

APPENDIX C

“CULTURAL RESOURCES EVALUATION,” ARCHEO-TEC

CULTURAL RESOURCES EVALUATION
FOR
THE BROADWAY – WEST GRAND PROJECT

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INTRODUCTION

The primary objective of this cultural resources evaluation is to determine the prospects for encountering significant prehistoric and/or historic period cultural resources within the borders of the Broadway – West Grand Project area. To accomplish this basic objective, we have conducted a focused review of relevant historical documents that describe the history of the project site and its surroundings in Oakland’s Northgate Commercial district. In addition, we have reviewed and evaluated the findings of previous archaeological investigations conducted in the general vicinity of the subject property. This body of comparative data will assist in assessing the potential for identifying significant prehistoric or historic period cultural resources within the borders of the Broadway – West Grand Project area.

The Broadway – West Grand Project, located in the Northgate Commercial district of the City of Oakland, Alameda County, California. The site occupies nearly two full city blocks (encompassing a total of approximately 5 acres), bounded by 24th Street to the north, West Grand Avenue to the south, Valley Street to the west and Broadway to the east. The site is divided into two parcels, Parcel A (south of 23rd Street) and Parcel B (north of 23rd Street).

THE NATURAL SETTING

Before attempting to evaluate patterns of demographic and historical development within the Broadway – West Grand Project area, it is appropriate to consider the subject property and its surroundings in their natural state in order to determine how urbanization altered the project area and to aid in assessing the potential for encountering significant cultural resources. Maps and early written accounts of Oakland picture the project area located in a relatively flat area, covered with oak trees, just southwest of the foot of the East Bay Hills. However, soil sampling has indicated that a complex dune fields existed in this area and interfaced with the estuaries and the marshlands of the San Francisco Bay.

In their original state, the Oakland dune fields represented one of the most extensive dune complexes in the entire Bay Area. This dune field stretched (west to east) from the bay to Lake Merritt and (north to south) from about Grand Street to Oakland’s Inner Harbor ... Prior to urbanization, these dunes formed a series of low ridges characterized by gently sloping dune crests and wide interdune troughs (Van Bueren et al 2002: 12).

Testing indicated undulating Early Holocene-age dunes (formed approximately 5,000 years ago) were encountered between 4.2 to 10.2 feet below the surface, Middle to Late Holocene dunes were identified between 1 to 8.2 feet below surface and historic fill was usually encountered between 0 to 3.5 feet below surface, but was seen to extend as deep as 8 feet below the surface (ibid 46-47).

However, during the period that the city of Oakland was expanding into the project site and its surrounding area, as pictured on the 1874 US Coast Survey map, it was an apparently flat area covered with oak trees near the western shores of what the northern extension of San Antonio Bay, which would become Lake Merritt, and southwest of the base to East Bay Hills. The first historic accounts of Oakland also describe it as a relatively flat, yet beautiful, landscape:

Oakland was a beautiful plain about four miles wide from the bay to the base of the hills and about ten leagues long from north to south. The trees were in clusters and in full foliage and clover covered the ground. The trees were the resort of countless birds

throughout the year. The hills and plains were covered with numerous herds of wild cattle... Along San Antonio creek was a substantial grove of evergreen oaks (Wood 1883: 356-357).

The chronicles of city development indicate that very little filling or grading need to occur to bring Oakland to grade.

[T]here is to be but a small amount of filling in... The almost perfect natural grade of Oakland has rendered the improvement of her streets a matter easy of accomplishment. There are no sand hills to be dug away, and no rocky cliffs to be undermined and removed (Stillwell 1869:79).

Archaeological fieldwork done within the vicinity indicate that all recovered cultural resources were encountered between 1 to 4 feet below the surface (Praetzellis 2004). All of these sources indicate that while a complex dune formation existed during prehistoric time during the historic period the project area was relatively flat. Therefore, it is likely that even shallow excavation within the project area could encounter cultural resources.

THE PREHISTORIC PERIOD

The landscape of the San Francisco Bay Area was once dotted with numerous large and small mounds of earth and shell containing a variety of prehistoric cultural materials and features. These physical remnants of the region's prehistoric past captivated early 20th Century archaeologists. When one of these archaeologists, N.C. Nelson of the University of California, conducted the first intensive archaeological survey of the region between 1907 and 1908, he recorded no less than 425 shellmounds on or near the shoreline of the Bay (Nelson 1909). Today, extensive and ongoing development has badly eroded this once impressive archaeological record. Relatively few prehistoric shellmounds or shell middens have been systematically investigated by archaeologists, and many basic research questions pertaining to the complex prehistory of the San Francisco Bay region remain unanswered for lack of first-hand data. Because of this, any reasonable opportunity to identify and study even a remnant of San Francisco's prehistoric cultural legacy must be deemed a potentially significant scientific event.

