APPENDIX H. CULTURAL RESOURCES INVENTORY AND EVALUATION REPORT

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Jacobs

Cultural Resources Inventory and Evaluation Report

Draft

Port of Oakland

Oakland International Airport Terminal Modernization and Development Project

June 5, 2023

Executive Summary

The Port of Oakland (Port) is proposing the Oakland International Airport (OAK or Airport) Terminal Modernization and Development Project (Proposed Project) to modernize existing Terminals 1 and 2 and construct a new terminal. The purpose of the proposed project is:

- To increase the number of passenger gates at the airport to meet increased demand
- Update OAK's facilities to meet aviation industry standards, and
- Improve operational efficiency and safety for passengers and employees alike.

The Proposed Project is subject the California Environmental Quality Act (CEQA).

The detailed study area includes four geographically discontiguous areas for the Proposed Project. The largest of these areas is an area surrounding Terminal 1 and Terminal 2, the associated buildings, and other infrastructure such as parking. A second area is to the northwest of the intersection of Eden Road and Doolittle Drive. The third area of parking/staging improvements is located south of the intersection of Ron Cowan Parkway and the Harbor Bay Parkway. The fourth area, for proposed employee parking, is located at Old Earhart Road near the Martin Luther King, Jr. Shoreline Center Park.

This cultural resources inventory identified three historic-era built-environment resources in the Proposed Project's detailed study area: Terminal 1, Oakland International Airport (P-01-011016), the Cargo Building (M106), and the Catering Building (M111). Two additional historic-era resources within the detailed study area were previously evaluated: the Oakland Maintenance Center (OMC) Hangar (M110) and a blast wall located to the northeast of the OMC Hangar. These structures will not be further discussed in this analysis. The focus of this cultural resources inventory and evaluation report will be Terminal 1. Terminal 1 (P-01-011016) was previously evaluated as potentially meeting the necessary criteria for listing in the National Register of Historic Places (NRHP) and the California Register of Historical Resources (CRHR) (Cimino 2010, Crawford 2012). The Proposed Project would demolish the character-defining features of Terminal 1. This current analysis finds that sufficient physical materials remain for Terminal 1 to convey its significance for both the NRHP and the CRHR.

Subsurface ground-disturbing activities (e.g., grading, trenching) associated with the construction of Golf Course Lot (L-2) may occur in a location that has a higher level of sensitivity for past use by native inhabitants of the area given that this location is the only area within the historic bay margin. In this context there is a higher potential for encountering a previously unidentified subsurface archaeological resource. As such, all site preparation (pavement and vegetation removal) would be monitored by a qualified archaeological monitor under the direction of an archaeologist meeting the SOI's Professional Qualifications Standards for prehistoric archaeology and a Native American monitor identified by the NAHC as having an interest in the area within which the Proposed Project is located. If resources are discovered that are considered potentially eligible for listing in the CRHR, then they must be addressed under the procedures set forth in CEQA Guidelines §15064.5.

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Acronyms and Abbreviations

AB 52	Assembly Bill 52
ACHP	Advisory Council on Historic Preservation
A.D.	After Death
Airport	Oakland International Airport
ATCT	air traffic control tower
B.C.	Before Christ
B.P.	Before Present
BERD	Built Environment Resource Directory
CCR	California Code of Regulations
CEQA	California Environmental Quality Act
CFR	Code of Federal Regulations
CPRR	Central Pacific Railroad
CRHR	California Register of Historical Resources
DPR	California Department of Parks and Recreation
EIR	environmental impact report
EIS	environmental impact statement
FAA	Federal Aviation Administration
Jacobs	Jacobs Engineering Group Inc.
MA	Master of Arts
NAHC	Native American Heritage Commission
NRHP	National Register of Historic Places
OAK	Oakland International Airport
OHP	California Office of Historic Preservation
OMC Hangar	Oakland Maintenance Center/George P. Miller Aircraft Hangar
Port	Port of Oakland
PRC	Public Resources Code
SOI	Secretary of the Interior
SHPO	State Historic Preservation Officer
USGS	United States Geological Survey

1. Introduction

Jacobs Engineering Group Inc. (Jacobs) completed this cultural resources inventory and evaluation report for the Port of Oakland (Port). The proposed Oakland International Airport Terminal Modernization and Development Project (Proposed Project) is subject to the California Environmental Quality Act (CEQA). The Port is the lead agency responsible for CEQA compliance. This section provides the Proposed Project's location, a description of the undertaking, and the qualifications of Jacobs' professional staff who contributed to the study and report.

1.1 Project Description

1.1.1 Project Location

Oakland International Airport (OAK or Airport) is a primary commercial service airport owned and operated by the Port. The Airport is located in the City of Oakland, approximately 6.5 miles southeast of downtown Oakland in Alameda County along San Francisco Bay (**Figure 1**). Other cities in the immediate vicinity of the Airport include Alameda (to the northwest) and San Leandro (to the southeast). The Airport is on 2,600 acres and includes South Field, which accommodates the commercial passenger and cargo activity, and North Field, which accommodates corporate and general aviation activity and other supporting facilities.

1.1.2 Project Components

The Proposed Project includes modernizing Terminals 1 and 2; consolidating passenger processing functions (e.g., ticketing, baggage check-in, baggage claim, security screening); constructing expanded international arrival facilities; constructing a new terminal; relocating existing cargo and support facilities; and improving the terminal area roadway, parking areas, and support facilities. The project components that involve demolition of existing facilities are depicted in **Figure 2** and the project components that involve development of new facilities are depicted in **Figure 3**.

Most of the proposed work is located in and around Terminals 1 and 2, with components that extend to the north, south, east and west of the terminals (**Figure 4**). Three smaller areas are also being proposed for additional parking.

The Cultural Resources Study Area for this report encompasses that depicted as the detailed study area in Figure 4. This Cultural Resources Study Area effectively includes all the areas proposed for project components depicted in **Figures 2 and 3**).

1.2 Professional Qualifications

Jacobs' senior architectural historian Mark Bowen, MA, and senior archaeologist Brian Ramos, PhD, RPA, co-authored this cultural resources inventory and evaluation report. Mark Bowen meets the Secretary of the Interior's Standards (SOI) Professional Qualification Standards for architectural history and history. Brian Ramos meets the SOI Professional Qualification Standards for archaeology.

