



2539 TELEGRAPH AVENUE  
HISTORIC RESOURCE EVALUATION  
[14065]

PREPARED FOR:  
PLACEWORKS,  
BERKELEY, CALIFORNIA

**PAGE & TURNBULL**

imagining change in historic environments through design, research, and technology

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## I. INTRODUCTION

This Historic Resource Evaluation (HRE) has been prepared at the request of PlaceWorks for the building at 2539 Telegraph Avenue (APN 55-1839-20) in Berkeley, California. 2539 Telegraph Avenue is a one industrial story, modified Moderne-style commercial building located on the east side of Telegraph Avenue between Parker Street and Dwight Way. 2539 Telegraph Avenue was designed by Alben R. Froberg and constructed in 1941 as a Safeway grocery store. From 1975 to 2011, the building served as the primary office of the Center for Independent Living (CIL), the nation's first disability advocacy group organized and operated by persons with disabilities.



Figure 1: Assessor's Parcel Map showing 2539 Telegraph Avenue site outlined in red.  
Source: Alameda County Assessor's Parcel Map, annotated by Page & Turnbull.

## SUMMARY OF DETERMINATION

2539 Telegraph Avenue has been determined significant under National Register Criterion A (Event) for its association with the CIL, which was the nation's first disability advocacy group organized and operated by persons with disabilities. The property's period of significance spans from 1975 when the CIL moved into the building, to 1990, when the CIL marshaled West Coast testimony in

support of the successfully-passed Americans with Disabilities Act (ADA). This period of significance is assigned with the understanding that the advocacy work of the CIL and its continued positive effect on the lives of persons with disabilities continues into the current day. Additional evaluation under Criterion G determined that although the period of significance dates from less than 50 years, the contributions of the CIL meet the threshold of “exceptional significance” and that adequate scholarly and historical perspective has been gained on the contributions of the organization. The building retains sufficient integrity to convey its historic significance. Therefore, 2539 Telegraph Avenue appears to be eligible for the National Register of Historic Places.

## METHODOLOGY

This report provides a building description, a historic context statement, and an examination of the current historic status of the 2539 Telegraph Avenue. The report also includes an updated evaluation of the property’s eligibility for listing in the National Register of Historic Places and the California Register of Historical Resources, and an evaluation of the building’s integrity.

Page & Turnbull visited the site in May 2014. Research for this report was collected at various local repositories, including the Alameda County Assessor, the City of Berkeley Permit Service Center, information provided by current staff members of the Center for Independent Living, Berkeley Historical Society, Berkeley Architectural Heritage Association, and the Berkeley Public Library. Research was also collected using online sources including the Online Archive of California, ProQuest historical newspaper database, and the digital Sanborn Fire Insurance Map collection.

All photographs in this report were taken by Page & Turnbull in May 2014, unless otherwise noted.

## II. CURRENT HISTORIC STATUS

The following section examines the national, state and local historic ratings currently assigned to 2539 Telegraph Avenue and the previous historic evaluations that have been done for the property.

### NATIONAL REGISTER OF HISTORIC PLACES

The National Register of Historic Places (National Register) is the nation's most comprehensive inventory of historic resources. The National Register is administered by the National Park Service and includes buildings, structures, sites, objects, and districts that possess historic, architectural, engineering, archaeological, or cultural significance at the national, state, or local level.

2539 Telegraph Avenue was evaluated in 1979 using a State of California Department of Parks and Recreation Historic Resources (DPR) Inventory form (**Appendix A**) and was determined eligible at that time for listing in the National Register of Historic Places under the theme of "Social/Education" [*sic*], for its association with the Center for Independent Living, "the first consumer-operated self help [*sic*] service delivery agency in the nation which served the physically disabled."<sup>1</sup> Despite this determination of eligibility, the National Register nomination process was not initiated for the building, and 2539 Telegraph Avenue is not currently listed in the National Register of Historic Places.

### CALIFORNIA REGISTER OF HISTORICAL RESOURCES

The California Register of Historical Resources (California Register) is an inventory of significant architectural, archaeological, and historical resources in the State of California. Resources can be listed in the California Register through a number of methods. State Historical Landmarks and National Register-listed properties are automatically listed in the California Register. Properties can also be nominated to the California Register by local governments, private organizations, or citizens. The evaluative criteria used by the California Register for determining eligibility are closely based on those developed by the National Park Service for the National Register of Historic Places.