With respect to the Broadway – West Grand Project site, Archeo-Tec conducted an archival cultural research study at the Northwest Information Center (NWIC) at Sonoma State University in Rohnert Park, California (NWIC file# 04-85) on August 3, 2004. This focused archival literature review revealed that no prehistoric sites have been recorded within the boundaries of the present subject area. The closest prehistoric site is CA-ALA-22, located at Thirteenth Street and Broadway. "Sparse information is available regarding the nature of [CA-ALA-22] and its present depositional integrity, thus shedding very little light on the potential for encountering significant/important deposits at any of the project properties" (Hupman and Chavez 1994:13). According to the Archaeological Site Survey Record on file at the Northwest Information Center for CA-ALA-22, one burial was found at 15 feet below surface in 1928.

Before concluding this discussion of the prehistoric period, a few final remarks are in order. While no prehistoric remains have been recorded with the project area the close proximity to the northern expanse and marshland of the San Antonio Estuary indicates a possibility of encountering unrecorded cultural resources.

THE HISTORIC PERIOD

Since the arrival of the first European settlers, life in Oakland has changed rapidly. This chapter presents a general history of Oakland and Alameda County from the time of the first European explorers to the present. The specific details of land use and occupation within the Broadway – West Grand Project area will be discussed through out this section following the more general historical overview of each time period. A discussion of Chinese settlement in Oakland and the Uptown Chinatown in relation to the project area can be found in The Chinese in Oakland and The Anti-Chinese Movement and Chinatowns in Oakland sections below.

SPANISH, MEXICAN AND EARLY AMERICAN PERIODS (1776 – 1848)

Between the appearance of the first Spanish ship to sail through the Golden Gate in 1775 (the *San Carlos* under the command of Lieutenant Juan Bautista de Ayala) and the mid-19th century discovery of gold at Sutter's Mill, population and maritime traffic in the San Francisco Bay were extremely limited. The principal centers of Spanish (and later Mexican activity) in the region were the Presidio and Mission Dolores. These were the primary areas of non-native settlement and activity until the beginnings of Yerba Buena village in 1835.

Documentary sources suggest that the Spanish were anything but vigorous in exploring or exploiting the economic potential of their newly acquired domains in Northern California.

Communication among the... establishments in the Bay Area was entirely by land during the early period, although the Bay offered an alternative means of travel. The failure of the Spanish even to provide themselves with small boats that could be used for voyages on the Bay greatly surprised G.H. Von Langsdorff, the physician who accompanied Count Nicolai Rezenov on his famous visit to the Presidio of San Francisco in 1806 (Scott 1959:13).

Beginning in the first decade of the nineteenth century and continuing until 1823, the lands surrounding the Broadway – West Grand Project area were part of the extensive East Bay ranch holdings of San Francisco's Mission Dolores. Mission records state that sheep, cattle and grain were grown on these lands, which encompassed the entire eastern shore of the San Francisco Bay and extending into the Coast Ranges further to the east (Hendry and Bowman 1940:487). As with all of the Mission's activities, the majority of this ranch work depended upon the labor of Indian neophytes, both from local villages as well as from raided communities throughout Northern and Central California.

In 1823, the Spanish government began to reduce the power and influence of Mission Dolores. Among other things, the Mission relinquished its claim to grazing lands in the East Bay, including those encompassing the present project area. The Castro and Peralta families, who were ranking members of the Spanish military, had already requested title to some of these lands in compensation for their past services; by the end of 1823 these private landholders had taken control of the entire eastern bayshore north of San Leandro Creek (Milliken 1997:132; Hendry and Bowman 1940:487-506).

The "Rancho Period" in California officially began in 1833 with the secularization of the Franciscan Mission system (Lewis 1973:16). At this time, the once powerful Mission was

reduced from a major ecclesiastical establishment to little more than a parish church. Under both Spanish and Mexican law, the Missions' lands and livestock were to be deeded to the Indians who had once been assigned to the respective missions. However, throughout California, the elite Hispanic families who had supplanted the church as the dominant power in the region claimed the great majority of these former mission lands.

The Broadway – West Grand Project falls within the lands granted to Sergeant Luis Maria Peralta on August 3, 1820 by Governor Pablo Vicente de Sola. Peralta, a 17-year old when he arrived in California, was on the Anza expedition of 1776. He subsequently enlisted in the Monterey Presidio, then transferred to the San Francisco Presidio, and finally helped to found Mission Santa Cruz in 1791. He was appointed *comisionado* at Pueblo San Jose in 1807, where he remained until government of San Jose was transferred to the Mexicans in 1822 (Hendry and Bowman 1940; Bagwell 1982:11-12).