Figure 1. Project Location

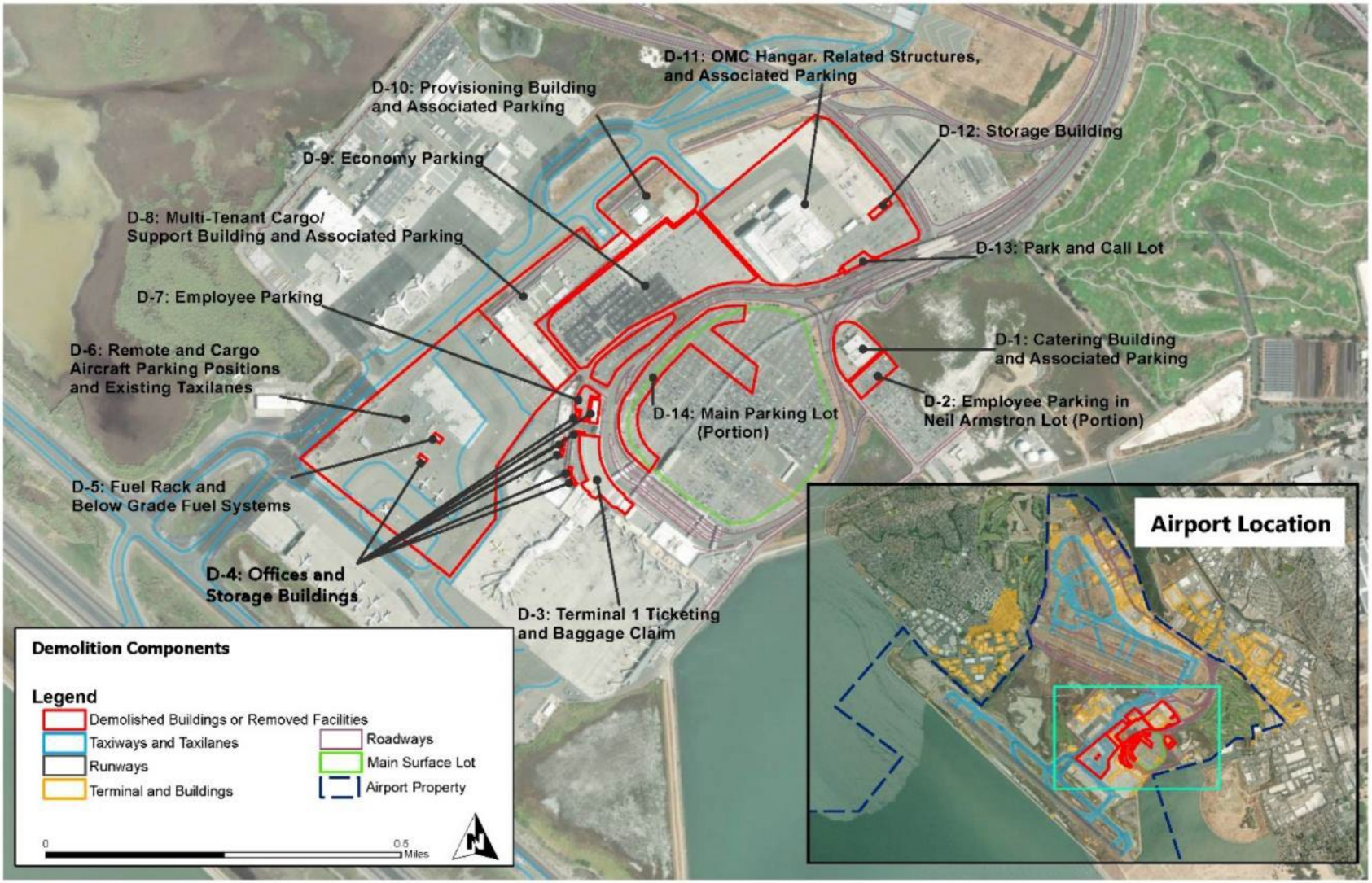

Figure 2. Project Demolition

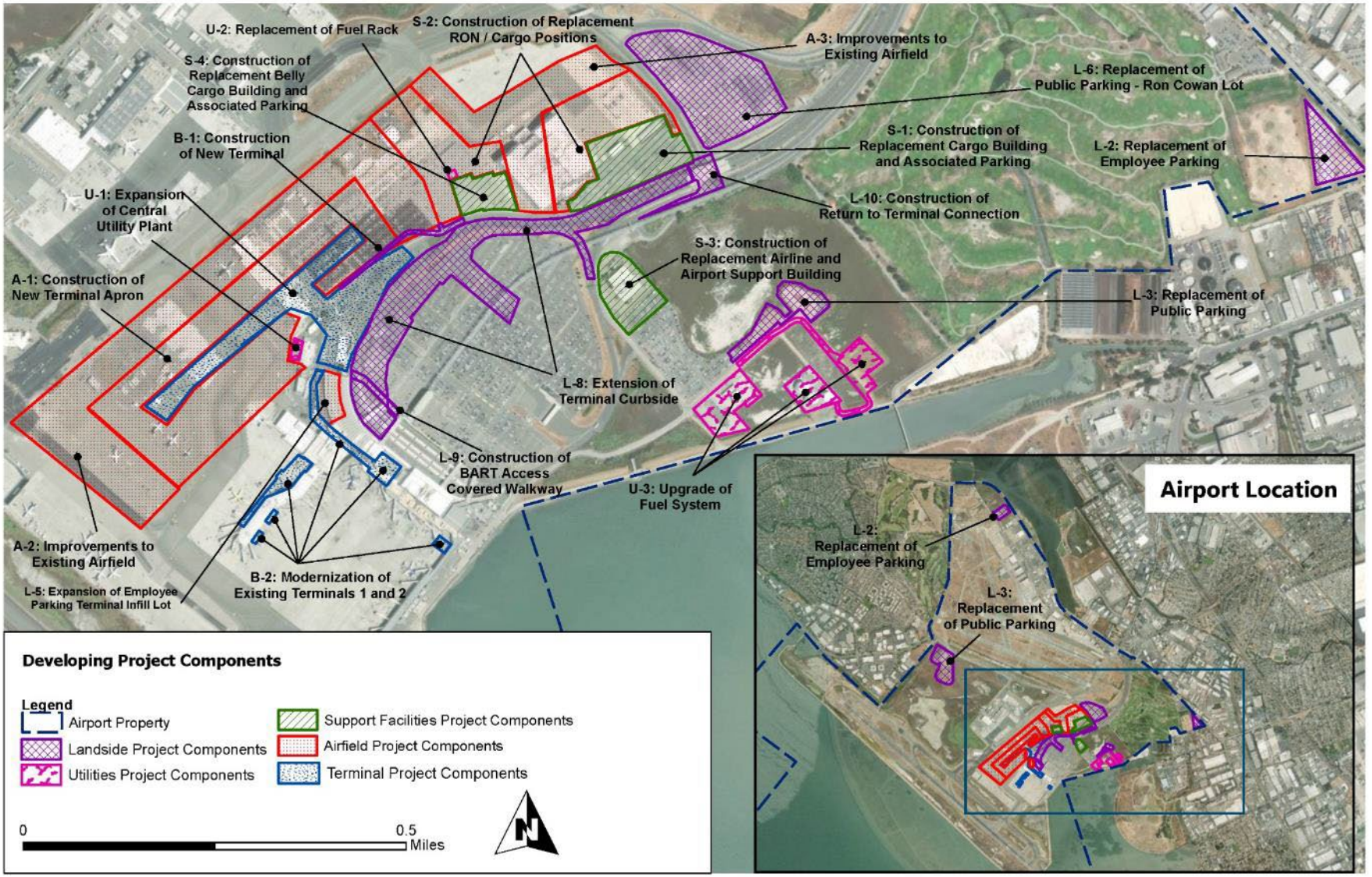

Figure 3. Project Development

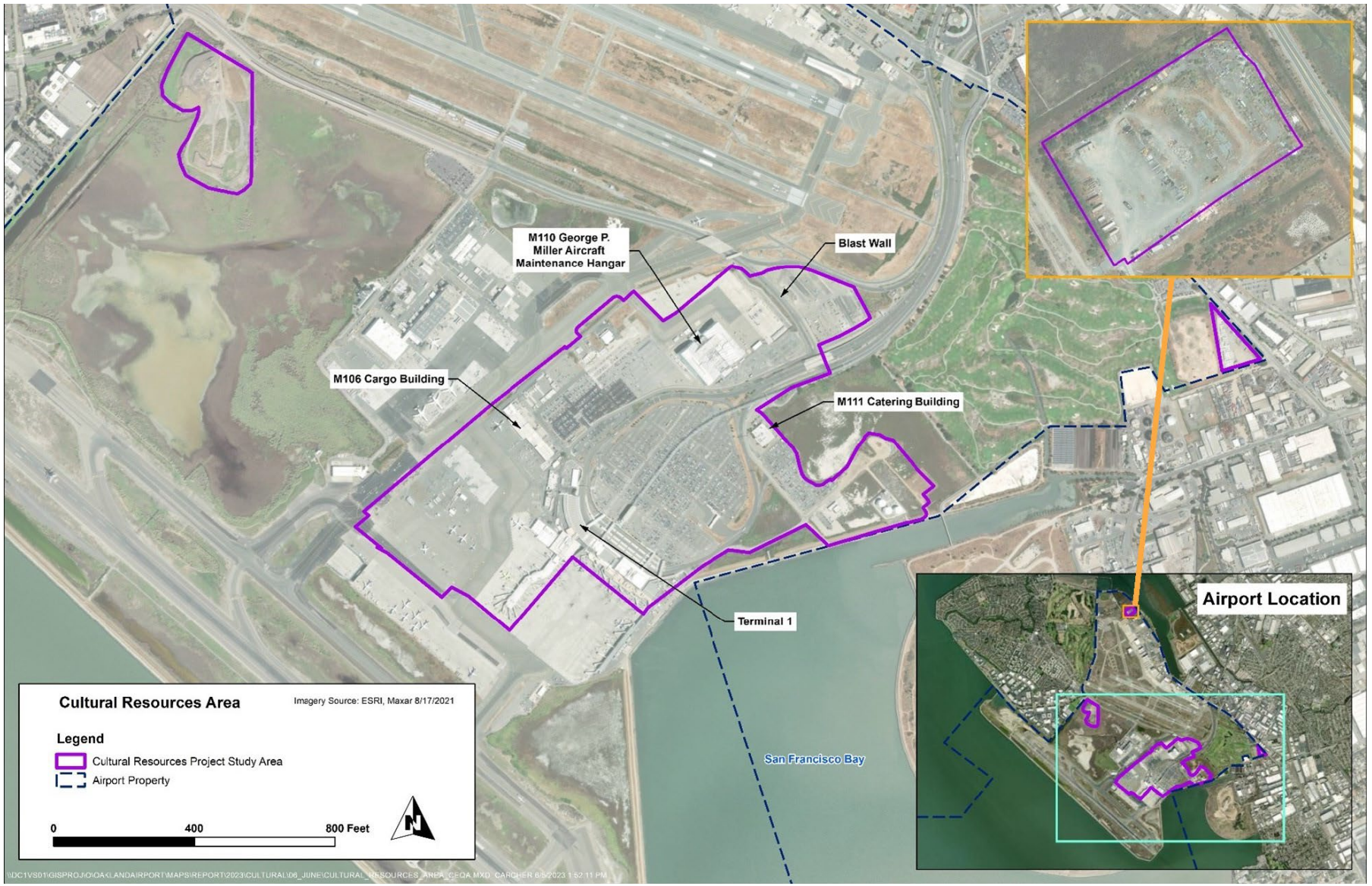

Figure 4. Cultural Resources Detailed Study Area Map

2. Regulatory Context

This section summarizes the key state regulations and policies applicable to the Proposed Project related to cultural resources. This includes CEQA compliance requirements.

