanded to 50 stations and includes 131 miles of track, serving over 400,000 passengers weekly (BART 2021).

Property History of the North Berkeley BART Station

By the late 1870s, much of the North Berkeley area, in which the North Berkeley BART Station is located, was subdivided for residential development. The earliest development of the station site followed the opening of the Curtis Tract, a subdivision owned by Michael Curtis, an Irish immigrant who began farming in the area by 1852 (Maley and Watson 2016; Thompson and West 1878). Historical news items indicate the Curtis family began selling portions of the Curtis Tract by the late 1870s (San Francisco Examiner 11/5/1877; Oakland Tribune 3/12/1880). Historical property maps and United States Geological Survey topographical maps show that the existing street grid was planned and possibly developed by 1890, and some development, likely residential, took place by 1900 in the vicinity of all four lots comprising the North Berkeley Bart Station site (NETROnline 1900; Bailey 1890).

In the first 3 decades of the twentieth century, development of the station site and its surroundings followed alongside the growth of the nearby West Berkeley industrial district (City of Berkeley n.d.). By 1911, the Santa Fe Railroad was constructed along a north-south alignment through the neighborhood on nearby West Street. This corresponding growth was limited however, consisting mostly of scattered single-family residences (ProQuest 1911). By 1929, Berkeley's continued growth led to substantial residential development in the neighborhood. A sign of this growth, a right-of-way was reserved for the Key System's Westbrae streetcar shuttle, passing through the neighborhood on a northwest-southwest trajectory and meeting with the Santa Fe Railroad right of way near the intersection of West and Cedar streets. Outside the Key System right-of-way, the station site was developed with single-family homes (ProQuest 1929).

In the decades following World War II, there were few notable changes to the built environment of the neighborhood surrounding the North Berkeley BART Station sites. In 1948, the Key System ended local streetcar service, and the Westbrae Shuttle right-of-way was abandoned (ModernTransit.org 2021). Although some sections of the alignment were developed with residential uses, construction of the BART Richmond line through the neighborhood followed segments of the existing Key System and Santa Fe Railroad rights of way (NETROnline 1946; 1958; 1959; 1968; 1990). The site of North Berkeley BART Station retained its residential character until the 1960s, when BART demolished the residential buildings on the site to allow for construction of the station (NETROnline 1959-1986).

PBTB's original design for the Berkeley segment of the BART system called for elevated tracks placed on street medians throughout the city (Healy 2016). City of Berkeley officials objected to the aerial rail design, and in 1960, the Berkeley City Council passed resolution that called for the BART system within Berkeley to be constructed entirely as a subway. Negotiations with the City-led PBTB to propose a compromise by which BART would construct a subway segment in downtown Berkeley (mostly along Shattuck Avenue between Derby Street and the intersection of University and Milvia avenues). The remainder of the Berkeley route, roughly three miles of tracks, would be elevated. These changes were incorporated into the Composite Report, released in Spring 1962 to the various city and county jurisdictions through which BART would be routed. PBTB believed a lack of official response from the municipalities indicated approval of the designs contained Composite Report (Healy 2016).

See continuation sheet, p. 7.

***Recorded by:** JulieAnn Murphy, Rincon Consultants ***Date:** June 30, 2021 ■Continuation ☐Update

B10. Significance (continued):

In 1963, Wallace Johnson, who had recently been elected mayor, objected. Now known as the "the last Republican mayor of Berkeley," Johnson graduated from the California Institute of Technology with a background in engineering before entering local politics. Johnson objected to the aerial tracks and stations, believing they were "aesthetically unattractive" and threatened to "divide the city psychologically along racial lines," in the words of historian Michael C. Healy. Indeed, as Healy notes, for much of its course through Berkeley, the BART line would run parallel to, and just east of, Grove Street (now Martin Luther King, Jr. Way) which historically marked the unofficial boundary between Berkeley's White and Black neighborhoods (Healy 2016; Lorey 2013).

Led by Johnson, the City pressured BART and PBTB to redesign the Berkeley segment as entirely underground alignment, but BART objected due to the comparatively high price tag of subway construction. In July 1963, the City requested BART release a cost comparison of the elevated and subway alternatives. Meanwhile, Johnson formed a committee to plan for covering part of the excess costs of putting the line underground. The City's independent study estimated the difference in cost between BART's proposal and an entirely underground alignment would be approximately $6 million. In March 1964, BART issued its own cost estimates, which concluded the added cost of placing the tracks and two stations underground would total $21 million. In subsequent negotiations, neither party was open to renegotiating (Healey 2016).

Johnson and other members of the Berkeley community began campaigning publicly against the aerial segments. Johnson paid to have 30-foot-tall scaffolding erected near the proposed North Berkeley and Ashby BART Station sites to represent the height of the aerial elements. The Berkeley Citizens Committee collected $14,000 in donations to wage a public information campaign consisting of the placement of large signs reading 'BURY THE BART TRACKS' in locations around the city and paid for the airing of advertisements on the local radio station KPFA (Healy 2016).

Negotiations between BARTD and the City resumed in May 1964, with as many as 20 sessions held between May and August. Both parties issued revised cost estimates, with BARTD projecting $24 to $30 million in additional expenditures and the City $11 million. In September 1964, the BARTD board of directors unanimously rejected Berkeley's request for a subway line, unless Berkeley could come up with the money to cover the difference in cost between the aerial and subway alternatives (Healy 2016).

As a result of behind the scenes talks between Johnson and BARTD president Adrien Falk, BARTD agreed to advertise two sets of bids for the Berkeley alignment—one for aerial construction and the other for a subway—as a means of settling the dueling cost projections at the heart of the standoff. In the interim, the City would work out details of financing the added construction costs. Johnson persuaded the City Council to establish Special District No. 1, a special assessment district comprised of the entire city and throughout which taxpayers would vote on a $20.4 million bond issue to finance excess construction costs due to the construction of the subway. The issue went to the ballot in October 1966, with 80 percent voting to approve the bond issue. Eventually, the low bid for subway construction (1968) came in at around $12.4 million, about $2.4 million more than Berkeley officials estimated and with a price tag that could be covered by Berkeley's bond issue (Healy 2016). As a result, the Berkeley segment of the BART alignment would be constructed as a subway.

BART hired the architecture firm Kitchen and Hunt to design the North Berkeley BART Station in collaboration with BART engineers PBTB. Further details on the partnership of Kitchen and Hunt are detailed below. Drafted in 1967, the designs for the North Berkeley BART Station called for the rails and platform to be located underground, with rails throughout the Berkeley segment situated up to 40 feet beneath the street level. Above, a surface-level station building bearing New Formalist-style influences would be surrounded on all four sides by a large surface parking lot. The northwest corner of the site was reserved for a one-story utility building (BART 1967; Oakland Tribune 9/20/1967).

The subway designs developed in 1967 for the North Berkeley BART Station and the nearby Ashby Station both contained above-ground elements and were not, strictly speaking, subways, as called for in the 1966 bond measure. However, the North Berkeley BART Station's design was not subject to the same degree of controversy as that of the Ashby BART Station. South Berkeley neighborhood activists charged that above-ground elements included in the designs for the latter facility amounted to an impassable two-and-a-half-block barrier that traced a portion of the unofficial boundary between Berkeley's Black and White neighborhoods. A 1967-1968 lawsuit that community members filed against BART was resolved in favor of the plaintiffs, forcing BART to redesign the station without many of the offending street-level elements. Although contemporary newspaper reporting suggested the North Berkeley BART Station's above-ground design was implicated in the lawsuit, neither a comparison of the 1967 designs (which predated the court decision) with the station's current appearance nor any information covered by research conducted for this evaluation suggests the designs for any above-ground portions of the North Berkeley BART Station were substantially modified as a result of the court decision (San Francisco Examiner 5/19/1968; BART 1967).

Construction of the station and the adjacent underground tracks was complete by January 29, 1973, when service at North Station commenced with the opening of Oakland-to-Richmond extension on (Anonymous 2009). The station soon grew into a local transportation hub for subway, park-and-ride, and bus services. Few notable changes have been made to the station since its opening. However, in the 1980s, BART developed two parcels located northwest of the station as a satellite parking lots (NETROnline 2021).

See continuation sheet, p. 8.

B10. Significance (continued):

Kitchen and Hunt, Architects

Kitchen and Hunt was helmed by partners Robert Sieber Kitchen and Frank Bouldin Hunt, whose best-known project may have been the Main Arena constructed for the 1960 Olympic Winter Games in Squaw Valley, California. Among the firm's other projects from the same period are several educational, commercial, and industrial properties located throughout Northern California, along with four additional BART stations: West Oakland, South Hayward, Union City, and Fremont (PCAD 2021a; Legacy.com 2021).