2539 Telegraph Avenue was included in the Area of Potential Effects of an AC Transit Bus Rapid Transit Project undertaken in 2003. The Historic Properties Inventory and Evaluation Report prepared as part of the Environmental Impact Report (EIR) confirmed the 1979 DPR finding that the property was eligible for the National Register. The findings of the Historic Properties Inventory and Evaluation Report were concurred with by the State Historic Preservation Officer (SHPO) in March, 2006.<sup>2</sup> In this process, which was done in part for Section 106 review, the property was assigned an updated California Historical Resource Status Code (CHRS code; further information below) of 2S2, which means that it was determined eligible for listing in the National Register, and automatically listed in the California Register. Therefore, 2539 Telegraph Avenue is currently listed in the California Register.

### CALIFORNIA HISTORICAL RESOURCE STATUS CODE

Properties listed or under review by the State of California Office of Historic Preservation are assigned a California Historical Resource Status Code (CHRS Code) of "1" to "7" to establish their

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<sup>1</sup> Berkeley Architectural Heritage Association, "2539 Telegraph Avenue State of California Department of Parks and recreation Historic Resources Inventory" January 25, 1979.

<sup>2</sup> Federal Transit Administration, U. S. Department of Transportation, and Alameda-Contra Costa Transit District, "AC Transit East Bay Bus Rapid Transit Project in Alameda County Final Environmental Impact Statement/Environmental Impact Report" January 23, 2012, 4.7-4.

historical significance in relation to the National Register or California Register. Properties with a Status Code of “1” or “2” are either eligible for listing in the California Register or the National Register, or are already listed in one or both of the registers. Properties assigned Status Codes of “3” or “4” appear to be eligible for listing in either register, but normally require more research to support this rating. Properties assigned a Status Code of “5” have typically been determined to be locally significant or to have contextual importance. Properties with a Status Code of “6” are not eligible for listing in either register. Finally, a Status Code of “7” means that the resource has not been evaluated for the National Register or the California Register, or needs reevaluation.

2539 Telegraph Avenue received a CHRS Code rating of “3S” in 1979, indicating that it was determined eligible for the National Register through survey evaluation, and received an updated CHRS Code rating of “2S2” in 2006, indicating that it is an individual property determined eligible for the National Register by consensus through Section 106 process, automatically listed in the California Register.

### CITY OF BERKELEY LANDMARKS & STRUCTURES OF MERIT

The City of Berkeley maintains a list of properties designated as local Landmarks and Structures of Merit under chapter 3.24 of the Berkeley Municipal Code. Much like the National and California Registers, the Municipal Code provides a number of criteria that must be met in order for a property to gain Landmark or Structure of Merit designation. Properties may be landmarked if they meet standards of architectural, cultural, educational, or historical significance, or if they are already listed in the National Register. A property may be designated as a Structure of Merit if it does not rise to the level of Landmark status, but has contextual importance and is worthy of preservation as part of a neighborhood, block or street frontage, or group of buildings that includes Landmark properties.

2539 Telegraph Avenue is not currently designated as a City of Berkeley Landmark or a Structure of Merit. For further discussion regarding the properties eligibility as a Berkeley Landmark or Structure of Merit, please see the Evaluation section of this report.

### III. DESCRIPTION

#### SITE



Figure 2: 2539 Telegraph Avenue, outlined in red. North is to the left.  
Source: Bing Maps, annotated by author.

2539 Telegraph Avenue is a commercial building located on the east side of Telegraph Avenue between Parker Street and Dwight Way in the Southside/South Berkeley neighborhood of Berkeley, California (**Figure 2**). The building is one industrial story in height, steel frame and concrete construction, and capped with a barrel vault roof behind a flat parapet with false side gables. The building is located on a through-lot that has frontage on Telegraph Avenue at the west and Regent Street at the east. The building sits on the north half of its lot; the south half of the lot includes a surface parking lot, the western half of which is shaded by a ribbed steel awning. The topography of the site slopes gently downward to the west; as a result, the eastern perimeter of the lot, which is planted with grass and mature trees, is at grade on Regent Street, while the eastern portion of the building and parking lot are excavated below grade approximately 15 feet. Surrounding buildings are commercial along Telegraph Avenue, and multi-unit residential, single family residential, and commercial along Regent Street.

## EXTERIOR

## Primary (West) Façade



Figure 3: 2539 Telegraph Avenue, primary (west) facade, facing northeast.

The primary façade of 2539 Telegraph Avenue faces west onto Telegraph Avenue (**Figure 3**). The building is located at the left (north) half of the lot, and a surface parking lot and a flat awning constructed of ribbed steel siding or decking is located at the right (south) half of the lot. The building's façade is symmetrically arranged, with full height concrete piers at each corner. At street level, the façade is recessed approximately three feet: the recessed area includes landscaping and is fronted by a low wall of rustic concrete block (**Figure 4**). The street-level façade includes a continuous band of 12 large fixed windows with wood sash. Below the windows there are six plywood spandrel panels and above the windows there are six plywood transom panels. The upper portion of the façade overhangs the street-level portion and is clad in an applied panel of vertically-oriented ribbed steel siding or decking (**Figure 5**). There are some irregularities in the concrete of the piers at the point where the façade transitions from recessed to flush, suggesting this area may have formerly included bracing for an awning (reflected in Sanborn maps, included in a later section of this report).