2.1 California Environmental Quality Act Statute and Guidelines

CEQA provides a broad definition of what constitutes a cultural or historical resource. Cultural resources can include traces of prehistoric habitation and activities, historic sites and materials, and places used for traditional Native American observances or places with special cultural significance. In general, any trace of human activity over 50 years in age is required to be treated as a potential cultural resource.

According to the State CEQA Guidelines (Section 15064.5[a][3]), a resource is generally considered historically significant if it meets the criteria for listing in the California Register of Historical Resources (CRHR) (Public Resources Code [PRC] Section 5024.1; California Code of Regulations [CCR], Title 14, Section 4852). A historical resource is defined as any site that:

- is listed in or determined to be eligible by the State Historical Resources Commission for listing in the CRHR, or is determined to be significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, or cultural annals of California; and
- is eligible for listing in the CRHR; or
- is included in a local register of historical resources, as defined by PRC Section 5020.1(k), or is identified as significant in a historical resource survey meeting the requirements of PRC Section 5024.1(g).

The State CEQA Guidelines also require considering unique archaeological resources (Section 15604.5). PRC Section 21083.2(g) includes the following definition:

> As used in this section, "unique archaeological resource" means an archaeological artifact, object, or site about which it can be clearly demonstrated that, without merely adding to the current body of knowledge, there is a high probability that it meets any of the following criteria:
>
> (1) contains information needed to answer important scientific research questions and that there is a demonstrable public interest in that information.
>
> (2) has a special and particular quality such as being the oldest of its type or the best available example of its type.
>
> (3) is directly associated with a scientifically recognized important prehistoric or historic event or person.

2.1.1 California Register of Historical Resources

The CRHR includes resources that are listed in or formally determined eligible for listing in the NRHP, as well as some California State Landmarks and California Points of Historical Interest. Properties of local significance that have been designed under a local preservation ordinance (local landmarks or landmark districts) or that have been identified in a local

historical resource inventory may be eligible for listing in the CRHR and are presumed to be significant resources for the purposes of CEQA unless a preponderance of evidence indicates otherwise (PRC 5024.1, 14 CCR 4850).

The eligibility criteria for listing in the CRHR are similar to those for the NRHP but focus on the importance of the resources to California history and heritage. A cultural resource may be eligible for listing on the CRHR if:

1. It is associated with events or patterns of events that have made a significant contribution to the broad patterns of local or regional history, or the cultural heritage of California or the U.S.; or
2. It is associated with the lives of persons important to local, California, or national history; or
3. It embodies the distinctive characteristics of a type, period, or region, or method of construction, or represents the work of a master, or possesses high artistic values; or
4. It has yielded, or has the potential to yield, information important to the prehistory or history of the local area, California, or the nation.

In addition to meeting one of the evaluation criteria, the resource must retain integrity. The CRHR definition of integrity is slightly different from those of the NRHP. Section 4852(c) of the CCR (Title 14, Chapter 11.5), defines integrity as "the authenticity of an historical resource's physical identity evidenced by the survival of characteristics that existed during the resource's period of significance." The regulation also states that eligible resources must "retain enough of their historic character or appearance to be recognizable as historical resources and to convey the reasons for their significance," and then lists the same seven aspects of integrity used for evaluating properties for the NRHP.

2.1.2 Impacts Assessments

According to the CEQA Guidelines Appendix G (2022), impacts on cultural resources would be considered significant if a project would result in any of the following:

- Cause a substantial adverse change in the significance of a historical resource as defined in CEQA Guidelines Section 15064.5.
- Cause a substantial adverse change in the significance of an archaeological resource pursuant to Section 15064.5.
- Disturb any human remains, including those interred outside of formal cemeteries.

CEQA Guidelines also define the significance of impacts on archaeological and historical resources as follows:

- Substantial adverse change in the significance of a historical resource by physical demolition, destruction, relocation, or alteration of the resource of its immediate surroundings as defined in Section 15064.5.
- Demolishes or materially alters those physical characteristics of a historical resource that conveys its significance and that justify its inclusion in, or eligibility for inclusion in, the CRHR, or inclusion in a local register, as defined Section 15064.5.

3. Environmental Context

The Proposed Project location and surrounding vicinity consists of former bay mudflats and tidal wetlands that have been filled during modern times for the construction of the Airport, roads, and surrounding facilities. Very little original habitat and plant life remain, and the degree of development in the detailed study area means that any archaeological cultural resources that may exist in the area are not visible on the present-day ground surface. Therefore, assessing the potential for archaeological cultural resources in the detailed study area includes a broader contextual understanding of the past and present natural environment, a geoarchaeological examination of past landforms, and an archival investigation into past settlement patterns and site locations based on the known archaeological record or sites known to Native American peoples today.

3.1 Geological Context

The San Francisco Bay Area has undergone a series of significant environmental changes since prehistoric people first inhabited the region. Geoarchaeological studies indicate that a series of large-scale landscape changes have affected the preservation and visibility of the region's archaeological record (Banks et al. 1984; Meyer and Rosenthal 1997).

More than 12,000 years ago, the ocean had not yet entered San Francisco Bay because worldwide sea levels were at least 100 meters (328 feet) lower than today. At that time, much of the bay was a broad inland valley that was crossed by several stream or river channels, which supported grassland and riparian plant and animal communities. The runoff carried by these streams and rivers combined to form a single watercourse just north of Angel Island that flowed to about the Farallon Islands where it emptied into the Pacific Ocean (Atwater et al. 1977). If prehistoric people inhabited the Bay Area at this time, it seems likely that the riparian corridors and perennial water sources would have been targeted for human settlement and subsistence activities.

As the continental icesheets melted toward the end of the Pleistocene, the oceans of the world experienced a rapid rise in sea level, causing the Pacific Ocean to migrate eastward and enter what is now San Francisco Bay near the Golden Gate about 10,000 years ago (Atwater et al. 1977). Current radiocarbon estimates indicate that the sea levels rose 25-30 meters (82 – 98 feet) between about 10,000 and 8,000 years ago, covering most of the present San Francisco Bay Estuary. The rate of sea-level rise in San Francisco Bay decelerated dramatically between about 8,000-6,000 years age (Atwater 1979; Atwater et al. 1977; Stanley and Warne 1994; Wells 1995; Wells and Goman 1994).

Through these processes extensive tidal flats and marshes were formed around the margins of the bay (Atwater et al. 1979) and covered the lower floodplains of the inland valleys. Evidence of these buried floodplains has been identified at depths ranging from 9 meters to 40 meters (29.5 feet to 131 feet) below mean sea level, and radiocarbon dated from 10,920 to 9,760 Before Present (Atwater et al. 1977; Story et al. 1966). It is likely that many archaeological sites associated with these former floodplain surfaces were destroyed and/or submerged by the advancing sea (Atwater 1979; Bickel 1978; Louderback 1951).

Both geological and geoarchaeological studies confirm that many of the late Pleistocene and early Holocene land surfaces in the San Francisco Bay region are overlain by alluvium that is generally less than 6,000 years old (Borchardt 1992; Helley et al. 1979; Meyer 1996; Meyer and Rosenthal 1997; Pape 1978; Rogers 1988). At the time, the San Francisco Bay region is presumed to have extended beyond present day bay water area.

During the middle and late Holocene, the San Francisco Bay Estuary continued to expand due to the decomposition, compaction, and subsidence of the intertidal deposits around the margins (Atwater 1979; Atwater et al. 1977; Atwater et al. 1979). By the 1850s, tidal marshes covered twice as much surface area as all the inland water of the bay and delta combined (Atwater et al. 1979). It is possible that middle and late Holocene human populations relocated settlements progressively farther inland due to continued estuary expansion. The present position of the Bay shoreline roughly coincides with the shoreline about 5,000 years ago due to artificial filling, levee construction, and the deposition of hydraulic mining sediments (Peterson et al. 1995:60).

Stratigraphic and radiocarbon evidence indicate that many of the lowland areas around the Bay have similar depositional histories (Meyer 1996; Meyer 2000; Meyer and Rosenthal 1997). The depth of the Holocene-age terrestrial deposits generally ranges from 2 to 4 meters (6.6 to 13.1 feet) in the lowland but may locally extend to depths of 10 meters (33 feet) or more.

The geologic soils data for the detailed study area itself suggest that the sensitivity for previously unrecorded archaeological cultural resource is far less than other margins of the Bay. The detailed study area consists primarily of historic era artificial fill over estuarine mud (U.S. Geological Survey [USGS] map unit Afem), with small areas containing remnant Holocene/Late Pleistocene dune sand (USGS map unit Qds) and Holocene San Francisco Bay mud (USGS map unit Qhbm) (Wentworth et al. 2000). Because the detailed study area is characterized by these active tidal marshland areas as sea levels rose, they are unlikely to be locations of later period archaeological sites, and any evidence of early Holocene sites would likely be located beneath bay mud.