A native of Dayton, Ohio, Kitchen was born in 1912in Dayton, Ohio. He attended Cornell University, where he earned his Bachelor of Architecture degree in 1935 and Bachelor of Landscape Architecture the following year. After winning the Prix de Rome, Kitchen continue his studies at the American Academy in Rome. In 1938, Kitchen relocated to New York to work in the offices of Norman Bel Geddes, where he worked as an architect and landscape architect as the firm's designed the General Motors Pavilion at the 1939 New York World's Fair. Kitchen's subsequent professional experience included stints as a draftsman for San Francisco-based architect Gardner A. Dailey (1939-1941), associate project planner for the Federal Public Housing Agency (1941-1942), and designer/landscape architect in the San Francisco offices of architect Albert F. Roller (1945- 1948). In 1948, Kitchen and Hunt formed their partnership. Kitchen was made a fellow of the AIA (FAIA) in 1964 (Legacy.com 2021; Prabook.com 2021; PCAD 2021b).

Hunt was born 1915 and graduated with a Bachelor of Architecture degree from the University of California, Berkeley in 1938. Research for this study uncovered no further details pertaining to Hunt's career prior to the formation of the Kitchen and Hunt partnership in 1948 (PCAD 2021c).

Historical Resources Evaluation of the North Berkeley BART Station

As detailed below, the North Berkeley BART Station is recommended ineligible for inclusion in the National Register of Historic Places (NRHP) or California Register of Historical Resources (CRHR) or for designation as a City of Berkeley Landmark or Structure of Merit, because it lacks historical or architectural significance. It therefore does not qualify as a historical resource pursuant to CEQA.

National Register of Historic Places and California Register of Historical Resources Eligibility

The North Berkeley BART Station opened in January 1973, when BART initiated service along its Oakland-to-Richmond line. The planning, construction, and operation of the wider BART system arguably constitutes a significant event in the history of transportation in the San Francisco Bay Area region. However, research for this evaluation found no evidence suggesting the North Berkeley BART Station was singularly significant within this larger trend. Rather, all available evidence suggests the station's conception, construction, and operation were typical of other BART stations and public transportation facilities in general. Similarly, although the station is associated with the social activism which led to BART's undergrounding in Berkeley, there is no information to indicate it is individually significant within it. Indeed, a review of local press coverage of the public controversy and legal challenges surrounding the undergrounding of the BART system in Berkeley suggests the station's design engendered significantly less opposition than that of the Ashby BART Station and is less representative of the years-long dispute between Berkeley and BART than its counterpart. Research for this study identified no other context in which the property might possess important historical associations. The North Berkeley BART Station is therefore recommended ineligible for listing under NRHP Criterion A and CRHR Criterion 1.

The most likely candidate for significance under NRHP Criterion B and CRHR Criterion 2 is Berkeley Mayor Wallace Johnson, whose efforts in political negotiations with BART and the promotion of the successful bond Measure C, which helped lead to the undergrounding of the BART system in Berkeley, in lieu of the aerial design preferred by BART engineers. Although Johnson's contributions in this area may be of local significance, they would most likely be better represented by the full segment of the BART alignment in Berkeley than by the North Berkeley BART Station alone. An evaluation of the entire Berkeley segment of the system, however, is beyond the scope of this evaluation and additional research would be required to fully assess these potentially significant associations. Research conducted for this study identified no other individual with potentially significant associations to the North Berkeley BART Station. Therefore, the property is recommended ineligible for listing under NRHP Criterion B and CRHR Criterion 2.

Architecturally, the station is an undistinguished example of transit station featuring elements of the New Formalist style of architecture. Although the building exhibits elements representative of the style, including the strictly symmetrical form, oculus at the peak of the roof, and stylized metal-panel entablature ringing the overhang roof's lower tier, overall, its design lacks the building lacks monumentality and generally quality of design present in better examples of the New Formalist style. While the station's principal designers, the firm of Kitchen and Hunt, are noted for the design of some prominent buildings in the Northern California region, research for this study found no evidence either partner was considered a master architect or that the station is regarded as one of the partnership's more successful designs. Because it lacks architectural distinction and is not exemplary of the work of a master, the North Berkeley BART Station is recommended ineligible for listing under NRHP Criterion C and CRHR Criterion 3.

A review of available evidence did not indicate that the North Berkeley BART Station may yield important information about prehistory or history. It is therefore recommended ineligible under NRHP Criterion D and CRHR Criterion 4.

Future research may find that the North Berkeley BART Station is eligible for listing in the NRHP or CRHR as a contributor to a historic district comprised of all or part of the BART system. However, a district evaluation of the BART system was beyond the scope of this evaluation.

See continuation sheet, p. 9.

B10. Significance (continued):

City of Berkeley Landmark and Structure of Merit Eligibility

The City of Berkeley's Landmarks Preservation Commission Ordinance (Berkeley Municipal Code 3.24.110) establishes criteria for the designation of sites, structures, and areas for designation, either individually or a district basis, as Landmarks and Structures of Merit. An evaluation of the North Berkeley BART Station for local eligibility follows.

Landmark designation Criteria 1a through 1c pertain to architectural merit. Research for this evaluation found the property is not the first, last, only or most significant architectural property of its type in the region. Rather, it is one of many BART stations constructed in the region and one of three completed in Berkeley in the early 1970s (Criterion 1a). As discussed above, the station is an ordinary example of the New Formalist style of architecture as applied to a transit station. It does not qualify as a prototype of or outstanding examples of periods, styles, architectural movements, or construction. Additionally, research for this evaluation found no evidence that its designers, the architecture firm of Kitchen and Hunt, are regarded as masters (Criterion 1b). Finally, because it lacks architectural distinction, it cannot be said to add exceptional value as part of the surrounding neighborhood fabric (Criterion 1c). The property, therefore, does not meet any of the requirements for designation under Landmark Criterion 1.

The North Berkeley BART Station also lacks cultural value, for which a property may be designated under Landmark Criterion 2. Based on research for this evaluation, it should be regarded as an ordinary transit station with no singularly important associations with the movement or evolution of religious, cultural, governmental, social and economic developments of the Berkeley. Although the station is associated with the social activism which led to BART's undergrounding in Berkeley, there is no information to indicate it is individually significant within it or any other historical context. The North Berkeley BART Station is therefore recommended ineligible for designation under Landmark Criterion 2.

Likewise, because the property is an undistinguished public transit station lacking significant historical associations, it does not possess usefulness as an educational force, as required for designation under Landmark Criterion 3, nor does it have historic value that expresses the social, cultural, economic, political, religious or military history of Berkeley, Alameda County, California, United States, as required for listing under Landmark Criterion 4.

Finally, because it is not listed on the NRHP, it is not eligible for designation under Landmark Criterion 5.

A property possessing architectural merit and/or cultural, educational, or historic interest or value may be designated as a City of Berkeley Structure of Merit if it does not currently meet the criteria as set out for a landmark but is recommended as worthy of preservation as part of a neighborhood, a block or street frontage, or as part of a group of buildings which includes landmarks per the criteria discussed below.

Based on background research for this evaluation, the North Berkeley BART Station is not eligible under Structure of Merit Criterion A, because it is not contemporary in age with any nearby designated landmark, its construction did not coincide with any important historical period or event, and it is not contemporary with the surrounding neighborhood, which was first developed in the late nineteenth and early twentieth centuries.

The property is also not is compatible in size, scale, style, materials or design with a designated landmark structure within its neighborhood, block, street frontage, or group of buildings. It is therefore recommended ineligible under Structure of Merit Criterion B.

For reasons discussed above, the North Berkeley BART Station is not considered a good example of architectural design. It is therefore recommended ineligible under Structure of Merit Criterion C.

Finally, the North Berkeley BART Station was an important addition to the surrounding neighborhood in that it provided residents access to improved public transit service. This fact, however, would be true of virtually any comparable transit station, including Berkeley's other BART stations. Therefore, whatever the local importance of the station, it is not distinctive in its role in shaping transit service in the neighborhood or city. Therefore, the North Berkeley BART Station is recommended ineligible under Structure of Merit Criterion D.

Left: North Berkeley BART Station, West Elevation, Including Skylight, Facing Northeast; Right: North Berkeley BART Station, Interior View of Paid Area of Concourse Level

Left: North Berkeley BART Station, interior View of Station Platform; Right: Utility Building at the North Berkeley BART Station, South and East Elevations, Facing Northwest

Left: North Berkeley BART Station Elevator Shaft, West Elevation, Facing East; Right: North Berkeley BART Station Bus Shelter, Facing Southwest

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See continuation sheet, p. 12.

