

Appendix HR

Historic Resource Assessment



Berkeley City College 2118 Milvia Street Project

Historical Resource Assessment

prepared by

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Executive Summary

The Peralta Community College District retained Rincon Consultants, Inc. (Rincon) to complete a historical resources assessment for the Berkeley City College 2118 Milvia Street Project in the City of Berkeley, Alameda County, California. The proposed project involves the demolition of the extant building at 2118 Milvia Street and construction of a new six-story building as part of Berkeley City College. The project is subject to the California Environmental Quality Act (CEQA) with the Peralta Community College District serving as the lead agency. This assessment was prepared as a component of environmental review to support compliance with CEQA and includes background research, a historical resources survey, and preparation of this report. The scope of this study is limited to built environment historical resources; a separate study has been prepared to address potential impacts to archaeological resources.

Based on the results of the background research and historical resources survey, one historic-age building was identified within the project site and evaluated for historical resources eligibility using National Register of Historic Places (NRHP) and California Register of Historical Resources (CRHR) criteria. As a result of this evaluation, Rincon recommends the property ineligible for NRHP or CRHR listing; it therefore does not qualify as a historical resource and its demolition would not result in a significant impact pursuant to Section 15064.5 of the CEQA Guidelines.

Although the project site does not contain any historical resources, the project site is adjacent to the Berkeley Civic Center Historic District (BCCHD), which is listed in the NRHP and is also a locally designated historic district. Two buildings which are adjacent to the project site and contributors to this historic district are also individually designated City of Berkeley Landmarks: the State Farm Insurance Company Building at 1947 Center Street and the old Federal Land Bank building, which is the current Berkeley City Hall at 2180 Milvia Street. As NRHP-listed properties, the historic district and the two adjacent contributors are historical resources under CEQA.

In consideration of potential impacts to these historical resources, the proposed project would not directly alter any contributing elements. It would introduce a new visual element to the surrounding setting of the historic district and its contributing buildings; however, this impact would be minimal given this historically urbanized setting. Further, the proposed six-story height of the new building is consistent with those buildings found within and adjacent to the historic district. Contributing buildings within the BCCHD are generally two-to-six stories in height with limited or no setbacks and rectangular massing. The contributing and individually landmarked State Farm Insurance building, abutting the project site to the west, and the Federal Bank Land Bank building/City Hall, across Center street to the south, are six and five stories, respectively. The proposed building would therefore be approximately the same height as these buildings and exhibit similar setbacks.

For these reasons, the project would not materially impair the surroundings of any adjacent historical resources. Additionally, design guidance measures are currently being considered as part of the project to address potential impacts to aesthetics under CEQA. The adoption of these measures would further ensure the project would not result in a substantial adverse change to the setting of the BCCHD and its contributing resources. For these reasons, Rincon recommends a ***finding of no impact to historical resources*** under CEQA for the proposed project.

1 Introduction

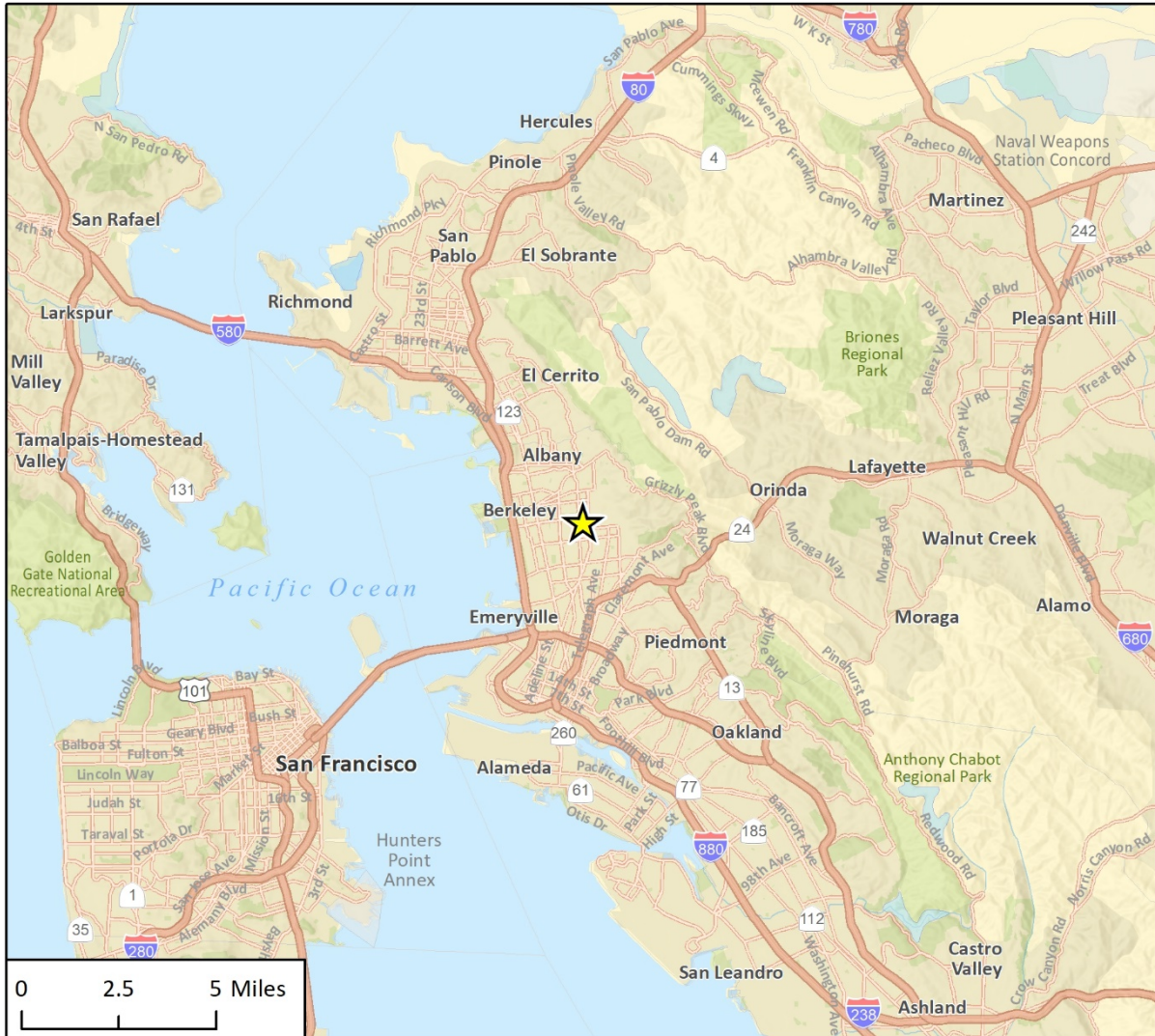
The Peralta Community College District retained Rincon Consultants, Inc. (Rincon) to complete a historical resources assessment for the Berkeley City College 2118 Milvia Street Project in the City of Berkeley, Alameda County, California. The project is subject to the California Environmental Quality Act (CEQA) with the Peralta Community College District acting as the lead agency. This assessment was prepared to support compliance with CEQA and includes background research, a historical resources survey, and the preparation of this report. The scope of this study is limited to built environment historical resources; a separate study has been prepared to address potential impacts to archaeological resources.

