

CITY OF OAKLAND
AGENDA REPORT

OFFICE OF THE CITY CLERK
OAKLAND
2005 APR 13 PM 6:22

TO: Office of the City Administrator
ATTN: Deborah Edgerly
FROM: Community and Economic Development Agency
DATE: April 26, 2005

RE: **AN ORDINANCE REZONING SHEFFIELD VILLAGE, ALL PROPERTIES LOCATED ON ROXBURY AVENUE, MARLOW DRIVE, MIDDLETON STREET, COVINGTON STREET, BROOKFIELD AVENUE, DANBURY STREET PROPERTIES FROM 2900 TO 3200 INCLUSIVE, REVERE AVENUE AND 11810 TO 11848 FOOTHILL BLVD., TO AN S-20 PRESERVATION COMBINING ZONE PURSUANT TO SECTIONS 17.101.D AND 17.102.030 OF THE OAKLAND PLANNING CODE.**

SUMMARY

The City Planning Commission recommends rezoning Sheffield Village (all properties located on Roxbury Avenue, Marlow Drive, Middleton Street, Covington Street, Brookfield Avenue, Danbury Street Properties from 2900 to 3200 inclusive, Revere Avenue and 11810 to 11848 Foothill Blvd.) to an S-20 Preservation Combining Zone.

The historic designation nomination was submitted to the Landmarks Preservation Advisory Board by the Sheffield Village Homeowners' Association. On October 18, 2004, the Landmarks Board unanimously recommended rezoning of the area described to an S-20 Historic Preservation Combining Zone. There is no known opposition to the rezoning.

Staff recommends that the City Council adopt the attached ordinance rezoning Sheffield Village as an S-20 Preservation Combining Zone.

FISCAL IMPACT

There will be a minor loss in permit revenues because buildings in the new historic district will now be eligible for waiver of design review fees. However, design review fees for residential alterations and additions are not high and, out of 400-plus homes in the district, only a handful are expected to apply for permits involving design review in any one year.

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BACKGROUND

Sheffield Village is an early (1939-50s) planned residential neighborhood in the south Oakland hills at the San Leandro border, developed by E.B. Field Company. The 400-plus homes on its curving streets are unified in size, setbacks, and use of a variety of mid-century Period Revival and Moderne styling. The Planning Department's Cultural Heritage Survey identified the Village as a potential historic district (Area of Secondary Importance) in the Citywide Preliminary Survey in 1996. The National Park Service's recent multiple property nomination and National Register Bulletin on *Historic Residential Suburbs* (Attachment A) provide additional context for documenting its significance.

In February of 2003 several Sheffield Village residents wrote letters to the Mayor and Planning Director expressing concern over a house at 14 Roxbury Avenue that had been remodeled in a modern style not in keeping with the established character of the neighborhood. At that time staff, Landmarks Board, and the Oak Center Neighborhood Association were completing designation of Oak Center as a historic district under the new S-20 zoning, an adaptation of the existing S-7 Historic Preservation Combining Zone for large residential districts. Staff and Sheffield Village representatives suggested looking into S-20 zoning for the Village.

Sheffield Village Homeowners Association member Christopher Barker undertook preparation of the nomination form. The Association conducted a vote and collected signatures indicating support for designation. Staff attended two Sheffield Village Homeowners Association meetings to describe S-20 status and answer questions about the regulations and designation process.

KEY ISSUES AND IMPACTS

Historical and Architectural Significance: Sheffield Village is eligible for rezoning to an S-20 Preservation Combining zone in that it:

is a distinctive and well-known Oakland neighborhood with a strong period architectural character and a strong neighborhood association dating back to the tract's establishment;

was an early mass produced planned residential community in Oakland, developed by the E.B. Field Company beginning in 1939 and advertised at the time as the greatest single group housing project in the West;

as an FHA-financed development, outstandingly exemplifies the federal Depression-era program to stimulate private housing construction and make

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homeownership available to working families through long term mortgages and sales prices kept low through modern construction methods;

most successfully embodies the FHA standards and design principles promoted nationally for "Neighborhoods of Small Houses," such as curvilinear streets adapted to topography and natural features, generous and well shaped lots, inclusion of parks and playgrounds, and establishment of a community organization of property owners;

retains an outstanding and well-preserved collection of pre-World War II Period Revival and Moderne small houses designed by Irwin Johnson, Theodore Thompson, and other architects of the era;

displays a remarkable variety and creativity of architectural design within the mass-produced development, mixing and matching stucco, wood siding, and brick exteriors in an endless variety of designs described at the time as English, French, Modern Colonial, Spanish, Monterey, Ranch, and Early California;

embodies mid-century history in that lots not yet developed when the United States entered the war were filled in during the postwar building boom between 1946 and 1952.

District Rating: Though the Board's point-system evaluation sheet is designed more for individual properties than for districts, adapting it to the present district gives an "A" rating with 44 points. 'A' and 'B' rated buildings are eligible for individual Landmark designation.

Regulatory Effect of Designation: The Sheffield Village is zoned R-30. The R-30 Zone requires Design Review for alterations, an addition of 10% or more, or for new home construction. As an S-20 historic district, the following would apply:

- Alterations would still be reviewed as they are now, through the Design Review process, under the criteria of that program. However, the Planning Director could refer properties in the historic district to the Landmarks Board for review and advice if the Director determined that the proposed alteration could significantly affect the historic character of the building. Paint, roofing repairs and minor alterations and small additions matching the original are currently exempt from review, and would remain exempt in the historic district.
- In addition to the existing design criteria, guidelines based on the book *Rehab Right* will assist in determining appropriate design.

- New buildings would have more review than now, with notification to neighbors and possible referral to Landmarks Board to make sure they are compatible with the district.
- Demolition of a contributing building in the district could be postponed and could require environmental review (this would not apply if the building were clearly beyond repair).
- No fees are charged for design review of historic district buildings.

SUSTAINABLE OPPORTUNITIES

Economic: Landmark designation encourages maintenance and careful rehabilitation of buildings, which creates skilled employment opportunities. Maintenance and rehabilitation of existing buildings also stabilize and enhance property values.

Environmental: Landmark designation encourages the maintenance and re-use of existing historic buildings and therein helps to conserve the materials and energy used to construct those buildings.

Social Equity: Landmark designation encourages continued maintenance and restoration or rehabilitation of existing buildings. Therefore, it acts as a catalyst for neighborhood revitalization and further enhances the community by creating community identity.

DISABILITY AND SENIOR CITIZEN ACCESS

Landmark designation does not prohibit modifications to achieve compliance with the American with Disabilities Act (ADA) and can facilitate such modifications through use of the State Historical Building Code.

RECOMMENDATION(S) AND RATIONALE

Adopt the attached ordinance rezoning Sheffield Village to an S-20 Preservation Combining Zone.

Historic district designation has the potential to be a catalyst for further revitalization of Oakland's distinct and diverse neighborhoods and its strong historical character. The honorific designation and requirements for maintenance and repair would continually

promote economic, quality of life and sense of community goals throughout the city as the building is restored or rehabilitated.

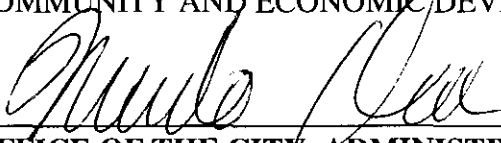
Respectfully submitted,



CLAUDIA CAPPIO
Development Director

Prepared by:
Joann Pavlinec, Planner III
Historic Preservation/Major Projects
Community and Economic Development Agency

APPROVED AND FORWARDED TO THE
COMMUNITY AND ECONOMIC DEVELOPMENT AGENCY:



OFFICE OF THE CITY ADMINISTRATOR

ATTACHMENTS:

- A) Ordinance rezoning Sheffield Village as an S-20 Preservation Combining Zone
- B) Landmarks Board Resolution 2004-5
- C) February 2, 2005 Planning Commission Staff Report, including S-20 Preservation Combining Zone Application and eligibility rating sheets
- D) National Register Bulletin on *Historic Residential Suburbs*

Ref: Mydocumetns/citycouncilreports/LM-Sheffield Village

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MPW

NOTICE & DIGEST

AN ORDINANCE REZONING SHEFFIELD VILLAGE, ALL PROPERTIES LOCATED ON ROXBURY AVENUE, MARLOW DRIVE, MIDDLETON STREET, COVINGTON STREET, BROOKFIELD AVENUE, DANBURY STREET PROPERTIES FROM 2900 TO 3200 INCLUSIVE, REVERE AVENUE AND 11810 TO 11848 FOOTHILL BLVD., TO AN S-20 PRESERVATION COMBINING ZONE PURSUANT TO SECTIONS 17.101.D AND 17.102.030 OF THE OAKLAND PLANNING CODE.

This Ordinance rezones Sheffield Village, all properties located on Roxbury Avenue, Marlow Drive, Middleton Street, Covington Street, Brookfield Avenue, Danbury Street properties from 2900 to 3200 inclusive, Revere Avenue and 11810 to 11848 Foothill Blvd. as a City of Oakland Historic District.

INTRODUCED BY COUNCIL MEMBER _____

2005 APR 13 PM 6:22 *ak*
CITY ATTORNEY

ORDINANCE No. _____ C.M.S.

AN ORDINANCE REZONING SHEFFIELD VILLAGE, ALL PROPERTIES LOCATED ON ROXBURY AVENUE, MARLOW DRIVE, MIDDLETON STREET, COVINGTON STREET, BROOKFIELD AVENUE, DANBURY STREET PROPERTIES FROM 2900 TO 3200 INCLUSIVE, REVERE AVENUE AND 11810 TO 11848 FOOTHILL BLVD., TO AN S-20 PRESERVATION COMBINING ZONE PURSUANT TO SECTIONS 17.101.D AND 17.102.030 OF THE OAKLAND PLANNING CODE.

WHEREAS, the Landmarks Preservation Advisory Board at its meeting of October 18, 2004, recommended rezoning of Sheffield Village to an S-20 Preservation Combining Zone pursuant to Sections 17.1010D and 17.102.030 of the Oakland Planning Code; and

WHEREAS, notice of public hearing on this matter was given to the owner of the subject property, the property was posted, and a hearing was held by the City Planning Commission on February 2, 2005; and

WHEREAS, after the hearing, the City Planning Commission voted on February 2, 2005, to recommend rezoning to an S-20 Preservation Combining Zone; and

WHEREAS, the provisions of the California Environmental Quality Act (CEQA) and the guidelines as prescribed by the **Secretary for Resources, as amended, have been satisfied**, and pursuant to Sections 15061(b)(3), 15308, and 15331 of the **California Code of Regulations**, this designation is exempt from CEQA; and

WHEREAS, the City Council has determined that the proposed Historic District has historical and architectural significance as described and presented in the Landmarks Preservation Advisory Board Resolution 2004-5, and are unique assets to the City; and that for these reasons the Historic District is worthy of preservation; now therefore

THE COUNCIL OF THE CITY OF OAKLAND DOES ORDAIN AS FOLLOWS:

SECTION 1. Sheffield Village is hereby rezoned to an S-20 Preservation Combining Zone pursuant to Sections 17.101D and 17.102.030 of the Oakland Planning Code as described and presented in Landmarks Preservation Advisory Board Resolution 2004-5, attached as Exhibit A and incorporated herein by reference.

SECTION 2. Said Historic District shall be preserved in all its particular exterior features as existing on the date hereof, and as described and depicted in the photographs, case reports, Case File RZ04-076, and other material in the Department of City Planning;

provided, however, it may be modified to replicate or more closely resemble its original appearance.

SECTION 3. The Development Director is hereby directed to execute and cause to be recorded in the Recorder's Office of the County of Alameda a notice of designation of said Historic District.

SECTION 4. This ordinance complies with the California Environmental Quality Act.

IN COUNCIL, OAKLAND, CALIFORNIA, _____, 20__

PASSED BY THE FOLLOWING VOTE:

AYES-

NOES-

ABSENT-

ABSTENTION-

ATTEST: _____

LaTonda Simmons
Interim City Clerk and Clerk of the Council
Of the City of Oakland, California

RESOLUTION 2004-5
LANDMARKS PRESERVATION ADVISORY BOARD
CITY OF OAKLAND

WHEREAS, a proposal to rezone the area described below to the S-20 Historic Preservation District Combining Zone pursuant to proposed Chapter 17.101D of the Oakland Planning Code has been considered by the Landmarks Preservation Advisory Board; and

WHEREAS, the Board has reviewed and examined the material pertaining to this district contained in Case File RZ04-076, the Landmark and S-20 Preservation Combining Zone Application Form and the Notice of Intent and supporting documentation, copies of which are attached hereto; and

WHEREAS, the Board has determined that the proposed district meets the criteria found at proposed Section 17.101D.010 of the Oakland Planning Code, as an area of "special interest or value ... with a large number of residential properties that may not be individually eligible for landmark designation but which as a whole constitute a historic district," in that the nominated Sheffield Village Historic District

is a distinctive and well-known Oakland neighborhood with a strong period architectural character and a strong neighborhood association dating back to the tract's establishment;

was an early mass produced planned residential community in Oakland, developed by the E.B. Field Company beginning in 1939 and advertised at the time as the greatest single group housing project in the West;

as an FHA-financed development, outstandingly exemplifies the federal Depression-era program to stimulate private housing construction and make homeownership available to working families through long term mortgages and sales prices kept low through modern construction methods;

most successfully embodies the FHA standards and design principles promoted nationally for "Neighborhoods of Small Houses," such as curvilinear streets adapted to topography and natural features, generous and well shaped lots, inclusion of parks and playgrounds, and establishment of a community organization of property owners;

retains an outstanding and well-preserved collection of pre-World War II Period Revival and Moderne small houses designed by Irwin Johnson, Theodore Thompson, and other architects of the era;

displays a remarkable variety and creativity of architectural design within the mass-produced development, mixing and matching stucco, wood siding, and brick exteriors in an endless variety of designs described at the time as English, French, Modern Colonial, Spanish, Monterey, Ranch, and Early California;

embodies mid-century history in that lots not yet developed when the United States entered the war were filled in during the postwar building boom between 1946 and 1952; and

WHEREAS, an Evaluation Sheet for Landmark Eligibility has been prepared for the proposed district in accordance with the Board's Guidelines for Determination of Landmark Eligibility and confirms that the district meets the Guidelines; and

WHEREAS, the Board has reviewed and accepted the Evaluation Sheet, a copy of which is attached;

Now therefore be it


RESOLVED, that the Landmarks Preservation Advisory Board hereby initiates, under the provisions of proposed Section 17.101D.010 of the Oakland Planning Code, action to recommend to the Planning Commission and City Council as an S-20 Historic Preservation District the following area:

HISTORIC NAME:	Sheffield Village; Tract 537
COMMON NAME:	Sheffield Village
DATE OR PERIOD	Period of significance: 1938-52
ADDRESSES and PARCEL NUMBERS:	All those parcels and buildings within the Sheffield Village tract, as shown on the map submitted with the district nomination, on Roxbury Avenue, Marlow Drive, Middleton Street, Covington Street, Brookfield Avenue, Danbury Street, Revere Avenue, Foothill Way (includes 15 non-contributors). Assessor's blocks 048 6140 through 048 6161.

And be it

FURTHER RESOLVED, that this recommendation be forwarded to the Oakland City Planning Commission for public hearing and consideration.

Approved by the Landmarks Preservation Advisory Board,
Oakland, California: October 18, 2004

ATTEST: 
Landmarks Board Secretary

Attachments

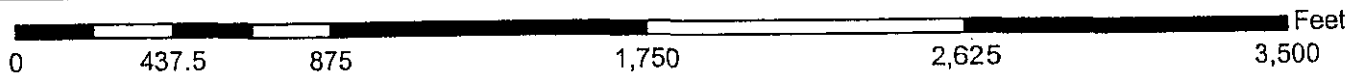
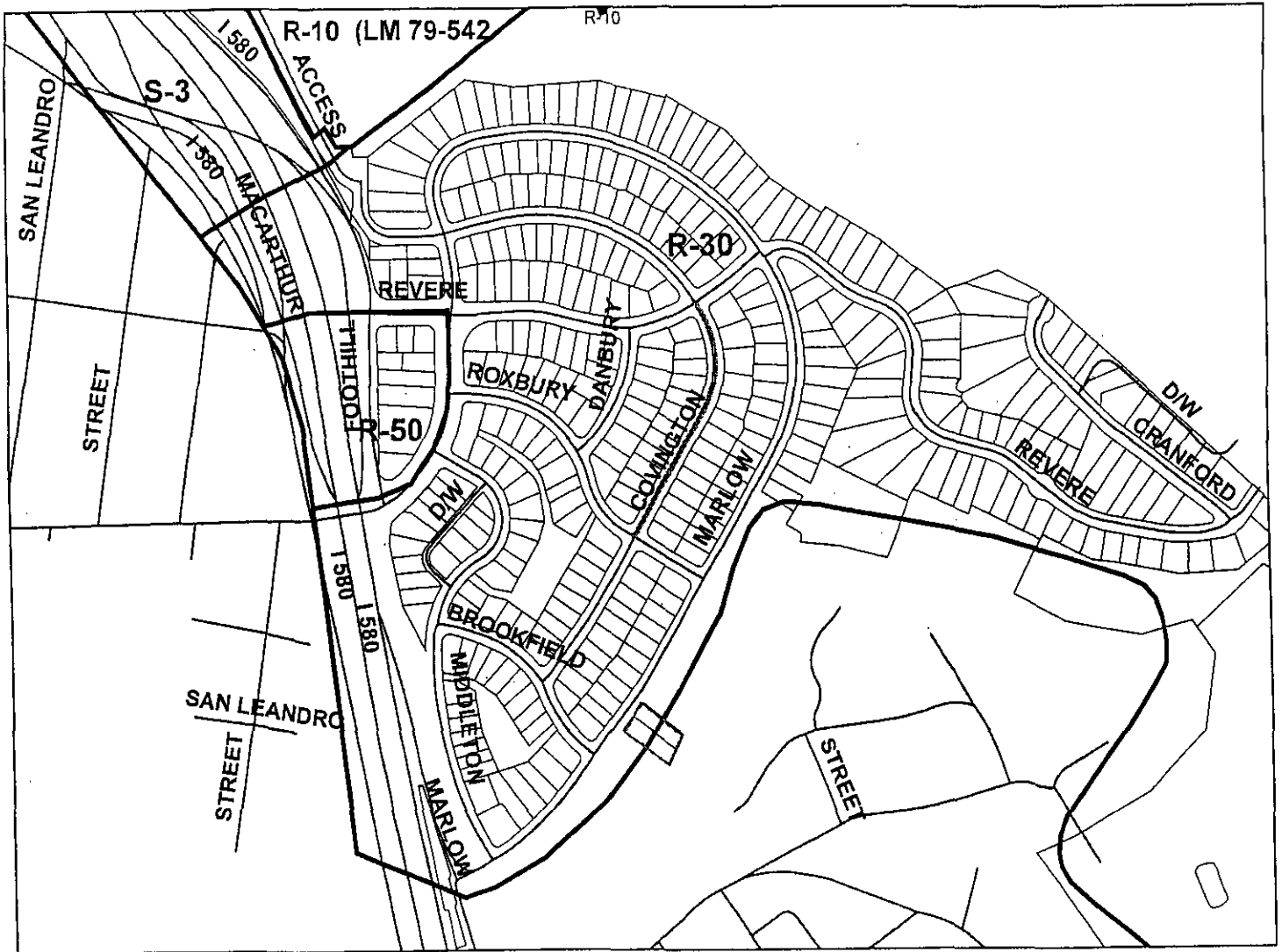
- A. Notice of Intent and Nomination form, with preliminary property list
- B. Proposed S-20 zoning text and related text changes and design guidelines
- C. Eligibility Rating Sheet

2.	Location:	Sheffield Village: All properties located on Roxbury Avenue, Marlow Drive, Middleton Street, Covington Street, Brookfield Avenue, Danbury Street properties from 2900 to 3200 inclusive, Revere Avenue and 11810 to 11848 Foothill Blvd.
	Proposal:	Application to designate Sheffield Village as an S-20 Historic Preservation District Combining Zone
	Owner/Applicant:	Sheffield Village Homeowners Association (Christopher L. Barker)
	Case File Number:	RZ04--076
	Planning Permits Required:	Rezoning to S-20 Historic Preservation District Combining Zone Designation
	General Plan:	Detached Unit Residential
	Zoning:	R-30
	Environmental Determination:	Exempt per Sections 15061(3) and 15331 of the State CEQA Guidelines.
	Historic Status:	Oakland Cultural Heritage Survey Preliminary Rating – Area of Secondary Importance
	Service Delivery District:	6 - East Oakland
	City Council District:	7
	Status:	The Landmark Preservation Advisory Board adopted a Resolution to initiate S-20 Historic Preservation District Combining Zone designation, recommended S-20 designation to the Planning Commission, and forwarded the S-20 designation initiation to the Planning Commission for public hearing and consideration.
	Action to be Taken:	Recommend S-20 Historic Preservation District Combining Zone Designation and forward to City Council
	Finality of Decision:	City Council
	For further information:	Contact case planner Joann Pavlinec at (510) 238-6344 or by email at jpavlinec@oaklandnet.com

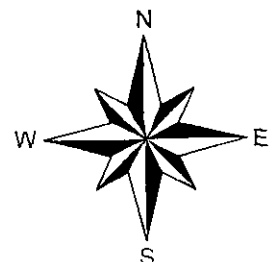
SUMMARY

The nomination of Sheffield Village for S-20 Historic Preservation District Combining Zone designation was submitted by the Sheffield Village Homeowners' Association on January 24, 2004, and reviewed by the Landmarks Preservation Advisory Board (LPAB, Board) at its March 8, 2004 meeting. At that meeting the LPAB reviewed the preliminary Evaluation Sheet for Landmark Eligibility and unanimously voted to request that the applicant prepare the full nomination and submit it to the Board. The applicant completed the full nomination and at the October 18, 2004 LPAB meeting, the Board reviewed and adopted the final Evaluation Sheet for Landmark Eligibility, reviewed and adopted a Resolution initiating the S-20 Historic Preservation District Combining Zone, and directed staff to forward the nomination to the Planning Commission for public hearing on the proposed designation. The S-20 District Zone is accomplished through adoption of an ordinance by the City Council.