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State of California – The Resources Agency
DEPARTMENT OF PARKS AND RECREATION

PRIMARY RECORD

Primary #
HRI #
Trinomial
NRHP Status Code **5S3**

Other Listings
Review Code **Reviewer** **Date**

 ***Resource Name or #:** Ashby BART Station

P1. Other Identifier:

P2. Location:** ☐ **Not *for Publication ■ ***Unrestricted*** ***a. County:** *Alameda*

***b. USGS 7.5' Quad:** *Oakland West* **Date:** 1993 Township Range Section M.D.**B.M.**

c. Address: 3100 Adeline Street City: Berkeley Zip: 94703

d. UTM: Zone: mE/ mN (G.P.S.)

e. Other Locational Data: APNs 53-1597-39-4 and 53-1703-9

***P3a. Description:**

The subject property is the Ashby Station of the Bay Area Rapid Transit (BART) system. The station consists principally of a below-grade subway station and adjacent surface parking lot located on the 4.4-acre triangular property bounded Adeline Street, Martin Luther King, Jr. Way, and Ashby Avenue. A satellite surface parking lot is located across Adeline Avenue to the southeast, behind the Ed Roberts Campus.

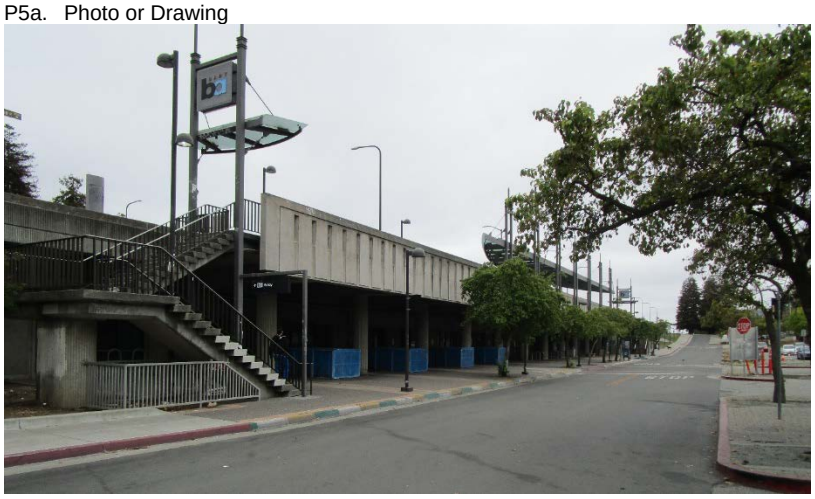
Exhibiting elements of the Brutalist style of architecture, the station building is located mostly beneath the Adeline Street right-of-way. Its upper-level concourse consists of the station entrances, fair gates, and means of egress to the platform level. The lower level features a station platform flanked by two sets of tracks, which within the station, follow the Adeline Street alignment. There is one visible elevation, on the west side of the building, where the main entrance is accessible from the ground level of the adjacent, below-grade surface parking lot. A concrete deck with elaborated concrete facing and supported by a system of heavy reinforced beams and fluted concrete columns shelters the station's deeply recessed, reinforced concrete exterior wall. A central entrance featuring sliding double doors is flanked by series of full-height, metal-sash fixed windows. Spaces between the windows exhibit the same pattern of fluting as do the columns. Affixed to the side of the deck are the vertical metal supporting elements of a non-original shelter structure, which has a glass canopy that extends over the deck adjoining the sidewalk on the west side of Adeline Street. Other features of the street-level exterior include a barrier on the outer edge of the deck consisting of a concrete base elaborated with geometric recesses and a sheet-metal-clad rail, in addition to two sets of concrete steps that descend to the parking lot and exposed west elevation of the station.

See continuation sheet, p. 4.

***P3b. Resource Attributes:** HP39. Other (Subway station)

***P4. Resources Present:** ■ Building ☐ Structure ☐ Object ☐ Site ☐ District ☐ Element of District ☐ Other (Isolates, etc.)

P5a. Photo or Drawing



P5b. Description of Photo:
Ashby BART Station, West Elevation, Camera Facing Southeast

***P6. Date Constructed/Age and Sources:**
■ Historic ☐ Prehistoric ☐ Both

1973 (Anonymous 2009)

***P7. Owner and Address:**
N/A

***P8. Recorded by:**
JulieAnn Murphy
Rincon Consultants
449 15th Street, #303
Oakland, CA 94612

***P9. Date Recorded:**
June 30, 2021

***P10. Survey Type:**
Intensive

***P11. Report Citation:**

Murphy, JulieAnn, James Williams, and Steven Treffers. 2021. Historical Resources Evaluations for the Ashby and North Berkeley BART Stations Transit-Oriented Development Zoning Project, City of Berkeley, Alameda County, California. Prepared for City of Berkeley by Rincon Consultants, Inc. August 11.

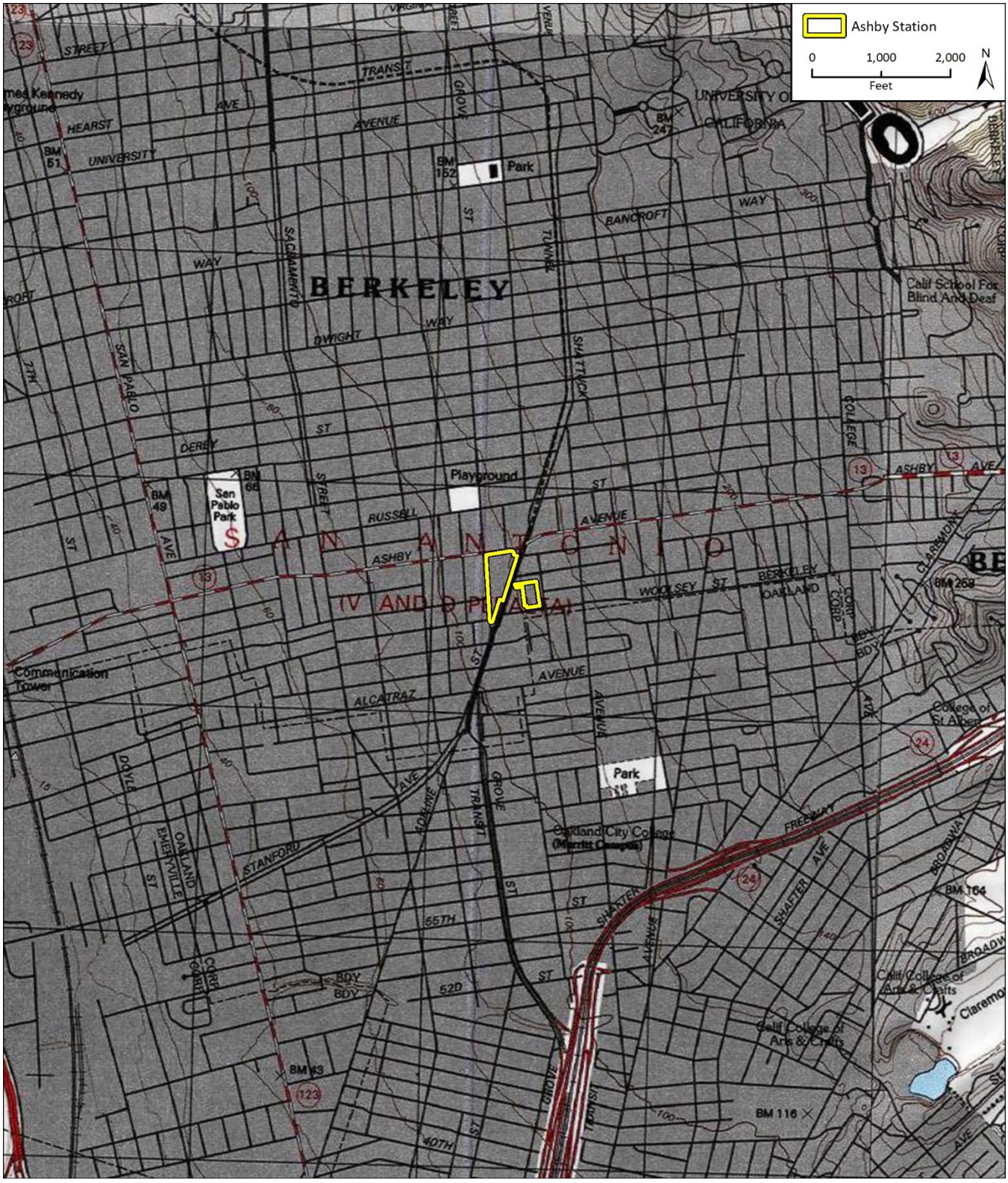
***Attachments:** ☐ NONE ■ Location Map ☐ Sketch Map ■ Continuation Sheet ■ Building, Structure, and Object Record
☐ Archaeological Record ☐ District Record ☐ Linear Feature Record ☐ Milling Station Record ☐ Rock Art Record
☐ Artifact Record ☐ Photograph Record ☐ Other (List):

State of California X Natural Resources Agency Primary #
DEPARTMENT OF PARKS AND RECREATION HRI#

LOCATION MAP

Trinomial

Page 2 **of** 14 ***Resource Name or #** Ashby BART Station
***Map Name:** *Oakland West* ***Scale:** 1:24,000 ***Date of map:** 1993



BUILDING, STRUCTURE, AND OBJECT RECORD

***Resource Name or #** Ashby BART Station ***NRHP Status Code** 5S3

B1. Historic Name: Ashby BART Station
B2. Common Name: Ashby BART Station
B3. Original Use: Subway station B4. Present Use: Subway station
***B5. Architectural Style:** Brutalism
***B6. Construction History:**
The Ashby BART Station was completed in 1973. In recent years, a street-level canopy, signage, and a bike station addition were added to the station. No other notable alterations have been made to the station.