1.1 Project Summary

Located at 2118 Milvia Street, on the northwest corner of Milvia Street and Center Street in the City of Berkeley (Assessor's Parcel Number 57-2022-5-1), the project site is 11,326 square feet (0.26 acre). Figure 1 shows the regional location of the project site, and Figure 2 shows the site's location in its neighborhood context. The project site encompasses portions of Township 3 South, Range 2 West, Section 31 on the Oakland West, California United States Geological Survey 7.5-minute topographic quadrangle.

The proposed project would involve demolition of the existing three-story building at 2118 Milvia Street (subject property), constructed in 1966-67, and development of a new six-story building as part of Berkeley City College. The proposed building would have a total floor area of approximately 60,000 square feet, with 38,000 square feet of general education facilities (anthropology lab, art studio, classrooms, communications lab, and storage), faculty facilities (offices and support), administrative offices (offices, reception area, storage, workrooms, and work stations), outdoor meeting area (rooftop patio, staging, and storage), student services and learning communities (health center, mental wellness, veterans center, multicultural resource center, undocumented community resource center, bookstore, student lounge, and meeting/quiet rooms), learning resource center (offices, study area, open area, computer lab, and storage), building services (building entrance and operations), and informal meeting and gathering space on each floor. The proposed building would be 90 feet in height to the top of the roof, with an additional 15 feet to the top of the solar panels. Although the project's massing and floorplans have been proposed, its exterior design has yet to be finalized.

Figure 1 Project Location and Vicinity



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★ Project Location

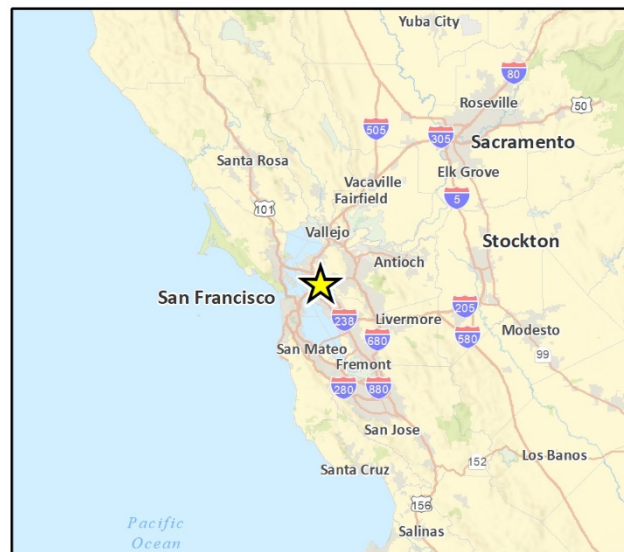


Fig 1 Regional Location

Figure 2 Project Site



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1.2 Rincon Personnel

Senior Architectural Historian Steven Treffers, MHP, managed and provided oversight for this historical resources assessment. Architectural Historian James Williams, MA, conducted background research and is the primary author of this report. Mr. Treffers and Mr. Williams meet the Secretary of the Interior's Professional Qualifications Standards for history and architectural history (National Park Service 1983). Geographic Information Systems Analyst Allysen Valencia prepared the figures found in this report. Shannon Carmack, Principal, reviewed this report for quality control.

2 Regulatory Framework

2.1 California Environmental Quality Act

Public Resources Code (PRC) §5024.1, §15064.5 of the CEQA Guidelines, and PRC §§21083.2 and 21084.1 were used as the basic guidelines for this historical resources assessment. CEQA (§21084.1) requires that a lead agency determine if a project could have a significant effect on historical resources. A historical resource is one listed in or determined to be eligible for listing in the California Register of Historical Resources (CRHR) (§21084.1), included in a local register of historical resources (§15064.5[a][2]), or any object, building, structure, site, area, place, record, or manuscript that a lead agency determines to be historically significant (§15064.5[a][3]). Resources listed in the National Register of Historic Places (NRHP) are automatically listed in the CRHR.