One notable exception is a proposed employee parking area (the Golf Course Lot [Project Component L-2]) located along the former margin of the Bay where other archaeological sites have been recorded within 2 miles of the detailed study area in similar contexts, as discussed in more detail in **Section 3.2.3**.

3.2 Cultural Context

3.2.1 Prehistoric Setting

The prehistory of the San Francisco Bay Area is based on the archaeological record and described in broad patterns based on the evidence artifact types, technology and changes in settlement patterns and subsistence practices. Milliken et al. (2007) have provided a chronological framework for the San Francisco Bay Area prehistory that recognizes four broad time periods: the Paleoindian Period (11,500 to 8000 B.C.), the Early Period (8000 to 500 B.C.), the Middle Period (500 B.C. to A.D. 1050) and the Late Period (A.D. 1050 to 1550).

The Paleoindian Period (11,500 to 8000 B.C.) is characterized by highly mobile hunter-gatherers with a focus on large game resources. There is no direct evidence of human occupation during the Paleoindian Period in the San Francisco Bay Area.

The Early Period (8000 to 500 B.C.) is marked in the archaeological record with the appearance of the milling slab and hand stone as well as large wide-stem and leaf shaped projectile points. The mortar and pestle as well as cut shell beads are also documented in Early Period archaeological sites.

The Middle Period (500 B.C. to A.D. 1050) is characterized as a time of significant cultural changes with the early part of the Middle Period consisting of smaller groups of highly

mobile hunter-gatherers that over time changed to longer-term base camps where a more diverse range of resources could be obtained (Milliken et al. 2007).

A broader economic base is suggested by the more diverse archaeological record including the addition of milling tools, obsidian and chert concave-based projectile points, and the presence of sites in a broader range of environments.

The Late Period (A.D. 1050 to present) is marked by the emergence of social complexity evidenced by the presence of large central villages with resident political leadership and specialized activity sites. Technological change during the Late Period is marked by the introduction of the bow and arrow, small corner-notched projectile points, and a wide variety of beads and ornaments.

3.2.2 Ethnographic Setting

The Airport is situated within an area that was occupied by Native American people when early explorers and missionaries arrived in the 18th century. The native peoples of the area were originally called "Costanoan" (from the term Costanos, Spanish for "coastal people"), referring to a diverse group of linguistically similar people. Since the early 20th century, the term "Ohlone" has also been used to refer to Costanoan peoples and has been adopted by some current tribal groups as well as scholars; therefore, for the purposes of this document, "Ohlone" and "Costanoan" are used interchangeably to refer to the same tribal groups of Native American peoples in this region, depending on which term the authors of various cited sources used.

The Ohlone represent a linguistic subfamily of the Penutian language stock that once stretched across the Central Coast from the Golden Gate south to a point about 30 miles south of Monterey Bay, as far inland as Livermore, and south to Soledad in the Salinas River Valley (Kroeber 1925). Due to severe population reductions during the historical period, little collection of ethnographic data was possible (Levy 1978). The detailed study area is located within the territory of the Chochenyo-speaking branch of Ohlone.

Cook (1947:40) estimated that the Costanoan (Ohlone) population numbered around 10,000 people prior to historic contact by European peoples. In addition to high native death rates, contact with the Spanish—and missionization in particular—profoundly impacted Costanoan ritual and social ways. Costanoan/Ohlone settlements occurred along ocean beaches, bays, or estuaries, or along perennial and intermittent interior waterways. The Costanoan (Ohlone) economy was based primarily on fishing, hunting, and gathering of local resources, including ocean and freshwater fish, shellfish, large game such as deer or elk, birds, rabbits, and a variety of berries, nuts, roots, and plants (Levy 1978).

Today the Native American Heritage Commission (NAHC) recognizes numerous groups who are descendants of the early Costanoan/Ohlone occupants of the area, including the Amah Mutsun Tribal Band of Mission San Juan Bautista, Costanoan Rumsen Carmel Tribe, Indian Canyon Mutsun Band of Costanoan, Muwekma Ohlone Indian Tribe of the San Francisco Bay Area, North Valley Yokuts Tribe, Tamien Nation, and the Confederated Villages of Lisjan.

3.2.3 Geoarchaeological Context and Potential for Buried Archaeological Sites

The San Francisco Bay Area has undergone a series of significant environmental changes since prehistoric people first inhabited the region. Such changes played a pivotal role in the evolution of the San Francisco Bay Area landscape. Geoarchaeological studies indicate that

a series of large-scale landscape changes have affected the preservation and visibility of the region's archaeological record (Banks et el. 1984; Meyer 1996; Meyer and Rosenthal 1997).

Both geological and geoarchaeological studies confirm that many of the late Pleistocene and early Holocene land surfaces in the San Francisco Bay region are overlain by alluvium that is generally less than 6,000 years old (Meyer 1996; Meyer and Rosenthal 1997). During the middle and late Holocene, the San Francisco Bay Estuary continued to expand due to the decomposition, compaction, and subsidence of the intertidal deposits around the margins (Atwater 1979; Atwater et al. 1977, 1979). Consequently, many archaeological sites located in these areas were either eroded and/or buried by deposits of alluvium or colluvium, particularly during the Middle and Late Holocene (Banks et al. 1984; Meyer 1996; Meyer and Rosenthal 1997). The depth of the Holocene-age terrestrial deposits generally ranges from 2.0 to 4.0 meters (6.6 to 13.1 feet) in the lowland but may locally extend to depths of 10.0 meters (32.1 feet) or more.

The geologic soils data for the detailed study area suggest that the sensitivity for previously unrecorded archaeological cultural resources is far less than other margins of the bay. The detailed study area consists primarily of historic era artificial fill over estuarine mud with small areas containing remnant Holocene/Late Pleistocene dune sand and Holocene San Francisco Bay mud. Because the detailed study area is characterized by these active tidal marshland areas as sea levels rose, they are less likely to be locations of later period archaeological sites, and any evidence of earlier Holocene sites would be likely be located beneath bay mud.

One notable exception is a proposed employee parking area (the Golf Course Lot [Project Component L-2]) to be located in a triangular field at Eden Road and Doolittle Drive. This parking lot is located along the former margin of the bay in an area less altered by historic fill and is similar in context to where other archaeological sites have been recorded within 2 miles of the detailed study area. Human remains were also previously identified along the former bay margin roughly 2,000 feet from the currently proposed Golf Course Lot (Bayley 1993). As such there may be previously unrecorded buried archaeological sites present which could be impacted by potential ground-disturbing activity associated with the construction of this parking lot.

3.2.4 Historical Context

This section provides the broad context in which the cultural resources within the detailed study area were evaluated for historical significance. The historical overview in this report covers mostly post-Euro-American settlement. A review of initial settlement, development of Oakland's waterfront industry, and more specific historical context for nearby Oakland development and military activity, railroad history, and Port development that includes the Airport, provided a frame of reference within which the cultural resources were evaluated.

3.2.4.1 Early History of the Oakland Area

The Proposed Project is in an industrial center surrounded by dense urbanization within Oakland that has developed over the course of decades. Up until the 1770s when Spanish explorers first reached the area, the region was inhabited by native Ohlone/Costanoan people described above. The "Mission Era" of Spanish settlement began with the establishment of the San Diego mission in 1769 and quickly spread northward – the first mission in the Bay Area was the Mission Dolores de San Francisco, established in 1776 (Lee 1990). In 1820, the King of Spain awarded retired soldier Luis Maria Peralta 44,800 acres of land for serving in the Spanish army (Maestrone 1994). This gift encompassed nearly all

present-day Oakland and would eventually attract an influx of American settlers. By 1848, the Gold Rush had opened this region of California – still a colony of Mexico – to rapid migration from the United States. Logging of rich forested lands nearby further boosted the Bay Area's economy. California was admitted as a state in the Union in 1850, and the San Francisco Bay Area was already booming.

Following incorporation in 1852, Oakland's waterfront became a defining characteristic of the young city. Horace W. Carpentier, the city's first mayor, was granted exclusive right and privilege over Oakland's waterfront. In a deal with Carpentier, Oakland became the main Central Pacific Railroad (CPRR) train station in the Bay Area, and the terminus for the transcontinental railroad, which greatly contributed to the development of the wharf and eventual port. The transcontinental railroad, which cut travel time between California and the East Coast from 118 days to 6 days, brought huge economic benefits to the new city (Bagwell 1982). While the CPRR (later, the Southern Pacific Railroad) struggled to maintain its control of Oakland's waterfront, in 1911 the City of Oakland was given back full right and title to all tide lands. In 1925, voters approved a $10 million bond issued for harbor improvements, and in 1927 they approved the creation of a Port Commission which would control Oakland's waterfront from Emeryville to San Leandro (Bagwell 1982).