Peralta's large grant (43,000 acres) was called Rancho San Antonio and included all of present day Albany, Berkeley, Emeryville, Oakland, Piedmont, Alameda, and part of San Leandro. Peralta's four sons established the adobe headquarters of the Rancho San Antonio at present-day 34th Avenue in what is now the city of Oakland. The primary economic activities of this rancho until after the mid 19th century were cattle ranching and lumbering. Indeed, Emeryville boasted an early slaughterhouse that was used by the ranches throughout Alameda and Contra Costa County and mills, found along the eastern bayshore, for converting the redwood from the east bay hills to lumber (Hendry and Bowman 1940).

The Rancho San Antonio was divided between Peralta's four sons – Ignacio, Domingo, Antonio and Vicente – in 1842 (Bagwell 1982:11). Vicente was given Rancho Encinal de Temescal, the area north and west of Lake Merritt, which includes the Broadway – West Grand Project area. Vicente Peralta built three adobes within his property, none of which are near the project area. No recorded development of Broadway – West Grand Project occurred during the Spanish/Mexican era and there is little to no potential of encountering cultural material from this period.

THE AMERICAN PERIOD (1846-1859)

The year 1846 brought dramatic changes to the political, economic and social fabric of California. By the end of the war with Mexico, the United States had gained sovereignty over all of California. As a result, the United States claimed, and frequently exercised, the right to review the status of all the land holdings that had been granted during the previous Spanish and Mexican administrations. Thus began the "American Period" of California history. Within a few years, the discovery of gold at Sutter's Mill would bring thousands of newcomers to California. This human flood of immigration would change the landscape forever and result in the irrevocable alteration of life for native peoples throughout California. These changes were particularly profound throughout the San Francisco Bay region, as it was the epicenter for the new immigration and economic development that occurred with the Gold Rush.

From 1846 to 1849, American government in California consisted mainly of the United States military personnel who had secured these lands from Mexico. The primary focus of the American government during this time was to mediate Indian affairs. This "mediation"

took the form of protecting United States landholdings and its citizens from the incursions of native Californian horse raiders, as well as to claim additional valuable lands, forcibly if necessary, for settlement. The major concern during this time, particularly for the ranchers along the eastern bayshore, was providing protection from the Indian horse-raiders of the Central Valley. In fact, the concern was so great that landowners were authorized to shoot any Indians who were caught stealing livestock. During this time, all Indian laborers were required to carry certificates of employment or be subject to arrest, trial and punishment as horse thieves.

The Mission and Rancho system had established a codependence of sorts between white settlers and native communities, with Indian laborers doing most of the ranch work in exchange for food and other goods. This labor arrangement was maintained out of necessity, or convenience, by American settlers in the years preceding the Gold Rush throughout the Bay Area. In the East Bay, this system continued until the demise of these great ranching grants, due to severe droughts and real estate speculation, which took place in the mid-1860s. The massive immigration of Europeans and Americans in 1849 had the greatest impact on the natural topography and native populations in San Francisco itself, and in the Sierra Nevada foothills. However, as argued by Davis et al, “[f]or ex-Mission Indians in the East Bay area, the immediate effects were more subtle” (1997:145-155). Some individuals and groups of Indians may have worked in the gold fields; however the majority of the East Bay’s aboriginal population, being skilled ranch workers, were still in high demand for labor to provide the meat and produce needed to fuel the explosively expanding Gold Rush populations and industries.

In addition to the effects on native Californian populations, the transition from Mexican government to American had significant impacts on the original Spanish and Mexican settlers to the area. With respect to the East Bay, these impacts largely took the form of American squatters and speculators claiming either pieces or large parts of one or many of the original Spanish and Mexican land grants. The most notorious of these were Horace W. Carpentier, Edson Adams, and Alexander J. Moon who squatted at the foot of Broadway and proceeded to claim the surrounding area for their new city – the City of Oakland.

Carpentier, Adams, and Moon subsequently began selling lots of land, to which they did not hold title (Bagwell 1982:27). An extended legal battle ensued, which ultimately resulted in Vicente Peralta being forced to sell almost all of his land to cover his legal fees, leaving Carpentier et al unimpeded in their creation of the city of Oakland, which was incorporated in 1854 with Carpentier himself as the first mayor. Julius Kellersburger, a Swiss engineer, was hired to design a street grid for the new town, which originally extended from present-day First Street to 14th Street.