According to CEQA, impacts that adversely alter the significance of a resource listed in, or eligible for listing in the CRHR, are considered a significant effect on the environment. These impacts could result from physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of a 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 California Register (CEQA Guidelines §15064.5[b][2][A]).

2.2 National Register of Historic Places

The NRHP was established by the National Historic Preservation Act of 1966 as “an authoritative guide to be used by federal, state, and local governments, private groups, and citizens to identify the Nation’s cultural resources and to indicate what properties should be considered for protection from destruction or impairment” (36 Code of Federal Regulations 60.2). The NRHP recognizes properties significant at the national, state, and local levels. To be eligible for listing in the NRHP, a resource must be significant in American history, architecture, archaeology, engineering, or culture. Districts, sites, buildings, structures, and objects of potential significance must also possess integrity of location, design, setting, materials, workmanship, feeling, and association. A property is eligible for the NRHP if it is significant under one or more of the following criteria:

- **Criterion A.** It is associated with events that have made a significant contribution to the broad patterns of our history.
- **Criterion B.** It is associated with the lives of persons who are significant in our past.
- **Criterion C.** It embodies the distinctive characteristics of a type, period, or method of construction, or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components may lack individual distinction.
- **Criterion D.** It has yielded, or may be likely to yield, information important in prehistory or history.

In addition to meeting these criteria, a property must retain historic integrity, defined in National Register Bulletin 15 as the “ability of a property to convey its significance” (National Park Service 1995). To assess 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 in the following manner in National Register Bulletin 15:

- **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.** The 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.

2.3 California Register of Historical Resources

The CRHR was created by Assembly Bill 2881, which was established in 1992. 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 (PRC, 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 (PRC, 5024.1(b)). Certain properties are determined by the statute to be automatically included in the CRHR by operation of law, including California properties formally determined eligible for, or listed in, the NRHP.

According to PRC Section 5024.1(c)(1–4), a resource is considered *historically significant* if it 1) retains substantial integrity and 2) meets at least one of the following criteria for inclusion in the CRHR:

1. It is associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage.
2. It is associated with the lives of persons important in our past.
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.
4. It has yielded or may be likely to yield information important in prehistory or history.

3 Historic Context

3.1 Downtown Berkeley

The following historical context statement for the downtown Berkeley area is excerpted from the *City of Berkeley Downtown Area Plan Historic Resource Evaluation* (ARG 2008).

Located within Alameda County, California, the development of the City of Berkeley was heavily influenced by East Bay transportation routes and the establishment of the University of California, Berkeley. The principal commercial center for Berkeley began to take shape in 1876 when Francis Kittredge Shattuck and J. L. Barker persuaded the stockholders of the Central Pacific Railroad (later Southern Pacific) to run a spur line through Shattuck's property. Rail access provided the impetus for new commercial growth in what became Downtown Berkeley. Further, the relocation of the University to lands just east of downtown in 1873 also provided opportunity for commercial growth to support the University community. When the Town of Berkeley was incorporated in 1878, Shattuck Avenue was already established as the city's "Main Street." By the 1890s a fully operational rail line with steam trains ran along Shattuck Avenue terminating at what is now Berkeley Square and Shattuck Square. Additional commercial centers established during Berkeley's early history were West Berkeley (Ocean View), North Berkeley (Berryman's) and the Telegraph Avenue area, south of the University of California campus. Others which came later were the Elmwood area along College near Ashby, San Pablo Avenue, South Berkeley (formerly the Lorin District), and Thousand Oaks along Solano Avenue.

The 1906 Earthquake resulted in an influx of new residents to Berkeley, and businesses in the downtown quickly began to accommodate the expanded population. Downtown Berkeley became a bustling business, commercial, and light industrial center in the 1920s and continued to grow and expand into the 1940s. As with many commercial downtowns in California, post-World War II suburban expansion resulted in the creation of new residential and commercial areas away from the historic commercial core.

Today, Berkeley's commercial downtown is eclectic, with numerous businesses, government agencies, and educational institutions reflective of Berkeley's wealth of ethnic diversity established after World War II. Close proximity to the University of California, Berkeley campus and access to public transportation has enabled Berkeley to expand, grow and thrive. Throughout the downtown there is a mix of older commercial buildings, post-war development and more recent modern additions to the commercial core. The historic resources present in downtown reflect a wide range of themes and historic contexts including: residential and commercial development; civic, government and educational institutions; transportation; recreation; and cultural groups.

3.2 Brutalist-Style Architecture

The project site contains a building which exhibits elements of Brutalist-style architecture, a style generally dating to the 1960s through the 1980s. To provide architectural context, the following excerpt is presented from the *San Francisco Modern Architecture and Landscape Design 1935-1970: Historic Context Statement* (Brown 2020):

The term Brutalism is derived from the French term “beton brut” or raw concrete. It was coined by English architects Alison and Peter Smithson in 1953. The architectural style evolves from Le Corbusier’s 1940s-1950s experimentation with rough concrete in its crudest, most brutal form. Brutalist buildings often incorporate large expanses of glass, however fenestration is often deeply recessed, resulting in shadowed windows that appear as dark voids. The plasticity of reinforced concrete allows for a myriad of shapes and forms, though repetitive angled geometries predominate. Concrete is poured on-site and left unpolished, often revealing the texture and grain of wood forms and small pebbles of the aggregate. The raw, expressive quality of Brutalist buildings are the antithesis of precision-machined glass and steel vertical boxes then dominating large-scale projects. Brutalist designs are considered a reaction against the slickness and anonymity of corporate Miesian glass curtain wall buildings.