3.2.4.2 Later History and Growth of West Oakland

Oakland's western shoreline has been a significant transportation location since the city's founding in the early 1850s. Before the current port location was filled in to create the coastline seen today, the historical coastline of West Oakland (which roughly followed the curve of Interstate 880 [I-880] on the city's western edge) served as a ferry landing starting in the early 1850s. In 1863, railway builders completed the San Francisco & Oakland Railroad (SF&ORR) along 7th Street, connecting central Oakland with San Francisco Bay and ferries to San Francisco; this opened up a semi-rural West Oakland to increased settlement. In late 1869, as the transcontinental railroad neared completion, the CPRR partners made a routing decision critical to the development that transformed West Oakland (Douglas 1994). In November 1869, the Oakland Point Wharf of the SF&ORR would become the western terminus of the transcontinental railroad. January 1871, CPRR facilities had expanded to the Oakland Long Wharf, an 11,000-foot-long wharf located at the foot of 7th Street (Scott 1871; Koue 1960). The Long Wharf soon became inadequate due to the tremendous increase in passenger and freight traffic but continued as a shipping terminal for freight until 1919.

3.2.4.3 Oakland Army Base and Naval Supply Center

Despite a growing conflict abroad, the U.S. had remained neutral during the 1930s, largely due to the economic hardships caused by the Great Depression. However, the outbreak of war in Europe in 1939 signaled to military planners that U.S. isolationism needed to come to an end. After determining that its existing facilities were inadequate to meet future needs, in 1940 the San Francisco Port of Embarkation Board of Officers recommended to expand the Port of Embarkation at Fort Mason, California (its headquarters), and recommended that waterfront areas in the partially developed Oakland Outer Harbor be acquired to meet those expansion needs. The new mission would be to ship the U.S. Army's and material into the Pacific areas of operation (California Military Department 2016). Development began in 1941, and the "Oakland Sub-Port of the San Francisco Port of Embarkation" was commissioned the day after the Japanese attack on Pearl Harbor in December 1941. Although the Oakland Outer Harbor was ideally situated geographically, the former saltwater marshland required a "nearly Herculean" effort to build upon. Its dry and

hydraulic fill requirements combined amounted to over eight million cubic yards of earth, requiring a fleet of dredges and earth movers (Stolz 2002).

3.2.4.4 Oakland Airport

The construction of the runways in North Field at OAK (formerly known as Oakland Municipal Airport) dates to 1927. In an effort to attract contracts from the United States Postal Service, the Port commenced construction of a new airport designed to allow what they envisioned as increasingly popular flights that would carry the mail. The Port's assumptions were correct, and the Airport quickly became an airmail hub for the West Coast. The Airport became the departing point for several flights that eventually proved to be milestones in the overall history of aviation. The U.S. military which later established the more substantial Army base to the north also established an early presence at the Airport with the formation of a Navy reserve base back in 1928. The military eventually saw the need to assume control over the Airport during World War II, returning it to civilian use in 1945. At this time the Airport expanded its commercial service. Beginning in 1960 the Port began construction of the 10,000-foot jet runway to the south of the existing runways. The Airport was rededicated as an international airport to meet increased postwar travel demand; the Port moved ahead to construct a new terminal (Terminal 1 finally completed in 1962) and announced a hangar facility for World Airways in 1967 to be completed. This international charter airline was at that time the world's largest. The Port set about constructing an 8-acre structure which was to be the largest commercial hangar in the world at that time and is currently identified as Building M110. The sizable budget of $10.65 million at that time, was in part funded through a federal economic development grant. By 1985, the Port dedicated Terminal 2 which added several gates to the Airport (Brunzell 2018; Port of Oakland 2013).

4. Methodology

Background research, including Native American and interested parties' consultation, and a built environment field survey were conducted to determine whether cultural resources may be affected by the Proposed Project.

4.1 Research Methods

4.1.1 Records Search

In August 2021, Jacobs' cultural resources specialists requested a records search at the Northwest Information Center (NWIC). The record search included a 0.5-mile radius around the detailed study area. Reviewed materials included previously recorded resources and studies as well as:

- California Inventory of Historical Resources, 1976 and updates
- California Office of Historic Preservation (OHP), Archaeological Determinations of Eligibility
- California OHP's Built Environment Resource Directory (BERD) – Alameda County, December 2019
- California OHP's Directory of Properties-Historical Resources Inventory, 2009
- California Points of Historical Interest, 1992 and updates
- California State Historical Landmarks, 1996 and updates
- City of Oakland Resources and Landmarks Inventory
- CRHR-listed properties
- Directory of Properties in the Historic Resources Inventory, State of California, 2006
- *Historic Spots in California* (Hoover et al. 1990)
- List of NRHP-listed properties

The results of the records search are discussed in **Section 5.1**.

4.1.2 Port of Oakland Record Search

The Port's internal records were provided to Jacobs. These materials included CEQA studies and other technical reports prepared for environmental compliance. The results are discussed in **Section 5.1**.

4.2 Native American Consultation

A request was sent to the NAHC on July 21, 2021, asking the NACH to search its Sacred Lands File (SLF) for any Native American resources in the detailed study area and the 0.5-mile radius and requesting a list of Native American representatives who may have knowledge of Native American cultural resources in the detailed study area.

The NAHC responded on August 18, 2021, stating that the results of the SLF were negative. They provided a list of Native American contacts for the detailed study area, which included the Amah Mutsun Tribal Band of Mission San Juan Bautista, Costanoan Rumsen Carmel Tribe, Indian Canyon Mutsun Band of Costanoan, Muwekma Ohlone Indian Tribe of the San Francisco Bay Area, North Valley Yokuts Tribe, Tamien Nation, and the Confederated Villages of Lisjan.

In addition, the CEQA lead agency has responsibilities under Assembly Bill 52 (AB 52) to consult with California Native American tribes regarding tribal cultural resources. The CEQA lead agency is the Port.

Attachment 1 contains copies of correspondence .

4.3 Field Survey Methods

4.3.1 Archaeological Field Survey

A pedestrian survey of the detailed study area was not conducted because the detailed study area has been filled during modern times for the construction of the Airport, roads, and surrounding facilities. The degree of development in the detailed study area means that any archaeological cultural resources that may exist in the area are not visible on the present-day ground surface.

4.3.2 Built Environment Field Survey

On October 20, 2022, Jacobs architectural historian Mark Bowen conducted a field survey to document the current condition of Terminal 1 and any other buildings in the detailed study area constructed in or before 1972. Each building and its setting were captured with digital photographs and field notes. Findings of the built environment field survey are discussed in **Section 5.2.2**. Representative photographs of the area surrounding Terminal 1 are included in **Attachment 2**.

5. Findings

This section discusses the findings of the records search and the built environment field survey. All report numbers and primary site record numbers are assigned by the California State office of Historic Preservation and associated Information Centers.

5.1 Records Search Results

The records search identified 12 previous investigations conducted in the detailed study area and 16 within the 0.5-mile radius. **Table 1** summarizes the report findings. Twenty-four "Other" informational reports that may not include surveys were noted as pertaining to the detailed study area. These "Other" reports consist of prehistoric and historic context studies and other writings that are not focused on specific resources in the area.

Table 1. Previous Investigations Conducted

NWIC Report Number	Report Year	Report Title	Report Author	In Detailed Study Area? (Yes/No)
S-000621	1975	*Archaeological and Architectural Survey of the Davis Street Railroad Crossing, 04-ALA-112 0.0/0.5, 04209-393291*	Hastings, Richard B.	No
S-000667	1977	*An Archaeological Field Reconnaissance of Two Proposed Water Storage Pond Sites In Oakland*	Chavez, David	No
S-000779	1977	*Preliminary Cultural Resources Assessment of the East Bay Municipal Utility District (EBMUD) Wet Weather Facilities/Overflow Project Facilities Sites, Alameda and Contra Costa Counties, California*	Chavez, David	No
S-001308	1978	*An Archaeological Survey Report of a Proposed Road Widening, 04-ALA-61 P.M. 14.8/15.9, 04204-350601*	Sutton, Carol and Cindy Desgrandchamp	Yes
S-001743	1978	*An Archaeological Reconnaissance of the Hayward-San Leandro Transportation Corridor, Alameda County, California*	Sawyer, Michal J., et al.	No
S-001786	1979	*Cultural Resources Evaluation for the Oakland Airport Transit Connector EIS/EIR, Alameda County, California*	Chavez, David	Yes
S-012439	1990	*Cultural Resources Investigations for the Port of Oakland Phase I Dredging, Cultural Resources Evaluation*	Chavez, David	Yes
S-014802	1993	*Native American Skeletal Remains, 1450 Doolittle Drive*	Bayle, Steve	No
S-015033	1993	*Archaeological Reconnaissance of the Airport Roadway Project, Alameda County, California*	Smith, Michael, Suzanne Baker, and Mark Brack	Yes