CITY OF OAKLAND PLANNING COMMISSION



Case File: **RZ04-076**
Applicant: Sheffield Village Homeowners Association
Address: Sheffield Village: All Properties located on Roxbury Ave., Marlow Dr., Middleton St., Covington St., Brookfield Ave., Danbury St. from 2900 to 3200 inclusive, Revere Ave., and 11810 to 11848 Foothill Blvd.
Zone: R-30



BACKGROUND

Sheffield Village is an early (1939-50s) planned residential neighborhood in the south Oakland hills at the San Leandro border, developed by E.B. Field Company. The 400-plus homes on its curving streets are unified in size, setbacks, and use of a variety of mid-century *Period Revival* and *Moderne* styling. The Planning Department's Cultural Heritage Survey identified the Village as a potential historic district (Area of Secondary Importance) in the Citywide Preliminary Survey in 1996. The National Park Service's recent multiple property nomination and National Register Bulletin on *Historic Residential Suburbs* (Attachment A) provide additional context for documenting its significance.

In February of 2003 several Sheffield Village residents wrote letters to the Mayor and Planning Director expressing concern over a house at 14 Roxbury Avenue that had been remodeled in a modern style not in keeping with the established character of the neighborhood. At that time staff, Landmarks Board, and the Oak Center Neighborhood Association were completing designation of Oak Center as a historic district under the new S-20 zoning, an adaptation of the existing S-7 Historic Preservation Combining Zone for large residential districts. Staff and Sheffield Village representatives suggested looking into S-20 zoning for the Village.

Sheffield Village Homeowners Association member Christopher Barker undertook preparation of the nomination form. The Association conducted a vote and collected signatures indicating support for designation. Staff attended two Sheffield Village Homeowners Association meetings to describe S-20 status and answer questions about the regulations and designation process.

Landmarks Board Action

March 8, 2004: At the Landmarks Board meeting of March 8, 2004 (minutes reproduced below) the owner-applicant, Christopher L. Barker representing Sheffield Village Homeowners Association, spoke in support of the nomination of Sheffield Village as an S-20 Historic Preservation District Combining Zone. Several homeowners had also written in support. The Board reviewed the Notice of Intent and preliminary Evaluation Sheet for Landmark Eligibility and unanimously voted to request that the applicant prepare the full nomination and submit it to the Board.

From March 8, 2004 LPAB minutes:

Christopher L. Barker, representing the Sheffield Village Homeowners Association:
Handed out materials regarding Sheffield Village. Stated that they wish to preserve the character as one of the first planned communities in California (1939-52). E.B. Field

Co., the developer, bought materials in bulk and passed savings on to his homebuyers. The cost of homes ranged from \$4700 to \$6000. They include a variety of architectural styles and six or seven floor plans. It was built as a city within a city, with retail and school components. There are three parks. Sheffield Village took a vote of the 320 homes and by a majority of those homes approved the desire to achieve the S-20 designation.

October 18, 2004: At the October 18, 2004 LPAB meeting the Board reviewed the full nomination. The Board voted unanimously to adopt the final Evaluation Sheet for Landmark Eligibility (Attachment B), adopt the Resolution (Attachment C) and direct staff to forward the nomination to the Planning Commission for public hearing on the proposed designation.

From October 18, 2004 LPAB minutes:

Christopher L. Barker, representing the Sheffield Village Homeowners Association:

Chris Barker informed the Board that there are about 320 homes in the development. They are seeking the S-20 designation to preserve the character of their neighborhood as one of the first planned communities of California. Sheffield Village was built by the E. B. Field Co. between 1938-52, with the majority of homes completed prior to WWII. E. B. Field bought in bulk to save costs and passed the savings on to buyers. The original cost of homes ranged from \$4700 to \$6000. Today they sell starting at \$600,000. The Homeowners Association took the vote of each homeowner to go for the S-20 designation; it passed by a majority.

Public comments: Included praise for the grassroots movement of a community to prepare a nomination and encouragement for other neighborhoods to follow the example. The Sheffield Village community was commended for recognizing the historical, cultural and architectural significance of their properties, and for moving forward to preserve the best of our past to enhance the quality of the city as it grows in the future.

Historical and Architectural Significance

As reflected in the evaluation sheet and resolution adopted by the Landmarks Board, Sheffield Village has been found eligible for the S-20 Historic Preservation District Combining Zone in that it:

is a distinctive and well-known Oakland neighborhood with a strong period architectural character and a strong neighborhood association dating back to the tract's establishment;

was an early mass produced planned residential community in Oakland, developed by the E.B. Field Company beginning in 1939 and advertised at the time as the greatest single group housing project in the West;

as an FHA-financed development, outstandingly exemplifies the federal Depression-era program to stimulate private housing construction and make homeownership available to working families through long term mortgages and sales prices kept low through modern construction methods;

most successfully embodies the FHA standards and design principles promoted nationally for “Neighborhoods of Small Houses,” such as curvilinear streets adapted to topography and natural features, generous and well shaped lots, inclusion of parks and playgrounds, and establishment of a community organization of property owners;

retains an outstanding and well-preserved collection of pre-World War II Period Revival and Moderne small houses designed by Irwin Johnson, Theodore Thompson, and other architects of the era;

displays a remarkable variety and creativity of architectural design within the mass-produced development, mixing and matching stucco, wood siding, and brick exteriors in an endless variety of designs described at the time as English, French, Modern Colonial, Spanish, Monterey, Ranch, and Early California;

embodies mid-century history in that lots not yet developed when the United States entered the war were filled in during the postwar building boom between 1946 and 1952.

Effect of S-20 Historic Preservation Combining District

The Sheffield Village is zoned R-30. The R-30 Zone requires Design Review for alterations, an addition of 10% or more, or for new home construction. As an S-20 historic district, the following would apply:

- Alterations would still be reviewed as they are now, through the Design Review process, under the criteria of that program. However, the Planning Director could refer properties in the historic district to the Landmarks Board for review and advice if the Director determined that the proposed alteration could significantly affect the historic character of the building. Paint, roofing repairs and minor alterations and small additions matching the original are currently exempt from review, and would remain exempt in the historic district.
- In addition to the existing design criteria, guidelines based on the book *Rehab Right* will assist in determining appropriate design.
- New buildings would have more review than now, with notification to neighbors and possible referral to Landmarks Board to make sure they are compatible with the district.

- Demolition of a contributing building in the district could be postponed and could require environmental review (this would not apply if the building were clearly beyond repair).
- No fees are charged for design review of historic district buildings.

CONCLUSION

The nomination submitted by the Association clearly demonstrates that Sheffield Village is eligible for historic district designation. It is a distinctive neighborhood with an outstanding collection of pre-World War II small houses designed by prominent local architects of the era. It displays variety and creativity of architectural design within a mass-produced development that successfully embodies the FHA standards and design principles promoted nationally for “Neighborhoods of Small Houses.” As an FHA financed development it made home ownership available to working families through long term mortgages and kept sales prices low through modern construction methods.

Sheffield Village has a strong neighborhood association, demonstrated by this nomination, that dates back to the establishment of the tract. Members of the Sheffield Village Homeowners Association have been working toward historic district designation since 2003. The Association prepared the nomination and has held meetings to discuss it. There is strong neighborhood support.

The next step in the S-20 rezoning process is for the Planning Commission to review the nomination (Attachment D) and Landmarks Board recommendation of district designation. Should the Planning Commission recommend approval of the rezoning to an S-20 Historic Preservation District Combining Zone to the City Council, the Council will review the nomination and if approved, adopt an ordinance.

RECOMMENDATION

The Landmarks Board recommends historic district designation (S-20 zoning) for the proposed Sheffield Village Historic District on the basis of the nomination submitted by the Sheffield Village Homeowners Association and Cultural Heritage Survey information, which clearly demonstrate that Sheffield Village is eligible for historic district designation.

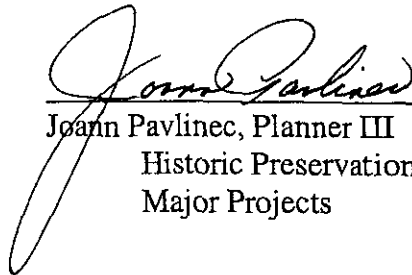
1. Affirm the environmental determination.
2. Recommend that City Council adopt an ordinance rezoning Sheffield Village to the proposed Sheffield Village Historic District, as shown on the attached map and property list (Attachment D), to the S-20 Historic Preservation District Combining Zone.

Respectfully submitted:



CLAUDIA CAPPIO
Development Director

Prepared by:



Joann Pavlinec, Planner III
Historic Preservation
Major Projects

ATTACHMENTS

- A. National Park Service, Historic Residential Suburbs Excerpts
- B. Final Landmark Eligibility Rating Sheet
- C. Landmarks Board Resolution 2004-5
- D. S-20 Nomination form with map and property list and supporting materials
- E. S-20 Historic Preservation District Combining Zone Regulations

Ref: PlanningCommissionReports/Rezone to S-20 – Sheffield Village

**City of Oakland – Landmarks Preservation Advisory Board
EVALUATION SHEET FOR LANDMARK ELIGIBILITY**

Preliminary Final

Address: Roxbury, Marlow,, Middleton, Covington, Brookfield, Danbury, Revere, etc. (see map & list
Name: Sheffield Village District

A. ARCHITECTURE

- 1. Exterior/Design: nicely detailed and varied designs and materials E VG G FP
- 2. Interior: n/a E VG G FP
- 3. Construction: pre-war frame houses, mass produced, well built E VG G FP
- 4. Designer/Builder: Irwin Johnson, Theodore Thompson, et al. arch.s E VG G FP
- 5. Style/Type: varied early/mid 20th c. moderne & period revival E VG G FP

B. HISTORY

- 6. Person/Organization: E.B. Field Co. dev. – longtime Oak. RE business E VG G FP
- 7. Event: _____ E VG G FP
- 8. Patterns: “Historic Residential Suburbs” –excellent example of national trend; early planned development in Oakland E VG G FP
- 9. Age: 1939-50s E VG G FP
- 10. Site: original location and tract boundaries E VG G FP

C. CONTEXT

- 11. Continuity: preliminarily surveyed as ASI – may be National Register eligible in “Suburbs” context E VG G FP
- 12. Familiarity: well known Oakland neighborhood E VG G FP

D. INTEGRITY

- 13. Condition: excellently maintained E G F P
- 14. Exterior Alterations: houses and landscaping remarkably intact E G F P

Evaluated by: Beth Marvin Date: 2/24/04

STATUS	
Rating: <u>B/A</u> [on a scale designed primarily for individual buildings]	
City Landmark Eligibility: <input checked="" type="checkbox"/> Eligible [District]	<input type="checkbox"/> Not eligible
National Register Status: <input type="checkbox"/> Listed	<input type="checkbox"/> In process
<input type="checkbox"/> Determined eligible	<input checked="" type="checkbox"/> Appears eligible [possibly]
Site of Opportunity <input type="checkbox"/>	

This evaluation sheet was accepted by the landmarks Preservation Advisory Board at its meeting of 10-18-04 (Date)

Attest: Jean M. Pollock
Secretary

RESOLUTION 2004-5
LANDMARKS PRESERVATION ADVISORY BOARD
CITY OF OAKLAND

WHEREAS, a proposal to rezone the area described below to the S-20 Historic Preservation District Combining Zone pursuant to Chapter 17.101D of the Oakland Planning Code has been considered by the Landmarks Preservation Advisory Board; and

WHEREAS, the Board has reviewed and examined the material pertaining to this district contained in Case File RZ04-076, the Landmark and S-20 Preservation Combining Zone Application Form and supporting documentation, copies of which are attached hereto; and

WHEREAS, the Board has determined that the proposed district meets the criteria found at Section 17.101D.010 of the Oakland Planning Code, as an area of "special interest or value ... with a large number of residential properties that may not be individually eligible for landmark designation but which as a whole constitute a historic district," in that the nominated Sheffield Village Historic District

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retains an outstanding and well-preserved collection of pre-World War II Period Revival and Moderne small houses designed by Irwin Johnson, Theodore Thompson, and other accomplished architects of the era;

displays a remarkable variety and creativity of architectural design within the mass-produced development, mixing and matching stucco, wood siding, and brick exteriors in an endless variety of designs described at the time as English, French, Modern Colonial, Spanish, Monterey, Ranch, and Early California;

embodies mid-century history in that lots not yet developed when the United States entered the war were filled in during the postwar building boom between 1946 and 1952; and

district in accordance with the Board's Guidelines for Determination of Landmark Eligibility and confirms that the district meets the Guidelines; and

WHEREAS, the Board has reviewed and accepted the Evaluation Sheet, a copy of which is attached;

Now therefore be it

RESOLVED, that the Landmarks Preservation Advisory Board hereby initiates, under the provisions of Section 17.101D.010 of the Oakland Planning Code, action to recommend to the Planning Commission and City Council as an S-20 Historic Preservation District the following area:

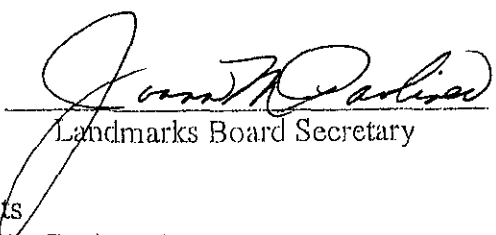
HISTORIC NAME:	Sheffield Village; Tract 537
COMMON NAME:	Sheffield Village
DATE OR PERIOD	Period of significance: 1938-52
ADDRESSES and PARCEL NUMBERS:	All those parcels and buildings within the Sheffield Village tract, as shown on the map submitted with the district nomination, on Roxbury Avenue, Marlow Drive, Middleton Street, Covington Street, Brookfield Avenue, Danbury Street, 2900 to 3199 inclusive Revere Avenue, and Foothill Way (includes 15 non-contributors listed in nomination form); located on Assessor's blocks 048 6140 through 048 6161.

And be it

FURTHER RESOLVED, that this recommendation be forwarded to the Oakland City Planning Commission for public hearing and consideration.

Approved by the Landmarks Preservation Advisory Board,
Oakland, California: October 18, 2004

ATTEST:


Landmarks Board Secretary

Attachments

- A. Eligibility Rating Sheet
- B. S-20 Nomination form with map and property list and supporting materials



Oakland Landmarks Preservation Advisory Board

OAKLAND LANDMARK AND S-20 HISTORIC PRESERVATION DISTRICT COMBINING ZONE APPLICATION FORM

This form is for use in requesting the City of Oakland pursuant to its Zoning Regulations to establish a landmark or landmark site or to rezone one or more properties to the S-20 Historic Preservation District Combining Zone. See instructions in "HOW TO COMPLETE OAKLAND LANDMARK AND S-7 PRESERVATION COMBINING ZONE APPLICATION FORM."

1. IDENTIFICATION

- A. Historic Name: Sheffield Village
- B. and/or Common Name: Sheffield Village

2. **ADDRESS/LOCATION** (List all addresses and attach map if more than one address): In Alameda County
Recorders Map Book 29, page 29, Tract number 537 and is known as "Sheffield Village" All properties
located on Roxbury Avenue, Marlow Drive, Middleton Street, Covington Street, Brookfield Avenue,
Danbury Street; properties from 2900 to 3199 inclusive Revere Avenue and Foothill Way except those
listed as "non-contributors" on page 2.

2. CLASSIFICATION

- | | | | | | | | | | | | | | | | |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------|---------------------------------|-------------------------------------|-------------------------------------------|--------------------------------------|--------------------------------------------------------|----------------------------------------|------------------------------------|-------------------------------------|-------------------------------------|-------------------------------------|-----------------------------------------|-----------------------------------|-------------------------------------------|
| <p>A. Category</p> <p><input checked="" type="checkbox"/> District</p> <p><input type="checkbox"/> Building(s)</p> <p><input type="checkbox"/> Structure</p> <p><input type="checkbox"/> Site</p> <p><input type="checkbox"/> Object</p> | <p>D. Present Use (P) and Historic Use (H)</p> <table border="0"> <tr> <td><input type="checkbox"/> Agriculture</td> <td><input type="checkbox"/> Museum</td> </tr> <tr> <td><input type="checkbox"/> Commercial</td> <td><input checked="" type="checkbox"/> Parks</td> </tr> <tr> <td><input type="checkbox"/> Educational</td> <td><input checked="" type="checkbox"/> Private Residences</td> </tr> <tr> <td><input type="checkbox"/> Entertainment</td> <td><input type="checkbox"/> Religious</td> </tr> <tr> <td><input type="checkbox"/> Government</td> <td><input type="checkbox"/> Scientific</td> </tr> <tr> <td><input type="checkbox"/> Industrial</td> <td><input type="checkbox"/> Transportation</td> </tr> <tr> <td><input type="checkbox"/> Military</td> <td><input type="checkbox"/> Other (Specify):</td> </tr> </table> | <input type="checkbox"/> Agriculture | <input type="checkbox"/> Museum | <input type="checkbox"/> Commercial | <input checked="" type="checkbox"/> Parks | <input type="checkbox"/> Educational | <input checked="" type="checkbox"/> Private Residences | <input type="checkbox"/> Entertainment | <input type="checkbox"/> Religious | <input type="checkbox"/> Government | <input type="checkbox"/> Scientific | <input type="checkbox"/> Industrial | <input type="checkbox"/> Transportation | <input type="checkbox"/> Military | <input type="checkbox"/> Other (Specify): |
| <input type="checkbox"/> Agriculture | <input type="checkbox"/> Museum | | | | | | | | | | | | | | |
| <input type="checkbox"/> Commercial | <input checked="" type="checkbox"/> Parks | | | | | | | | | | | | | | |
| <input type="checkbox"/> Educational | <input checked="" type="checkbox"/> Private Residences | | | | | | | | | | | | | | |
| <input type="checkbox"/> Entertainment | <input type="checkbox"/> Religious | | | | | | | | | | | | | | |
| <input type="checkbox"/> Government | <input type="checkbox"/> Scientific | | | | | | | | | | | | | | |
| <input type="checkbox"/> Industrial | <input type="checkbox"/> Transportation | | | | | | | | | | | | | | |
| <input type="checkbox"/> Military | <input type="checkbox"/> Other (Specify): | | | | | | | | | | | | | | |
| <p>B. Status</p> <p><input checked="" type="checkbox"/> Occupied</p> <p><input type="checkbox"/> Unoccupied</p> <p><input type="checkbox"/> Work in progress</p> | <p>E. Number of Resources within Property</p> <table border="0"> <tr> <td>Contributing</td> <td>Non-contributing</td> </tr> <tr> <td><u>307</u> homes</td> <td><u>15</u> buildings</td> </tr> <tr> <td>_____</td> <td>_____ sites</td> </tr> <tr> <td>_____</td> <td>_____ structures</td> </tr> <tr> <td>_____</td> <td>_____ objects</td> </tr> <tr> <td>_____</td> <td><u>15</u> Total</td> </tr> </table> | Contributing | Non-contributing | <u>307</u> homes | <u>15</u> buildings | _____ | _____ sites | _____ | _____ structures | _____ | _____ objects | _____ | <u>15</u> Total | | |
| Contributing | Non-contributing | | | | | | | | | | | | | | |
| <u>307</u> homes | <u>15</u> buildings | | | | | | | | | | | | | | |
| _____ | _____ sites | | | | | | | | | | | | | | |
| _____ | _____ structures | | | | | | | | | | | | | | |
| _____ | _____ objects | | | | | | | | | | | | | | |
| _____ | <u>15</u> Total | | | | | | | | | | | | | | |
| <p>C. Accessible</p> <p><input type="checkbox"/> Yes: restricted</p> <p><input checked="" type="checkbox"/> Yes: unrestricted</p> <p><input type="checkbox"/> No</p> | | | | | | | | | | | | | | | |

14 Danbury Street
1, 29, 31, 33, 45, 65, 71 Marlow Drive
2910 Revere Avenue
11810, 11818, 11824, 11830, 11840, 11848 Foothill Way

3. OWNER OF PROPERTY

Name: see attached excel file and attached plat map

Street and Number: _____

City: _____ State: _____ Zip Code: _____

Assessor's Parcel Number: 048 6140 SHV

5. EXISTING FEDERAL/STATE DESIGNATIONS

A. Federal

- National Historic Landmark
- Included in National Register of Historic Places
- Determined eligible for inclusion in National Register of Historic Places

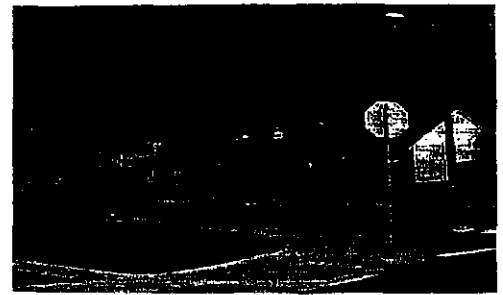
B. State

- California Historical Landmark
- California Point of Historic Interest
- State Historical Resources Inventory (primary record only)

6. REPRESENTATION IN EXISTING SURVEYS

Name of Survey	Survey Rating (if applicable)	Date	Depository
OCHS	ASI	1996	Oakland City Planning Dept.