3.3 Business Incubation

Archival research confirmed the building at 2118 Milvia Street was occupied by the business incubation company Teknekron. The following is presented to provide additional historic context relating to this theme.

Business or start-up incubation is a business practice by which a so-called incubator provides material, financial, managerial, and other forms of support to a new entrepreneurial enterprise with the expectation that that firm will eventually develop into a profitable venture. By this model, once a firm reaches profitability, it can successfully exist as an autonomous company (Bruneel et al. 2012). The business incubation concept has a long, evolving history in the United States, but its establishment as a formal practice is usually traced to 1959, when the Batavia Industrial Center was established in Batavia, New York. The Batavia Industrial Center was typical of first phase in the evolution of business incubators, which spanned the period between 1959 and the early 1980s. During these years, business incubation was viewed as a means of promoting local economic development in the wake of deindustrialization and other factors impeding growth. The Batavia Industrial Center pursued this goal by providing low-cost physical working space and other infrastructural services to reduce the overhead costs of companies in their vulnerable early stages (Bruneel et al. 2012; Ryzhonkof 2013). Between the mid-1980s and mid-1990s, a second phase business incubation practices emerged. In these years, governmental and private actors grew skeptical that subsidizing overhead costs was sufficient to the task for promoting economic development, especially in high-technology firms and other innovative enterprises, and offered expanded services to entrepreneurs, typically managerial and technical assistance. The third and present phase of this evolution revolves around facilitating start-ups’ “access to technological, professional, and financial networks” (Ryzhonkof 2013). Such practices became common during the dot-com boom of the 1990s and have continued to the present (Bruneel et al. 2012; Ryzhonkof 2013)

4 Background Research

4.1 Previous Survey Findings

Rincon reviewed a variety of sources to identify known and potential historical resources in and adjacent to the project site. These include the listings of the NRHP, California Historical Landmarks, California Points of Historic Interest, and the current California Office of Historic Preservation Built Environment Resource Directory (and former California Historical Resources Inventory). In addition, Rincon reviewed local of City of Berkeley listings and historical resources-related documentation, including past surveys encompassing the current project site, which are discussed further below.

These sources confirmed that the subject property at 2118 Milvia Street is neither designated at the federal, state, or local level, nor has it been previously identified as a potentially significant historical resource or property warranting further consideration as such.

The project site is adjacent, however, to the Berkeley Civic Center Historic District (BCCHD), which is listed in the NRHP and is also a locally designated historic district (Figure 3). Two buildings which are adjacent to the project site and contributors to this historic district are also individually designated City of Berkeley Landmarks: the State Farm Insurance Company Building at 1947 Center Street and the old Federal Land Bank building, which is the current Berkeley City Hall at 2180 Milvia Street.

Historic Survey of Downtown (1987)

In 1987, the Berkeley Architectural Heritage Association (BAHA) conducted an intensive level historic resources survey of the downtown Berkeley area (BAHA 1987). As part of this effort, BAHA compiled an inventory of historically significant properties downtown designated at the local, state, or national level or were otherwise deemed significant by BAHA. The subject property at 2118 Milvia Street was not included in this inventory, indicating the building had not been designated at any level or otherwise recognized as historically significant as of 1987. Two properties located in the immediate vicinity of the project site are included in the inventory, however. Adjacent to the west is the State Farm Insurance Building at 1947 Center Street and across Center Street to the south is Farm Credit/City Hall Building at 2180 Milvia Street. Although the report contains historic resource inventory forms for several properties, inventory forms for these two properties were not included in the documentation reviewed as part of this study.

City of Berkeley Downtown Area Plan Historical Resource Evaluation (2008)

In 2008, Architectural Resources Group completed the City of Berkeley *Downtown Area Plan Historical Resource Evaluation* in support of the Downtown Area Plan (DAP) (ARG 2008). The study included a reconnaissance-level survey of the DAP, which encompassed the current project site at 2118 Milvia Street. As the 2008 study was a reconnaissance-level survey, no formal NRHP, CRHR, or local eligibility assessments were completed. Rather a matrix was developed which inventoried the approximately 600 properties within the DAP area, provided preliminary integrity assessments and identified properties which were recommended for further study and evaluation on California Department of Parks and Recreation (DPR) 523 series forms. The subject property at 2118 Milvia Street is included in the matrix but was not recommended for further research or evaluation, and no comments on its integrity were noted. The report does identify the locally and federally designated Berkeley Historic Civic Center District and contributors adjacent to the project site.

Adjacent Historical Resources

As discussed above and depicted in Figure 3 below, the project site is adjacent to the northeast boundary of the BCCHD, which is listed in the NRHP and is a locally designated historic district. Generally, the district's boundaries are defined on the north by Center Street, on the south by Allston and Kittredge streets, on the east by Milvia Street, and on the west by Martin Luther King, Jr. Way. The district consists of nine contributing and three non-contributing buildings, one contributing structure, and one contributing site. The district is significant under NRHP Criterion A as a collection of community buildings that "embodies the political trends of the nation as well as the region and the city during the district's period of significance, 1909-1950" (Cerny et al. 1998). Specifically, the district represents the influence of such momentous national events as the Great Depression and the two world wars, in addition to Berkeley's ascent as a regional agricultural center "due to the influence of the first state university, the University of California, Berkeley" (Cerny et al. 1998). Under Criterion C, the district is "locally significant as an ensemble of harmoniously planned buildings and as a collective body of civic architecture" exhibiting the influence of the City Beautiful, Beaux Arts Classicism, Art Deco, and Art Moderne design traditions (Cerny et al. 1998). As a NRHP listed and locally designated historic district, the BCCHD is a historical resource as defined by CEQA.