***B7. Moved?** ☐ **No** ☐ **Yes** ☐ **Unknown** **Date:** N/A **Original Location:** N/A
***B8. Related Features:** None
B9a. Architect: Unknown b. Builder: Unknown
***B10. Significance: Theme** N/A **Area** N/A
Period of Significance N/A **Property Type** N/A **Applicable Criteria** N/A

The subject property is the Ashby BART Station. It was completed in 1973 to serve BART's Oakland to Richmond extension line.

The following narrative is presented to provide a focused historical context in which to understand the potential significance of the North Berkeley BART Stations.

Development of Transit in the Bay Area: The Horsecar Era to the Electric Streetcar (1861-1946)

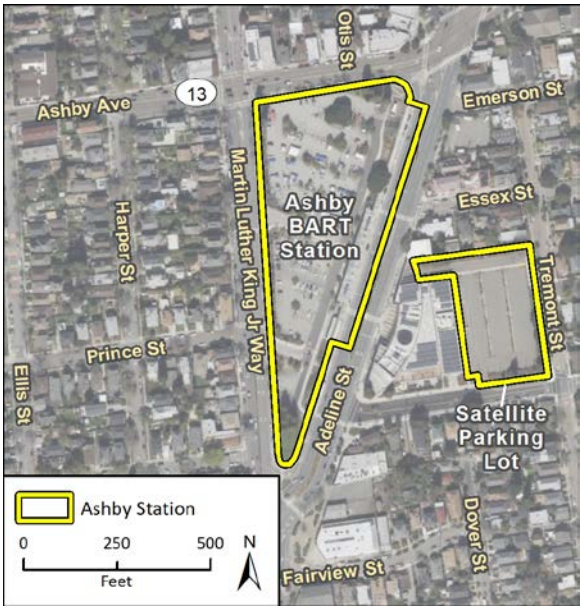
The development pattern of the San Francisco Bay Area largely reflects the transit development patterns of the greater United States. Sparsely populated until the Gold Rush in 1849, by the mid nineteenth century the area was growing rapidly and emerging as a metropolitan region with transportation between cities. By 1850 there was a stage line between San Francisco and San Jose as well as ferry service between San Francisco and Oakland (Callwell 1999). The first omnibus began to service San Francisco in 1851. Rail service between San Francisco and San Jose began in 1863, with stops along the Peninsula. In 1872 Hallidie's cable car began running and soon thereafter cable car and rail service expanded through San Francisco's expanding boundary (Caldwell 1999). The cable car service would eventually become San Francisco Municipal Railway (Muni) and was good but limited to intra-city service (Healy 2016).

In the East Bay, there were parallel transportation developments. In addition to ferry service to San Francisco, there was rail service extending from Oakland to surrounding communities including Berkeley. The first electric streetcars began to appear on both sides of the San Francisco Bay in the 1890s. By the turn of the twentieth century, San Francisco was the largest city on the West Coast and the region's transit was growing to accommodate the population and growing economy. The San Francisco, Oakland, and San Jose Railway began running in 1903 and provided electric rail service in the East Bay to ferries that continued to San Francisco (Healy 2016). By 1916 the rail was comprised of 250 miles of track. Then known as the Key System because its track configuration resembled a skeleton, it was the region's dominant transit system.

See continuation sheet, p. 4.

B11. Additional Resource Attributes: N/A
***B12. References:**

See continuation sheet, p. 13.



B13. Remarks:
***B14. Evaluator:** James Williams, Rincon Consultants
***Date of Evaluation:** August 11, 2021

(This space reserved for official comments.)

P3a. Description (continued):

The west-elevation entry door opens to the concourse-level interior. The concourse interior is characterized by the exposed reinforced concrete structure of the station, which features broad horizontal members supported by square columns with fluting comparable to that found on the exterior. The floor and some wall surfaces are clad in tiles. A series of fare gates, along with an information booth and metal rail fencing, separates the entry and paid areas of the concourse. Beyond the fair gates, paired escalators and straight concrete stairways descend to the station platform.

The platform is characterized by a similar pattern of exposed concrete structural elements and tile floor cladding, in addition to exposed concrete ceiling beams, which are also visible in parts of the concourse. Walls flanking the outsides of the tracks are clad in evenly spaced panels of an undetermined material. Other features of the platform level include concrete benches, electronic reader boards displaying train arrival times and other relevant information, and interior-illuminated directional signage.

The station is in fair condition. Alterations include the installation of street-level canopies and signage and construction of a flat-roof "bike station" addition near the south end of the station proper. The west portion of the satellite parking lot was redeveloped as the Ed Roberts Campus.

Landscaping is confined to the earthen embankments encircling the station entrance and parking area and parking lot islands located throughout the primary parking lot. These planted areas feature several varieties of mature trees and shrubs. Outside the planted areas and station footprint, the property is paved in asphalt for use as parking spaces and internal circulation roadways.

B10. Significance (continued):

After World War I, the Bay Area saw another period of significant growth and the need for improved cross-bay transit became imperative. The Oakland - San Francisco Bay Bridge opened in 1936 and its lower deck accommodated the Key System streetcars, supplanting the previous ferry service. The Golden Gate Bridge opened the following year (Healy 2016).

In the years leading up to World War II, several studies were conducted to investigate possibilities improve cross bay transit with additional bridges. During the post-World War II years, the nine counties of the Bay Area doubled in size, with most development occurring in the suburbs while San Francisco and Oakland remained the primary employment centers. The Key System was suffering from deferred maintenance during the war and the new owners (a holding company for General Motors) cut service. That, along with the popularity of the automobile caused ridership to fall from 22 million in 1946 to 9.8 million by 1952 (Healy 2016). By 1948 Key System trains were replaced by busses (Healy 2016).

Planning for BART (1946-1962)

The need for a more robust regional transit system was clear as early as 1946 when the state legislature passed a bill for a Joint Army Navy Board to study the possibilities of cross-bay transit. In 1947 the Board recommended that an "adequate system of rapid mass transit be a component of the overall general scheme to solve the Bay Area transportation problems over an extended period of years" (Healy 2016). In 1951 San Francisco Board of Supervisor, Marvin Lewis drafted an amendment to 1949 transit legislation and the San Francisco Bay Area Transit Commission was signed into law by the state legislature (Healy 2016). In 1953 the Commission awarded a contract to Parsons, Brinkerhoff, Hall, and MacDonald (PBHM) to author the land use and transit report, which after studying the area's travel patterns proposed that a high-speed, grade separated regional rapid transit was critical as complementary to the highway system.

The San Francisco Bay Area Rapid Transit District (BARTD) was signed into law in September 1957. The District was comprised of five core counties: Alameda, Contra Costa, Marin, San Francisco, and San Mateo (Healy 2016). BARTD viewed the initiative as imperative, witnessing regional growth that was expected to continue and further stress existing freeways and bridges. They decided to get the initiative on the November 6, 1962 general election ballot and spend the 2 years approaching the election running an information campaign to encourage people to vote for a tax to build the project (Healy 2016). PBHM recruited the Bechtel Corporation and Tudor Engineering (PBTB) to form a joint venture to launch a number of studies and refine engineering considerations.

By early 1962, Marin County and San Mateo County withdrew from the project (Grefe and Smart, 1975; Healy 2016). In May 1962, PBTB revised the Composite Report to include the three remaining counites – Alameda, Contra Costa, and San Francisco. The initiative went on ballot on November 6, 1962 and passed with just over 61 percent of the vote (Healy 2016). The vote approved rapid transit bond funding and the use of state bridge tolls to fund the construction of the transbay tube.

Designing BART and Community Participation (1962-1964)

The Composite Report was just a selling tool and not the definitive design. After the passage of the bond measure in 1962, the system had to be planned in detail, engineered, and designed. BART would be the first new transit designed in whole since the Philadelphia transit system was designed in 1907 (Healy 2016: 62). The final route design would be an askew "X" with Oakland as the East Bay hub with a third of the track at grade, a third aerial, and a third underground. Parking would be provided at all suburban stations. Systemwide, 20,000 spaces were constructed (Healy 2016).

See continuation sheet, p. 5.