During the 1850s this town of gold-rush tents began to build wooden houses, clustered mainly around Broadway, known then as Main Street. Oakland’s first school, which would develop into the University of California, was opened in 1853 at Fourth and Clay Streets (Bagwell 1982:38). Two hotels were established in the later 1850s, also near the waterfront. A cemetery located between 17th, 19th, Franklin and Harrison Streets, which was thought to be well outside the city during this period. At this time the Broadway – West Grand Project area also remained undeveloped and well outside of the Oakland city limits.

CITY DEVELOPMENT AND GROWTH (1860-1880)

During the 1860s Oakland developed both as a city and an industrial center. This development was aided by its ability to provide goods and services to San Francisco and its close proximity to greater quantity and variety of natural resources. Transportation technologies of various kinds to deliver those goods and services were always central to Oakland's operations. To that end, the city's trustees granted Carpentier exclusive rights to the entire waterfront, which included rights to construct all wharves, dockages and piers, as well as entitlement to collect all fees and fares associated with them. Although the people of the city of Oakland tried to reclaim this valuable property both through legal means and rioting, Carpentier managed to hold exclusive rights to the Oakland Waterfront for almost another 60 years.

In 1863 a wharf was constructed at the foot of Seventh Street to provide ferry service to San Francisco, and a daily rail service was built along Seventh Street which connected downtown Oakland to the ferry terminal. The importance of this rail and ferry line was not missed by the wealthy entrepreneurs and tycoons of San Francisco, such as Charles Crocker, a major shareholder in the Central Pacific Railroad. By 1869 Oakland found itself as the western terminus for the first transcontinental railway. The main passenger terminal for Oakland was located at Seventh and Broadway. Shops, hotels and restaurants opened near the terminal causing the area to develop into a thriving commercial center.

While the railway encouraged growth, it was the introduction of the horsecar that encouraged the city to expand northward from 14th Street (Bagwell 1982:153-154). The first horsecar opened in fall of 1869 and ran from the waterfront up Broadway to Telegraph Road and along Telegraph up to 36th Street. Inexpensive and practical public transportation allowed the population to move outside of the original city boundaries causing the city to begin to expand northward. The 1874 U. S. Coast Survey shows the extension of Broadway and a street extending perpendicular to the west, which is most likely 14th Street (see Figure 4). As the city expanded the Temescal creek began to be pumped for drinking water in the summer of 1866 (Baker 1914: 365). A main sewer system was completed in Oakland in 1876 and therefore privies would have been in use until this period and most likely well into the 1880s (Baker 1914: 372).

By the opening of the new city hall in 1875, 14th Street had become the heart of Oakland:

Fourteenth and Broadways was the most important intersection. All the transit routes fed passengers into a downtown district tightly concentrated along these few block of Broadway and on the closest streets paralleling it. Now, not just Oaklanders, but also residents of Berkeley, Alameda, Fruit Vale, and other communities thought of downtown Oakland as the place to go to buy groceries, to shop for clothing, to go to a restaurant, to visit the dentist, or to meet friends. (ibid:159)

The northward expansion of the Central Business District in the 1860s and 1870s displaced several Chinese encampments northward to the cities edge. As the Chinese were forced out, middle and upper-class Americans and Western Europeans took up residence in the area. Before moving on to describe in detail the transformation of the project area into thriving Central Business District we will discuss general Chinese settlement in Oakland and the Uptown Chinatown.

THE CHINESE IN OAKLAND AND THE ANTI-CHINESE MOVEMENT

While the first Chinese settled in San Francisco, Chinese encampments were located in present-day West Oakland as early as the gold rush. As in San Francisco, the first Chinese encampments were small fishing villages but larger settlements were developed as the Chinese began to play a vital role in the continuing development of farming and agriculture in Alameda County (Chow 1977:46-48, Bagwell 1982:87, Ma 2000). Bagwell states that “[f]rom the beginning, the Chinese were forced by discriminatory city ordinances to live in certain concentrated districts” (1982:87). The Chinese were displaced from districts as the city limits grew and the fashionable areas to live or conduct business in moved north. The Chinese district was viewed as dirty, unsafe and a threat to nearby property values (Bagwell 1982:87, Wood 1883:704, Chow 1977:50). Oakland’s Mayor Washburn R. Andrus stated in 1876:

We should proceed as if we knew that the Chinese were to continue coming, and do what we can to mitigate the evils that they are threatening. The Council has the power to regulate such trades or occupations as may be nuisances, and under its general police powers, it could regulate the location of laundries or wash-houses ... It has often happened that one of these establishments would be started in quiet neighborhoods, given up to residence purposes, which would seriously detract from the value of surrounding property. One individual should not have it in his power to depreciate the value of the real estate of others. The consent of at least a majority of the persons owning property in a block ought to be obtained before a license should be given for carrying on a laundry. I believe that the Council has the undoubted right to do this. It concerns the welfare of real estate owners, and would be a great protection. As the wash-houses here are centers from which Chinese quarters are likely to extend, such a regulation as proposed would drive the Mongolian population to portions of the city where their presence would not depreciate the value of property (Wood 1883:704).