7. DESCRIPTION

A. Condition:

- Excellent
- Good
- Fair

B. Alterations: (Check one)

- Deteriorated
- Ruins
- Unexposed

- Unaltered **
- Altered

C. Site (Check one)

- Original Site
- Moved (Date _____)

** Some homes in the district have been added onto over the years and still conform to the original style of the neighborhood.

D. Style/Type: dwelling - various styles - see section 8 G Neighborhood conforms to FHA Land Planning requirements as documented in "National Register Bulletin, Historic Residential Suburbs: Guidelines for Evaluation and Documentation"

E. Describe the present and original (if known) physical appearance: Most homes in this neighborhood have been well cared for and resemble the original structures very closely - see section 8 G

8. SIGNIFICANCE

A. Period:

- Prehistoric
- Pre-1869
- 1869-1906
- 1906-1945
- Post-1945

B. Areas of significance--check and justify below:

- Archeology-prehistoric
- Archeology-historic
- Agriculture
- Architecture
- Art
- Commerce
- Communications
- Community Planning
- Conservation
- Economics
- Education
- Engineering
- Exploration/settlement
- Industry
- Invention
- Landscape architecture
- Law
- Literature
- Military
- Music
- Philosophy
- Politics/government
- Religion
- Science
- Sculpture
- Social/humanitarian
- Theater
- Transportation
- Other (specify)

C. Period of Significance: 1939-1952

D. Significant dates: 1939-1952

E. BUDGET/Architect/Designer: E.B. Field Company, budget
Theodore N. Thompson, A.I.A., architect
Irwin Johnson, A.I.A, architect

F. Significant persons:

G. Statement of Significance (include summary statement of significance as first paragraph):

Sheffield Village – The Jewel of Oakland

In 1939, the E.B. Field Company promised in an Oakland Tribune newspaper advertisement:

- Greatest single group housing project in the West
- Mass production methods used in construction
- Choice of plans and exteriors
- Near schools, churches and transportation
- Community recreational centers
- Each house will have hardwood floors throughout

And so the brand new Sheffield Village housing development became a west coast phenomenon as one of the first mass produced planned communities and the largest FHA lending project of its day. Today, the Sheffield Village Homeowners' Association is trying to make sure that the character of this historic development is preserved as a prime example of pre and post World War II architecture and as one of the first mass built communities on the West Coast.

Taking a few steps back to early 1938, the E.B. Field Company surveyed many sites in which to locate their new housing development. They found an ideal 98 acre parcel of land owned by St. Mary's College nestled up against the East Bay hills on Foothill Boulevard near Dutton Avenue in the South Hills area of Oakland. The Field Company's intention was to build 315 homes on 68 acres as the first phase of construction. Planners set out to comply with FHA neighborhood design requirements and "desireable standards" such as the adaptation of subdivision layout to topography and to the natural features of the land. Two other FHA planning standards included in the Sheffield Village Design was the inclusion of 3 park areas, including a playground and tennis court and the creation of a community organization of property owners.

Plans called for homes on large lots of at least 5000 square feet. These homes would be 2 and 3 bedroom homes with 5 and 6 rooms in total respectively. Included in the plans were all streets, storm drains, full landscaping including lawns and shrubbery, recreational centers with tennis courts, playground equipment, on 3 community owned private parks. *Sheffield Village was touted as "metropolitan living in a country club setting".*

On March 25, 1939, E.B. Field Construction broke ground on the first 52 of these homes. Sheffield Village was Oakland's new \$1,500,000 housing project under section 210 of the Federal Housing Act. Mass production methods enabled the Field Corporation to construct these homes at minimum cost and long term mortgage loans from the Federal Housing Administration made the purchase of these homes as easy as paying rent on a rental.

These homes were offered for sale at prices ranging from \$4,750 to \$5,959. Included in the plans were landscaping, hardwood floors throughout, kitchen cabinets, hot air and hot water heaters and a choice of floor plan and exterior

finish which will make each unit individual and distinctive.

Under the supervision of Theodore N. Thompson, A.I.A., the mass building project was broken down into a very diverse selection of attractive exterior designs. To this day, 60 plus years later, it takes a trained eye to tell that there were only a handful of designs built in this neighborhood. The first 100 completed homes were English, French, Modern Colonial, Spanish, and Monterey architectural styles. The next set of 64 homes was architected by Irwin Johnson, A.I.A. and those homes were of Ranch House, Colonial, and Early California designs. Buyers in the day were able to make their own selection of color scheme, paint and wall paper, and could even move around interior walls if the purchase was completed before construction began!

Interestingly with construction starting in 1939 and continuing until World War II started in December 1941, The Field Corporation sold a house and a lot as a "package" deal for the above stated prices between \$4,750 and \$5,959. After the war started, home buying came to a screeching halt and the builder decided to sell a "lot only" as another option so that families could purchase property in Sheffield Village and build their dream home at a later date when the United States economy was more stable. It is evident in walking Sheffield Village that the first homes and lots sold together and built by the Field Corporation are centered on Covington Street, Revere Avenue, Danbury Street bordered by the north side of Roxbury and the south side of Marlow Drive. Here the designs of the homes look strikingly similar. As you push out within the community, you see more diversity of design with many of the homes purchased as a "lot only" and then built anytime between 1946 and 1952.

Interiors of these homes left no practical detail to wish for. Standard equipment included all hardware and fixtures; hardwood floors throughout; tiled bathrooms in bright "fiesta ware" colors for the time with a tub and a shower. There was an automatic hot water heater, gas furnace, spacious kitchen with built in cabinets, shelves, cupboards and linoleum floors. The kitchen also had tin lined drawers that tilted out when pulled open for flour and sugar. There was also a cupboard vented to the outside to keep vegetables fresh. Many homes featured built in ironing boards and hidden built in phone book holders above the niche where the telephone was meant to be placed. These homes featured something called a Red Seal wiring. This meant that there were plenty of electrical outlets in each room while also insuring that the fuses were adequate to protect the home. Some of the first built homes came with built in illuminated house numbers, a built in mail box, and usually a built in milk vault to make receiving milk deliveries as convenient as possible.

As you walk around within Sheffield Village you note that a variety of exterior building products were used. You will see wood siding, painted stucco, or brick. Every house has a brick chimney designed exactly alike. Roof lines all look fairly similar according to the style of the exterior design of the home. Today you find some homes which have been added onto and in just about every case the addition blends in from a style and materials standpoint with the surrounding homes.

At the base of the development between Marlow Drive and Foothill Way are a set of buildings. Most of these buildings are multi unit apartment buildings built anywhere from 1956 to 1968. The land that these buildings sits on was designed by the builder to be a series of retail shops for the use of the Sheffield Village Community. These retail shops actually included a small grocery store, a creamery, and up until the mid 1960's a carpet store among other establishments. It is easy to see that before the 580 freeway was built, these retail stores probably thrived with Foothill Boulevard right there bringing in customers. Note also that in 1968 when the 580 Freeway was built, 23 homes were sold on Middleton Street to the State of California and were razed to make way for the new above ground freeway.

Also of interest is that Sheffield Village was conceived to be an almost self sufficient community complete with the above mentioned retail stores but also with its own elementary school. Today, Lots 333 to 339 sit on what used to be Lot 329, the site of the proposed school site which never became a reality. There was once a school site in Sheffield

once an agreement was made between the Cities of Oakland and San Leandro to allow Sheffield Village children to attend the much closer San Leandro schools.

Today Sheffield Village has an active Homeowners' Association dedicated to making sure that the neighborhood retains its 1940's charm. In December 2003, The Homeowners' Association conducted a petition drive to gague support for the S-20 designation. 177 owners favored the S-20; 25 owners did not favor the S-20 designation and 120 owners did not vote on the issue. The advisory vote passed with more than a simple majority. Not surprisingly these homes that originally sold for almost \$5,000 are now selling for in excess of \$500,000. Sheffield Village is a development worth preserving as time goes on!

9. MAJOR BIBLIOGRAPHICAL REFERENCES -Oakland Tribune articles; National Register Bulletin on Historic Residential Suburbs

10. GEOGRAPHICAL DATA

A. Land area of property (square feet or acres): 68 acres approximately

B. UTM References:

USGS Quadrangle Name: San Leandro USGS Quadrangle Scale 1-24,000

A	<u>10</u>	<u>575940</u>	<u>4177000</u>	B	<u>10</u>	<u>576400</u>	<u>4176650</u>
	Zone	Easting	Northing		Zone	Easting	Northing

C	<u>10</u>	<u>575940</u>	<u>4176140</u>	D	<u> </u>	<u> </u>	<u> </u>
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C. Verbal boundary description: The Sheffield Village district is a visually distinctive mid-20th century residential district of approximately 321 homes and apartment buildings, on all or part of 14 blocks, in the South Hills neighborhood. Terrain is hilly. Street pattern is contoured. Lots are regular. Setbacks are large. Buildings are similar in age, and similar in design. Present use is single family residence. Most buildings date from the 1940's. The property type is wartime tract house. The boundaries are Marlow Drive bordering the North, West and East bounds with Middleton Street (and Highway 580) bordering the south boundary.

11. FORM PREPARED BY

Name/Title: Christopher L. Barker, Secretary Treasurer

Organization: Sheffield Village Homeowners' Association Date: August 24, 2004

Street and Number: 3062 Roxbury Avenue Telephone: (510)632-3528

City/Town: Oakland State: CA Zip Code: 94605

DEPARTMENTAL USE ONLY

A. Accepted by: _____ Date: _____

B. Action by Landmarks Preservation Advisory Board

_____ Recommended _____ Not recommended for landmark/S-7 designation

Date: _____ Resolution number: _____

C. Action by City Planning Commission

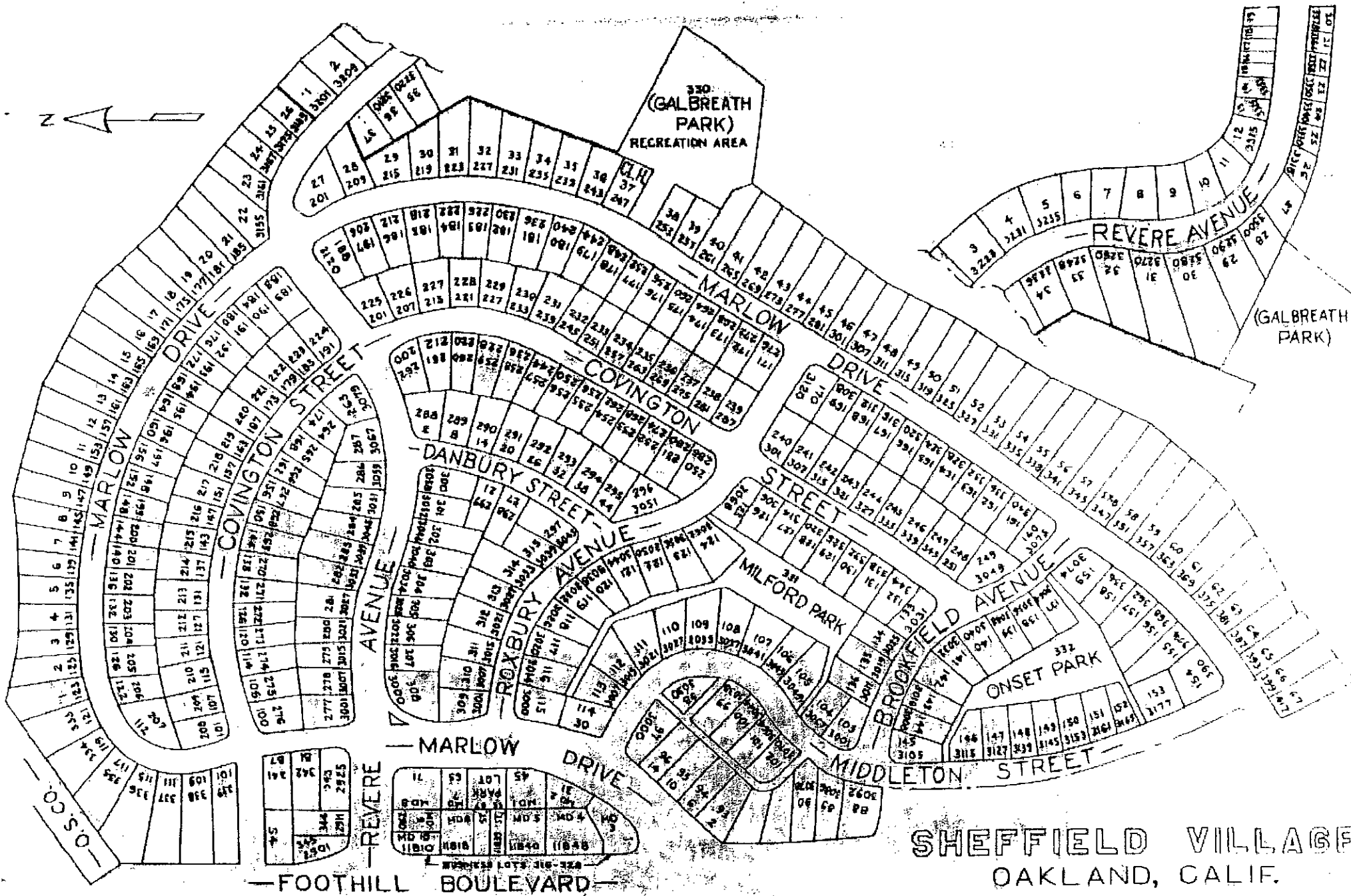
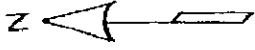
_____ Recommended _____ Not recommended for landmark/S-7 designation

Date: _____

D. Action by City Council

_____ Designated _____ Not Designated

Date: _____ Ordinance No: _____



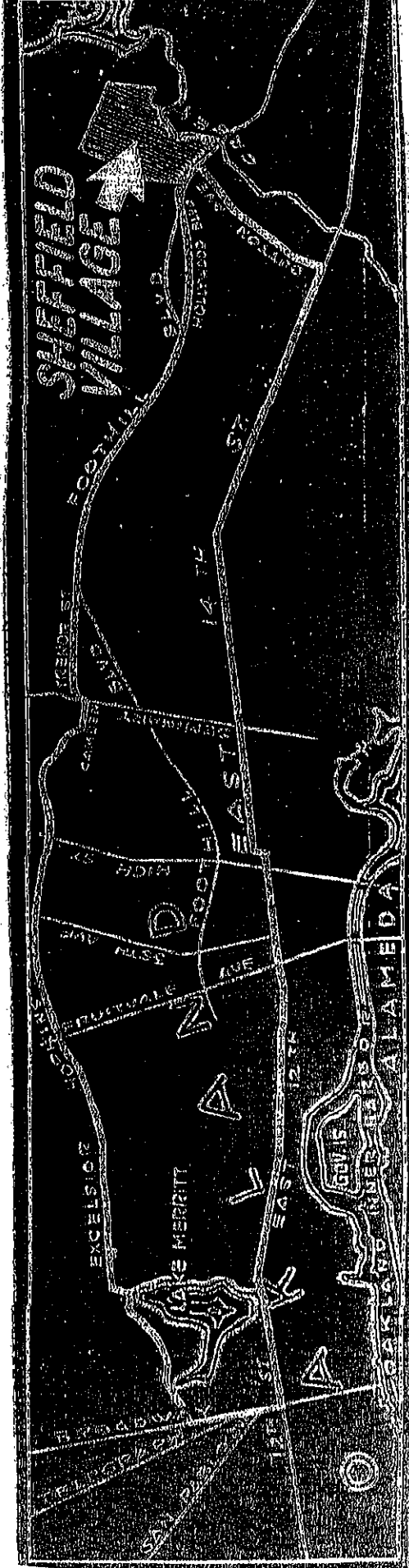
SHEFFIELD VILLAGE
OAKLAND, CALIF.

DEVELOPMENT SECTION

Oakland  Tribune

OAKLAND, CALIFORNIA, SUNDAY, OCTOBER 15, 1899

Panorama of Sheffield Villa



New Residential Section Is To Be a City Within a City

By EARLE V. WELLER

A city within a city! That's what Sheffield Village will soon be with 315 homes, modern in every respect, plenty of elbow room and parks and playgrounds in which the children can play in safety.

What was, at one time, to have been the campus of St. Mary's college, at Foothill Boulevard and Dutton Avenue is the site of Oakland's new \$1,500,000 residential development. Sheltered on three sides by the high hills, it boasts an equable climate, dry and stimulating, and is protected from the cold winds and fog that drift in from the sea.

The first unit of 52 homes has been completed, and more than 30 families already have begun to enjoy this unique residential area. Work has begun on the second unit of 57 homes, and many of these residences have been sold as construction gets under way. Work on the first of the tennis courts and playgrounds has also started, and the recreational fields will be ready for full use by Spring.

SAVINGS EFFECTED

Great savings have been effected in building operations by the sustained program of construction, and by the purchase of materials in huge quantities. These savings have been passed on to purchasers in the form of low prices for completed units, homes which would cost considerably more if built as an individual project.

At the outset, high standards for materials and construction were established by the E. B. Field Corporation architects and engineers, for Sheffield Village homes were planned as the "last word" in modern, scientific housing, with the idea that "if you had a million dollars, you couldn't build a better 5 or 6-room house than these."

The public was invited to visit the property and watch every operation of the construction. Even now the home-seeker can see Sheffield Village homes in every detail, from the concrete foundations to the painting, finishing and landscaping which convert a house into a home. The vast scale of the plans, involving the expenditure of hundreds of thousands of dollars, did not permit skimping on details, and every item has been included which would contribute to the comfort and well being of the occupant.

Modern home-seekers look for attractive color combinations, and these have been featured, even to the bathroom fixtures, which, although they cost more per unit than the plain finished type, add greatly to the beauty of the home.

Kitchens are no longer the high-ceilinged, gloomy rooms they used to be. They are scientifically

cabinets for dishes and pots and pans, drawers and doors that open and close easily, dust-proof shelving for all the various cooking necessities.

Sheffield Village kitchens are models of efficiency. Planned by experts of the Peerless Built-in Fixtures Company, they attract the eye of every woman who visits the place. Preparing a meal in a Sheffield Village kitchen is a pleasure. There is a minimum of steps to be taken, and every move is calculated in advance.

Tiled sinks and inlaid linoleum on the floor, dinettes in some of the homes, ironing boards and recesses for stove and refrigerator . . . these are features of the "Village" culinary establishments.

Two laundry tubs are provided while, in the bathroom, are facilities for tub and shower. Brass faucets are standard equipment, and copper piping for hot and cold water insures a lifetime of service and a minimum of repair.

The living rooms are designed for happy living. Large and conveniently arranged for a maximum of light, they have fireplaces and attractive lighting fixtures. Some have bay windows and recesses for books and bric-a-brac.

Red Seal wiring is also standard for Sheffield Village homes. This means the highest type of electrical design for efficient use in all parts of the home. It means many outlets, a plug for the mantel clock, the radio and the stand lamps, a plug for the vacuum cleaner, and all the variety of electrical gadgets that make for modern living.

All Sheffield Village homes have double garages, and the doors are of the "controller" type, overhead swinging, and they are so carefully balanced that they can be handled by a child. Concrete approaches to the garages are all installed, and the rear service yard is entirely enclosed with a picket fence. The front yard is completely landscaped with lawn and shrubs, so that a Sheffield Village home is all prepared for immediate enjoyment of the full comfort facilities of daily life.

STREAM AND PARK

Down the boundary line of the Village runs a wooded, live creek, fed by the waters of Lake Chabot. It is one of the most picturesque of streams, and for many years has attracted picnickers and swimming parties from miles around. Part of the stream will be included in Calbraith Park, a recreational area which will be owned and controlled by the residents of the Village, and where families may enjoy all the

Was Conceived

By LEE DUNHAM

Sheffield Village isn't like Topsy. It didn't "just grow." It began as an intangible conception of the ideal residential area of small homes. The thought came to the mind of E. B. Field, a pioneer in real estate development in Northern California.