B10. Significance (continued):

After the engineering contract was awarded in 1962 and defended from a lawsuit arguing the bond referendum was invalid because the public had not been given the true scope of the project in 1963, BARTD had to negotiate the right of way agreements with communities and purchase parcels to build the track and stations. The engineers assumed that lines and stations identified in the initial reports and again in the Composite Report would be accepted and the process for acquiring land would be routine. Communities, however, began to demand a participatory process (Healy 2016). PBHM met with City Councils and Boards of Supervisors in all jurisdictions through which the travel corridors passed in 1953-1955 (Grefe and Smart, 1975). Many jurisdictions, however, did not have planners at the time. While the general requirements of the cities were initially met, when acquiring right of way permissions after the passage of the bond issue in 1962, BART was faced with accommodating extensive local requirements that initial cost estimates failed to include (Grefe and Smart 1975). BARTD's policy was to accommodate local demand within their financial capabilities (Grefe and Smart 1975).

BARTD sought popular acceptance by the communities. At the same time, communities, growing from local activist movements were asking for a participatory process to discuss station locations, designs, color schemes, landscaping, route tracking, and noise abatement (Healy 2016). BARTD continued the pursuit of acceptance until the expense of meeting local demand was overbearing. The most intense disagreements were in response to BARTD's plans to construct track on a viaduct, above ground within the city limits of Berkeley. In 1963, Berkeley's incoming mayor Wallace Johnson strongly opposed the above-ground track arguing it would be an eyesore and further divide the city by race, separating the city's predominately white and black neighborhoods (Grefe and Smart 1975). Despite a public process with hearing and negotiations, the City of Berkeley and BARTD could not reach an acceptable compromise. In 1966, the City of Berkeley voted to establish a special tax district to cover the estimated $25 million to build a subway through the city, leading to considerable construction delays.

The undergrounding of BART in Berkeley was the most contentious community-led conflict with BARTD, but it was not the only one. In Oakland, the line would require the demolition of the city's major hardware store, Simon's Hardware, Inc. BARTD altered the track configuration, leading to a permanent requirement for trains slow to 25 miles per hour at the newly designed wye. In Albany, the city was concerned with a proposed station that would take property off the tax rolls, leading BARTD to move the station to El Cerrito. In San Francisco, neighborhoods in the western region feared impacts of the system, leading BARTD to remove a segment beyond West Portal from its plans. An additional station was added at Embarcadero to serve the emerging commercial and hotel district resulting from the ongoing redevelopment in the area (Healy 2016).

BART's Architecture and Expansion (1964 – Present)

In designing the stations, BARTD knew as General Manager BR Stokes described that in order to "attract drivers out of their cars it must be sleek, comfortable, convenient, and cheap," (Healy 2016). The system would naturally adhere to modern architectural design, landscape architecture, graphic design, and industrial design, thereby reflecting its technological achievements (Figure 2). The Composite Report included renderings reflecting the modernistic aesthetic.

The scope of the architectural design was increased substantially over what was described in the Composite Report which envisioned designs based on standardized features. Instead BARTD made use of separate architectural firms to design stations with individual design elements (Grefe and Smart 1975). PBTB hired Donn Emmons, partner at Wurster, Benardi & Emmons (WBE) to be the project's consulting architect. The work of the consulting architects resulted in the development of the Manual for Architectural Standards for BART (Grefe and Smart 1975). The manual, completed in 1965, provided for elements that should be included in each station design, including ticket kiosk locations, vertical circulation, acoustic requirements, site layout requirements, and the number of entrances (Architectural Forum 1966). The information in the manual was largely functional, providing minimum design standards and physical requirements and did not include guidance for architectural style. In tandem with the Manual for Architectural Standards, landscape architect, Lawrence Halprin, was hired as chief landscape architect and authored a corresponding landscape guide, The Landscape Design Criteria and Standard Landscape Elements. It established a list of acceptable plants and standard elements for station plazas (Architectural Forum 1966).

Project architects were given latitude with stations design but were constrained by the manual and the site plan, frustrating some architects. Ultimately, stations were designed by 14 Bay Area firms, selected from a list compiled by Emmons. The result was a variety of station designs, ranging from utilitarian to inspired. In addition to constraints from the prescriptions by PBTB in the manual and the development of the site plans, architects were limited by the station type. Designers used finishes and materials to distinguish their work, including the placement of openings, lighting, and artwork. Some architects used more innovative features like rotundas, sunken plazas, or new use of materials (Architectural Record 1974).

Construction was underway in 1965 and by 1968 over half of BART's system construction was complete (Healy 2016). BART opened to public service on Monday, September 11, 1972. However, only a small fleet of trains were available and 12 stations between Fremont and MacArthur were serviced. The transbay tube, allowing trips between San Francisco and Oakland, did not officially open for another two years. In its first 3 months of operation, 1 million passengers used BART. By 1978, BART offered weekend service, proving its viability as a transit option beyond the workweek (Healy 2016). In the following years, BART worked on refining service. During the 1990s three service route extensions were planned – Daly City to SFO to Millbrae, Concord to Antioch, and Bay Fair to Dublin/Pleasanton. Today, BART has expanded to 50 stations and includes 131 miles of track, serving over 400,000 passengers weekly (BART 2021).

See continuation sheet, p. 6.

***Recorded by:** JulieAnn Murphy, Rincon Consultants ***Date:** June 30, 2021 ■Continuation ☐Update

B10. Significance (continued):
Property History of the Ashby BART Station

Urban development on and around the site that now comprises the Ashby BART Station began by the late nineteenth century. Since the 1870s, the area had been connected to Berkeley's commercial district by a Central Pacific Railroad spur line. This and subsequent rail improvements shaped development in the coming decades. A USGS map dating from 1895 shows that the street grid surrounding the present BART station was developed, and scattered residences occupied the triangular block that makes up the site (NETROnline 1895). Despite the incipient urbanization of the area, until sometime in the early twentieth century, the area around the Central Pacific's Adeline Street stop remained swampy, perhaps because of a reported "frog pond" in the vicinity (BAHA 2004).

Although the area was subdivided by the late 1880s, development was sluggish until the following decade. Two events in 1891 set the stage for the suburbanization of the area in and around the station site. First, the City of Berkeley annexed the area, bringing the promise of urban services. Next, the Oakland Consolidated Street Railroad extended interurban commuter rail service to the neighborhood. The establishment of two new streetcar lines in the neighborhood, nicknamed the "Shattuck" and the "Lorin," connected the area to a wider East Bay transit network and made commuting from the incipient suburb practicable for those who could not afford a horse and buggy. The local transportation network was expanded further in 1903, when the Key System established a streetcar connecting Berkeley to San Francisco with Adeline Street serving as a one of the route's main East Bay corridors (Emmington et al. 2004). In response, members of a newly mobile workforce opted to settle farther from the urban core, and residential development intensified around the new trolley lines. Following the completion of the commercial Webb Block (1985 Ashby Avenue) and the influx of refugees from the San Francisco earthquake and subsequent fires of 1906, many of the Ashby BART Station's lots were quickly developed with residences, and a commercial district developed, filling the four corners of the Ashby Avenue-Adeline Street intersection, immediately northeast of the station site (BAHA 2004; Emmington et al. 2004).

In 1909 and 1911, two new streetcar lines were established through the area. In 1909, the Key System began service on the Ashby Avenue Line, and in 1911, Southern Pacific established the Ellsworth Line. These additions made the area a nexus of local and regional transportation routes (Emmington et al. 2004). By 1911, Sanborn maps show that the station site was almost completely developed. While the area was largely developed with single-family residences, there were scattered multi-family structures and several undeveloped parcels at the southwest corner of Ashby Avenue and Adeline Street. The present site of the adjacent Ed Roberts Campus was similarly characterized by mostly residential development, but also featured a few commercial and industrial properties along and near Adeline Street (ProQuest 1911).

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), which borders the Ashby BART Station on the west, became the unofficial dividing line between White and Non-white Berkeley. By the 1920s, the neighborhood west of the station site was home to a growing number of Black and Japanese-American residents (Archaeological/Historical Consultants and JRP Historical Consultants 2018; Lorey 2013). As documented by the Home Owners' Loan Corporation in the 1930s, the racial division of the area surrounding the Ashby BART Station site was made official when the area west of Grove Street was "redlined," due to its majority-non-white population (Mapping Inequality 2021). As discussed further in the following paragraphs, because the Ashby BART Station was constructed in a segregated neighborhood, this influenced the perception that its design was discriminatory and would have a deleterious effect on Black residents living near the station site.

As of 1950, the Ashby BART Station site remained largely residential in character, though commercial and auto services were operating at the north and south ends of the block. The Ed Roberts Campus site and its surroundings were by then fully developed with a mix of commercial, light industrial, institutional properties along Adeline and single-family houses on side streets (ProQuest 1950). Mirroring a wider trend in cities across the United States, Key System streetcar service ended in the 1950s and the tracks along Adeline Street were soon removed (Archaeological/Historical Consultants and JRP Historical Consultants 2018). Historical aerial photographs show that, by the late 1960s, BART began clearing the dozens of residences and other buildings from the future station site in anticipation of construction of the Ashby BART Station and its associated parking lots (NETROnline 1958; 1968).