Two contributing buildings to the BCCHD are adjacent to the project site and are also locally designated Berkeley Landmarks. Abutting the western property line of the project site and constructed in 1948, the six-story State Farm Insurance Company building at 1947 Center Street exhibits elements of Art Moderne. Located across the Center Street to the south, the Federal Bank Land Bank building (currently the Berkeley City Hall), a five-story building constructed in 1939 at 2180 Milvia Street also exhibits influences of Art Moderne-style architecture. As contributing buildings and locally designated landmarks, these two buildings are also considered historical resources under CEQA.

Figure 3 Designated Cultural Resources in the Vicinity of 2118 Milvia Street



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4.2 Archival Research

In addition to the efforts discussed above, Rincon conducted archival research throughout December 2020 and January 2021 to identify property-specific information and historical and architectural contexts. Research methodology focused on the review of primary and secondary source materials relating to the history and development of the area surrounding the project site. Sources included, but were not limited to, historic-era maps, aerial photographs, and written histories of the area. A list of sources and repositories consulted to identify pertinent materials is included below.

- Historic aerial photographs, Sanborn fire insurance maps, United States Geological Survey topographical maps, and historical city directory listings accessed via Environmental Research Data, Inc.
- Historic-era newspaper articles accessed via newspapers.com
- Alameda County Assessor's Office
- Building permits accessed via the City of Berkeley Building and Safety Department
- Records of BAHA
- Online collections of Internet Archive, Calisphere, Online Archive of California, and University of California, Berkeley Digital Collections
- Other sources as noted in the references list

5 Methods

5.1 Field Survey

Rincon conducted a field survey of the project site and immediate vicinity on August 7, 2020. The field survey served to identify built environment features in the project site and consisted of digital photography and field notes to record observations. The building on the site was examined to assess overall condition and integrity and to identify and document any potential character-defining features. Access was limited to the public right-of-way; no interior photographs were taken. The building on the project site was recorded on California DPR 523 series forms, included in Appendix B of this report. A reconnaissance survey of the immediately surrounding area was also conducted to characterize the existing conditions of the BCCHD and other surrounding properties.

6 Results

6.1 2118 Milvia Street

Architectural Description

The property at 2118 Milvia Street is a three-story office building located at the northwest corner of Milvia and Center streets in downtown Berkeley (Figure 4 and Figure 5). Rectangular in plan, the building has a concrete foundation and is capped with a flat roof with rolled composition sheeting. The exterior exposes structural concrete-block and stucco cladding. Overall, the building features a series of bays projecting from the primary planes of the street-facing south and east facades. These modular design elements including the building's concrete materials exhibit characteristics align Brutalist- and Late Modern-style architecture. The main entrance is located on the east elevation, where a recessed commercial-type glazed metal door and sidelight is situated beneath an inward-sloping ceiling. On the south elevation, a secondary entrance with a metal security gate expresses a similar setting. Windows chiefly consist of large, single- and double-pane, floor-to-ceiling windows set into projecting bays. Vertically oriented apertures with three-pane windows punctuate the recesses between the projections. Additional detailing is limited but include a small third-story balcony with simple wood or metal railing and a canted southeast corner. Alterations, aside from a non-original blade sign affixed to the southeast corner and plywood screens applied to several ground-level windows on the south and east elevations, appear few. Because the building extends to the property lines, landscaping resorts to mature street trees.

Figure 4 2118 Milvia Street, South and East Elevations, Facing Northwest



Figure 5 2118 Milvia Way, South Elevation, Facing North



In a slightly larger lot diagonally opposite to the subject property at the southeastern corner of the Milvia and Center streets intersection, a four-story building, designed and constructed in conjunction with the subject building, exhibits similar design and construction materials. A dense concentration of low- and mid-rise buildings, most of which are commercial or civic in character, surround the area and typically extend to the front lot lines. While many buildings in the vicinity date from the first half of the twentieth century, the area has been subject to intermittent redevelopment up to recent years. As a result, buildings in the area embody a range of architectural styles that includes Beaux Arts Classicism, Art Moderne, Modernist, and contemporary influences.

Property History

According to City of Berkeley building permits, property owner James Y. Smith (sometimes listed in association with the entity Berkeley Properties) commissioned the architecture firm L.L. Freels and Associates to design the subject building in 1966 and, on the opposing street corner to the southeast, the extant four-story building of similar design at 2175 Milvia Street (sometimes independently referred to as the Berkeley Center). Contractor Kirkham, Chaon, and Kirkham was selected to construct the subject building at an estimated cost of \$300,000 (City of Berkeley Building and Safety Department 1966). Smith's real estate development firm briefly operated from the subject property; however, Smith died in an airplane crash in 1968, approximately two years after construction of the subject building began (Oakland Tribune 8/18/1968). Research for this study found no information of consequence regarding the firm Kirkham, Chaon, and Kirkham. Details regarding the career of Larry L. Freels follows.