In 1876 two mass meetings organized by the Anti-Coolie Club were held in front of city hall to protest continuing Chinese immigration. Descriptions of those protests capture the hatred and the violence of that time:

Emotions were pitched so high that, for a short time, there were grave fears of mob violence against the Chinese. Threats to burn the local Chinatown and kill some of its leading residents were thwarted by the prompt action of Police Captain Rand who augmented his force of patrolmen in that district (Hinkel 1939: 744).

As in San Francisco, hatred of the Chinese was strongest in labor unions and blue-collar workers who were competing with the Chinese for jobs. Strikes continued across the county in the late 1870s and the Oakland City Council responded by adopting measures to counteract the continual violence. This encouraged the workingmen’s party to take to the streets and demand that the Central Pacific Company fire all their Chinese workers (Baker 1914:205). The demands and violence of the Anti-Coolies and workingmen’s party polarized the city during this period between those who wanted to violently remove the Chinese and those who wanted peace and order in the city (ibid). The workingmen’s party took control of Oakland city politics during this period. On March 4, 1882 this new government adopted resolutions in support of immediate passage of the Chinese Exclusion Act by the U.S. Congress, which would restrict Chinese immigration (ibid:206). The Congress passed this bill, over the President’s veto, later that year.

Anti-Chinese sentiments continued to prevail throughout the 19th and into the 20th Century. The Anti-Chinese League of Alameda, in an 1885 meeting,

Resolved, That we have within our power the constitution and laws which are the mean to rid out country of this curse; Resolved, In mass meeting assembled, that we will not patronize any Chinese. Resolved, That we will not patronize anyone who does. Resolved, That the Chinese must go. (Baker 1914:107)

A similar meeting the following year resolved, “That we regard the Chinese among us as a mental, physical, moral and financial evil” (ibid). The League acted upon its resolutions by strong-arming the J. Lusk Canning Company to offer all its positions currently held by Chinese to the white workers (ibid:396) and by banning Chinese laundries within the Oakland’s fire limits (Chow 1977:50). By the 1890s, the Chinese population in Oakland had dropped by over a quarter as jobs continued to be closed to them. Oakland’s Chinese population continued to drop until thousands of refugees from the 1906 Great Earthquake and Fire flooded Oakland’s Chinatown. While this influx brought a resurgence to the area, it also brought gambling dens and gang wars; Chow writes that an entire block along Webster Street was lined with gambling houses (ibid:54). In response, many churches expanded into the area. “Open to all, without regard to district, clan or tong affiliation, [these churches] provided continuing alternatives to the traditional mutual aid associations which had heightened social dependence in San Francisco” (ibid). By 1912 the Native Sons of the Golden State, which later become the Chinese American Citizen’s Alliance, was established as an advocate of Chinese civil rights and has remained a lasting force in the Oakland’s Chinese community.

CHINATOWNS IN OAKLAND

Today Oakland’s Chinatown is centered at 8th Street and Webster and expands for several blocks of downtown. This Chinatown is the only one of several Oakland Chinatowns that survived some hundred and fifty years of persecution and relocation. The number and precise location of these vanished Chinese settlements is debated in the historic and current literatures, which we will review now with an eye for the settlement located near the Broadway – West Grand Project area.

According to William T. Chow in his thesis *The Reemergence of an Inner City: The Pivot of Chinese Settlement in the East Bay Region of the San Francisco Bay Area* there were four Chinatown locations in Oakland before the Chinese settled at their current location, centered (1977: 50). He lists them as follows:

1. East side of Telegraph between 16th and 17th streets - burned in 1867
2. East side of San Pablo between 19th and 20th streets
3. San Pablo and 22nd Street
4. Western Edge of town on First Street, between Castro and Bush Streets.