The idea was discussed with other realty men in this area. Then a survey was made of important developments in the East. Each new subdivision was examined, and its favorable points noted. In the meantime Field looked about for a location in which his dream of an ideal home development might become real.

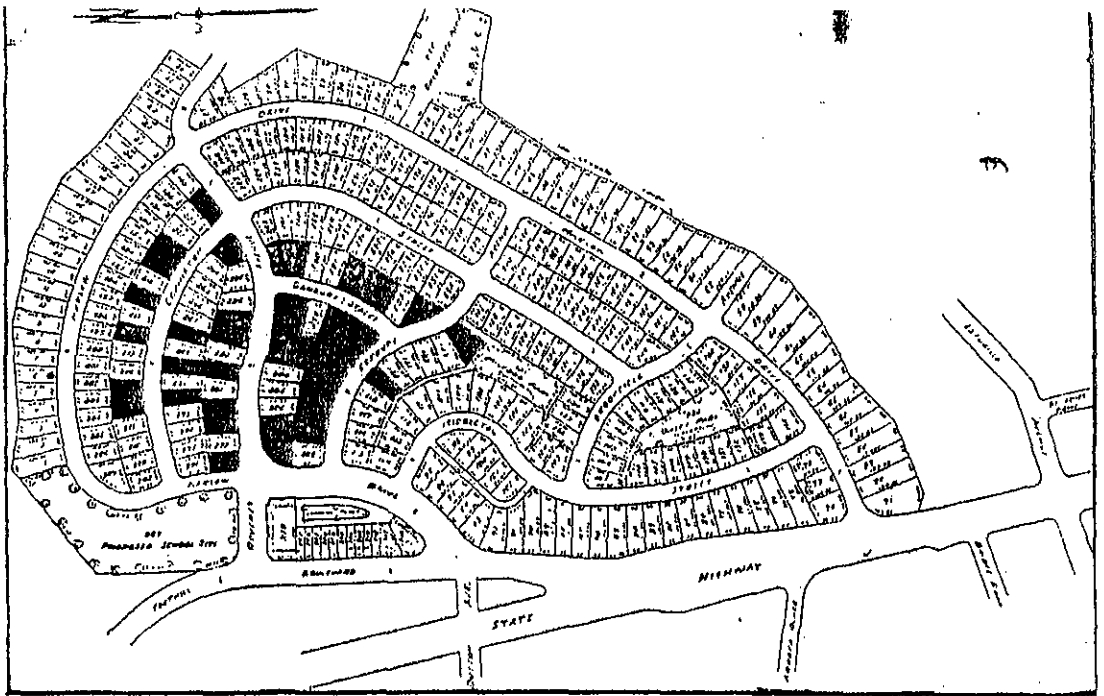
Fortune favored the search. The original St. Mary's College property, which was to have been the site of a seat of learning at Foothill Boulevard and Dutton Avenue, came up for sale. It had been a fertile rancho of the Spanish days, of the era of the Peraltas and the romantic age of the Dons. Sheltered by the hills, it was protected from the cold winds and fogs of the Pacific, and along its borders ran the singing waters of a picturesque stream.

The E. B. Field Corporation purchased the property, the first step in the realization of that earlier dream. Theodore N. Thompson, an architect, was engaged to draw up plans and specifications for these homes of a modern age. Model houses, prize-winning plans, attractive layouts from all over the world were studied . . . their salient points discussed, their suitability to Oakland climate and needs considered, and out of this research and study came the selected blue prints to be followed.

For more than a year these plans were studied and restudied, costs were computed and recomputed, alterations made as new ideas presented themselves. Finally the architectural period was over, and the engineering staff was called in.

Anthony Stauffacher joined the E. B. Field Corporation as construction engineer, coming to the organization with a brilliant record in getting things done well and thoroughly.

In March of 1939 the first shovel of earth was moved at the site of Sheffield Village. Then came a period of mechanized attack against



This map of Sheffield Village, the E. B. Field Co. residential development at Foothill Boulevard and Dutton Avenue, shows the various building sites, streets and contours of the property. The sites marked black have already been sold, and homes erected on the same.

the natural terrain, a fill here and a leveling there, streets to be laid out, excavations to be made for sewers, for gas lines and water.

Under Stauffacher's direction, a crew of civil engineers laid out the sites for the first unit of 53 homes. Then came huge concrete mixers and layers, and the foundations were soon in, all scientifically compounded under precise conditions to endure through the years.

As rapidly as the concrete foundations were set, the carpenters were called in, working in shifts to maintain a steady pace and uniform workmanship.

As the first frames arose and Sheffield Village began to take on the semblance of a small city, Oakland's civic leaders paid a visit to the community.

Government investigators looked into the plan and found Sheffield Village one of the favored home developments which could qualify

Many Buyers

More than 30 persons have bought homes already in Sheffield Village.

These buyers include two architects, a civil engineer, the cashier of a San Francisco insurance company, an employment manager, a police inspector, the secretary of a large corporation, the branch manager of a chain store, a telephone engineer, a metallurgist and the manager of a men's store.

for loans under Section 210 of the Federal Housing Act.

Then, following the approval of the civic leaders of Oakland and the Federal Housing experts, came the more important commendation of the homeowners themselves. The 30 families of Sheffield Village are proud of their location . . . They have tried out "The Way to Happy Living" and have found it good.

House Numbers Are Illuminated

The Neon Electric Corporation of Oakland has developed an entirely new form of illuminated house number, which also constitutes an attractive porch light. Sold under the trade name "Neolite," the first units are now being installed on new homes in Sheffield Village—at Foothill Boulevard and Dutton Avenue, Oakland—a residential development of the E. B. Field Corporation.

This unit is streamlined in appearance and blends in design with the most modern architecture. The unit comprises an internal luminous tube, wherein fluorescent crystals glow in brilliant color when excited by violet radiations within the luminous tube.

Oakland Tribune October 15, 1939

SHEFFIELD VILLAGE IS GREATEST RESIDENTIAL PROJECT IN WEST

Model Home Demonstrates
Use of Color in Decoration

Property Is Fully Protected by
Long-Term Deed Restrictions



Model home on Sheffield village is a typical example of the residential development of the E. B. Field Corporation. The house is a two-story affair and built in the style of the Sheffield village. The house is a typical example of the residential development of the E. B. Field Corporation.

Village on
Ain Today

New Home Area
Is Being Protected

The Sheffield village is a residential development of the E. B. Field Corporation. The house is a two-story affair and built in the style of the Sheffield village. The house is a typical example of the residential development of the E. B. Field Corporation.

HOUSING PROJECT Started Here

Sheffield Village Construction Starts Under U.S. Auspices

Hammer and saw began their song of building today at Sheffield Village, Oakland's new \$1,600,000 housing project under section 210 of the Federal Housing Act. Construction is now under way on the first 68 homes in the tract. E. B. Field, president of the E. B. Field Corporation, and E. C. Peterson, vice-president of the Central Bank of Oakland, completed arrangements for the huge financial undertaking, and contracts were signed by Federal Housing Administration officials to make available to the public the large scale housing provisions of the Government.

An announcement reads: "Mass production methods enable the Field Corporation to construct the new homes at minimum cost, and long-time loans under the Federal Housing Administration make the purchase of the various units as easy as the payment of a monthly rental."

ST. MARY'S PROPERTY

Sheffield Village is rising on the old St. Mary's property on Rockhill Boulevard near Euston Avenue in Oakland. Plans call for large lots with plenty of room for service yards and gardens, recreational centers with tennis courts and play fields, broad paved streets, and all the conveniences usually associated with residence in a metropolitan area.

"Construction of groups of houses at one time will enable the Field Corporation to sell the five and one-half room houses at figures from \$4750 to \$4850. Included in the plans are landscaping, hardwood floors throughout, kitchen cabinets, hot air and hot water heaters, and a choice of floor plans and exterior finish which will make each unit individual and distinctive."

NEW SUBDIVISION

Oakland's new subdivision includes 88 acres. In the first unit of 68 acres, 316 homes will be erected. No vacant lots are to be left, and rigid restrictions protect the purchasers over a 40-year period.

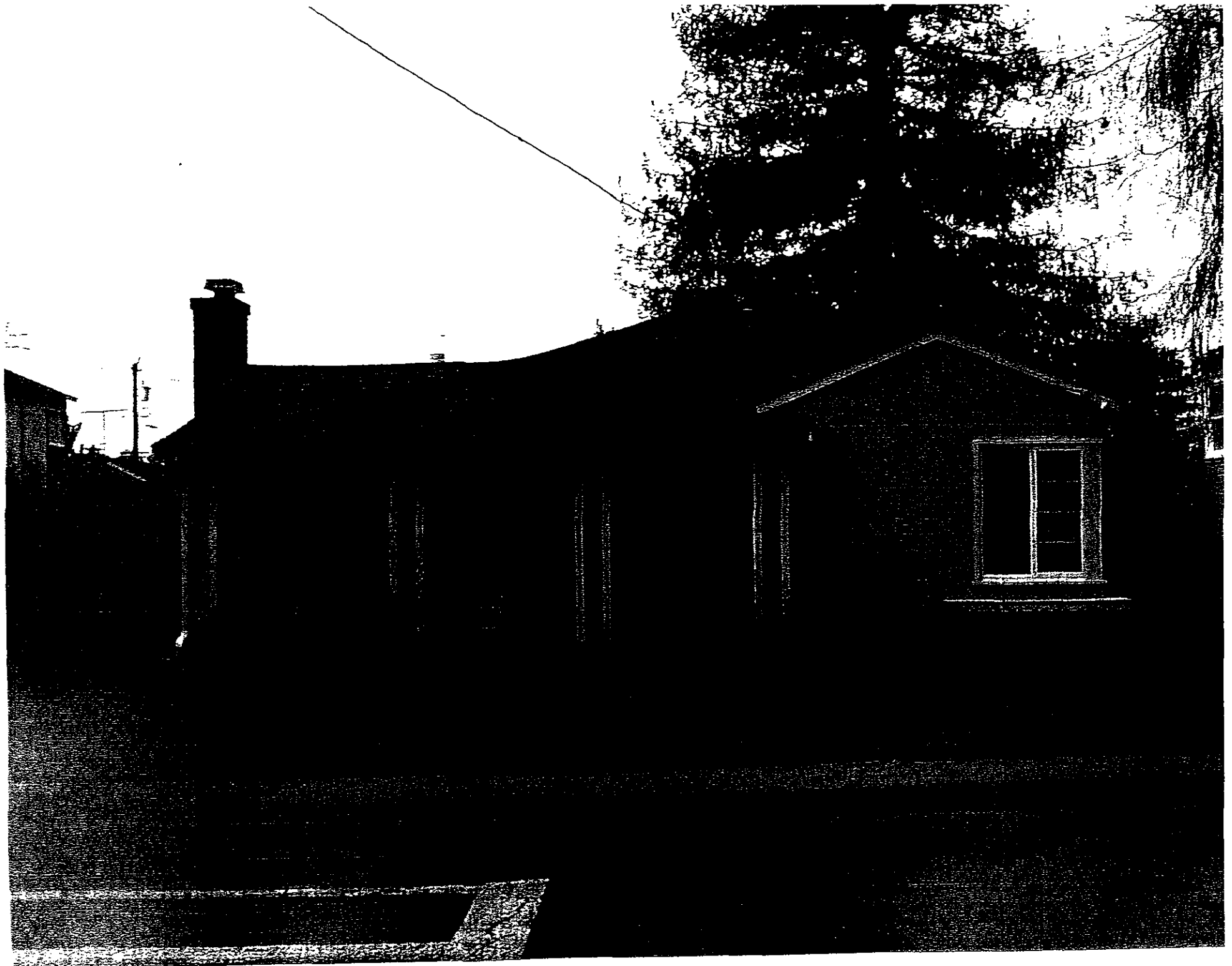
Present at the signing of the contract were Cyril C. Collins, senior staff valuator, Oakland underscriving officer, F.H.A.; H. R. Snyder, title attorney of the Administration; Catherine Graham, secretary to W. J. Lockwood, deputy administrator for zone five; Douglas E. Manual, production manager, E. B. Field Corporation, Oakland office.

Charles G. Clark, land planning consultant; D. C. McGinnest, director, Northern California district, F.H.A.; E. B. Field and E. C. Peterson, vice-president of the Central Bank of Oakland.



D. C. McGinnest, Northern California district, for Federal Housing Administration, signs the papers which start Oakland's \$1,600,000 housing project in Sheffield Village, Rockhill Boulevard at Euston Avenue, looking over the shoulder (left to right) Cyril C. Collins, H. R. Snyder, E. B. Field, president of the E. B. Field Corporation, which is carrying out the big project; Catherine Graham, E. C. Peterson, vice-president; Central Bank of Oakland; Charles G. Clark and D. E. Manual.















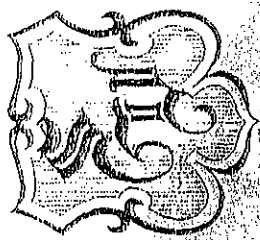
Non-contributing Apartment block at Marlow Dr. & Foothill Way



Historical
Wilmington



"Where color schemes of man and nature blend in perfect harmony."
The southeast corner of Revere Avenue and Marlowe Drive.

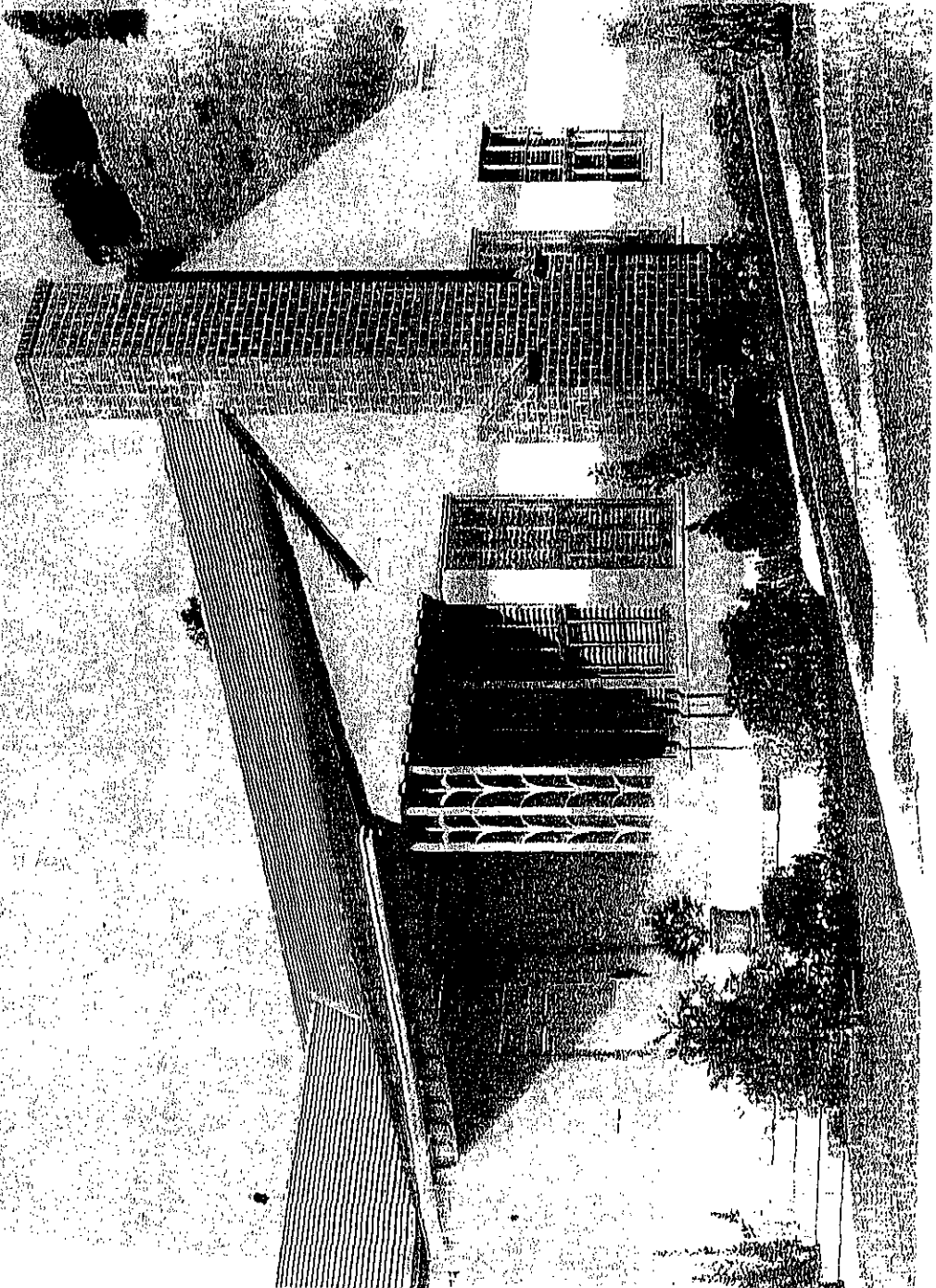


Words Can't

In no other tongue but English is the HOME quite so meaningful — a word reaches immeasurably beyond the "home" or "residence" in just the same do the HOMES of Sheffield Village supply idea of a home as merely a place in which to live. In Sheffield Village every residence the highest sense of the word is real. Every home has its own touched individuality making it wholly and distinctly your own.

And here is one of the fascinating things for a home in Sheffield Village. It is your problem as a home-seeker is to buy. In Sheffield Village you will find a home of which you dream waiting to accommodate itself to you and your needs.

Through pleasant, winding streets drive up to your home's entrance. Stand on a generous size lot (5,000 sq. ft. or more) home is complete—bright, shining, and ready to move into, down to the last fixture. The walk is in velvet lawn—landscape fences combine to make as pretty a garden as you will find in a home and garden be-

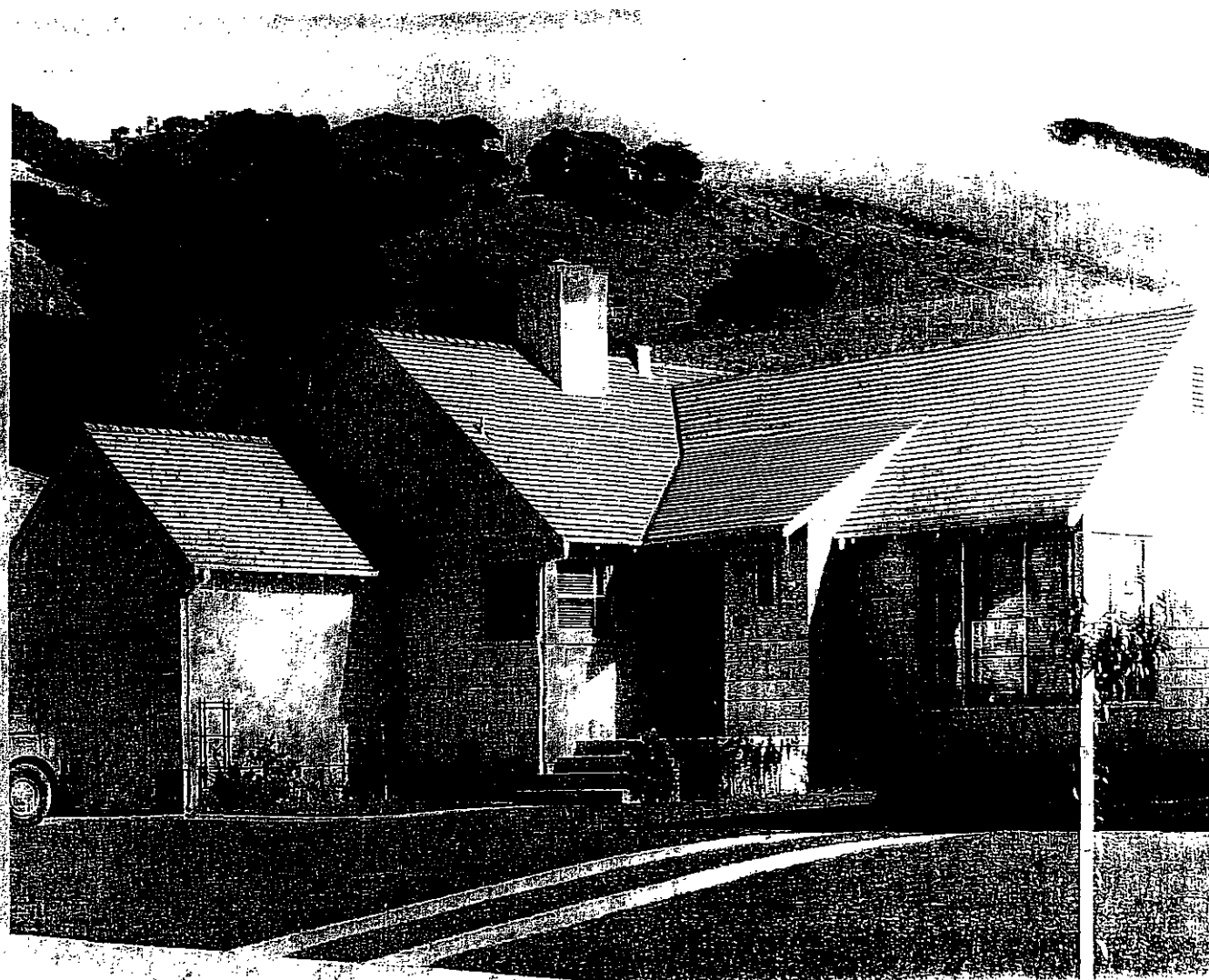


- - DESCRIBE THEM - - !