NWIC Report Number	Report Year	Report Title	Report Author	In Detailed Study Area? (Yes/No)
S-015786	1993	*Archaeological Survey of Portions of the Metropolitan Oakland International Airport 2002 Airport Development Program, Alameda County, California*	Baker, Suzanne	Yes
S-017262	1993	*A Cultural Resources Survey and Archival Research for Replacement Rental Car Service Facilities, 2002 Airport Development Program, Metropolitan Oakland International Airport, Alameda County, California*	Eastman, Bright	No
S-020512	1998	*Cultural Resources Assessment, Pacific Bell Mobile Services Facility PL-091-11, Oakland, Alameda County, California*	Price, Barry A.	Yes
S-023381	2000	*EBMUD Exploratory Boring Program, Davis and Becher Streets, San Leandro (Revised), APN 077A-0675-009-00, 077A-0675-005-02 AND 007A-0675-013-00*	Busby, Colin I. and Stuart A. Guedon	No
S-029589	2004	*Archaeological Assessment of the Proposed San Leandro Recycled Water Master Plan, San Leandro, Alameda County, California*	Marlow, Adam, Allen Estes, and James Allen	Yes
S-031316	2006	*New Tower ("NT") Submission Packet, FCC Form 620, San Leandro Water Control Plant, BA-12476A*	Billat, Lorna	No
S-032795	Unknown	*Nextel Communications (On-Air-CA-0309H Oakland Airport, One Airport Drive, Oakland, California*	Earth Touch, LLC	Yes
S-033061	2006	*Cultural Resources Final Report of monitoring and Findings for the Qwest Network Construction Project, State of California*	Sikes, Nancy, et al.	No
S-033293	2000	*Archaeological Survey Report, BART Connector Project, Alameda County, California*	None Provided	Yes
S-037302	2010	*Architectural Survey, Evaluation and Finding of Effect for the Oakland International Airport Cell Site, alameda County (Bureau of Veritas Project No. 33110-010506.01; PL No. 1974-33)*	Cimino, Stephanie	Yes
S-039701	2012	*Cultural Resources Records Search and Site Visit Results for T-Mobile West LLC Candidate BA02382A (Oakland Airport Term), 1 Airport*	Wills, Carrie D. and Kathleen A. Crawford	Yes

NWIC Report Number	Report Year	Report Title	Report Author	In Detailed Study Area? (Yes/No)
		Drive, Oakland, Alameda county, California		
S-042430	2011	*Archaeological Inventory & Evaluation Report, Runway Safety Area Improvement Project, Oakland International Airport, Alameda County, California*	Hale, Mark	No
S-046322	2014	*San Leandro Fiber Optic for Broadband Project, City of San Leandro, Alameda County, California; Cultural Resources Survey Report*	Koenig, Heidi	No
S-046399	2015	*Historic Property Survey Report for the MTC Interstate 880 Express Lane Phase I Project, Alameda and Santa Clara Counties, California: State Route 84 04-ALA-84 PM R3.0-R6.1, State Route 92 04-ALA-92 PM R2.5-R6.5, Interstate 880, 04-SCL880 PM 7.5-10.5, 04-ALA-880 PM R0.0-26.4, EA 04-3G920*	Leach-Palm, Laura and Chandra Miller	No
S-046599	2015	*Extended Phase I Investigation for the Alameda Interstate 880 Median Barrier Replacement Project, Alameda County, California; Interstate 880, 04-ALA-880, PM R2.9-27.6, EA 04-2J070, Project ID 040000425*	Kaijankoski, Phillip, Jack Meyer and Laura Leach-Palm	No
S-050779	2018	*Cultural Resources Inventory Report for the San Leandro Water Pollution Control Plant Solar Project Alameda County, California*	Lenzi, Michael et al.	No
S-051110	2018	*Historic Resources Evaluation of a Boat Launch Located at Martin Luther King Jr. Regional Shoreline, Oakland, Alameda County, California*	Shoup, Daniel	No
S-052020	2018	*Alco Iron and Metal Expansion Project Alameda County, California; Cultural Resources Study*	Zimmer, Paul	No
S-052802	2018	*Submission Packet, FCC Form 621, for Proposed New Tower Project, 1 Airport Drive, Oakland, Alameda County, California, Oakland Airport Terminal/10087854/ccl00896, EBI Project Number: 6118006671*	Green, Alexis and Cory Johnson	Yes

The records search identified no previously recorded archaeological resources in the detailed study area or the 0.5-mile radius. The records search did identify one previously recorded built environment resource in the detailed study area and nine in the 0.5-mile radius. The

status codes were recommended on the site forms. There is no indication that the SHPO concurred with the findings. None of the identified resources appear on the BERD (2019).

The previously identified built environment resource in the detailed study area (P-01-011016, Terminal 1, Oakland International Airport) consists of the Terminal 1 facility, which was originally constructed between 1960-1962, and was modified multiple times subsequently. The initial construction in 1960 included a one-story ticketing building (M101), a two-story building (M102), a one-story gate concourse (M103), and a stand-alone equipment building (M104). A 10-story control tower (ATCT) portion of the terminal was completed by 1962 when the terminal opened for business (McIntire et al. 2013). This resource was evaluated in 2010 and in 2012 and identified as meeting NRHP Criteria A and C for its association with the transition from early to modern air travel at the historic Oakland Airfields, and use of new structural technologies and modernistic architectural forms of the mid-twentieth century. Using the California Historical Resource Status Codes defined by the California Office of Historic Preservation, the resource is noted as "3S: Appears eligible for [NRHP] individually through survey evaluation."(Cimino 2010, Crawford 2012) Terminal 1 did not receive formal concurrence from the SHPO.

The one resource within the detailed study area and the nine additional resources located within 0.5 mile of the detailed study area are summarized in **Table 2**, including their NRHP eligibility and CRHR status. These resources primarily consist of elements of the Airport from earlier military periods such as U.S. Army Corps of Engineers era buildings (P-01-000255) and runways (P-01-011450 and P-01-011451) that may no longer exist or have been modified since recordation in 1993 and 2011.

Table 2. Previously Recorded Resources

NWIC Primary Number	Name	Recommended Status Code	In Detailed Study Area? (Yes/No)
01-000255	U.S. Army Air Corps Mechanics Training Detachment Quarters	Unknown	No
01-011016	Terminal 1, Oakland International Airport	3S	Yes
01-011410	T-Mobile West, LLC BA02379A/PL379 Monarch Ventures	6Y	No
01-011450	MR1, runways 9L-27R and 9R-27L	6Z	No
01-011451	MR2, Runway 11-29	6Z	No
01-011497	Davis West Historic District	6Y	No
01-012080	MLK Regional Shoreline Boat Launch	6Z	No
01-012124	Unknown (1950s/1960s Wood-frame buildings)	Not evaluated (demolished)	No
01-012125	Alco Ferrous Scrap Purchasing Building	6Z	No
012126	Alco Scrap Metal Storage Warehouse	6Z	No
C-1190	Native American Skeletal Remains	Unknown	No

Codes:
3S – Appears eligible for National Register as an individual property through survey evaluation
6Y – Determined ineligible for National Register by consensus through Section 106 process – Not evaluated for California Register or Local Listing
6Z - Found ineligible for National Register, California Register or Local designation through survey evaluation.

5.1.1 Terminal 1, Oakland International Airport (P-01-011016)

The Terminal 1, Oakland International Airport (P-01-011016) resource consists of the Terminal 1 facility which was constructed between 1960-1962 (including the ticketing building, two-story main terminal building, a 10-story control tower, gate concourse, and a stand-alone equipment building) (Cimino 2010). It was evaluated for its potential eligibility for listing on the NRHP in 2010 and 2012 and recommended eligible under NRHP Criteria A and C for its association with the transition from early to modern air travel at the historic Oakland Airfields and use of new structural technologies and modernistic architectural forms of the mid-twentieth century (Cimino 2010, Crawford 2012). The NWIC records search did not provide a SHPO concurrence letter, and the resource does not appear on the BERD with a California Historical Resource Status Code.

5.2 Port of Oakland Records Search Results

Table 3 summarizes the materials located at the Port and the City of Oakland pertaining to the detailed study area. A detailed summary of the documents follows the table.