Ma and Huei in their work *Chinese of Oakland: Unsung Builders* list a five locations settled during the 19th Century. They also place the Chinese at the 19th and San Pablo site after the 1867 fire of the Chinese settlement on Telegraph but do not mention the resettlement at 22nd Street (1982:32). Hinkel in his Oakland history states that by 1876 the “principle Chinese settlement [at 8th and Webster] then comprised seventeen buildings, including various stores, four gambling dens and a joss house [was located] between Grove and Jefferson Streets near the railroad” (1939: 744). Hinkel goes on to say that there was a North

or Upper Chinatown, centered near San Pablo and 22nd Street, also indicating that the Chinese had been moved north by at least the mid 1870s, and probably well before, and were still inhabiting the area (ibid). Baker in his 1914 history of Alameda County also refers to an Uptown Chinatown area, the San Pablo and 22nd Street site, which existed in the 1870s (203-204). Bagwell, according to the Oakland Cultural Heritage Survey, places this third Chinatown at 22nd Street, between Castro and Brush streets (1982: 87) which intersect San Pablo at 22nd Street, placing the Upper Chinatown on the west side of San Pablo further from the Broadway – West grand Project area.

Ma in her more recent work places the first established Chinatown at 14th and Washington streets, which she describes as a small settlement containing one or two Chinese food and dry goods stores and a gambling den that the Chinese (2000:29). This small Chinese settlement was forcibly moved to make way for the City Hall in 1865 (ibid). She places the second settlement at Telegraph and 17th Street and also notes that it burned in 1867 and that the Chinese were not allowed to rebuild (ibid). Ma states that the Chinese then moved to both the 19th and 22nd street locations along San Pablo at the same time. She claims that the San Pablo and 22nd Street location was destroyed between 1868 and 1870, which contradicts other accounts (ibid).

The exact time period that the Chinese settled at the 22nd and San Pablo area is not known, a combining of the sources just discussed would place establishment around 1868 and occupation through the mid 1870s. Part of the ambiguity is due to the fact that several Chinese settlements were occupied during the same period and that this smaller outlying Chinese settlement was almost overlooked in the historic literatures. Understanding that the Uptown Chinese site was mainly a smaller auxiliary settlement should aid in characterization of it and our ability to determine if any resources associated with it are interned with the Broadway – West Grand Project area.

Characterizing Oakland's Uptown Chinatown in regards to the Broadway-West Grand Project area

During this research we were only able uncover a limited description of the Chinese Uptown settlement. As we will discuss below, the historic documentation concerning the exact location of Chinese settlement during the late 1860s to the 1870s is ambiguous and vague. However, the research in no way indicates that a Chinese settlement was ever within the confines of the Broadway-West Grand Project area. We will now discuss the research we have conducted and then explain who we came to this conclusion.

Chow describe the 1860's era Chinese settlements as consisting of mainly one-story shacks (1977:50). Descriptions of the more permanent Chinatown at 8th and Webster offer a picture of overcrowded lodging houses and attempts by the Chinese to modify this “zone of discard” into a passable shelter (Chow 1977:90). We can only assume that the Uptown Chinese settlements were also overcrowded and that the structures were built from whatever they could find during this period of intense persecution. We know that water was only beginning to be pumped from Temescal creek for drinking water in the summer of 1866 and it is highly unlikely that it was piped into Chinese areas (Baker 1914: 365). A main sewer system was not completed in Oakland until 1876. Therefore, wells might have been dug and privies were in use.

Characterizing the Uptown Chinese settlement any further is difficult due to the legal restriction placed upon the Chinese during the 1870s. The Chinese were unable to buy or own property during this period and therefore property records of the area can offer a picture of the land division but no information concerning any Chinese who might be living there. The Oakland City Directory of 1869 and 1870 do not list Chinese residence or businesses. The 1860 and 1870 Census did record Oakland's Chinese residents but these documents do not include street addresses, which also makes it almost impossible to identify exactly where the Chinese were residing during this period. Even without the addresses, however, the census can be used to generally characterize Chinese habitation patterns and we will discuss these documents now.

The 1860 Census shows several Chinese households in neighborhoods of mixed race, occasionally two houses found together. This document indicates that small pockets of Chinese would be found scattered throughout Oakland, but were not recorded as larger than two dozen people living in a single area. The census indicates that the Chinese were mainly from Shanghai and Canton, they are almost all single men and most are listed as laborers and tea sellers. As noted above, no addresses are given.

The 1870 Census, still without street addresses, shows a greater concentration of Chinese than seen in the 1860s. Four or five concentrations of 20 to around 70 Chinese names are found in the census, with one concentration of over 150. These are recorded as mainly men who are listed as railroad laborers, farmer and fruit orchard laborers, general laborers and farmers who are farming for themselves. Several dozen Chinese are also listed as servants and cooks residing in houses across the Oakland city area. Occasional Chinese Groceries and laundry or washhouses are recorded, also not clearly in a single area.