A native of Kansas City, Missouri, Freels studied architecture and environmental design at the University of California, Berkeley. His professional experience included a stint as a designer at the

architecture firm of Floyd, Comstock, and Associates of Walnut Creek and as the officer and director at Duffel-Smoot Co. of Lafayette, before establishing his own architectural practice, L.L. Freels and Associates, in Berkeley in 1963. Freels twice won a merit award from the Northern California chapter of the American Institute of Architects—in 1962, for the Creekside Apartments in Walnut Creek and in 1967 for the subject building, which was one of 15 projects that year to win a merit award (Marquis Who's Who n.d.; Napa Valley Register 8/2/1962; Oakland Tribune 11/27/1967). A search of the newspaper database Newspapers.com suggests that Freels was primarily a designer of office buildings and apartment complexes (Napa Valley Register 8/2/1962; San Francisco Examiner 11/3/1963; Oakland Tribune 3/24/1968; 8/10/1969; 10/10/1969; 8/30/1970). Freels was also involved in real estate development, serving as chairman of the board of the Land West Development Corporation (Marquis Who's Who n.d.). Despite Freels' having won two merit awards from the Northern California chapter of the American Institute of Architects, available sources do not suggest his career was especially distinguished or that he should be considered a master architect.

The subject building was completed by Spring 1967. The counterpart at the southeastern intersection of Milvia and Center streets, the Berkeley Center, was not finished for another four years. Although the subject building and the Berkeley Center were commissioned by the same owner and feature similar design features, they are otherwise not associated one another and are independent commercial real estate properties. Building permits and related documentation indicate that, although James Y. Smith hired Freels to design the nearby Berkeley Center office building 2175 Milvia Street in 1966, construction of that building was delayed until 1969 or 1970, about two years following Smith's death. That same year, the architectural practice of Jens Hansen took over the role of supervising architect for 2175 Milvia Street. The building was completed in 1971 (City of Berkeley Building and Safety Department 1969; 1970; 1971). Although the Berkeley Center is a story taller and occupies a larger lot than the subject building at 2118 Milvia Street, the buildings have several design elements in common, including concrete-block construction, floor-to-ceiling windows, projecting bays with upper-story overhangs, a canted corner, and vertically oriented windows placed between the projecting bays.

Following completion in 1967, the subject building was, for decades, home to a succession of commercial and institutional tenants. One of the longer term and more documented tenants was the firm Teknekron, which occupied the building from at least 1973 through 1983. Founded in 1968 by Harvey E. Wagner and several computer engineers from the University of California, Berkeley, the firm has been described as an early Berkeley-area startup incubator (Teknekron Corporation 2020; Castelle 2019). When Teknekron entered the arena of business incubation remains unclear. Newspaper articles from the 1960s and 1970s describe the firm in terms consistent with a traditional research and development company or a consultancy. An article published in the Oakland Tribune in 1970, for example, explained that Teknekron "[sought] to move technology from the universities to industry by maintaining constant contact with work being done by university scientists and engineers and by evaluating emerging scientific developments in terms of their probable applications." The article suggests firm's close work with university researchers may have been a worthwhile innovation in a business environment in which company's favored in-house research and development. At the time of the article's publication, Teknekron was promoting its development of the Public Urban Locator Service (also known by the acronym PULSE), which employed electronic sensors to track the movement of city buses (Oakland Tribune 7/26/1970).

By the 1970s, the firm operated several subsidiaries, but its main emphasis was the development of computerized financial analysis systems used to acquire and analyze stock market data and provide

other services to financial institutions (Computer History Museum 2020). Through the 1970s, the company’s consulting operations generated several news items pertaining to contracts to conduct social and environmental planning studies concerning, for example, alternatives to the State of California’s mental health hospitals and public support for a proposed national speed limit of 55 miles per hour on interstate highways (Santa Cruz Sentinel 11/4/1977; Tampa Times 1/20/1979).

By the time Teknekron appears to have left the building in the early 1980s, it had expanded to also include a “hardware-oriented integrated automated division” nearby at 2121 Allston Street, and additional offices in Emeryville, Texas, New York, Maryland, and Nevada (Berkeley Gazette 10/19/1983). Reuters later acquired the Teknekron in 1994 and its divisions were sold off to other firms in the late 1990s (Computer History Museum 2020).

By the early 1980s, the building was owned by Nora Wagner (no apparent relation to Harvey E. Wagner of Teknekron). Nora Wagner, or a company affiliated with her (N.E.W. Milvia Property) held title to the property through at least 2011, during which time the building continued to be occupied by a variety of tenants and organizations. The Peralta Community College District Board of Trustees acquired the building in 2015 as part of a plan to expand the Berkeley City College physical plant (Peralta Community College District n.d.).

Building permits and related documents on file with the City of Berkeley Building and Safety Department indicate the building has been subject to many alterations, although most pertain to interior remodeling, electrical and mechanical upgrades, and other actions that had little effect on the integrity of the building’s design. A few notable alterations, include the closure of an interior light shaft ca. 1967, alteration of second-floor light well in 1977, installation of a metal security gate at the Center Street entrance in 1994, and installation of non-original exterior sliding glass doors in 2011 (City of Berkeley Building and Planning Department 1967; 1977; 1994; 2011). In addition, drawings for a seismic retrofitting of the building were prepared in 1995, but it is not clear whether the work proposed was completed (Tipping 2014).

A summary of the construction, alteration, and ownership/occupancy history of 2118 Milvia Street are included in Table 1 and Table 2 below.