Step inside—and there is YOUR HOME!

Taste is the word to describe it — the kind of taste that makes for gracious living. The quaint brick fire place for cool evenings; the individual, harmonious fixtures, the cheerful color scheme, hardwood floors, venetian blinds. You notice practical things. The handy gas furnace heating arrangement, two or more electrical outlets in every room. You, Mrs. Home-maker, will particularly delight in the ample closet space, the built-in conveniences, and the many little things that make your big job of housekeeping easier: an extra light directly over the kitchen sink, a built-in ironing board and metal lined hot iron holder; a large capacity hot water heater; the hanging cupboards and ample work space on shelf and drainboard; the clothes closets in every bedroom equipped with shoe racks and hanger poles; the large linen closet with many wide shelves conveniently close by; and the colorful tiled bath. Above all, look closely at the fine materials that have gone into your home — the solid way it is built — its architectural charm.

It's one home in a million — and best of all, it's yours.

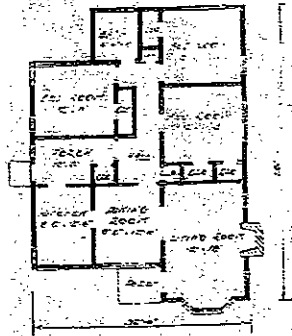




• • OUI

Every "design for living" should have behind it a careful thought out plan to be successful. When you move into Sheffield Village, you receive the benefits of much careful planning, the results of which will be evident to you on every side.

The plans for the houses themselves have all been laid out with every modern housekeeping convenience in mind. Lights and fixtures



FLOOR PLAN
12' x 16' 6"
12' x 16' 6" - 12' x 16' 6"



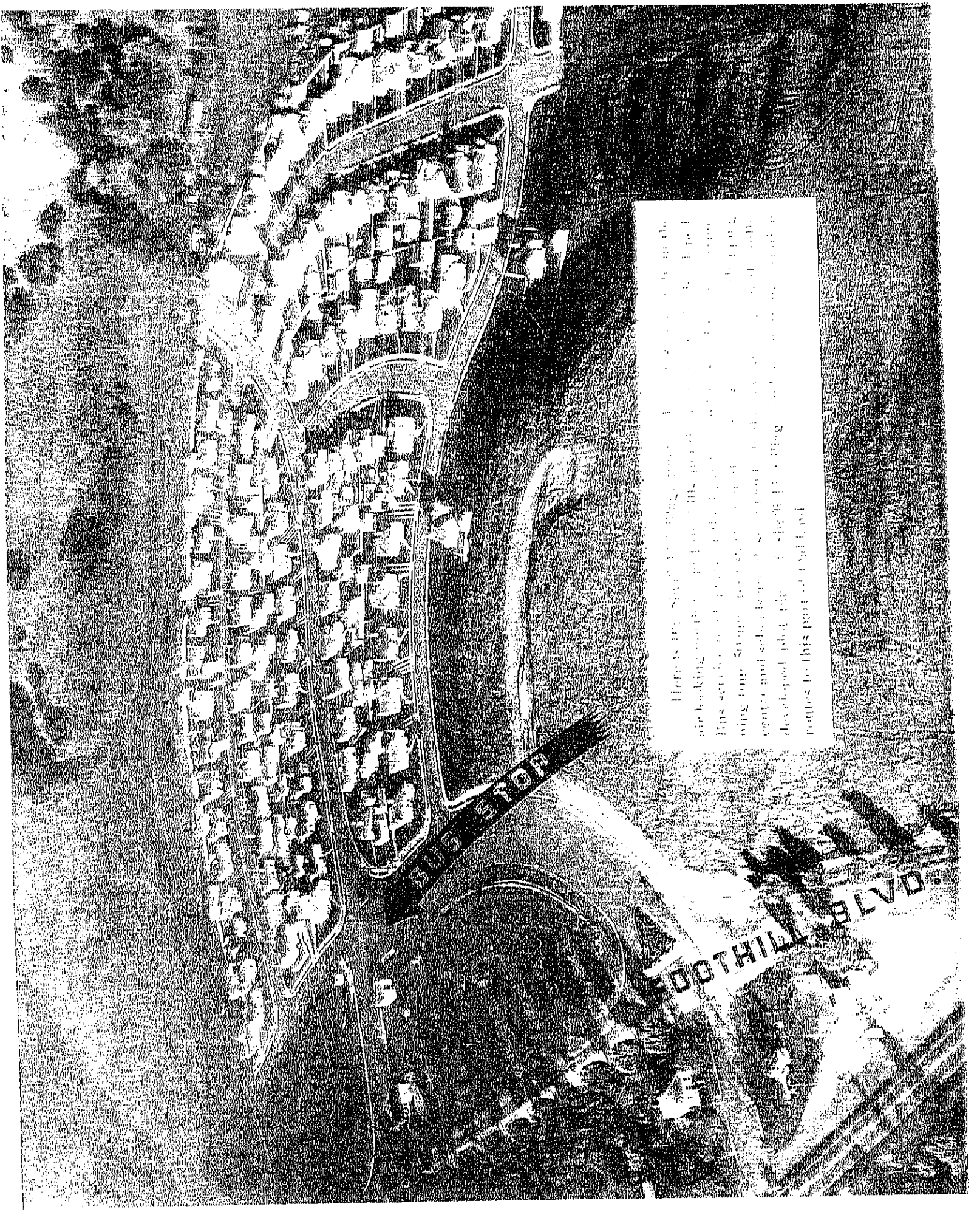
Convenience PLANS •

are the right size and are placed where they will do the most good; cupboards and closets are of good size and placed so as to save steps; the linoleum floor, tiled sink, and drainboards are easy to keep clean; windows are so placed as to allow for good furniture arrangements. And, if you don't find anything readymade to suit your requirements, it is even possible for you to have a home "tailored" to fit your taste and needs. In fact you can even start from the ground up. Select the lot you like best from the standpoint of setting and elevation, then plan your home on it. Do you need a larger than average living room? An extra bedroom? A double garage? You can have them and more. You can literally design your house for your living, just as you would if you decided to build anywhere. In Sheffield Village, however, you can do it for less because a Village home builder is given full advantage of lower material and labor costs possible only in mass construction projects.

You also have the assurance that when your home is built, there will be none of the usual "extra charges" over and above the agreed-on cost of house and lot, plus the usual escrow charges. You know that your home will be well and honestly built with the finest of architecture and materials. In short, you will have a home you will always be proud of.

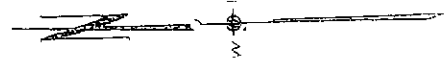
The primary consideration of any prospective home-owner is the cost of his home and how he will finance it. Sheffield Village is an F.H.A. housing project; the largest, in fact, on the Pacific Coast at the time of its inception. Thus all prospective purchasers of Sheffield Village homes have the protection and ease of purchase of the F.H.A. solidly behind them. You buy your house and lot on regular F.H.A. terms which include a ten per cent down payment and a long term, low cost finance program, the monthly payments being, of course, based on the over all cost of the property. These run anywhere from \$15 to \$30 a month less than average rent payments for homes of this caliber. And you have the supreme satisfaction of home ownership.



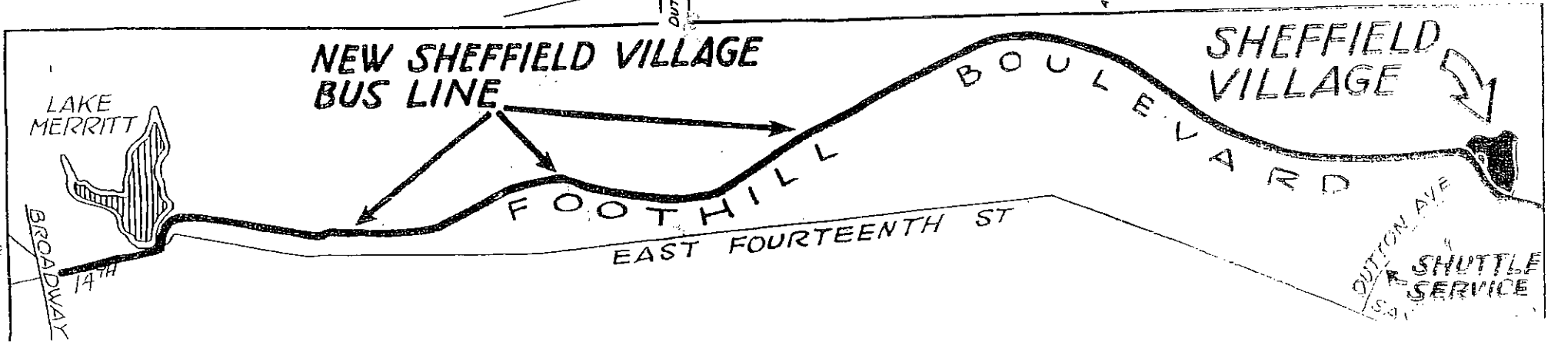
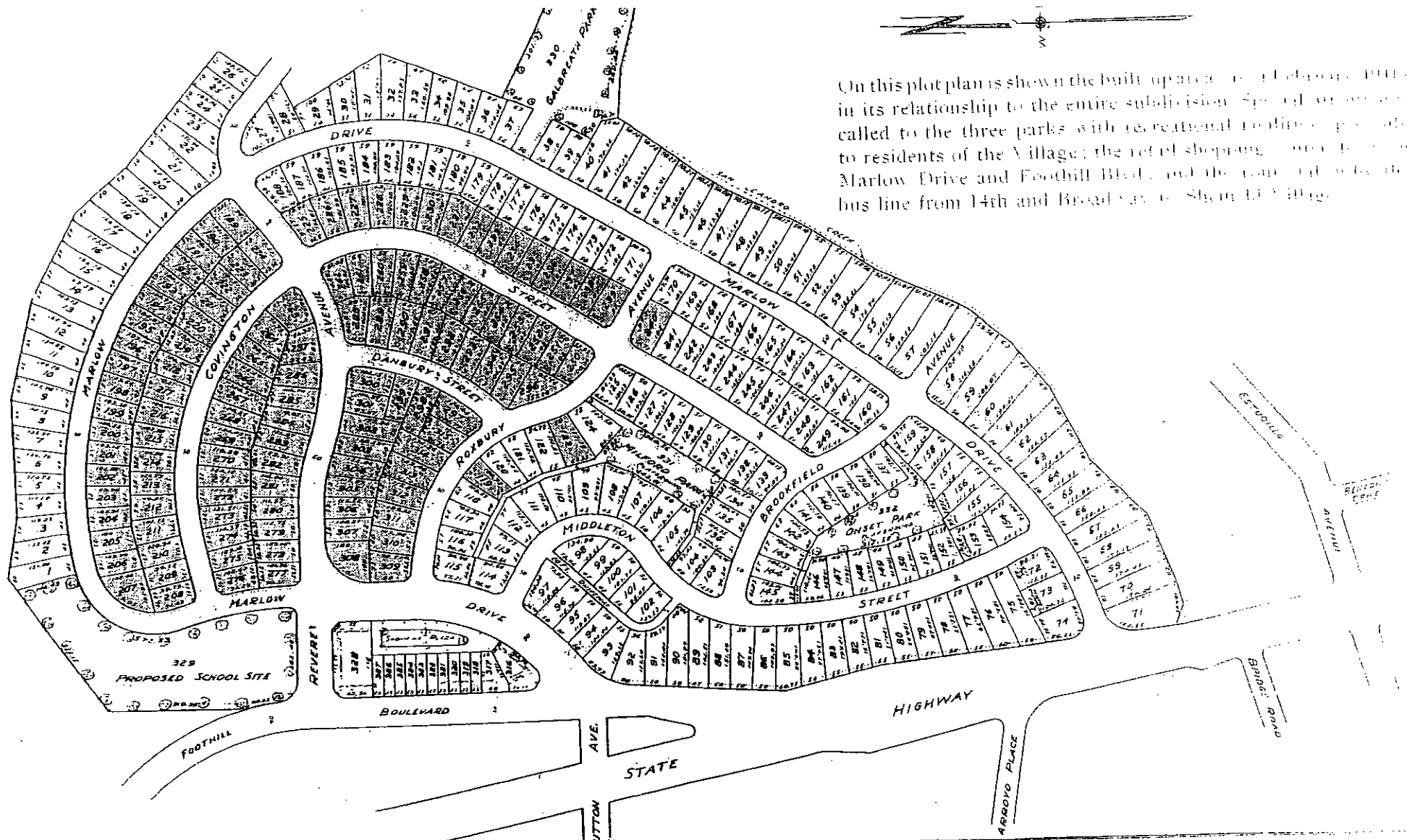


Here is the South Valley, where the city has built the first air-banking center in the city. The project is a 100-unit, 10-story bus service center. The center will provide a central location for bus service, including a waiting area, a ticket counter, a baggage claim center and a baggage check-in center. The center will also feature a developed job site. The project is located on the corner of 10th and 11th streets in the South Valley.

10TH ST. BLVD.



On this plot plan is shown the built up area of a subdivision in its relationship to the entire subdivision. Special attention is called to the three parks with recreational facilities provided to residents of the Village; the retail shopping area located on Marlow Drive and Foothill Blvd. and the planned route of the bus line from 14th and Broadway to Sheffield Village.



For Fitness

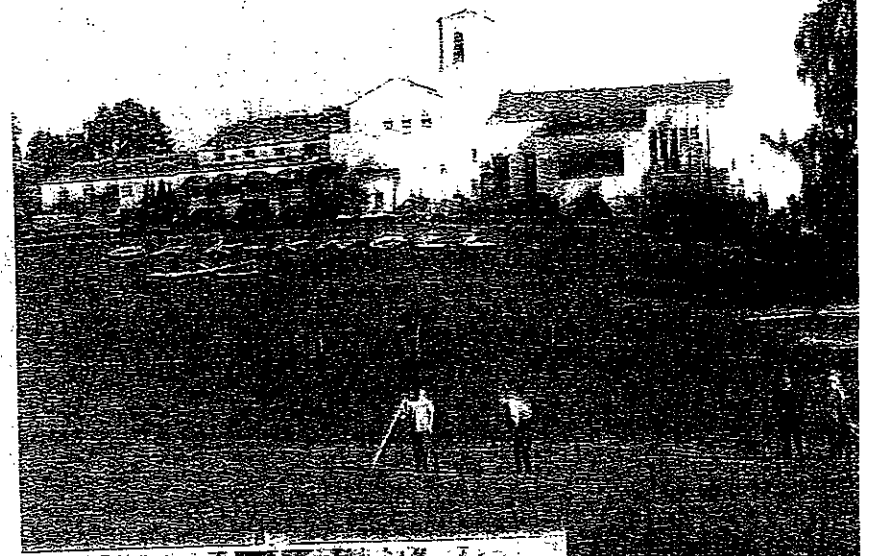
The effects of the de-vitalizing, nerves-on-edge tenseness that harasses human beings by the rush of modern living can be reduced to a mild minimum with plenty of fresh air, sun and healthful recreation.

The planners of Sheffield Village were aware of this. They knew that the full joy of living is to be found only when a certain amount of time is spent in following out-of-doors sports in a lovely and restful environment. So in Sheffield Village provision was made for both active and passive recreational outlets to take full advantage of the ideal climatic conditions.

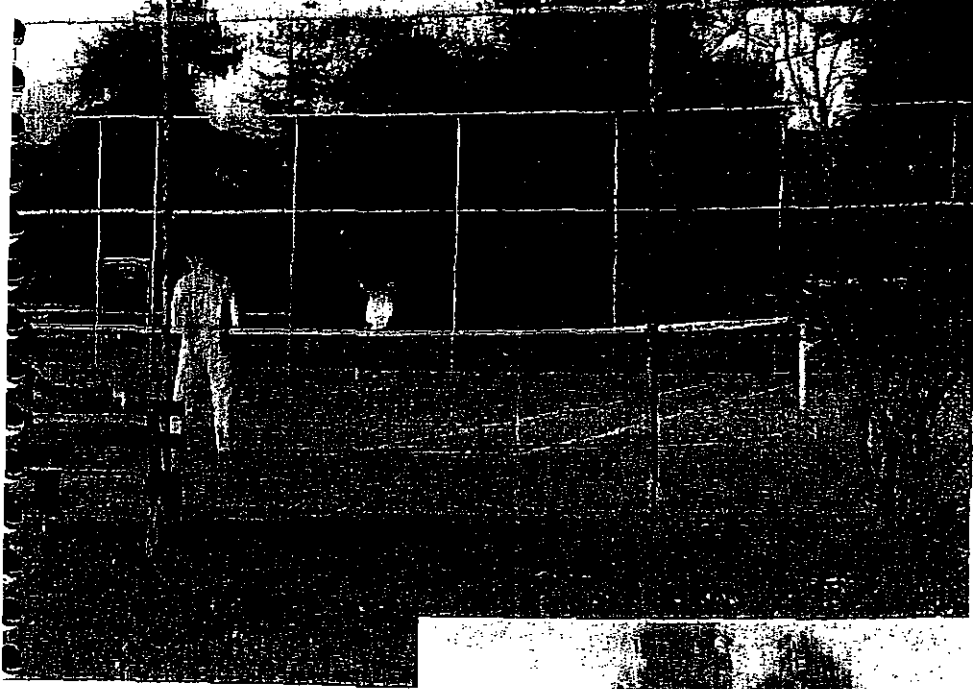
Along the edge of the property is a picturesque flowing stream, which is fed by the clean waters from nearby Lake Chabot. On the bank of this wooded stream Sheffield Villagers picnic on rustic tables in the shade of huge oak trees. Juicy barbecued steaks may be broiled for a picnic supper at the big community barbecue pit.

Then for a game of horseshoes or, on a long mid-summer day, take an

An ideal family picnic spot



"Villagers" have their own tennis, badminton, and volleyball courts.



and Recreation

afternoon horseback ride along the rolling crests of the hills, glowing in the warmth of the last rays of a gorgeous sunset.