We attempted to identify the location of these larger concentrations of Chinese workers listed on the 1870 Census by comparing the names listed around the Chinese with Stillwell's 1869 and 1870 *Directory of the Township and City of Oakland*. As noted above the Chinese themselves were not listed in these directories. Unfortunately a very small percentage of these names were listed in the city directory but those that were indicate that the census was not necessarily conducted in an organized fashion where households listed near each other are physically located in the same area. For example John Evoy is listed as residing on San Pablo Avenue and his name is on page 237 of the 1870 Census while John Johnson is listed as living at San Pablo and 17th Street and he is recorded on page 156 of the same census. (The vague address given in the city directory also adds to the ambiguity.) We also find the residents of the School for the Deaf and Dumb, located 5 miles from Oakland in what today is Berkeley (1870 City Directory:56), listed mere pages away from the residents of Oakland's Seminary, located on Washington between 11th and 12th Street (1870 City Directory:36). To determine a location of the Chinese recorded in the 1870 Census between these various known listings is almost impossible. However, the census does indicate that Chinese population of Oakland was separated into several concentrations at this time and that some of these might be outside of current Oakland city limits. This information can help us to estimate the size of the Chinese settlement near the Broadway-West Grand Project area even if we cannot connect it to a particular listing on the 1870 Census.

We know that 906 Chinese are listed as living in Oakland in the 1870s, which was one half of all Chinese residents of Alameda County (Chow 1977:46), and that by 1875 the numbers had

increased to two to three thousand (Ma 2000:17). As mentioned, we do not know the exact size of the Uptown Chinatown but as just discussed the census indicates that most of the Chinese were not concentrated one area but spread out in small settlements and in various houses as servants and cooks. This implies that the Uptown Chinatown would have been a smaller settlement, at most several hundred, which of course is larger than any settlement recorded by the census. However, in order to address the space need for such a Chinese settlement we will now briefly discuss the make-up of Chinatowns during this period.

Chinatowns during this period were organized by Regional Associations, which were determined by birthplace, dialect and your ancestor's birthplace. Ninety-five percent of immigrating Chinese were from districts of Kwangtung province's Pearl River delta in and near Canton, and the Regional Associations were representatives of these districts. Regional associations maintained religious establishments, organized funerals and burials, maintained hostels and arbitrated conflicts (Ma 2000:28). In larger Chinatowns each Regional Association would maintain its own temple and hostels. However, all of Oakland's Regional Associations during the 19th Century were closely allied with their counterparts in San Francisco and none of these institutions were established in Oakland until the 20th Century (Ma 2000:29). Therefore, it is more likely that the Chinatowns in Oakland during the 19th Century were smaller settlements of mainly overcrowded frame houses and possibly stores and gambling joints.

It should also be pointed out the exact location of the Chinese settlement in questions is not known. As discussed above most modern and historic writers place the site at 22nd Street and San Pablo. However, the historical accounts describe the location of an upper Chinatown in a more general sense: "situated in the vicinity of San Pablo Avenue and Twenty-second Street" (Hinkel 1939: 744) or "[f]urther up from the creek at what was known as the Tuttle tract near San Pablo avenue and Twenty-second street" (Baker 1914: 204). According to the 1878 Thompson and West Historical Atlas, the Tuttle tract is located between Grove on the west, Jones Street on the south, Elm Street on the north and Telegraph Avenue on east. This places the upper Chinatown today generally north and east of West Grand Avenue and Martin Luther King Blvd or just over a block away from the Broadway-West Grand Project area. As mentioned above, Bagwell places this settlement near the west side of San Pablo, implying that site extend westward instead of eastward.

It was due to the ambiguity of the exact location and size of this settlement in relation to the Broadway-West Grand Project area that led to the undertaking of this resources evaluation. As discussed above, our analysis of the census combined with an understanding of Chinese settlements during this period had led us to concluded that any Uptown Chinese settlement would have been small in size and most likely did not expand into the Broadway-West Grand Project area. However, as noted, the exact location of this Chinese settlement, while most likely centered around San Pablo, is not known and therefore there is still a potential for significant resources to be encountered. See the conclusion and recommendations section below for further information.

LATER 19TH CENTURY OCCUPATION OF THE PROJECT AREA

As stated above, the northward expansion of the Central Business District caused the displacement of the Chinese settlements in order to make way for an influx of middle to upper-class homes and businesses. More specific information concerning this period of occupation of the Broadway – West Grand Project area will now be discussed. This section describes the history of land use and occupation for each of the relevant parcels. Sanborn Maps provide a relatively detailed picture of the businesses and buildings existing in the city from the final years of the 1880s well into the 20th century. For the purposes of this archival study we will focus on the 1889 and the 1912 Sanborn Maps. The later 19th Century was not the main focus of this summary and therefore we have not researched the 1880 Census in detail. However, District 7, which includes the project area, appears to have street addresses and therefore it is likely that if discrete features from this period are encountered that association could be determined.