Table 1 Select Construction History of 2118 Milvia Street

Application/ Permit #	Date Issued	Description of Work	Architect/ Contractor	Property Owner	Notes
N/A	1966	Construction of building	L.L. Freels and Associates	James Y. Smith	
N/A	1966	Construction of building foundation	L.L. Freels and Associates	James Y. Smith	Permit is for construction of the foundation only
N/A	1967	Filling of unpermitted light well	L.L. Freels and Associates	James Y. Smith	
040974829	1974	Interior remodeling	N/A	N/A	Permit issued to Tepping Realty
081376493	1976	Interior remodeling	James R. Lewis, designer	N/A	Permit issued to Teknekron, Inc.
091576114	1976	HVAC installation	Engineered Air Systems	N/A	

Application/ Permit #	Date Issued	Description of Work	Architect/ Contractor	Property Owner	Notes
092876407	1976	Plumbing	Finzel Plumbing	N/A	Permit issued to Teknekron, Inc
040974827	1977	Alterations to second- floor light well	George Kinnell, designer	N/A	Permit issued to Tepping Realty
50977914, 040877431, and 040877431	1977	Electrical work	Clifford Electric	N/A	Permit issued to Teknekron, Inc.
B072877383	1977	Remodel second floor interior	Strktures, contractor; James R. Lewis, designer	N/A	Permit issued to Tekenekron
E071177062	1980	Electrical work	Clifford Electric	N/A	Permit issued to Tekenekron
B065280088	1980	Interior remodeling	Dome Construction	N/A	Permit issued to Tekenekron
E0709800371	1980	Electrical work	Clifford Electric	Nora E. Wagner	
B0302815506	1981	Reroofing	N/A	N/A	Permit issued to Technical, Inc.
N/A	1981	Electrical	N/A	N/A	Permit issued to Tekenekron
N/A	1993	Interior remodeling	N/A	Nora E. Wagner	
94-000000217	1994	Install metal security gate	N/A	Nora E. Wagner Trust	
7-2389, 07- 4453, and 7- 5914	2007	Interior improvements	Kevin Greene / Greene Builders, Inc.	N.E.W. Milvia Properties	
07-4818	2007	Gate and fence at front entry	Kevin Greene		

N/A = not applicable

Source: City of Berkeley building permits

Table 2 Ownership/Occupancy History of 5446 West Harold Way

Date	Property Owners/Tenants	Source
1967	Evelyn Wood Reading Dynamics Institute	Daily Independent Journal (San Rafael)
1967	General Electric Information Service Department	Oakland Tribune
1968	James Y. Smith	Oakland Tribune
1968	Online Decisions, Inc.	Oakland Tribune

Date	Property Owners/Tenants	Source
1970	Anthropology Curriculum Study Project; Davenport Associates; Provident Mutual Life Insurance Co. of Philadelphia; Electrical Industry Bid Registry of Bay Counties Inc.; Evelyn Wood Reading Dynamics; Federal Bureau of Investigation; General Electric Company Service; Cecelia Hurwich Interiors; Information Concepts Inc.; George H. Krep Insurance; Mutual Life Insurance Company of New York; Provident Mutual Life Insurance Co. of Philadelphia; Reading Dynamics of Northern California, Inc.; Robert J. Scitutto Insurance; George A. Shwab, III Insurance; State Farm Insurance Companies; Teknekron Inc.; United States Government; Joseph Ware; Yvonne Ware.	City Directory
1971	Federal Bureau of Investigation	Oakland Tribune
1971	Davenport Associates	Oakland Tribune
1973	Teknekron, Inc.	Berkeley Gazette
1973	Tepping Realty Company	Napa Valley Register
1973	Beryl Jones	Berkeley Gazette
1975	Lampard Otter, Inc.	City Directory
1976	University Properties; Harvey Wagner	Berkeley Gazette
1976	Teknekron	Berkeley Gazette
1980	Insurance Technology Co.; Lampard Otter, Inc.; Walter A. Landauer; Albert M. Lampard Otter; Teknekron, Inc.	City Directory
1983	Teknekron, Inc.	Berkeley Gazette
1986	Walter A. Landauer	City Directory
1996	Society of Magnetic Resonance	City Directory
2000	Society of Magnetic Resonance	City Directory
2006	Society of Magnetic Resonance	City Directory
2008	City of Berkeley; Society of Magnetic Resonance	City Directory

Sources: EDR 2014c; Newspapers.com var.

Historical Resources Evaluation

Significance Criterion A/1

Constructed in downtown Berkeley in 1966, the property does not appear eligible for associations with significant events or themes important to history. Research for this study suggests the property is an ordinary office building and was not significant in the development of downtown Berkeley or the city as a whole. Likewise, no evidence was uncovered suggesting the property is significant for its association with Teknekron in the history of business incubation, research and development, or any other facet or sector of the economy. Although Teknekron may have been one of the earliest firms to apply business incubation practices to technology-focused businesses, available sources provide no concrete evidence that Teknekron's approach was directly influential in the concept of incubation or business practices in the high-technology sector, or that Teknekron or its associated firms produced notable technological innovations. The property is not significant for an association

with any other event or pattern of events significant in the history of the city, region, state, or nation (Criterion A/1).