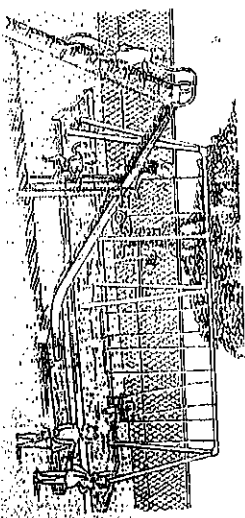
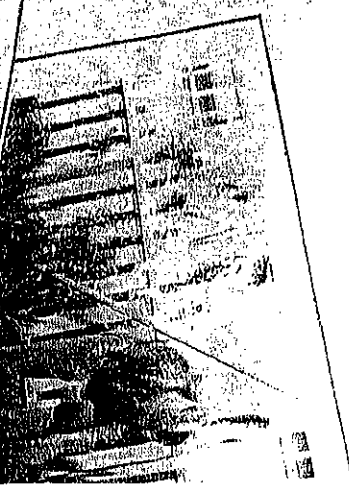
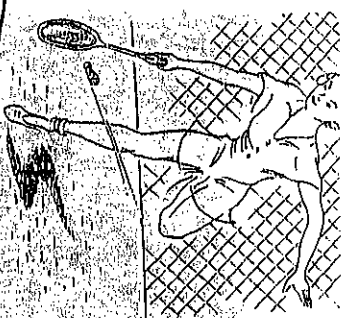
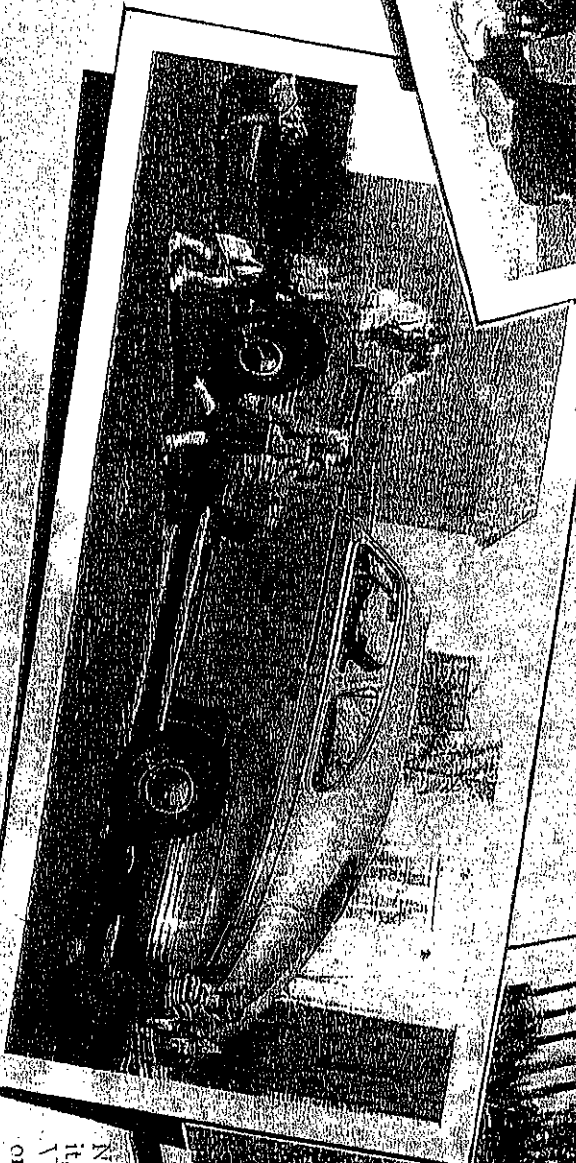
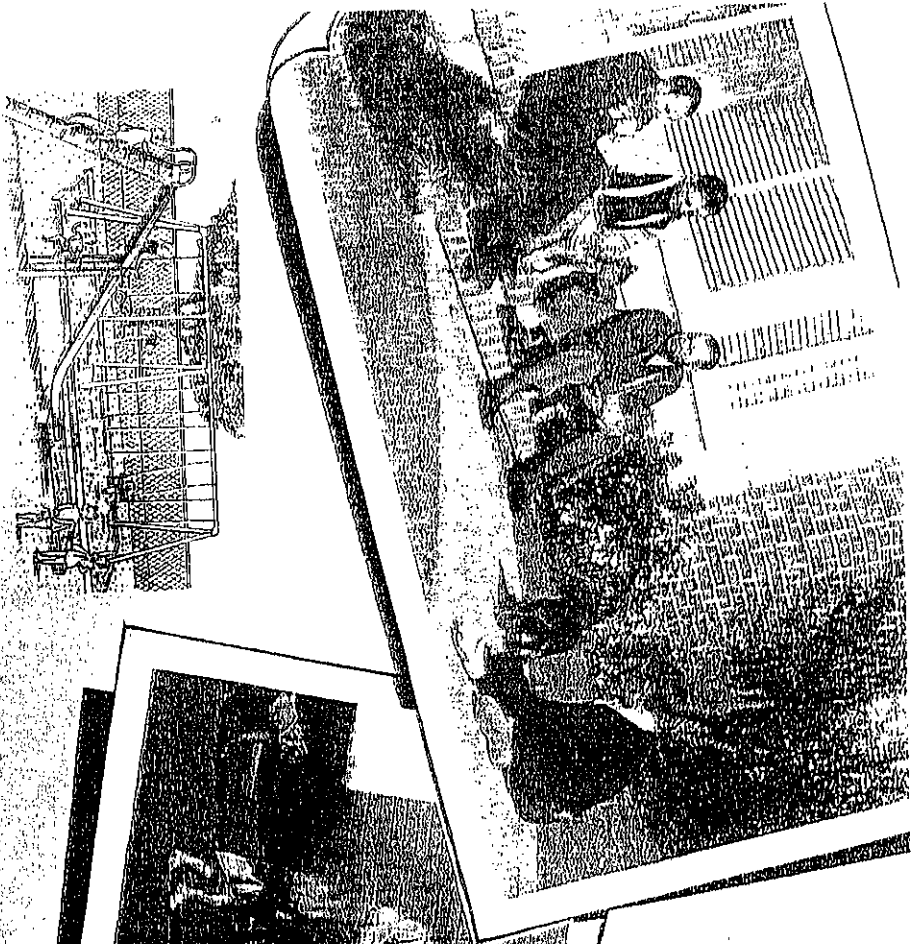
For those who like a more strenuous workout, golf, tennis, and badminton are close at hand. Tennis courts, such as the ones shown here, will be within a few minutes stroll of any house in the Village — badminton courts, too. Within a five minute drive are two of the best municipal golf courses in the Bay area — Oak-Knoll and the Municipal Golf Course —

where both tournament players and "dubs" find ideal playing conditions.

The children of Sheffield Village have lots of fun and (which is not so often the case) are always safe. Ask any parent what that means. If you are one yourself, you won't have to. A well-equipped, fenced playground goes in at the same time as the tennis courts where children may play at will. For that matter, all of Sheffield Village itself is a veritable playground. No heavy through traffic will ever make street crossing dangerous.



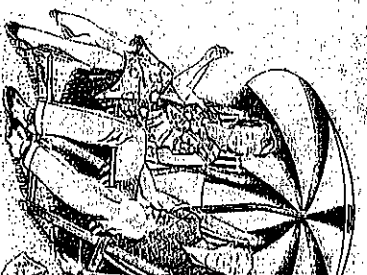
Miles of beautiful trails



No matter how so
it, life is richer in
Village; working,
or just taking it e

Life IN SHEFFIELD

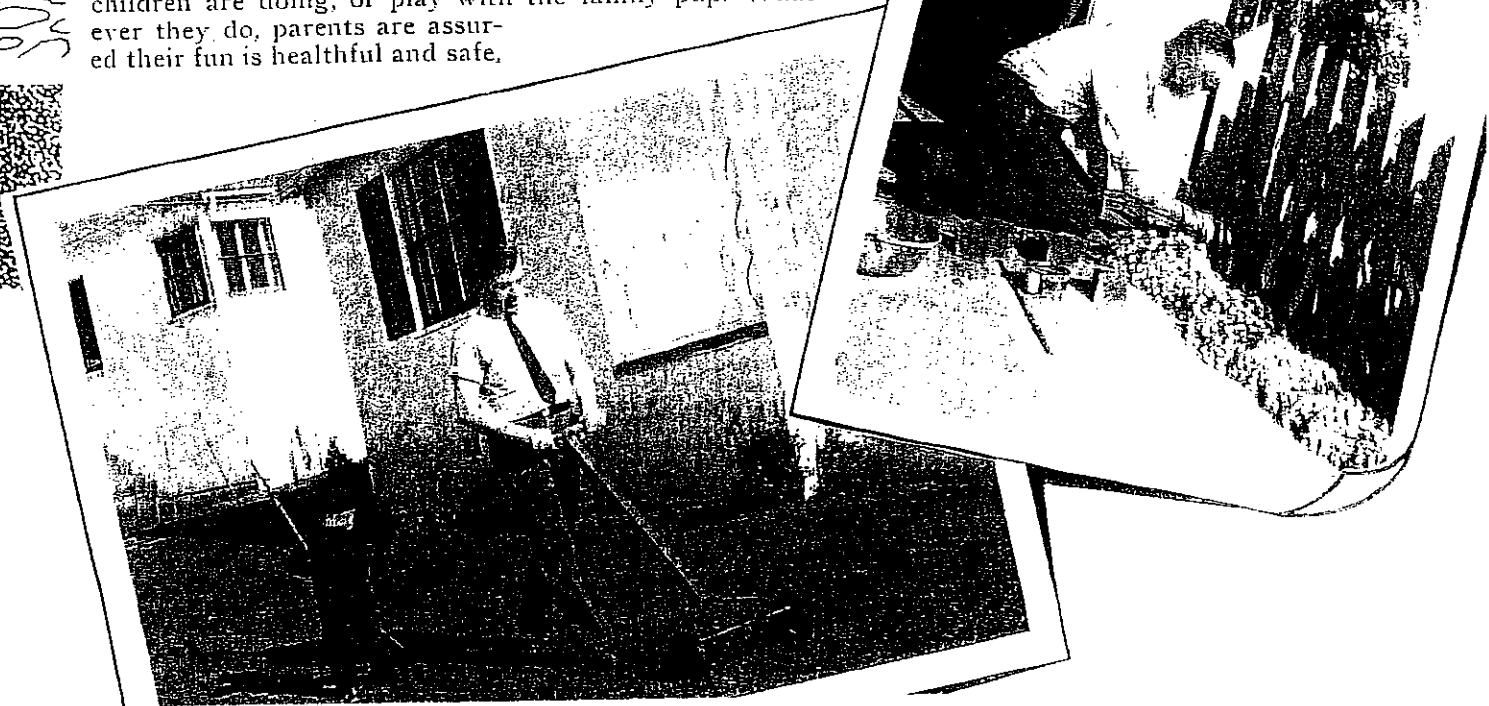
Pictures speak louder than words and the "candid camera" shots you see on these two pages speak eloquently of life in Sheffield Village. Pictures, taken at random on a bright Saturday afternoon. They, as well as the other pictures in this book, show you the kind of people you will have as friends and neighbors in Sheffield Village. And to a large extent this is not an accident. Sheffield Village encourages only that type of youthful, successful business and professional people who naturally gravitate together. They are the kind of home-owners who take pride in their property, who like to see the rich leamy soil blossom under their care. This is the way you'll find them on weekends, pattering about their places, hoeing weeds, mowing the lawn or planting in their gardens, and quite probably indulging in a little neighborly backfence gossip on the side. Yes, life is pleasant in the Village.





Youngsters particularly love life in Sheffield Village. They like to help dad with jobs around the house, as these children are doing, or play with the family pup. Whatever they do, parents are assured their fun is healthful and safe.

LLAGE



WHAT PRICE HOME PROTECTION?

A man can build or buy a home in many places. High on some lonely hill; huddled with other homes on a city street; or in an over-built suburb where property values have already reached their peak. Or he may find his home in such a community development as Sheffield Village.

What advantages are to be found in making a home in Sheffield Village? Specifically there are a good many, and they are important to consider when one is thinking of investing thousands of dollars over a period of years.

First and foremost at Sheffield Village you have the guarantee of *home protection*. Everything has been done and is being done by the E. B. Field Corporation to safeguard your investment. You have the guarantee of a Declaration of Restrictions to be in force for forty or more years. This Declaration of Restrictions guarantees you *home protection*. You are protected against the incursion of undesirable neighbors or unsightly homes. You are guaranteed financial stability in the handling of your investment by a corporation, not an individual. As a property owner of Sheffield Village you automatically become a member of an incorporated association which has complete charge of the present and future policies of your community. All of the foregoing assures you that your property will continue to retain its purchase and rental value — a guarantee of a high resale value. This is of great importance to men who cannot know where the winds of business enterprise will carry them.

What price home protection? When looked at down the years in terms like these, it is priceless.

WHAT YOU SHOULD INSIST UPON IN A NEW HOME

Take your pencil, and use this check list to give yourself a true comparative picture of the new homes you are considering at this time.

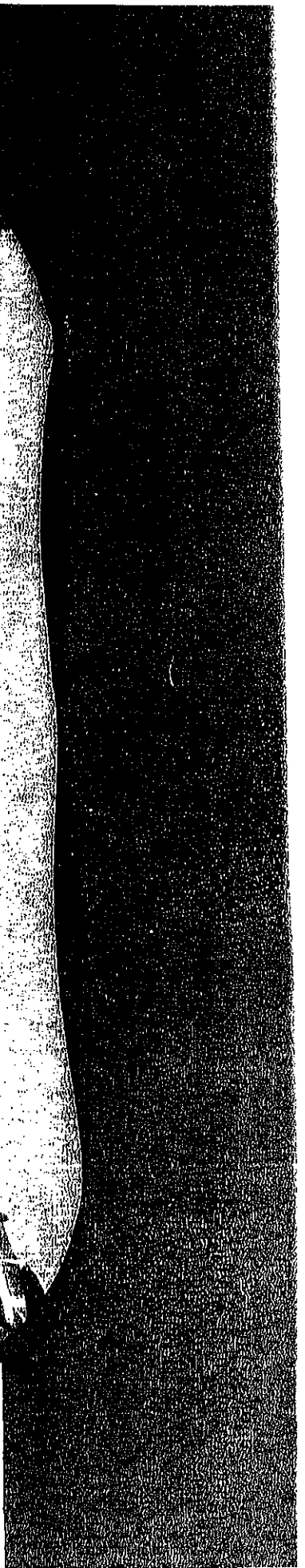
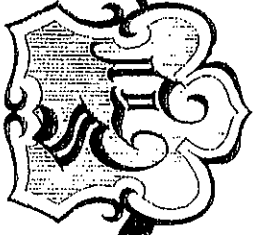
How many of the PLUS values given with a Sheffield Village Home do you get anywhere else?

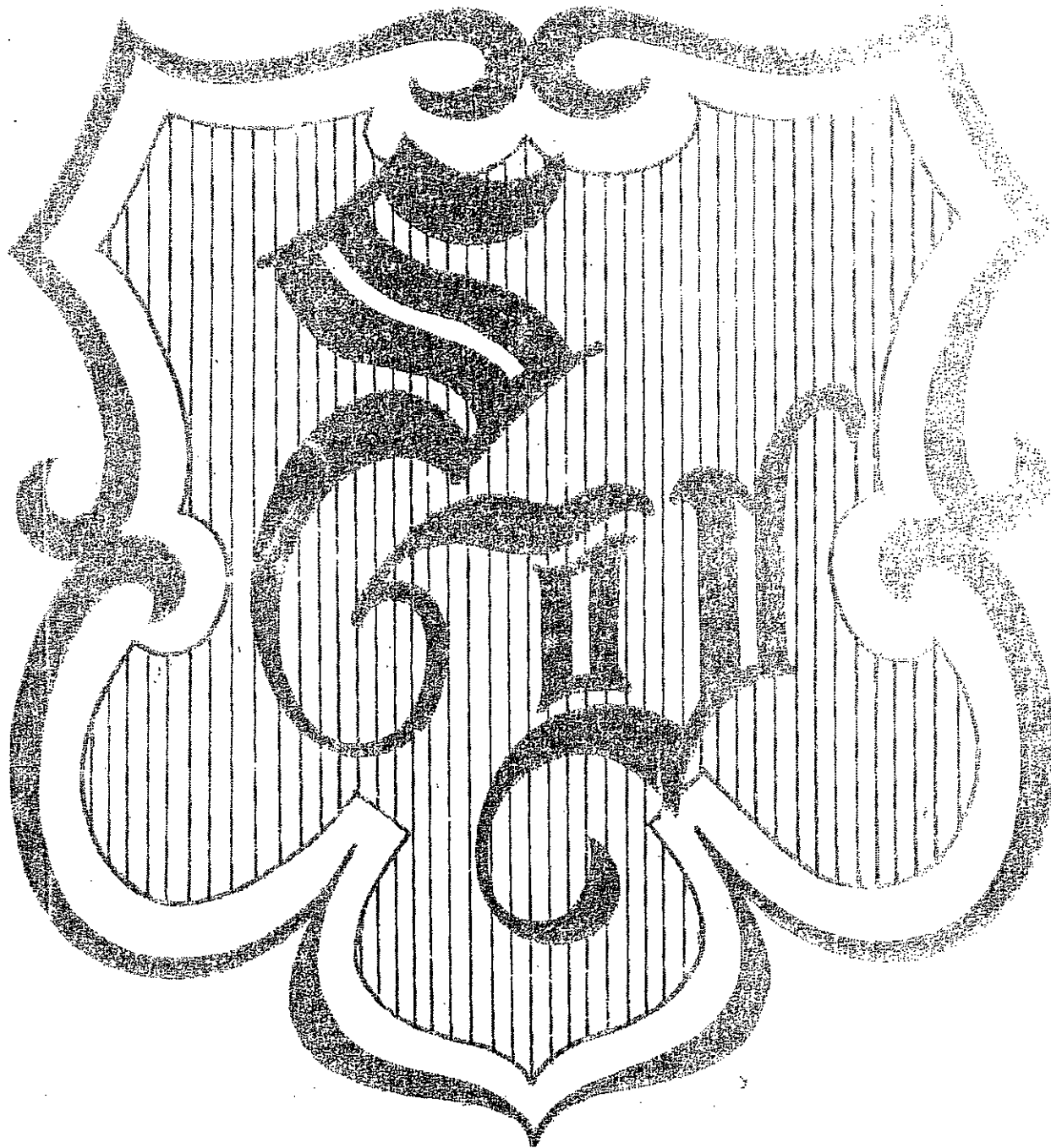
IN SHEFFIELD VILLAGE	Sheffield	HOUSE	HOUSE	IN SHEFFIELD VILLAGE	Sheffield	HOUSE	HOUSE
	Village	NO. 1	NO. 2		Village	NO. 1	NO. 2
Home				Home			
Quiet, exclusive district off main highway, in the city limits, handy to business and industry, but never a part of same.....	✓			Full size bedrooms and closets with shoe racks and hanger poles in place.....	✓		
Frequent fast transportation to downtown Oakland.....	✓			Illuminated numbers.....	✓		
One through fare—21 cents—to San Francisco.....	✓			Hardwood floors throughout.....	✓		
Every lot containing 5,000 sq. ft. or more.....	✓			Gas furnace.....	✓		
Broad winding streets and perfect storm drainage.....	✓			Fireplace.....	✓		
Good architecture and good material.....	✓			Two or more electric outlets in every room.....	✓		
A district of individual one-family homes.....	✓			Metal Venetian Blinds.....	✓		
F. H. A. qualification and financing.....	✓			All painting and papering included.....	✓		
Restrictions in force forty or more years, administered by a corporation for preservation of values of every part of this district.....	✓			Built-in fixtures, closets, cupboards.....	✓		
Retail Markets nearby.....	✓			Litoleum floor in kitchen.....	✓		
Public School available and private play-school within easy walking distance.....	✓			Work light over sink in addition to dome light.....	✓		
RECREATIONAL FACILITIES FOR ALL—				Metal-lined flour bin and other drawers.....	✓		
Equipped playground that can be reached without crossing a highway.....	✓			Built-in ironing board and metal-lined hot iron holder.....	✓		
Tennis and badminton courts.....	✓			Hot water heater.....	✓		
A private park with picnic grounds and barbecue pit and tables on the wooded bank of a live stream.....	✓			Laundry set tubs.....	✓		
Horseshoe courts, and soft-ball diamond.....	✓			Tiled bath, combination tub and shower.....	✓		
Golf (2 public courses within three miles).....	✓			Your own selection of color scheme and wall paper.....	✓		
Horseback riding and hiking.....	✓			High type Caucasian neighbors proud of their homes.....	✓		
A COMPLETE HOME WITH—				No old houses to attract undesirable neighbors.....	✓		
Paved streets, concrete curbs, and sidewalks in and paid for.....	✓			Rich, black sandy-loam soil.....	✓		
All public utilities and fixtures in and outlets ready for use.....	✓			Warm, healthful climate.....	✓		
Landscaping, lawns, shrubs, fence.....	✓			Property financed by a corporation rather than an individual (to assure stability).....	✓		
Screens.....	✓			You automatically become a member of an incorporated association which has complete charge of the present and future policies governing this community.....	✓		
				High resale and rental value represented in this property.....	✓		
				NO EXTRAS beyond the published price of this property plus the usual escrow charges.....	✓		
				The home I have every reason to buy.....	✓		

ALL THESE ADVANTAGES ARE FOUND ONLY IN HOMES CONSTRUCTED BY THE

E. B. FIELD CORPORATION IN SHEFFIELD VILLAGE

Sheffield Village





CITY OF OAKLAND



250 FRANK H. OGAWA PLAZA, SUITE 3330 • OAKLAND, CALIFORNIA 94612-2032

Landmarks Preservation
Advisory Board

(510) 238-3941
FAX 510) 238-6538
TDD (510) 839-6451

February 25, 2004

Dear Sheffield Village Homeowners and friends:

The Landmarks Preservation Advisory Board is writing to inform you that the Sheffield Village neighborhood has been nominated as an S-20 Historic Preservation District for its special historical, architectural, and visual value.

Enclosed is a copy of the Notice of Intent to Submit an Oakland Landmark and Historic District Application form submitted by Christopher Barker on behalf of the Homeowners Association on January 28, 2004. Pursuant to the Landmarks Board's Rules of Procedure, this letter and a copy of the Notice are being sent to you as a property owner or resident and to pertinent community groups. The Notice of Intent provides background information on the property and why it may be eligible for designation.

The purpose of the Notice of Intent is to solicit property owner comments on designation proposals prior to completion of the application. If you find inaccuracies or omissions of important information in the Notice, the Board would appreciate being informed about these along with any other comments you may have on the proposed nomination.

The Board would like to invite you or a representative to its meeting of:

Monday, March 8, 2004, 4:00 P.M.
Oakland City Hall Hearing Room #1
One Frank Ogawa Plaza, Oakland, CA 94612

At that time the Board will discuss the proposed nomination and hear comments from owners and the community. The Board will also decide whether to make a preliminary determination that the property is eligible for designation. Please advise us of the names and addresses of any other interested parties who should also be notified.

Landmark designation is a three-step process. The first step is the Board's review of an applicant's Notice of Intent to Submit an Oakland Landmark Application Form and the Board's preliminary determination that a property is eligible for landmark designation. (It is possible, of course, that after reviewing a proposal the Board may determine that a property is not eligible for designation and decide not to proceed with the nomination.) If after considering owner comments and other information, the Board decides to proceed with the nomination, it asks the applicant to submit a

more detailed Oakland Landmark Nomination Form within six months. If the Board then formally initiates designation, the proposal is referred to the City Planning Commission for public hearing and recommendation to the City Council. The owner receives notice of the public hearings at Landmarks Board, Planning Commission, and City Council and is again invited to comment. Final action on the designation is by City Council ordinance.