PBTB's original design for the Berkeley segment of the BART system called for elevated tracks placed on street medians throughout the city (Healy 2016). City of Berkeley officials objected to the aerial rail design, and in 1960, the Berkeley City Council passed resolution that called for the BART system within Berkeley to be constructed entirely as a subway. Negotiations with the City-led PBTB to propose a compromise by which BART would construct a subway segment in downtown Berkeley (mostly along Shattuck Avenue between Derby Street and the intersection of University and Milvia avenues). The remainder of the Berkeley route, roughly three miles of tracks, would be elevated. These changes were incorporated into the Composite Report, released in Spring 1962 to the various city and county jurisdictions through which BART would be routed. PBTB believed a lack of official response from the municipalities indicated approval of the designs contained Composite Report (Healy 2016).

In 1963, Wallace Johnson, who had recently been elected mayor, objected. Now known as the "the last Republican mayor of Berkeley," Johnson graduated from the California Institute of Technology with a background in engineering before entering local politics. Johnson objected to the aerial tracks and stations, believing they were "aesthetically unattractive" and threatened to "divide the city psychologically along racial lines," in the words of historian Michael C. Healy. Indeed, as Healy notes, for much of its course through Berkeley, the BART line would run parallel to, and just east of, Grove Street (now Martin Luther King, Jr. Way) which historically marked the unofficial boundary between Berkeley's White and Black neighborhoods (Healy 2016; Lorey 2013). Led by Johnson, the City pressured BART and PBTB to redesign the Berkeley segment as entirely underground alignment, but BART objected due to the comparatively high price tag of subway construction. In July 1963, the City requested BART release a cost comparison of the elevated and subway alternatives. Meanwhile, Johnson formed a committee to plan for covering part of the excess costs of putting the line underground. The City's independent study estimated the difference in cost between BART's proposal and an entirely underground alignment would be approximately $6 million. In March 1964, BART issued its own cost estimates, which concluded the added cost of placing the tracks and two stations underground would total $21 million. In subsequent negotiations, neither party was open to renegotiating (Healey 2016). *See continuation sheet, p. 7.*

B10. Significance (continued):

Johnson and other members of the Berkeley community began campaigning publicly against the aerial segments. Johnson paid to have 30-foot-tall scaffolding erected near the proposed North Berkeley and Ashby BART Station sites to represent the height of the aerial elements. The Berkeley Citizens Committee collected $14,000 in donations to wage a public information campaign consisting of the placement of large signs reading 'BURY THE BART TRACKS' in locations around the city and paid for the airing of advertisements on the local radio station KPFA (Healy 2016).

Negotiations between BARTD and the City resumed in May 1964, with as many as 20 sessions held between May and August. Both parties issued revised cost estimates, with BARTD projecting $24 to $30 million in additional expenditures and the City $11 million. In September 1964, the BARTD board of directors unanimously rejected Berkeley's request for a subway line, unless Berkeley could come up with the money to cover the difference in cost between the aerial and subway alternatives (Healy 2016).

As a result of behind the scenes talks between Johnson and BARTD president Adrien Falk, BARTD agreed to advertise two sets of bids for the Berkeley alignment—one for aerial construction and the other for a subway—as a means of settling the dueling cost projections at the heart of the standoff. In the interim, the City would work out details of financing the added construction costs. Johnson persuaded the City Council to establish Special District No. 1, a special assessment district comprised of the entire city and throughout which taxpayers would vote on a $20.4 million bond issue to finance excess construction costs due to the construction of the subway. The issue went to the ballot in October 1966, with 80 percent voting to approve the bond issue. Eventually, the low bid for subway construction (1968) came in at around $12.4 million, about $2.4 million more than Berkeley officials estimated and with a price tag that could be covered by Berkeley's bond issue (Healy 2016). As a result, the Berkeley segment of the BART alignment would be constructed as a subway.

Following approval of the Bond Measure C, a second design was drafted for the Ashby BART Station, as well as its counterpart in North Berkeley. The redesigned station proved just as controversial as PBTB's original proposal. While the tracks approaching the station would be placed underground, the new plans called for a station located partially above-ground. Specifically, a 700-foot-long, 5-foot-high skylight structure would emanate above ground level to allow natural light into the station. The structure, which would have been located in the Adeline Street median, spanning the approximately two and a half blocks between Ashby Avenue and Woolsey Street, was designed to be enclosed by a an 8-foot-high fence (Healey 2016; Oakland Tribune 3/5/1968; 3/12/1968). That the proposed station was perceived as a multi-block barrier bisecting the adjacent neighborhood was compounded by plans for an impassable segment of "transitional" tracks connecting Oakland's aerial structure to Berkeley's subway to be located immediately south of the station. When Oakland officials refused to allow the construction of the structure on their side of the boundary, BART engineers planned for their placement in Berkeley. Neighborhood activists grew concerned that the combined effect of the proposed station and transitional track structure would be a barrier spanning approximately five city blocks (Oakland Tribune 12/8/1967; 3/12/1968; San Francisco Examiner 5/19/1968).

In late 1967, a group of five local residents filed a lawsuit against BART to halt the construction of the station as proposed by BART. The legal challenge was led by two prominent Black Berkeleyans, labor and civil rights activist Mable Howard, and then-Berkeley City Council member Ronald V. Dellums (see below for brief biographical sketches of Howard and Dellums). Contemporary news articles reported the plaintiffs' main allegations were that construction of the above-ground portions of the station would form a barrier separating the historically white and Black sections of Berkeley, that construction of a surface parking lot on the triangular lot bounded by Adeline Street, Ashby Avenue, and the present Martin Luther King, Jr. Way would remove properties from the tax rolls at a cost to the City, and that extending the station or related facilities beyond the Adeline street right-of-way would incur unnecessary costs associated with the acquisition of private property (Oakland Tribune 12/21/1967). In subsequent oral arguments, BART counsel Fred McNeil characterized the charges that the above-ground elements would constitute a "a traffic or racial barrier" as a "false issue." Paraphrased by the Oakland Tribune, McNeil offered "the triangular gore of Ashby-Grove-Adeline existed as a natural physical block to crosstown traffic and that Negroes lived on both sides of the Adeline site" (Oakland Tribune 3/5/1968). Moreover, it would cost a million dollars to lower the station so that the roof would be at ground level, and that it would make for a "less desirable station" (Oakland Tribune 3/5/1968).

In December 1967, Alameda County Superior Court judge Thomas Caldecott issued an injunction to stop BART's construction of above-ground facilities at the Ashby and North Berkeley BART station sites. According to an article published in the Oakland Tribune, "in granting the injunction, […] Caldecott held that the district's present plans create a barrier through Berkeley that defeats the purpose of a $20 million bond […] passed by taxpayers that put the system underground" (Oakland Tribune 12/21/1967). In May 1968, the case was resolved in favor of the plaintiffs. In a 13-page decision, Alameda County Superior Court Judge Robert L. Bostick found that BART would be required to redesign the Ashby BART Station, because the existing plans were not consistent with the "subway" required by the bond measure Berkeley voters approved in 1966. He said further that the promise of keeping the tracks underground "border to border" and thus preventing the construction of a "Berlin Wall" to divide the city was crucial to the bond measure's approval (San Francisco Examiner 5/19/1968).

Bostick's decision forced BART back to the drawing board. BART selected the San Francisco-based architecture firm Maher and Martens to draw what would be the third and final design of the Ashby BART Station. Helmed by partners Edward John Maher and Henry E. Martens, the partnership also served as architects for the Downtown and McArthur BART station. In 1969, Maher and Martens completed plans for the Ashby BART Station. Designed in with a heavy reinforced concrete construction emblematic of the Brutalist style, the station elements were constructed under Adeline Street, with the exposed west-elevation station entrance facing the adjacent below-grade surface park-and-ride lot (Maher and Martens 1969). A satellite parking lot was constructed across Adeline Street to the southeast. In the early twenty-first century, a large portion of the satellite parking lot was redeveloped as the Ed Roberts Campus.

See continuation sheet, p. 8.

B10. Significance (continued):

Service at the Ashby BART Station began with the opening of Oakland-to-Richmond extension on January 29, 1973 (Anonymous 2009). For its first several years of service, the station offered only weekday service.

Berkeley Flea Market

In the late-1970s, the Ashby BART Station was again a source of community activism, this time centered on the use of its adjacent western parking lot on weekends as the site of the Berkeley Flea Market. Some sources claim the outdoor market originated in 1973 out of spontaneous efforts by community members to take advantage of otherwise unused public space (Rubalcava-Levinthal 2019, Hicks 2019, Steltzer 2016). As one source explained, "BART originally didn't run trains on the weekends. The parking lot was empty, so people felt they had the right to go in and set up and sell" (Steltzer 2016).