Significance Criterion B/2

The property does not appear eligible for associations with individuals known to have made significant historical contributions. Aside from the property's current owner, research for this study identified only two previous owners, James Y. Smith and Nora E. Wagner. No available evidence suggested either figure made any significant historical contributions. The overwhelming majority of the building's occupants were individuals who left no consequential mark in the historical record. Harvey E. Wagner, founder of Teknekron, Inc., was perhaps more documented than other occupants; however, whatever Wagner's accomplishments in research and development, technical consulting, and business incubation, available evidence suggests that Wagner adopted an approach business incubation which at most was regarded as unconventional rather than influential. Based on the research for this study, relevant scholarship on the history of business development does not link Wagner to any direct or lasting contribution to the history of business incubation or technological innovation. The subject property is therefore recommended ineligible for listing under Criterion B/2.

Significance Criterion C/3

The property does not appear eligible as a distinctive example of an architectural style or the work of a master. The building exhibits elements of Brutalist- and Late Modern-style architecture; however, these features are largely limited to its use of concrete and modular design features and is not a notable example of either style. The building does not possess many of the other hallmarks of the Brutalist style, such as deeply recessed windows, poured and unpolished concrete with rough textures, or a raw expressive quality; nor does it display the glass skin or exceptional sculptural characteristics of Late Modern-style architecture. Although the building's designer was awarded a merit award from the American Institute of Architects upon its completion, it was one of 15 projects that year to win this award that year and further historical perspective indicates it is not an exceptional example of any architectural style. As such, it cannot be considered significant a distinctive example of an architectural style and is not significant under this criterion. Additionally, research found no evidence that Freels is or should be considered a master architect or that the subject building's builder, the firm Kirkham, Chaon, and Kirkham, is a master builder (Criterion C/3).

Significance Criterion D/4

Research for the current study uncovered no evidence suggesting 2118 Milvia Street may be significant for its potential to yield important information about prehistory or history. As such, it is recommended ineligible under Criterion D/4.

7 Impacts Analysis and Conclusions

The property at 2118 Milvia Street is recommended ineligible for listing in the NRHP or the CRHR. As such, it does not qualify as a historical resource, and its demolition would not result in a significant adverse impact to historical resources as defined by Section 15064.5 of the CEQA Guidelines.

Although the project site does not contain any historical resources, it is immediately adjacent to (but outside the boundaries of) the BCCHD and two contributing resources, which area also individually designated landmarks, the State Farm Insurance Company Building at 1947 Center Street and the old Federal Land Bank building, which is the current Berkeley City Hall at 2180 Milvia Street. The historic district and its contributing resources are significant as a collection of buildings embodying the political trends of the nation and region (NRHP Criterion A) and exhibiting the influence of Beaux Arts Classicism, Art Deco, and Art Moderne design traditions (NRHP Criterion C).

In general, contributors to the district are two-to-six stories in height and feature rectangular massing and limited setbacks, symmetrical main facades, and vertically oriented windows that are regularly spaced. Main facades are often distinguished with variety of details that include upper floor cornices, bas relief ornamentation, rustication, and bracketed overhangs. Exterior wall materials include concrete-stucco and brick, while roofs are generally hidden behind parapets with slate or clay tile cladding. As described in the NRHP Registration Form for the district, the State Farm Insurance Company Building (1947 Center Street) and the Federal Land Bank Building (2180 Milvia Street) were constructed in the Classic Moderne and WPA Moderne styles, respectively, and share common architectural elements, including concrete-stucco exterior, roofs concealed behind parapets, vertically oriented windows grouped in threes, simple cornices above the second floors and along the parapet, square pilasters, and minimal ornament (Cerny et al. 1998). The period of significance for the BCCHD is defined as 1909 through 1950 and since this time, the historic district and its setting has evolved through continued redevelopment. Many properties immediately surrounding the district were constructed in the second half of the twentieth century and later and exhibit modernistic styles that feature simple, rectilinear forms with glass and stucco facades and limited ornament.

Although outside of the current project site, potential indirect impacts to these adjacent historical resources are discussed in accordance with the CEQA Guidelines. Section 15064.5(b) of the CEQA Guidelines stipulates a project will result in a significant effect on the environment if it causes a substantial adverse change in the significance of a historical resource. A substantial adverse change “means physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of an historical resource would be materially impaired.” Material impairment is constituted by an action that “alters in an adverse manner those physical characteristics of an historical resource that convey its historical significance and that justify its inclusion in, or eligibility for” listing in a historical register.

The proposed project is outside the boundaries of the BCCHD and would not directly alter any contributing elements. It would replace the existing three-story office building with a six-story educational building, which would extend to the lot lines of the 0.26-acre parcel. This new building would introduce a new visual element to the surrounding setting of the historic district and its contributing buildings; however, this impact would be minimal given this setting is and has historically been urban in nature. Further, the proposed six-story height of the new building is consistent with those buildings found within and adjacent to the historic district. Contributing

buildings within the BCCHD are generally two-to-six stories in height with limited or no setbacks and rectangular massing. The contributing and individually landmarked State Farm Insurance building, abutting the project site to the west, and the Federal Bank Land Bank building/City Hall, across Center street to the south, are six and five stories respectively. The proposed building would therefore be approximately the same height as these buildings and exhibit similar setbacks.

For these reasons, the project would not materially impair the surroundings of any adjacent historical resources. Additionally, design guidance measures are currently being considered as part of the project to address potential impacts to aesthetics under CEQA. The adoption of these measures would further ensure the project would not result in a substantial adverse change to the setting of the BCCHD and its contributing resources. For these reasons recommends a ***finding of no impact to historical resources*** under CEQA for the proposed project.

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Appendix A

California Department of Parks and Recreation Forms