The 1889 Sanborn Company Insurance Map (sheet 10_a) shows both Parcel A and B filled with single-family dwellings, based on the size of the houses and the lots the occupants of these houses were most likely middle to upper middle class. The larger houses are shown fronting on Broadway while the smaller residents are shown on the numbered streets. A windmill and water tank are shown behind a small house located at 473 23rd Street, in Parcel A. Small one-story sheds, which might be privies, are pictured along the back property line of many of these houses. West Grand is not pictured. No infrastructure, such as water or sewer lines, is shown.

THE 20TH CENTURY

During the first decade of the 1900s Oakland's population almost doubled, mainly due to the influx of refugees after the 1906 Great Earthquake and Fire. These first decades were a period of urban growth and building for Oakland, many monumental architectural projects were undertaken and completed, such as the 1928 Fox Theater or the 1914 City Hall, which was taller than any other west of the Mississippi (Baker 1914:205).

The 1912 Sanborn Insurance Company Map (Vol. 1 Sheet 54 and 53) shows Parcel A with a mixture of single-family dwellings, light industry and a train depot. Train tracks and a train shed of the electric Key Route train are shown in the location of current day West Grand. The Key Route Inn is located at the southeast section of the parcel, it includes a lobby, banquet hall, dining room, store rooms and kitchen with hostel rooms above. The rest of the southern portion of the parcel is covered with several stores, which most likely cater to the train depot. At the northeast portion of Parcel A is a building labeled upholstery and a garage and show room that are most likely associated to this factory. Parcel B is still mainly residential, however many of the single-family homes have been converted or rebuilt as flats and one 15-apartment building is shown fronting on Broadway. Also an auto repair garage is also shown fronting on Broadway. Most of the single-family homes on Valley Street and on 24th Street are still pictured. Both 4-inch and 8-inch water pipes are shown within the numbered streets and Broadway, indicating that running water was available in this area.

With the completion of the Bay Bride in 1936 and the increasing popularity of automobiles being centrally located near downtown and the railroad was no longer as important, which caused many of the remaining residences to move away from the area. The 1950s, after a boom due to wartime activity, brought a period of the depression to the area. This area of the city continued to decline until the 1980s when the first redevelopment project of both downtown and uptown Oakland began to occur. The Broadway – West Grand Project is one of many such projects undertaken to restore Oakland.

CONCLUSIONS AND RECOMMENDATIONS

Based on the research conducted in connection with this cultural resources evaluation, the present writer has reached the following conclusions. First, a focused review of relevant historical documents suggests that there is a low possibility of significant, subsurface prehistoric and/or historic period cultural resources may exist within the Broadway – West Grand Project area. With respect to the Prehistoric Period, there is one burial recorded in the vicinity of the project area, CA-ALA-22. The terrain of the area and the proximity to Lake Merritt indicates the possibility of unrecorded prehistoric cultural material within the Broadway – West Grand Project area. However, we have determined the potential to be low. If human skeletal remains are encountered within the project area all work shall be halted in the area and all procedures and protocols pursuant to Section 15064.5(e)(1) of CEQA Guidelines shall be followed, in particular contacting the Alameda County Coroner to evaluate the remains.

Turning to the historic era, we have discussed above the possibility of significant late 1860s to early 1870s Chinese cultural deposit within the confines of the Broadway-West Grand Project area. There is no indication in the historic or archaeological literature that the Uptown Chinatown, located near 22nd and San Pablo, expanded into the project area or that there was any other Chinese settlement in this area. Therefore, it is our determination that there is a low possibility of encountered significant Chinese cultural remains within the project area. It should also be noted that our research indicates that there is a potential of encountering significant later 19th Century cultural remains, such as privies and wells, within the confines of the Broadway-West Grand Project area.

In conclusion, we are in agreement with Mitigation Measure E.1a offered by ESA in the *Broadway & West Grand Draft EIR*. These mitigation measures state that if archaeological resources are discovered all ground-disturbing activities within a fifty-foot radius of the discovered resource must be halted immediately until the resources has been evaluated for significance according to CEQA by a qualified archaeologist. It is our recommendation that a qualified archaeologist be contacted within at least 24 hours of the discovery of cultural resources.

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MAPS

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1959 USGS Oakland West California, Photorevised 1980.

UNITED STATES CENSUS

1860

1870

1880

STILLWELL'S OAKLAND CITY DIRECTORY

1869

1870