Contemporary sources identify 1976 as the date of the flea market's origins. That year, the event was organized by Community Services United (CSU), who secured a series of temporary lease agreements with BART, under which flea market vendors could sell goods from the parking lot on Saturdays and Sundays (Grassroots 1976; Fernandez 1981; Brom and Amini 1979). Founded in 1976, as "the brainstorm of a coalition of 30 social service agencies that had long competed against each other for city funds." CSU was conceived as a way to raise money to support poorer residents of Berkeley "while avoiding the constant trek to city hall for [funding]" (Brom and Amini 1979). The flea market appears to have served the dual purpose of raising funds for CSU through vendor fees while offering a venue for the same vendors to raise income through the sale of various goods.

During the flea market's early years, the event drew primarily from the neighborhood surrounding Ashby BART Station. One of the event's founders, Pat McClintock, commented on the changing demographics: "At first, both buyers and sellers were primarily poor and black… The stalls would fill up with sellers, but nobody had much money to buy. Now there's more cash changing hands, more volume, and a higher turnover of goods" (Brom and Amini 1979). The event proved popular as a retail site where customers could find deals on everyday items, such as dishes, clothes, tools, and appliances (Brom and Amini 1979). For many vendors, the flea market was an important source of income. Speaking to the San Francisco Examiner in 1979, Cornelius Thorne, an SFSU maintenance worker who supplemented his regular earnings selling dishes, magazines, and old toasters and waffle irons, explained, "Between inflation and having eight kids, I sell here to have more money… A rabbit's got to have more than one hole to crawl into these days" (Brom and Amini 1979). The event's popularity grew phenomenally in its first 5 years under CSU's management. According to an article published in the North East Bay Independent & Gazette, by 1981, the flea market was so successful it had become "the fifth largest retail business in Berkeley, doing about $1 million of business per year" (Fernandez 1981).

From its beginning, the Berkeley Flea Market was also an "arena for local politics" (Brom and Amini 1979). CSU reserved ten stalls for community-oriented organizations running. Typical participants ranged from explicitly political left-wing organizations such as Berkeley Citizen's Action and the Black Panther Party to the more conservative Boy Scouts of America (Brom and Amini 1979).

In mid-1978, the lease agreement between BART and CSU became the subject of a prolonged dispute that would eventually end in a court ruling in CSU and the flea market vendors' favor. In the view of the BART Board of Directors, the agency and CSU had entered into an agreement providing that CSU could lease the parking as the site the Berkeley Flea Market until weekend service began at Ashby BART Station. In 1978, as BART first prepared to run trains at Ashby BART Station and the rest of the Oakland-to-Richmond round, BART ordered CSU to cease holding the event on the Ashby BART Station parking lot (Healey 2016). Flea market vendors pressured BART to renew the lease, and the agency relented, offering a series of temporary agreements that reinstated the flea market. The dispute came to a head in July 1981, however, when an administrative report proposed once again revoking the flea market's permission to use the site, due to associated with policing and supposed damage to landscaping, in addition to the apparent "inconvenience" to BART posed by the flea market's use of the parking lot (Fernandez 1981; Buel 1981a). BART soon announced the flea market's lease agreement would not be renewed. Several vendors vowed to fight BART's decision. Following the lapse of the lease agreement, the weekly event continued without BART's sanction (North East Bay Independent & Gazette7/28/1981, Buel 1981b, Kruger 1981).

By October 1981, noted Berkeley-based civil rights attorney Donald Jelinek was hired to represent the vendors in a lawsuit aimed at reinstating the Berkeley Flea Market's right to continue operations in the Ashby BART Station parking lot on weekends (Kruger 1981). A native of New York, Jelinek got his start in civil rights activism in the 1960s working on a Mississippi civil rights campaign organized by the Student Non-Violent Coordinating Committee. In 1969, following a stint advocating on behalf of the economic rights Black Alabama farmers, Jelinek moved to Berkeley to practice law. He represented defendants in high-profile civil rights cases, including those of a group of Native American activists charged with trespassing following their well-publicized occupation of Alcatraz Island in 1969 and several inmates charged with offenses related to the Attica Prison uprising of 1971. Following the resolution of flea market vendor's suit against BART, Jelinek served on the Berkeley City Council and twice ran unsuccessfully for mayor of Berkeley (Scherr 2016; Quian 2016).

See continuation sheet, p. 9.

***Recorded by:** JulieAnn Murphy, Rincon Consultants ***Date:** June 30, 2021 ■Continuation ☐Update

B10. Significance (continued):

Filed in Alameda County Superior Court in October 1981, CSU's lawsuit against BART was settled in 1983. Described by historian Michael C. Healey as a "'he-said-she-said' situation," the case revolved around the disputed duration of the lease agreement and whether BART "caused the vendors to believe that [a particular BART staff member] was authorized to negotiate the agreement" (Burress 1983, Healey 2016). The 19-month trial ended June 1983, when the jury found BART had entered into a contract with the vendors which allowed them "indefinite renewals of the written concession permit until a) BART needed the Ashby parking lot for its own purposes or b) the flea market was not operated according to BART standards" (*San Francisco Bay Area Rapid Transit District v. Community Services United, et al. 1983*). Conger additionally awarded the vendors $15,000 in court (Healey 2016, Burress 1983, Kruger 1983). Quoted in the Berkeley Gazette, one vendor celebrated the decision: "I'm so happy to go out and be making a living. It's a victory for people of all races. We fought the system and beat the biggest powers" (Kruger 1983).

Four almost 4 decades after Conger issued her decision, the Berkeley Flea Market has operated consistently at the Ashby BART Station site. Although the demographics of its customers shifted over the years, it remained an important source of income for low-income vendors. Aside from its role as a retail outlet for a variety of second-hand goods, the market has also served as a gathering place for Black residents of the surrounding neighborhood and venue for the arts, including a longstanding weekly drum circle (Steltzer 2016; Rubalcava-Levinthal 2019). In February 2019, CSU announced plans for the flea market's first temporary closure, during February and March of that year. CSU cited as a reason for the closure the institution's declining receipts, which a representative attributed to gentrification of the surrounding area (Hicks 2019; Rubalcava-Levinthal 2019). As of the drafting of this evaluation, the Berkeley Flea Market web site indicated the event was still in operation weekly.

Mable Howard

Born in 1905, Howard arrived in the Bay Area in 1942 and moved to Berkeley in 1946. In the 1940s, Howard worked at the Bethlehem Steel shipyards and became the successfully fought to become the first Black woman admitted to the painters' union. She was active in the International Longshore and Warehouse Union for more than 30 years. Howard is perhaps best remembered for her leading role in the 1967-1968 lawsuit that forced BART to build the Ashby BART Station entirely underground. Howard was also active in the boarder Civil Rights and Antiwar movements and served as a local board member for the federal Model Cities social welfare program. A profile of Howard published in the Oakland Tribune reported that Howard's home was often the setting of "spirited get-togethers" of community leaders engaged in political discussion. According to a 1995 obituary, Howard earned the nickname "Mama Howard" for "nurtur[ing] so many prominent civic leaders" (Hussain 2018; Race, Poverty & the Environment 1995; Berkeley Gazette 4/11/1973; Oakland Tribune 3/26/1985). The Mable Howard Apartments on Alcatraz Avenue in Berkeley are named in her honor.

Ronald V. Dellums

Dellums was born in Oakland in 1935. After graduating from Oakland Technical High School in 1953, Dellums attended Oakland City College, earning an Associate's degree in 1958. He transferred to San Francisco State University, from which he graduated with a Bachelor's degree in psychology. In 1962, Dellums completed his Master's degree in social work at the University of California, Berkeley (Williams 2021).

Dellums's began his career as an elected official in Berkeley, serving one term as a member of the City Council from 1967 to 1971. In 1970, while serving on the City Council, Dellums ran for Congress as an antiwar candidate and won a seat U.S. House of Representatives seat representing parts of Berkeley and Oakland. In securing the seat with 57 percent of the vote, Dellums became the first Black candidate to win in a majority-white House district. In his first term in Congress, Dellums introduced bill to establish economic sanctions against the Apartheid regime of South Africa. The sanctions became a defining issue of his 14-term Congressional career. In 1986, a version of Dellums' oft-introduced bill (the Comprehensive Anti–Apartheid Act) was passed and signed into law, instituting a trade embargo and enforcing divestment from South African companies. Acting as floor manager for the bill, Dellums remarked "This is the highest point of my political life, the most significant and personally rewarding." Dellums retired from the House in 1998, citing personal reasons (United States House of Representatives 2021; Gorman 2018). In 2006, Dellums was elected Mayor of Oakland, serving from 2007 to 2011. He passed away in 2018.