Table 3. Previous Environmental Studies

Year	Document Title	Author
2011	*Memorandum Subject: Eligibility of the Oakland International Airport Terminal 1 and associated Air Traffic Control Tower for Listing in the California Register of Historical Resources (CR) and the National Register of Historic Places (NRHP).* Prepared for Port of Oakland. Prepared by Michael Brandman Associates. San Ramon, CA (Appended to Draft EIR [Ricondo & Associates 2013] cited below).	McIntire, Angela
2012	*Initial Study Checklist: Oakland International Airport (OAK to Airport) South Field Airport Traffic Control Tower (ATCT) Demolition. Oakland, CA*	Port of Oakland
2013	*Cultural Resources Assessment: Oakland International Airport, South Field Air Traffic Control Tower*. Prepared for Port of Oakland. Prepared by Michael Brandman Associates. San Ramon, CA.	McIntire, Angela, K., et al.
2013	*Oakland International Airport, South Field Airport Traffic Control Tower Demolition: Draft Environmental Impact Report.* Prepared for the Port of Oakland. Carlsbad, CA	Ricondo & Associates
2014	*Draft Initial Study/ Mitigated Negative Declaration: Proposed Projects on Landmark Aviation Leaseholds Oakland International Airport, North Field.* Prepared for Landmark Aviation. Prepared by CH2M HILL. Oakland, CA	CH2M HILL
2017	Memorandum May 23, 2017. Subject: *Historic Determinations of Minor Structures in the Port Area*. Oakland, CA	Port of Oakland
2018	*Historical Resource Evaluation: Oakland international Airport, Alameda County California*. Prepared for: Port of Oakland. Prepared by Horizon Water and Environment. Oakland CA.	Brunzell, Kara

5.2.1 Detailed Summary of Previous Environmental Studies

This section provides a more detailed description of the content of the materials listed in **Table 3**. Many of the reports were completed for CEQA compliance and not Section 106

compliance. They provide applicable information and analysis for the currently proposed undertaking.

In December 2011, Angela McIntire of Michael Brandman Associates completed a memorandum regarding Terminal 1's eligibility for the NRHP and the CRHR. The memorandum served as a preliminary evaluation of the Terminal 1 and South Field Air Traffic Control Tower (T1 ATCT) in preparation of a cultural resources assessment to be completed in 2012 for the removal of the ATCT. The memorandum states that that Terminal 1 and the ATCT appeared eligible under NRHP Criteria A, C, and D. The memorandum noted that despite changes since construction in 1960-1962, both Terminal 1 and the T1 ATCT retained all seven aspects of historic integrity allowing the facility to convey and maintain its significance as an historic resource. The memorandum was to be reviewed by the FAA and SHPO (McIntire 2011).

The Port completed a CEQA Initial Study in 2012, citing the 2010 evaluation of Terminal 1 (Cimino 2010) and noted that the Terminal 1 modifications completed through the 1980s attempted to retain the terminal's primary character-defining features. The Initial Study states: "These features include the curved ticketing building, ATCT with cantilever, and distinctive roof structures that reflect the popular modernistic forms and aerospace themes prevalent in airport architecture of the early 1960s; the Terminal 1 core retains integrity of location, setting, design, and association, as well as some of the workmanship, materials, and feeling associated with its character defining features" (Port of Oakland 2012).

In March 2013, a cultural resources inventory and evaluation report was prepared for the removal of the South Field ATCT attached to Terminal 1. This report was prepared for CEQA compliance only. The report found that the ATCT met CRHR Criteria 1 and 3 because it represented jet transportation improvements in the mid-twentieth century and for its architectural merits. It further concluded that the resource retained sufficient integrity. That evaluation concluded that the South Field ATCT was a historical resource for the purposes of CEQA (McIntire et al. 2013). The results were included in a 2013 focused Environmental Impact Report (EIR) for removal of the South Field ATCT (Ricondo & Associates 2013). The EIR largely focused on the South Field ATCT as the resource being considered, although it noted: "The South Field ATCT is structurally integrated into Building M102 of Terminal 1." The EIR concluded that the impacts to the South Field ATCT were significant and unavoidable under CEQA. Mitigation included producing a historic report describing the historic features of the South Field ATCT and an online history of the South Field ATCT. The mitigation was understood that the impacts would remain significant even with mitigation. No federal action was identified (Ricondo & Associates 2013).

In 2014 the Port proposed to demolish a shed (L158), which was within the North Field. The report stated that the shed did not meet the criteria for listing on the CRHR. This analysis also described North Field, a portion of which is designated as an Oakland Landmark by the City of Oakland by Ordinance 9872, and within which the 2014 project was located. The report determined that the portion of North Field designated as an Oakland Landmark did not include L158 as all structures were categorically excluded from the original Landmark designation (CH2M HILL 2014). No federal action was identified.

In May 2018, a study was conducted to evaluate five built-environment resources including the Oakland Maintenance Center Hangar (OMC Hangar), an aircraft blast wall, a tank house, and three bomb shelters. All were found not to meet the criteria for listing on the NRHP or CRHR (Brunzell 2018). No federal action was identified.

5.3 Field Survey Results

5.3.1 Built Environment Field Survey

A total of three previously recorded resources were revisited within the detailed study area during the built environment field survey on October 10, 2022. The resources are summarized below and include a portion of Terminal 1 (M101) (P-01-011016), the OMC Hangar (M110), and a Blast Wall. Jacobs revisited Terminal 1 to better reflect upon notable physical changes that have taken place to the building more recently. A full reevaluation of Terminal 1 was outside the scope of the project. In addition to the three previously evaluated buildings in the detailed study area, two additional building resources were added as they now meet the age criteria for consideration (the Air Cargo Building [M106/M112] and the Catering Building [M111]). Detailed physical descriptions and evaluations are contained on the California Department of Parks and Recreation (DPR) 523 forms. The DPR 523 forms are in **Attachment 3**.

5.3.1.1 Terminal 1 (P-01-011016) (M101, M102, M103, M104)

The original Terminal 1 was designed by noted local architects Warnecke and Warnecke. It consisted of a ticketing and baggage claim building (M101), a two-story building (M102), a 10-story control tower (also M102 and now demolished), and the gate wings portion of the terminal (M103) in addition to a stand-alone equipment building (M104).

This resource was evaluated in 2010, 2012, and 2013 and recommended eligible for the NRHP under Criteria A and C for its association with the transition from early to modern air travel at the historic Oakland Airfields and use of the new structural technologies and modernistic architectural forms of the mid-twentieth century (Cimino 2010, Port of Oakland 2012, McIntire et al. 2013). This report concurs with these previous assessments on all portions of Terminal 1. A full reevaluation of Terminal 1 was outside the scope of work.

In addition to meeting the NRHP criteria, the previous evaluations found that Terminal 1 retained the necessary aspects of integrity to convey its historical and architectural significance. As part of this Proposed Project Jacobs re-assessed Terminal 1's integrity.

The terminal has been subjected to many modifications, which include:

- Second story addition to M103 and passenger loading bridges in the 1980s.
- Seismic upgrades and modern steel awnings added to the front of Ticketing and Baggage Claim Building (M101) in the early 2000s.
- Removal of the ATCT in 2013 from M102 along with the roof modifications to that building in the same period.
- Replacement of the roofing material from M102 in 2013.

However, Terminal 1 retains the character-defining features including the curved ticketing building with its cantilever and distinctive roof structure that "… reflect the popular modernistic forms and aerospace themes prevalent in airport architecture of the early 1960s" (Port of Oakland 2012). The core of the entirety of what is now Terminal 1 that represents a historic property is now limited to building M101, and to a lesser extent building M102, which had modifications to the roofing. These building components of Terminal 1 (in combination) retain sufficient integrity of location, setting, design, and association, as well workmanship, materials, and feeling associated with the terminal's significance. The general design and viewable presentation of M101 remains similar to that when constructed such that it does not detract from the historic integrity of Terminal 1. All

things considered, the substantial modifications to M103 in 1988 to add the second story and extendable loading bridges left little of the 1960s-era gateway visible, and thus this portion of Terminal 1 does not contribute to the overall sense of time and place. The primary remaining aspect of the 1960s airport terminal designed by the noted Oakland midcentury architecture firm Warnecke and Warnecke is the curvilinear scalloped roof along the top of Terminal 1's ticketing area that is Building M101 (**Figures 5 and 6**). This highly visible roofline and remaining contemporary curved glass-fronting fenestration is a character-defining feature of the resource and remains in place after years of various modifications to the larger Terminal 1 facility to keep it operational. This prominent, distinctive, and public-facing curvilinear scalloped roof feature of Terminal 1 remains highly visible even with the added seismic retrofit infrastructure and the placement of modern steel awnings to the front of the terminal.

In summary, Jacobs concurs with the previous evaluations that Terminal 1 meets NRHP Criteria A and C, and retains integrity of location, design, materials, workmanship, setting, feeling and association to convey its significance.

Figure 5. View of Terminal 1 (M101), Showing Ticketing and Baggage Claim Building

Figure 6. View of Terminal 1 circa 1960s
(Source: McIntire et al. 2013)

5.3.1.2 Air Cargo Building (M106)

The Air Cargo Building is a single-story rectangular-plan storage building approximately 100 feet wide and 700 feet in length located at the corner of John Glenn Drive and Alan Shepard Way (**Figure 7**). The building is comprised of steel framing and sheet-metal siding, which covers the entirety of the side-gabled structure. Flat steel fabricated awnings extend from the low-pitch roof eaves. Numerous equipment and cargo doors are visible from the front of the building and extend along the back side as well. Cargo truck ramps are set along the front of the building (Port of Oakland 1968; John E. Mackel & Associates 1969).