If you have comments on the proposed nomination and would like Board members to receive them prior to the meeting, the comments should be submitted in writing no later than Tuesday, March 2, 12:00 noon PDT, to the following:

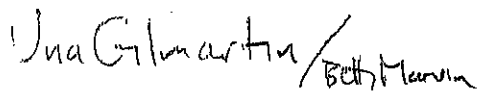
Landmarks Preservation Advisory Board
Oakland City Planning Department
250 Frank Ogawa Plaza, Suite 3330
Oakland, CA 94612-2032
fax (510) 238-6538
email: jpavlinec@oaklandnet.com

Comments received later will be distributed at the meeting. You may also provide spoken or written comments at the meeting.

More than 130 individual buildings and features and seven districts in Oakland are now honored as landmarks. It is the policy of the City to recognize and encourage preservation of important Oakland properties, so that all citizens may retain some links to our past and to enhance the overall environment. The purpose of recognizing landmarks is to preserve the best of our past in order to enhance the quality of the City as it grows in the future. We look forward to your participation in this process.

Please contact Joann Pavlinec, Landmarks Board Secretary, at 510-238-6344, or Betty Marvin, Historic Preservation Planner, at 238-6879 if you have questions or would like to discuss the proposed nomination.

Sincerely,

Una Gilmartin / Betty Marvin

Una Gilmartin, Chairperson
Landmarks Preservation Advisory Board

Enclosures: Notice of Intent to Submit Landmark Application Form
Fact Sheet on Historic District Designation

Fact Sheet on Historic District Designation for Sheffield Village Property Owners and Residents February 24, 2004

What is a Historic District?

A Historic District is a neighborhood or other area that is officially recognized and protected because of its historical and architectural significance. Sheffield Village qualifies for this status as an outstanding example of a mid 20th century planned suburban residential development.

Why seek district designation?

Designation formally recognizes the unique character and significance of an area. The district's pride and identity are communicated to new as well as current owners and residents, city officials, and the public at large. Design standards that respect the historic character of the district enhance property values as the neighborhood evolves. Currently there is one direct financial incentive, the waiver of City design review fees. Other incentives including property tax reduction under the Mills Act are being studied.

How does designation take place?

A nomination is filed with the Landmarks Preservation Advisory Board, a City-appointed panel of seven citizens with expertise in history, architecture, preservation, planning, and real estate. The Landmarks Board may decide to recommend designation to the Planning Commission, which in turn makes a recommendation to the City Council. Each of these bodies hears testimony from property owners, residents, and the public. If they are convinced that the nominated property is worthy of designation and that there is substantial community support for designation, the City Council passes an ordinance designating the Landmark or Historic District. The designation is recorded with the County Recorder so that all future buyers and public agencies will be aware of the historic status.

As the first step, a *Notice of Intent to nominate Sheffield Village* was filed on behalf of the Homeowners Association. Both the Association and the City will make sure that all property owners and interested parties are notified of the public hearings at Landmarks Board, Planning Commission, and City Council, where you can state your opinions on the proposed designation and have your questions answered.

What will change if Sheffield Village becomes a Historic District?

All residential buildings in Oakland already require design review for exterior changes, additions, and new construction. Alterations in Sheffield Village, which is zoned R-30, one-family residential, now receive Special Residential Design Review. In a Historic District, design review may look more closely at the historic features of each building ("character defining elements" – such as siding, windows, and porches) as well as how the project fits into the district as a whole. The City's book *Rehab Right* offers excellent practical advice and will be used for interim design guidelines. Demolitions will also be subject to design review.

What won't change?

There are a lot of myths about historic status. Designation does not affect your ability to sell or finance the property – in fact many buyers and lenders appreciate the stability that historic status offers. It will not cause property taxes to rise. Historic designation has no effect on the interior of a privately owned building. Nor does it freeze the exterior appearance for all time. Exterior changes are expected and allowed, as long as they are in keeping with the character of the building and the neighborhood.

(Knowledgeable City staff and Landmarks Board members can help owners accomplish home improvements compatibly.) The City cannot take the initiative to require you to restore your building, and you would not be required to do a costly reconstruction of a historic building destroyed by a disaster.

Current and proposed regulations:

	Currently	Historic District
One- and two- unit residential buildings:		
Minor repairs, alterations, and additions	Exempt from Design Review. - Repair/replacement matching existing (windows, siding, porch) - Small additions (less than 10% of floor, footprint, or wall area) that match existing building - Paint & roofing	Exempt, same as currently
All other alterations and additions	Special Residential Design Review (SRDR) - Staff review using checklist or criteria, within 15 working days - No notification to neighbors	Same as currently, except: - Planning Director can refer project to Landmarks Board for review and public notice if it affects visible historic character - Project must meet design guidelines adopted by Planning Commission or Landmarks Board (<i>Rehab Right</i> as interim guidelines for contributing or potentially contributing buildings) - Design review fees are waived
New construction	Special Residential Design Review (SRDR) - Staff review using checklist or criteria, within 15 working days - No notification to neighbors	Regular Design Review, looking for compatibility with historic district - Notification to neighbors - Planning Director may refer to Landmarks Board - Decision within 60 days maximum - Appealable to Planning Commission
Demolition	Permitted if plans are submitted and approved for a replacement project.	Demolition of a contributor or potential contributor requires Regular Design Review, 240-day postponement, may require environmental review and/or mitigations

We look forward to your involvement.

Please contact Historic Preservation Planners Betty Marvin at 238-6879 or Joann Pavlinec at 238-6344 with questions and comments.

ATTACHMENT A

Zoning Text Changes

Deleted text is shown as ~~strikeout~~. New text is shown as underlined.

I. Section 17.84.040 is amended as follows:

Section 17.84.040 Design review criteria for construction or alteration

Design review approval for construction, establishment, alteration, or painting of a facility may be granted only upon determination that the proposal conforms to the general design review criteria set forth in the design review procedure in Chapter 17.136 and ~~to both~~ all of the following additional design review criteria:

- A. That the proposal will not substantially impair the visual, architectural, or historic value of the affected site or facility. Consideration shall be given to design, form, scale, color, materials, texture, lighting, detailing and ornamentation, landscaping, Signs, and any other relevant design element or effect, and, where applicable, the relation of the above to the original design of the affected facility.
- B. That the proposed development will not substantially impair the visual, architectural, or historic value of the total setting or character of the surrounding area or of neighboring facilities. Consideration shall be given to integration with, and subordination to, the desired overall character of any such area or grouping of facilities. All design elements or effects specified in subsection A of this section shall be so considered. (Prior planning code § 6403)
- C. That the proposal conforms with the Design Guidelines for Landmarks and Preservation Districts as adopted by the City Planning Commission and, as applicable for certain federally

related projects, with the Secretary of the Interior's Standards for the Treatment of Historic Properties.

II. Chapter 17.101D is added as follows:

Chapter 17.101D S-20 HISTORIC PRESERVATION DISTRICT COMBINING ZONE REGULATIONS

Sections:

17.101D.010 Title, purpose, and applicability.

17.101D.020 Zones with which the S-20 zone may be combined.

17.101D.030 Project review requirements for residential projects limited to alterations (including additions) and one or two units on a lot: Special Residential Design Review

17.101D.040 Project review requirements: Design review for alterations and additions not eligible for Special Residential Design Review , for new construction, and for demolition or removal.

17.101D.050 Design review criteria for alterations not eligible for Special Residential Design Review and for new construction.

17.101D.060 Criteria for demolition or removal.

17.101D.070 Postponement of demolition or removal.

17.101D.080 Duty to keep in good repair.

17.101D.010 Title, purpose, and applicability.

The provisions of this chapter shall be known as the S-20 historic preservation district combining zone regulations. The S-20 zone is intended to preserve and enhance the cultural, educational, aesthetic, environmental, and economic value of structures, other physical facilities, sites, and areas of special importance due to historical association, basic architectural merit, the embodiment of a style or special type of construction, or other special character, interest, or

value, and is typically appropriate to selected older locations in the city. The S-20 zone is similar to the S-7 preservation combining zone, but is designed for larger areas, often with a large number of residential properties that may not be individually eligible for landmark designation but which as a whole constitute a historic district. The S-20 zone provides generally more expeditious review procedures than those provided in the S-7 zone. These regulations shall apply in the S-20 zone, and are supplementary to the provisions of Section 17.102.030 for designated landmarks and to the other regulations applying in the zones with which the S-20 zone is combined; if a property is both a landmark and located in the S-20 zone and is therefore subject to both landmark and S-20 regulations, the stricter regulations prevail.

17.101D.020 Zones with which the S-20 zone may be combined.

The S-20 zone may be combined with any other zone.

17.101D.030 Project review requirements for residential projects limited to alterations (including additions) and one or two units on a lot: Special Residential Design Review

A Special Residential Design Review. For alterations and additions to Residential Facilities with one or two dwelling units on a lot that affect exterior appearance, unless exempt or subject to other design review requirements (B and C below), plans must be approved pursuant to the Special Residential Design Review procedure in Chapter 17.146, including determination that the proposal conforms to the “Special Residential Design Review Checklist Standards and Discretionary Criteria” as adopted by the City Planning Commission.

B. Exemption. A project eligible for Special Residential Design Review will be exempt from the review set forth in A above if it does not involve the addition of a dwelling unit and if it meets one or more of the following criteria:

1. Does not require a building permit;
2. Involves only the repair or replacement-in-kind of a roof;

3. Is certified by the City Planning Department to involve only replacement-in-kind of existing building components; or

4. Is certified by the City Planning Department: (a) to involve an increase or decrease in wall area, floor area, or footprint of no more than ten (10) percent, and (b) that all exterior treatment matches the existing building.

C. Projects Not Eligible for Special Residential Design Review. Special Residential Design Review does not apply to any application subject to the conditional use permit procedure in Chapter 17.134, the design review procedure in Chapter 17.136, the planned unit development procedure in Chapter 17.140, or the site development and design review procedure in Chapter 17.142, nor to any facility containing both residential and nonresidential activities or any facility in the S-18 mediated residential design review combining zone, as set forth in the S-18 Zone. These projects are reviewed as set forth in Section 17.101D.040 and Section 17.101D.050, below.

D. Landmarks Referral. If the Director of City Planning determines that an alteration changes or removes significant historic architectural elements or alters the historic character of a facility and such elements or character are visible from a street or other public area, the Director may, at the Director's discretion, refer the project to the Landmarks Preservation Advisory Board for its recommendations. If such a referral occurs, the fifteen (15) working day period of consideration set forth in Section 17.146.030 for Special Residential Design Review shall be changed to sixty (60) days. An alteration is normally considered "visible from a street or other public area" if it affects a street face or public face of the facility or is otherwise located within the "critical design area", defined as the area within 40 feet of any street line, public alley, public path, park or other public area (see illustration I-30).

17.101D.040 Project review requirements: Design review required for alterations and additions not eligible for Special Residential Design Review, for new construction, and for demolition or removal.

A. In the S-20 zone, approval pursuant to the design review procedure in Chapter 17.136 and the applicable provisions of Sections 17.101D.050, 17.101D.060, and 17.101D.070 is required for the following types of projects:

1. Alterations not subject to Special Residential Design Review as set forth in Section 17.101D.030C above;
2. New construction of structures; and
3. Demolition or removal of any structure or portion thereof that is a "contributor" or "potential contributor" to the S-20 Historic Preservation District, as determined by the City's Historical and Architectural Inventory (Cultural Heritage Survey) subject to the right of appeal pursuant to the administrative appeal procedure in Chapter 17.132. The terms "contributor", "potential contributor", "Historical and Architectural Inventory", and "Cultural Heritage Survey" are defined in the Historic Preservation Element of the Oakland General Plan.

B. Exceptions – Demolition. After notice to the Director of City Planning, demolition or removal of a structure or portion thereof shall be permitted without design review approval upon a determination by the Building Official or the City Council that immediate demolition is necessary to protect the public health or safety, or after expiration of the periods of postponement referred to in Section 17.101D.070.

17.101D.050 Design review criteria for alterations not eligible for Special Residential Design Review and for new construction.

In the S-20 zone new construction and those alterations and additions that are not eligible for review or exemption under Special Residential Design Review as set forth in Section 17.101D.030 must conform to the general design review criteria set forth in Chapter 17.136 and to all of the following additional criteria:

A. That the proposal will not substantially impair the visual, architectural, or historic value of the affected site or facility. Consideration shall be given to design, form, scale, color, materials, texture, lighting, detailing and ornamentation, landscaping, signs, and any other

relevant design element or effect, and, where applicable, the relation of the above to the original design of the affected facility.

B. That the proposed development will not substantially impair the visual, architectural, or historic value of the total setting or character of the S-20 Historic Preservation District or of neighboring facilities. Consideration shall be given to the desired overall character of any such area or grouping of facilities, including all design elements or effects specified in A above; and

C. That the proposal conforms with the Design Guidelines for Landmarks and Preservation Districts as adopted by the City Planning Commission and, as applicable for certain federally related projects, with the Secretary of the Interior's Standards for the Treatment of Historic Properties.

17.101D.060 Criteria for demolition or removal.

Demolition or removal of a structure or portion thereof requires design review approval, pursuant to Section 17.101D.040. The proposal must meet both criteria A and B below, or one or both of the criteria under C below:

- A. That the affected structure or portion thereof is not considered irreplaceable in terms of its visual, cultural, or educational value to the area or community; and
- B. That the proposed demolition or removal will not substantially impair the visual, architectural, or historic value of the total setting or character of the S-20 Historic Preservation District or of neighboring facilities; or
- C. If the proposal does not meet criteria A and B, then it must meet one or both of the following criteria:
 - 1. That the structure or portion thereof is in such physical condition that it is not architecturally feasible to preserve or restore it, or
 - 2. That, considering the economic feasibility of preserving or restoring the structure or portion thereof, and balancing the interest of the public in

preservation or restoration and the interest of the owner of the property in its utilization, approval is required by considerations of equity.

17.101D.070 Postponement of demolition or removal.

A. Initial 120-day postponement. If an application for approval of demolition or removal of a structure or portion thereof, pursuant to Sections 17.101D.040 and 17.101D.060, is denied, the issuance of a permit for demolition or removal shall be deferred for a period of one hundred twenty (120) days, beginning upon the initial denial by the reviewing officer or body. However, if the demolition or removal has also been postponed pursuant to Section 17.102.070 (preservation study list), the initial period of postponement under this subsection shall be reduced by the length of the period imposed pursuant to Section 17.102.070. During the period of postponement, the Director of City Planning or the City Planning Commission, with the advice and assistance of the Landmarks Preservation Advisory Board, shall explore all means by which the affected structure or portion thereof may be preserved or restored, with the agreement of the owner or through eminent domain.

B. Possible 120-day extension. The reviewing officer or body from whose decision the denial of the application became final may, after holding a public hearing, extend the initial postponement for not more than one hundred twenty (120) additional days. Notice of the hearing shall be given by posting notices thereof within three hundred (300) feet of the property involved and by mail or delivery to the applicant, to all parties who have commented on the initial application, and to other interested parties as deemed appropriate. All such notices shall be given not less than ten days prior to the date set for the hearing. The decision to extend the postponement can only be made between the 30th and 90th days, inclusive, of the initial one hundred twenty (120) day period. Extension shall be made only upon evidence that substantial progress has been made toward securing the preservation or restoration of the structure or portion thereof. If the applicant has not exhausted all appeals under section 17.136.080 and 17.136.090 from the denial of the application, the decision to extend the postponement is appealable under the provisions of Sections 17.136.080 and 17.136.090 to those bodies to whom appeal had not been taken from the initial denial of the application.

17.101D.080 Duty to keep in good repair.

Except as otherwise authorized under Sections 17.101D.030 and 17.101D.070, the owner, lessee, or other person in actual charge of each structure in the S-20 zone shall keep in good repair all of the exterior as well as all interior portions whose maintenance is necessary to prevent deterioration and decay of the exterior.

III. Section 17.102.030 is amended as follows:

Section 17.102.030 Special regulations for designated landmarks

C. Design Review Criteria. Design review approval pursuant to subsection B of this section may be granted only upon determination that the proposal conforms to the general design review criteria set forth in the design review procedure in Chapter 17.136 and to the criteria set forth in subdivisions 1, and 2, ~~2,~~ and 3 or to one or both of the criteria set forth in subdivision 3-4.

1. That the proposal will not adversely affect the exterior features of the designated landmark nor, when subject to control as specified in the designating ordinance for a publicly owned landmark, its major interior architectural features;
2. That the proposal will not adversely affect the special character, interest, or value of the landmark and its site, as viewed both in themselves and in their setting;
3. That the proposal conforms with the Design Guidelines for Landmarks and Preservation Districts as adopted by the City Planning Commission and, as applicable for certain federally related projects, with the Secretary of the Interior's Standards for the Treatment of Historic Properties;

- ~~4.3.~~ If the proposal does not conform to the criteria set forth in subdivisions 1, ~~and 2~~ and 3:
- a. That the designated landmark or portion thereof is in such condition that it is not architecturally feasible to preserve or restore it, or
 - b. That, considering the economic feasibility of alternatives to the proposal, and balancing the interest of the public in protecting the designated landmark or portion thereof, and the interest of the owner of the landmark site in the utilization thereof, approval is required by considerations of equity.

IV. Section 17.136.040 is amended as follows:

Section 17.136.040 Review by Landmarks Board in certain cases

Whenever an application is for regular design review in the S-7 zone, or on a designated landmark site, the Director of City Planning shall refer the proposal to the Landmarks Preservation Advisory Board for its recommendations. Whenever an application is for regular design review in the S-20 zone, the Director may, at his or her discretion, refer the application to the Board for its recommendations.

V. Section 17.146.030 is amended as follows:

Section 17.146.030 Procedure for consideration

- A. Decision by the Director of City Planning. An application for special residential design review shall be considered by the Director of City Planning. The Director

shall determine whether the proposal conforms to applicable special residential design review standards or criteria. The Director may approve or disapprove the proposal and may require such changes therein or impose such reasonable conditions of approval as are in his or her judgment necessary to ensure conformity to said standards or criteria. The Director's decision shall be in writing, contain findings, and shall be final immediately. The applicant of a disapproved application filed pursuant to the new construction checklist procedure may resubmit the proposal under the new construction discretionary procedure or may make adjustments to the design and resubmit the modified proposal under either the new construction checklist procedure or the discretionary procedure. A new application fee shall be required.

B. Period of Consideration. Should a decision not be rendered pursuant to subsection A of this section within fifteen (15) working days after filing a complete application, the application shall be deemed approved except:

1. When ~~when~~, pursuant to the California Environmental Quality Act, an environmental document is required prior to decision, in which case should a decision not be rendered within fifteen (15) working days after final action on the environmental document, the application shall be deemed approved; or
2. When, for projects in the S-20 zone, the Director refers the application to the Landmarks Preservation Advisory Board for its recommendations, the fifteen (15) working day period shall be changed to sixty (60) days.

In any case, however, the date by which a decision must be rendered may be extended by agreement between the Director of City Planning and the applicant.
(Prior planning code § 9553)

Linda Flint McClelland

Historic Residential Suburbs in the National Register

The body of literature on America's suburbanization is vast and growing, covering many disciplines and reflecting diverse opinions. The National Register will soon be publishing the bulletin, *Guidelines for Evaluating and Documenting Historic Residential Suburbs*, which brings together information about current scholarship and preservation practice relating to the history of suburban neighborhoods in the United States. The bulletin has been developed in tandem with a national multiple property listing entitled, *Historic Residential Suburbs in the United States, 1830-1960*, under which related properties may be listed in the National Register of Historic Places. Because the context contained in the multiple property form brings together information nowhere else compiled in a single source, a condensed version has been included to enhance the bulletin's usefulness. Together, they are intended to encourage the expansion of existing historic resources surveys, foster the development of local and metropolitan suburbanization contexts, and facilitate the nomination of residential historic districts and other suburban places to the National Register.

The National Park Service is greatly indebted to Professor David L. Ames of the Center for Historic Architecture and Design, University of Delaware, for documenting the rich

history of America's suburbs in *A Context and Guidelines for Evaluating America's Historic Suburbs for the National Register of Historic Places*, which was circulated widely for review and comment in the fall of 1998. In response to the many comments received, we broadened the bulletin's scope to include related areas, such as: the highly influential FHA principles of housing and subdivision design of the 1930s; trends in African-American suburbanization; prefabricated methods of house construction; and the landscape design of home grounds and suburban yards. The sources for recommended reading and for researching local suburban history and historic neighborhoods have been substantially expanded. The conceptual framework of chronological periods based on developments in transportation technology and subdivision planning and the contextually-based survey methodology introduced by Dr. Ames, however, remain at the core of the current bulletin and multiple property form. We believe they represent a sound and useful approach for evaluating the nation's rich legacy of suburban properties.