Historical Evaluation of the Ashby BART Station

The Ashby BART Station is recommended locally eligible as a City of Berkeley Landmark for its long-standing associations with social activism and community building from within the historically Black neighborhood in which it is situated. It is not recommended eligible for inclusion in the National Register of Historic Places (NRHP) or California Register of Historical Resources (CRHR) at this time due to a lack of available information and pending further investigation into a larger historic context of the Black community and environmental justice in Berkeley and California. A detailed evaluation of the property's historical significance follows.

See continuation sheet, p. 10.

***Recorded by:** JulieAnn Murphy, Rincon Consultants ***Date:** June 30, 2021 ■Continuation ☐Update

B10. Significance (continued):

California Register of Historical Resources and National Register of Historic Places Eligibility

As detailed below, the Ashby BART Station is recommended eligible for designation as a City of Berkeley Landmark due to its associations with the history of the Civil Rights Movement in Berkeley; however at this time, there is insufficient context related to its larger association within the BART system or within the African American historic context to make a definitive finding on the property's NRHP or CRHR eligibility at this time. As noted in guidance issued by the California State Office of Historic Preservation, sufficient historical scholarship on relevant topics must exist to properly evaluate a property's potential for historical significance. Further, many of the events have occurred within the past 45 years and do not exceed the NRHP's general 50-year threshold for eligibility. Due to constraints, including those regarding archive closures stemming from COVID 19, the research conducted for this study encountered a dearth of academic analysis of the history civil rights activism in Berkeley. As such the events related to the undergrounding of the BART tracks and Ashby BART Station, the involvement of Mable Howard, Ronald V. Dellums and other individuals, and the lawsuit over use of the adjacent surface parking lot on weekends as the Berkeley Flea Market could not be considered within their proper historical context. As such this evaluation is unable to make a recommendation regarding the property's NRHP or CRHR eligibility under Criteria A/1 or B/2 at this time. Further research and analysis would provide for the development of sufficient historical context relating to African Americans and the Civil Rights Movement in Berkeley in which to evaluate the significance of the Ashby BART Station and its NRHP and CRHR eligibility under these themes.

In consideration of other potentially significant associations, the Ashby Bart Station also does not appear to meet NRHP or CRHR eligibility requirements. The Ashby BART Station is just one of many stations serving the BART system and one of three in Berkeley, and its design, completion, and operation do not constitute a singularly significant historical event regionally or locally under the theme of transportation or otherwise. Research for this study did not identify any other historical context in which the Ashby BART Station would be considered historically significant. Allowing for a possible exception based on associations with local civil rights history, the Ashby BART Station is recommended ineligible for listing in the NRHP or CRHR under Criterion A/1.

Architecturally, the Ashby BART Station is a partially exposed subway station exhibiting elements of Brutalist-style architecture. Analysis for this evaluation concluded the station is an unremarkable example of the style and does not embody the distinctive characteristics of a type, period, or method of construction or possess high artistic values. Research for this evaluation found no evidence that the station represents the best work of its designer, the architecture firm Maher and Martens. The Ashby BART Station is therefore recommended ineligible for the NRHP or CRHR under Criterion C/3.

A review of available evidence did not indicate that it may yield important information about prehistory or history. As such, the property is recommended ineligible for the NRHP or CRHR under Criterion D/4.

Finally, while the station may be eligible as a contributor to a potential historic district constituting all or part of the BART system, such a recommendation was beyond the scope of this evaluation.

City of Berkeley Landmark and Structure of Merit Evaluations

The Ashby BART Station is recommended eligible as a City of Berkeley Landmark under Criterion 2, which allows for the designation of properties possessing cultural value. Specifically, the criterion makes eligible for Landmark designation structures, sites, and areas associated with the movement or evolution of religious, cultural, governmental, social and economic developments of the city. The station, including the immediately adjacent surface parking lot, is associated with local civil rights activism related to the undergrounding of the BART tracks and station and the community's use of the station parking lot on weekends for the Berkeley Flea Market. In combination, these two events highlight the role of African-American South Berkeley residents and their allies in ensuring, firstly, in that the BART station was designed in a manner consistent with the community's wishes and, secondly, in that once developed, the facility would continue to serve the community's economic and social needs. Led by Mable Howard and Ronald V. Dellums, among others, the lawsuit to ensure that the entirety of the Ashby BART Station was designed as a subway station was the culmination of a years of political efforts by Berkeleyans to ensure BART engineers designed the portion of the rail system within the city's boundaries according to the preferences of the community. More specifically, the contest over the Ashby BART Station's design highlighted the determination of African-American leaders to prevent the construction of a station whose design was widely perceived as racially discriminatory. The historical record does not suggest there is a direct relationship between, on the one hand, the legal challenge led by Howard, Dellums, and others, and on the other hand, the work of local activists and community members to establish and preserve the Berkeley Flea Market at the Ashby BART Station parking lot, at some times over the objections of the BART Board of Directors. However, the two events are linked thematically by the persistent efforts of activists and members of Berkeley's African-American community to influence the design and use of a prominent public space in the historically African-American South Berkeley neighborhood. The Berkeley Flea Market began as an economic institution that hosted a predominantly Black group of vendors and patrons. In 1981, the market's vendors successfully sued BART to continue their use of the station's surface parking lot as the flea market site. The case was ultimately settled in 1983 with the jury finding BART had entered into a contract with the vendors which allowed them "indefinite renewals of the written concession permit until a) BART needed the Ashby parking lot for its own purposes or b) the flea market was not operated according to BART standards" (*San Francisco Bay Area Rapid Transit District v. Community Services United, et al. 1983*). As such, the station is notable for its association with the history of activism centered on the Ashby BART station. Since the lawsuit's conclusion, the weekend event has maintained over four decades its role as a Black social and cultural institution. The property may be regarded as important for its longstanding association with South Berkeley's Black community and is therefore recommended eligible for designation as a City of Berkeley Landmark under Criterion 2.

The Landmark's boundaries include the station footprint inclusive of the parking lot located immediately adjacent to the west of the station proper. The satellite parking lot located east the Ed Roberts Campus does not contribute to the property's significance because it was neither the subject of the 1967-1968 lawsuit nor used as a site of the Berkeley Flea Market. *See continuation sheet, p. 11.*

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B10. Significance (continued):

The Ashby BART Station is recommended ineligible under the remaining criteria for City of Berkeley Landmarks and Structure of Merit designation. As an undistinguished Brutalist-style subway station, the property fails to satisfy the requirements of Landmark Criterion 1, which pertains to architectural merit. Research for this study did not find evidence that it is the first, last, only, or most significant architectural property of its type in the region, nor that it is a prototype, or outstanding example, of a period, style, architectural movement, or construction. Moreover, available sources do not suggest it is an example of the more notable works or the best surviving work in a region of its designer, the architecture firm Maher and Martens. It is also not an architectural example worth preserving for the exceptional value it adds as part of the neighborhood fabric.

The station also fails to satisfy the requirements for designation under Landmark Criterion 3, which pertains to educational value. Although the station is significant for its associations with the social activism in Berkeley, these historical associations are not conveyed by the station's design in a manner that would readily express that history to visitors to the site.

The Ashby BART Station is also recommended ineligible under Landmark Criterion 4. Properties eligible under Criterion 4 must possess historical value and embody and express the social, cultural, economic, political, religious or military history of Berkeley, Alameda County, California, or the United States. Although the station property is associated with notable events in the city's history that, taken together, qualify the property for Landmark designation under Criterion 2, research for this study did not find evidence the events are individually important. Rather, the Ashby BART Stations important historical associations satisfied the requirement under Landmark Criterion 2 that a property embody the evolution of historic, social, and cultural themes. Because Criterion 4 does not similarly allow for designation based on such thematic grounds, the Ashby BART Station is recommended ineligible under this criterion.

Finally, the property is not listed in the NRHP and, therefore, does not qualify for Landmark designation under Criterion 5.

Per the City of Berkeley's historic preservation ordinance, a property may also be designated as a Structure of Merit. Such designation is generally reserved for properties that, upon assessment, do not currently meet the criteria as set out for a landmark, but are worthy of preservation as part of a neighborhood, a block or street frontage, or as part of a group of buildings which includes landmarks. Because the current evaluation recommends the Ashby BART Station eligible for designation as a Landmark, it was not evaluated for Structure of Merit eligibility.

Photographs:

Left: Detail of the Ashby BART Station, West Elevation, Facing South; Right: Ashby BART Station, Street-Level Deck along West Side of Adeline Street, Featuring Non-Original Canopy and Signage, Facing Northwest

See continuation sheet, p. 12.

Photographs (continued):

Left: Interior View of Entry Area of the Ashby BART Station Concourse Level; Right: Interior View of Paid Area of the Ashby BART Station Concourse Level

Left: Interior View of the Ashby BART Station Platform; Right: Ashby BART Station Parking Lot near Martin Luther King, Jr. Way, Facing Southeast

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B12. References (continued):

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