The Air Cargo Building was constructed in 1968 by the Port and expanded between 1969 and 1985 by John E. Mackel & Associates, a Los Angeles-based consulting structural engineering firm (Port of Oakland 1968; John E. Mackel & Associates 1969; Port of Oakland 1985). The building is not known to be associated with historic themes related to the Airport or aviation in general and thus does not meet Criterion 1 of the CRHR. Under Criterion 2 of the CRHR, the building is not known to be associated with any individuals who have contributed to historic themes of air travel or cargo shipping. Under Criterion 3 of the CRHR, the building is a utilitarian design based on prefabricated plans that could be easily completed by the Port for the basic need of storage and conveyance of cargo on passenger airlines. The Air Cargo Building does not meet significance themes under Criterion 3 of the CRHR for either its design or association with notable architects. Furthermore, the building is an amalgam of multiple rounds of construction over years that expanded the storage area as the need arose during the mid-to-late twentieth century. Finally, the physical aspects of

the Air Cargo Building are not a principal source of notable information that could be found through the historic record. Given this, the Air Cargo Building does not meet Criterion 4 of the CRHR. This building does not meet the criteria for the CRHR and therefore is not recommended as eligible for listing.

Figure 7. View of Air Cargo Building (M106) Facing West

5.3.1.3 Catering Building (M111)

The Catering Building is a single-story concrete, wood, and steel building that is generally square in its overall plan (**Figure 8**). The building is located at the north end of the main parking lot for Terminals 1 and 2. The building is relatively unadorned with the south-facing view clad in a patterned metal siding, giving the building a simple linear geometric feel. A smaller entry/office area is located at the southwestern corner and consists of some decorative elements such as a masonry planter and anodized fixed pane window panels adjacent to the public entry doors. A flagpole is also located here. The flat roof is accentuated by metal panels that mimic the siding and are set back from the roof edge. An extruded metal eave extends over the entryway as it follows above the windows at this corner of the building. Numerous loading docks are along the northeastern face of the building. Paved areas surround the building leaving only the plantings at the entryway as the most prominent vegetation.

The Catering Building was constructed in 1969 and designed by Norris M. Gaddis & Associates, a local Oakland firm who gained some recognition for work the firm completed at the Oakland Zoo for a gibbon cage in 1963 that was of steel construction. The building was constructed by the local contractor Robert L. Wilson (American Institute of Steel Construction 1963; Norris M. Gaddis & Associates 1969; Board of Harbor Commissioners 1970).

The building is not known to be associated with historic themes related to the Airport or aviation in general and thus does not meet Criterion 1 of the CRHR. Under Criterion 2, the

building is not known to be associated with any individuals who have contributed to historic themes of air travel or cargo shipping. Under Criterion 3, the building is a utilitarian design based on prefabricated plans that could be easily completed by the Port for the basic need of storage and conveyance of cargo on passenger airlines. The Catering Building does not meet significance themes under Criterion 3 for either its design or association with notable architects. Furthermore, the building is an amalgam of multiple rounds of construction over years that expanded the storage area as the need arose during the mid-to-late twentieth century. Finally, the physical aspects of the Catering Building are not a principal source of notable information that could be found through the historic record. Given this, the Catering Building does not meet Criterion 4 of the CRHR. This building does not meet the criteria for the CRHR and is recommended not eligible for listing.

Figure 8. Catering Building (M111), Facing North

5.3.1.4 Oakland Maintenance Center Hangar (M110)

The OMC Hangar (M110) was recorded and evaluated using the criteria for the CRHR and the NRHP in 2018. The analysis by Horizon Water and Environment, LLC, found that the building did not meet any of the significance criteria for listing (Brunzell 2018). Jacobs did not encounter any new information or physical changes that would alter this previous evaluation. The previous evaluation materials are included in **Attachment 3** for reference and use in the Proposed Project.

5.3.1.5 Blast Wall

The Blast Wall located east of the OMC Hangar (M110) was recorded and evaluated in 2018 using the criteria for the CRHR and the NRHP. The analysis by Horizon Water and Environment, LLC found that the structure did not meet any of the significance criteria for listing (Brunzell 2018). Jacobs did not encounter any new information or changes that

would alter this previous evaluation. The previous evaluation materials are included in **Attachment 3** for reference and use in the Proposed Project.

6. Impacts Assessment

One historical resource was identified as part of this assessment: Terminal 1, which consists of multiple buildings. The Proposed Project would demolish Terminal 1's ticketing and baggage claim building (M101), which was originally designed by Warnecke and Warnecke, and replace it with a new and modernized ticketing and baggage claim building.

The proposed demolition and removal of Terminal 1's ticketing and baggage claim building (M101), a prominent and public-facing feature of the terminal, would result in the physical destruction of the Warnecke and Warnecke designed curved and cantilevered roof. This component of the Proposed Project would be in addition to visual changes (through demolition and development) to the area surrounding Terminal 1. Specifically, the changes to M101 would constitute an adverse effect to the essential physical features identified as character-defining: the Terminal's distinctive roof with its curved shape, scalloped pattern arrangement, and concrete cantilever structural design. Removal of the ticketing building would reduce Terminal 1's ability to convey its significance (visibly and physically) under CRHR Criteria 1 and 3 for its association with the transition from early to modern air travel at the historic Oakland Airfields and use of the new structural technologies and modernistic architectural forms of the mid-twentieth century.

For the purposes of CEQA, the Proposed Project would result in the demolition of M101 which would constitute a substantial adverse change to Terminal 1. The demolition constitutes a substantial adverse change in the significance of a historic resource of Terminal 1 (more precisely Building M101 and by association M102 that are components of Terminal 1). Thus, implementation of the Proposed Project would result in a significant impact on a CRHR-eligible building.

Subsurface ground-disturbing activities (e.g., grading, trenching) associated with the construction of Golf Course Lot (L-2) may occur in a location that has a higher level of sensitivity for past use by native inhabitants of the area. In this context there is a higher potential for encountering a previously unidentified subsurface archaeological resource. As such, all site preparation (pavement and vegetation removal) and would be monitored by a qualified archaeological monitor under the direction of an archaeologist meeting the SOI's Professional Qualifications Standards for prehistoric archaeology and a Native American monitor identified by the NAHC as having an interest in the area within which the Proposed Project is located.

If cultural materials are discovered during construction, all earth-moving activity within and around the immediate discovery area will be halted until a qualified archaeologist can assess the nature and significance of the find. If resources are discovered that are considered potentially eligible for listing in the CRHR, then they must be addressed under the procedures set forth in CEQA Guidelines §15064.5. If significant resources are encountered and impacts are unavoidable, then data recovery through excavation would be conducted. If the cultural materials are of Native American origin, the Port will consult with the Native American monitor, and a data recovery plan will be prepared and implemented.

If human remains are discovered, Health and Safety Code § 7050.5 requires that further disturbances and activities must cease in any nearby area suspected to overlie remains, and the County Coroner must be contacted. Pursuant to PRC § 5097.98, if the remains are thought to be Native American, the coroner must notify the NAHC, who must then notify the Most Likely Descendent.

7. Conclusion

The cultural resources inventory reassessed three historic-era built-environment resources within the detailed study area, including Terminal 1 of the Oakland International Airport (P-01-011016) (M101, M102, M103, M104), the Cargo Building (M106/M112), and the Catering Building (M111). Two additional historic-era resources were previously evaluated within the detailed study area: the OMC Hangar (M110) and a blast wall located to the northeast of the OMC Hangar. Terminal 1 (P-01-011016) is the only Airport feature that was previously evaluated as meeting the necessary criteria for listing in the CRHR. The current analysis finds that sufficient physical materials remain for a portion of Terminal 1 to convey its significance for the CRHR.

The Proposed Project would demolish the character-defining features of Terminal 1 (M101). As such, this report recommends a finding that the project would result in a significant impact under CEQA.

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Attachment 1. Correspondence

Attachment 2. Representative Photographs

Photograph 1: Terminal 1 (M101), looking south

Photograph 2: Terminal 1 Overview, looking SW from BART station

Photograph 3: Overview of Terminal 2, looking south from BART station

Photograph 4: Backside view of Terminal 1 (M101), looking NW from M102

Photograph 5: Detail view of M101 entryway, looking SW

Photograph 6: Detail view of M101 entryway

Photograph 7: Interior of M101, looking north

Photograph 8: Interior view of seismic improvements (M101)

Photograph 9: M102 interior seismic improvements

Photograph 10: M103, looking north (original 1st Floor with various exterior modifications, 1980s addition of 2nd floor and passenger boarding bridge)

Photograph 11: Representative view of original M103 with interior modifications, looking north

Photograph 12: Air Cargo Building (M106/M112), looking north

Photograph 13: Catering Building (M111), looking north

Photograph 14: Catering Building (M111), looking northeast

Attachment 3. California Department of Parks and Recreation (DPR) 523 Forms