Suburbs are of growing interest to preservation advocates who see them as important parts of our heritage. Scholars of the American landscape and built environment recognize in suburbs the synthesis of several aspects of design, including community planning and development,

Guilford Historic District, Baltimore, Maryland. Photo by Greg Pease, courtesy Maryland Historical Trust.



architecture, and landscape architecture. Suburban neighborhoods were generally platted, subdivided, and developed according to a plan, often following the professional principles of design practiced by planners and landscape architects. For these reasons, this bulletin puts forth a landscape approach consistent with that presented in an earlier National Register Bulletin on designed and rural historic districts, but adapted to the special characteristics of suburban neighborhoods. The landscape approach presented is based on an understanding that suburban neighborhoods possess important landscape characteristics and typically took form in a three layered process: selection of location; platting and layout; and design of the house and yard.

Documenting Historic Neighborhoods as Cultural Landscapes

Many of America's residential suburbs resulted from the collaboration of developers, planners, civil engineers, architects, and landscape architects. The contributions of these professional groups, individually and collectively, give American suburbs their characteristic identity as historic neighborhoods, collections of residential architecture, and designed landscapes. In addition to the professionally-designed plans and landscaped settings of many historic subdivisions, countless vernacular landscapes have been shaped by homebuilders, seeking conformity with local zoning regulations and national policy, and homeowners, following popular trends in home design and gardening. Historic residential suburbs reflect land-use decisions and landscape design in three layers:

Location. A number of factors typically influenced the selection of a location for residential development, the foremost being the presence of a transportation system that made daily commuting to the city or other places of employment possible. For this reason, the bulletin sets forth a conceptual framework of chronological periods based on advances in transportation which extend from the use of railroads, horse-drawn cars, and electric streetcars in the 19th century to expansive rise of automobile ownership and introduction of express highways by the mid-20th century. Other factors include demographic trends, local demand for housing, opportunities for employment, local zoning regulations, availability of water and other utilities, proximity to commercial or recreational facilities, and the cost of purchasing and developing a particular parcel

of land. National Register evaluation requires that the history of a suburban neighborhood be viewed in relationship to broad patterns, such as transportation and industry, which shaped the larger metropolitan area of which it is a part.

Subdivision layout and design. Generally recorded in the form of a plat or a general development or master plan, the layout of a subdivision is characterized by the organization of space providing an internal circulation network, a system of utilities, blocks of buildable house lots, and, sometimes, community facilities, such as parks, playgrounds, and schools. A number of factors historically influenced subdivision design, including natural topography, site drainage, availability of utilities, picturesque qualities, and relationship to nearby roads or transportation systems. Subdivision design often reflected principles and practices drawn from the profession of landscape architecture and legal tools, such as deed restrictions, to ensure that a developer's vision and homeowners' expectations were fulfilled.

Suburban design in the United States evolved in several stages beginning with the picturesque suburbs in the naturalistic landscape gardening tradition of the mid-19th century. Influenced by the City Beautiful movement, Progressive-era reforms, and American garden-city planning, planned garden communities emerged in a variety of forms in the early 20th century. In the 1930s, Federal Housing Administration (FHA) standards and an approval process for mortgage insurance institutionalized established principles and practices of landscape architecture and community planning for the design of neighborhoods of small, affordable houses. The public and private partnership encouraging home ownership for most Americans gained unprecedented momentum after World War II, resulting in large-scale suburban growth of homogeneous neighborhoods and the creation of what is often disparagingly called "tract" housing.

Documenting this layer requires a knowledge of the principal trends in subdivision design; roles of real estate developers, site planners, homebuilders, architects, and landscape architects at various periods of history; contributions of well-known theorists and practitioners to American landscape design; and influential examples that established precedents or served as models locally, regionally, or nationally.

Design of house and yard, or home grounds. This layer represents the spatial arrangement of each home with its dwelling, garage, lawns, walks, driveway, walls and fences, plantings, and activity areas. This layer typically reflects information about the economic status, lifestyle, and social and cultural attitudes of a neighborhood's residents. The design of the house and yard may be influenced by deed restrictions, subdivision regulations, prevailing trends in building construction, changing transportation technologies, and, beginning in the 1930s, FHA standards. Documenting this layer

requires a knowledge of the chronological periods of suburban development and the popular house styles and gardening practices associated with each period; the evolution of house design theory and practice in the United States; and a familiarity with the pattern books, landscape guides, and popular magazines that historically influenced house construction, yard design, and regional gardening practices.

Linda Flint McClelland is a historian with the National Register of Historic Places, National Park Service, Washington, DC.

Recent National Register Listings

Through National Register listings, scholars and preservationists are helping to document the nation's rich legacy of residential suburbs and have contributed substantially to our understanding of America's suburbanization. Research for the bulletin, *Guidelines for Evaluating and Documenting Historic Residential Suburbs*, relied on National Register documentation to illustrate and verify the broad national patterns documented by academic studies and other secondary sources.

More than 7,000 residential districts have been listed in the National Register of Historic Places since 1966. This impressive record attests to the wealth of professional expertise in state historic preservation programs and elsewhere in the preservation field, and to the great interest nationwide in recognizing historic neighborhoods as livable places worthy of preservation.

Recent listings include:

Woodland Place (1910-1925), Des Moines, Polk County, Iowa, (Des Moines Residential Growth and Development, 1900-1942: The Bungalow and Square House, MPS). (NR—11/21/00)

Guilford (1912-1950), Baltimore, Maryland. (NR—7/19/01)

Shaker Village (Boundary Increase) (1919-1950), Cleveland, Cuyahoga County, Ohio. (NR—Shaker Square, 7/1/76, boundary increased 12/9/83; Shaker Village, 5/31/84, boundary increased 1/5/01)

Crestwood (1920-1947), Kansas City, Jackson County, Missouri. (NR—10/8/98)

Chatham Village (c. 1929-1956), Pittsburgh, Allegheny County, Pennsylvania. (NR—11/25/98)

Monte Vista and College View (1926-1957), Albuquerque, Bernalillo County, New Mexico. (Twentieth Century Suburban Growth of Albuquerque, MPS). (NR—8/3/01)

Parkfairfax (1941-1943), Alexandria, Virginia. (NR—2/2/99)

East Alvarado (1929-1948), Maricopa County, Arizona. (Residential Subdivisions and Architecture in Phoenix, 1912-1950, MPS). (NR—2/18/00)

Park Hill (1922-1950), North Little Rock, Pulaski County, Arkansas. (NR-8/16/00)

Arapahoe Acres (1949-1957), Englewood, Arapahoe County, Colorado. (NR—11/3/98)

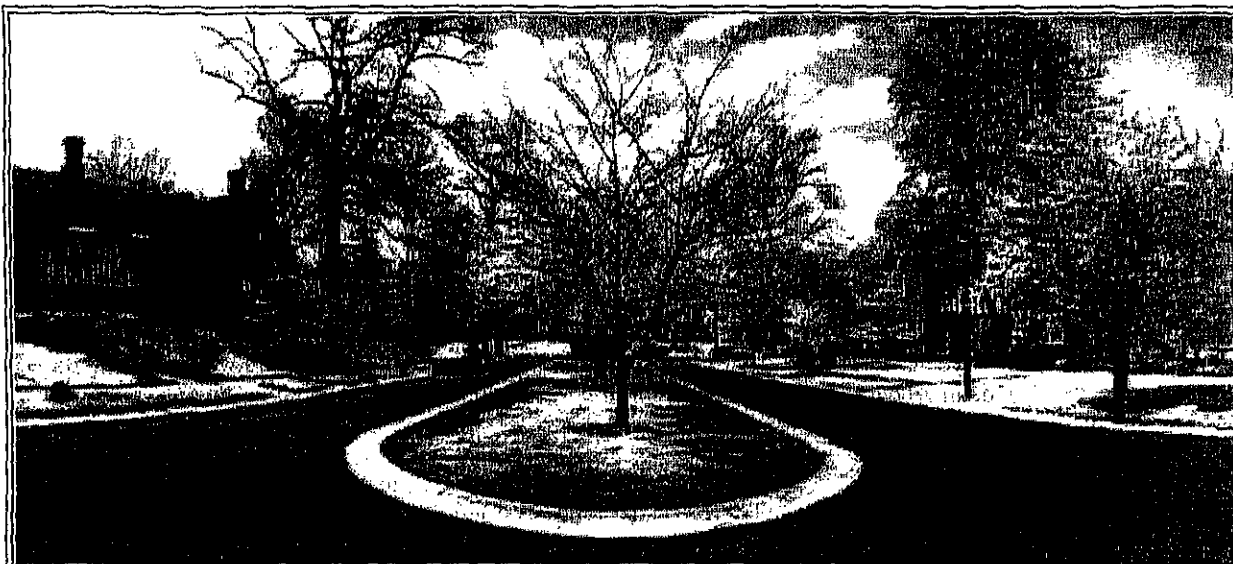
Glenview (1908-1968), Memphis, Shelby County, Tennessee. (Residential Resources of Memphis, MPS). (NR—10/7/99)

See *CRM Online* for additional information about these properties.

NATIONAL REGISTER BULLETIN
HISTORIC RESIDENTIAL SUBURBS
 GUIDELINES FOR EVALUATION AND DOCUMENTATION
 FOR THE NATIONAL REGISTER OF HISTORIC PLACES

Next

U.S. Department of the Interior, National Park Service
 National Register, History and Education



by
 David L. Ames, University of Delaware
 Linda Flint McClelland, National Park Service
 2002

Photo caption: *The ideal of suburban life in the parklike setting of a self-contained subdivision away from the noise, pollution, and dangers of city streets has fueled the aspirations of increasing numbers of American families since the mid-nineteenth century. Historic residential suburbs, such as the Guilford Historic District in Baltimore, Maryland, resulted from the collaboration of developers, planners, architects, and landscape architects. The contributions of these professional groups, individually and collectively, give American suburbs their characteristic identity as historic neighborhoods, collections of residential architecture, and designed landscapes. (Photo by Greg Pease, courtesy Maryland Department of Housing and Economic Development)*

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on the required setbacks, with deeper setbacks allowing for narrower streets. For example, a 60-foot width allowed for a 26-foot roadway and a sidewalk of four to six feet. The size and shape of lots were to be determined by the proposed type of housing, with the width of each lot depending on the size and character of the buildings, cost of the land, community tradition, and potential home owner. The use of longer blocks with fewer cross streets and the subdivision of land into wide, shallow lots were encouraged, departing from previous practices. Homes were to be "located upon narrow winding streets away from the noise and dangers of traffic" and to have proper orientation for sunlight. (88)

Spaciousness was upheld as a "primary principle in good subdivision layout." The ideal neighborhood was described as one protected by proper zoning regulations, where trees and the natural beauty of the landscape were preserved, and where streets were gently curving and adjusted to the contour of the ground. Open space was viewed as one of the most important considerations for home ownership. It could be achieved in three ways: (1) by subdividing into large lots, (2) by reserving large open areas in the interior of blocks, or (3) by creating parks, playgrounds, or large private spaces nearby. (89)

FHA Principles for Neighborhood Planning:

The National Housing Act of 1934 created the Federal Housing Administration to restructure the collapsed private home financing system and stimulate private investment in housing. It called for the development of housing standards, a process for real estate appraisal, and a comprehensive program of review for approving subdivisions for mortgage insurance.

Neighborhoods of Small Houses

FHA's Land Planning Division under Seward H. Mott, an experienced site planner, was responsible for establishing principles for neighborhood planning and for reviewing subdivision plans submitted by developers seeking FHA approval. This approval would not only enable developers to secure private financing but would also make low-cost mortgages available for prospective home owners. Mott's staff translated many of the prevailing ideas about neighborhood design that had been endorsed by the 1931 President's Conference, including Perry's Neighborhood Unit Formula, into written standards and basic design principles that could be uniformly applied across the Nation to the design of neighborhoods of small houses. Between 1936 and 1940, FHA published standards and recommended designs in a series of circulars, including *Subdivision Development, Planning Neighborhoods for Small Houses, Planning Profitable Neighborhoods, and Successful Subdivisions*. (90)

The FHA set forth seven minimum requirements for new subdivisions:

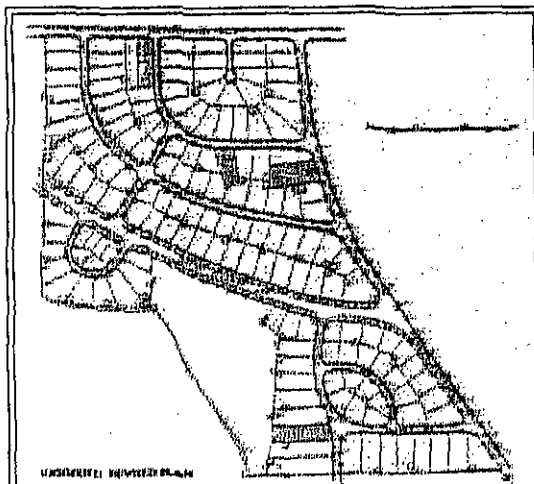
1. Location exhibiting a healthy and active demand for homes.
2. Location possessing a suitable site in terms of topography, soil condition, tree cover, and absence of hazards such as flood, fog, smoke, obnoxious odors, etc.
3. Accessibility by means of public transportation (streetcars and buses) and adequate highways to schools, employment, and shopping centers.
4. Installation of appropriate utilities and street improvements (meeting city or county specifications), and carefully related to needs of the development.
5. Compliance with city, county or regional plans and regulations, particularly local zoning and subdivision regulations to ensure that the neighborhood will become stable (and real estate values as well.)
6. Protection of values through "appropriate" deed restrictions (including setbacks, lot sizes, minimum costs of construction..)
7. Guarantee of a sound financial set up, whereby subdividers were financially

assessments were in line with the type of development contemplated and likely to remain stable.

In addition, FHA issued a set of "desirable standards," which, although not strict requirements, were additional factors that influenced the approval of a project.

- Careful adaptation of subdivision layout to topography and to natural features
- Adjustment of street plan and street widths and grades to best meet the traffic needs
- Elimination of sharp corners and dangerous intersections
- Long blocks that eliminated unnecessary streets
- Carefully studied lot plan with generous and well-shaped house sites
- Parks and playgrounds
- Establishment of community organizations of property owners
- Incorporation of features that add to the privacy and attractiveness of the community. (91)

In 1936, FHA published *Planning Neighborhoods for Small Houses* as "a subdivision primer" setting forth standards for the design of new subdivisions that provided safe, livable neighborhoods and ensured stable real estate conditions that justified mortgage lending and FHA mortgage insurance. The FHA encouraged large-scale operations, where development was financed and carried out under the direction of an "operative builder" who arranged for the purchase of land, the design of the subdivision plat, and the design and construction of the houses. Such large-scale operations offered a "broader and more profitable use of capital" and permitted the introduction of "industrial methods that resulted in savings in overhead, construction, and merchandising costs." Developers were able to develop neighborhood plans in a consistent and harmonious manner, and in addition develop "commercial services such as retail stores and gasoline stations necessary to the life of the new community." (92)



FHA redesigned plan for a subdivision near Pontiac, Michigan, from *Planning Profitable Neighborhoods* (1938). FHA's curvilinear plan featured irregularly shaped blocks of evenly-sized house lots and the integration of long, sweeping feeder streets punctuated by narrow courts, circles, and cul-de-sacs. Such plans discouraged through traffic, eliminated dangerous four-way intersections, and reduced the cost of constructing roads and utilities. (Plan courtesy Library of the U.S. Department of Housing and Urban Development)

To Seward Mott, who headed FHA's Land Planning Division, the legislation's mandate provided an opportunity to redirect the design of suburban America and to create conditions that would force public officials and planners alike to adopt planning measures and to abandon the rectilinear grid in favor of plans of curvilinear streets. Curvilinear plans had many advantages when compared to rectilinear gridiron plans: they provided greater privacy and visual interest; could be adapted to greater variations in topography; reduced the cost of utilities and road construction; and, by eliminating the need for dangerous four-way intersections, provided a safer environment for domestic activities. (93)

The curvilinear layouts recommended by FHA in the 1930s set the standards for the design of post-World War II subdivisions. They evolved from Garden City suburbs such as Seaside Village and

Radburn, and the organic curvilinear designs of the nineteenth-century Picturesque suburbs. Highly influential were Olmsted and Vaux's Riverside, with its spacious plan of undulating

and recessed, curvilinear streets, and Roland Park with its careful subdivision of land based on topography and the development of curvilinear streets that joined at oblique and acute angles and ended in cul-de-sacs in hollows or on hillside knolls. By the 1930s, such principles of design had been absorbed into the mainstream practices of the landscape architectural profession.

FHA-Approved Garden Apartment Communities

Through its Large-Scale Rental Housing Division in the 1930s, FHA became involved in the approval of designs and the creation of standards for large-scale rental housing communities under Section 207 of the National Housing Act. Financed privately by insurance companies or others with large capital, or through public housing bonds issued by municipalities or affiliated agencies, such developments offered low-cost rents for middle-and low-income Americans while providing incentives to the private building industry. FHA mortgage insurance minimized the risk of investing for lenders. The program gained momentum in the mid-1930s when the market for single-family housing was still uncertain, and expanded in the 1940s when additional insurance was authorized for housing in critical defense areas and later veterans' housing. Rental housing developments, especially those with a sizeable number of units, could take advantage of the economies of large-scale production and the use of standardized components.

FHA architect Eugene Henry Klaber worked closely with operative builders, many of whom hired architects and landscape architects to ensure that approved projects were efficiently designed cost-wise, had a solid plan for management, and were likely to materialize into sound, long-term investments. Efficiency of design required that each housing community be built at a large enough scale to take advantage of the savings offered by superblock planning and the use of standardized materials and methods. Most of these communities incorporated two- and three-story, multiple family dwellings in a variety of floor plans, often having private entrances and sometimes intermingled with rowhouse or duplex units. A suburban location and neighborhood amenities further contributed to the stability of real estate values and protected the investment of lenders. In 1940, the FHA issued a series of "Architectural Bulletins," which provided economical and efficient designs for all aspects of multiple family house design, from the layout of kitchens to the planting of common areas.

(94)

Many of the reforms and concerns for safety that the RPAA had introduced at Sunnyside, Radburn, and Chatham Village were carried over into the design of apartment communities. These included: the arrangement of housing units to afford privacy, sunlight, and fresh air; separation of internal pedestrian circulation from perimeter motor traffic; and provision of landscaped gardens and grounds away from the noise and activity of major arterial streets. Housing units in developments such as Colonial Village in Arlington, Virginia, were carefully arranged to fit the existing topography and designed to provide visual appeal, variety, and a village-like atmosphere. (95)

Such designs would provide attractive dwellings at a higher density and lower cost than neighborhoods of single family homes. To achieve the highest standards of safety and quiet, the standards for projects containing several hundred units called for the development of superblocks with garden courts, ample thoroughways with pedestrian underpasses and walkways, parking and garage compounds, centralized trash stations, and the elimination of service alleys. Clearance between buildings was carefully considered to provide adequate light, free circulation of air, and privacy. A maximum height of three stories was recommended unless elevators could be provided. Landscaping around foundations, common areas, and the circulation network, was recommended depending on rental costs and project's capitalization. In addition to playgrounds and common areas, larger

The Postwar Curvilinear Subdivision

Through FHA's publication of standards for neighborhood planning and its comprehensive review and revision of subdivisions for mortgage approval, curvilinear subdivision design became the standard of both sound real estate practice and local planning. As FHA-backed mortgages supported more and more new residential development on the edge of American cities, local planning commissions adopted some form of the FHA standards as subdivision regulations. Thus, by the late 1940s, the curvilinear subdivision had evolved from the Olmsted, City Beautiful, and Garden City models to the FHA-approved standard, which had become the legally required form of new residential development in many localities in the United States. Based on the Garden City idea, the greenbelt communities built by the U.S. government under the Resettlement Administration during the New Deal became models of suburban planning, incorporating not only the Radburn Idea but also the FHA standards for neighborhood design. (97)

The curvilinear subdivision layout was further institutionalized as the building industry came to support national regulations that would standardize local building practices and reduce unexpected development costs. One of the most influential private organizations representing the building industry was the Urban Land Institute (ULI), established in 1936 as an independent nonprofit research organization dedicated to urban planning and land development. Sponsored by the National Association of Real Estate Boards (NAREB) and serving as a consultant to the National Association of Home Builders (NAHB), ULI provided information to developers about community developments that supported land-use planning and promoted the idea of metropolitan-wide coordination as an approach to development. (98)

In 1947 the ULI published its first edition of the *Community Builder's Handbook*. Providing detailed instructions for community development based on the curvilinear subdivision and neighborhood unit approach, it became a basic reference for the community development industry and, by 1990, was in its seventh edition. In 1950 the NAHB, the primary trade organization for the industry, published the *Home Builders' Manual for Land Development*.

Thus, by the late 1940s, the concept of neighborhood planning had become institutionalized in American planning practice. This form of development, in seamless repetition, would create the post-World War II suburban landscape.