**Figure 4: Primary (west) facade, street level facade detail, facing southeast.**



**Figure 5: Primary (west) facade, detail of ribbed siding and south pier with indication of former awning, facing northeast.**

### South Façade

The south façade of the building includes the primary entrance, located at the left (west) of the façade. The primary entrance is a pair of wide fully glazed aluminum leaf doors (lower portions covered by applied metal panels) surmounted by a single lite transom etched with the building's address (**Figure 6**). Directly to the left of the entrance there are two fixed windows with wood sash, with plywood transom and spandrel panels. This area is sheltered by a ribbed steel awning which extends to join a larger awning that covers a portion of the surface parking lot (described further below). Right of the entrance there is a concrete pier similar to those at the primary façade, and two fixed plate windows with wood sash, with plywood transom and spandrel panels. This area is encircled by a tall iron picket fence with a large hinged gate that provides access from Telegraph Avenue.



**Figure 6: South facade, primary entrance, facing northeast.**



**Figure 7: West facade of one story mass at the south facade, facing east.**

A one story mass projects from the main portion of the building, left of center at the south façade (**Figure 7**). This mass is constructed of rustic concrete block and capped with a low pitch shed roof. The west façade of the one story mass includes two fixed plate windows with wood sash, with plywood transom and spandrel panels. The south façade of the projecting mass includes a half-glazed wood door, right of center, with a metal security screen door, and a fixed metal sash window at far right. The east façade has a fixed metal sash window at far left (**Figure 8**). Left of the one story

mass, there is a landscaped area. Right of the one story mass, the main mass of the building includes a pair of contemporary anodized aluminum leaf doors with a single lite transom, with one fixed metal sash window at right and two at left (**Figure 9**). The wall below the windows system is constructed of cinder block, and the entire area is located at the base of a shallow-pitch ramp with an iron drainage grate, suggesting the area at one time provided vehicular access to the building or was a loading dock. This area is shaded by a portion of the ribbed steel awning that covers a portion of the surface parking lot.



**Figure 8: South and east facades of the one story mass at the south facade, facing northwest.**



**Figure 9: Entrance and windows right of one story mass at south facade, facing north.**

Another shallow-pitch ramp is located right (east) of center, with a row of five double hung vinyl sash windows. The façade below this area appears to be constructed of concrete block, suggesting the area at one time provided vehicular access to the building or was a loading dock. At far right (east) the façade includes a metal pedestrian door with no glazing or hardware. A wooden gate separates the surface parking lot here from the small below grade rear yard (described with the east façade.)



**Figure 10: Second ramp and window group, south facade, facing north.**



**Figure 11: Metal pedestrian door, south facade, facing northeast.**

The south façade includes a raised water table and six visible evenly spaced engaged piers which rise to about three feet below the roofline (an additional pier at the far left may be obscured by contemporary cladding, described below). An applied panel of vertically-oriented ribbed steel siding is visible at the upper far left (west) portion of the façade above the ribbed steel awning (**Figure 12**).

The roofline includes a gabled parapet at far left (west), and the remainder of the façade terminates in a flat roofline with a slim coping.



**Figure 12: Detail of upper far left (west) portion of south facade showing engaged piers, applied ribbed steel cladding and gable parapet, facing northwest.**

#### Surface Parking Lot and Awning

A surface parking lot covers the south half of the lot. The front (west) half of the parking lot is sheltered by a ribbed steel awning, supported by steel I-beams and steel posts (**Figure 13**). At Telegraph Avenue the parking lot is enclosed by an iron picket fence with a broad leaf gate which provides vehicle access to the lot, set back from the street approximately 12 feet. The awning above this area includes a two-faceted plywood marquee which includes vinyl signs at each façade that read “the Shop at CIL.” Due to the slope of the lot, the south and east perimeters of the parking lot are below grade and have retaining walls of board formed concrete. The south wall includes a mural (described below). At the south east corner of the parking lot, there is a flight of concrete stairs with steel tube railing that rises to Regent Street (**Figure 14**).



Figure 13: Awning, marquee and gate to parking lot, facing northeast.



Figure 14: Concrete stair from parking lot to Regent Street, facing southeast.

### Mural

The retaining wall at the south side of the surface parking lot includes a mural depicting people who were associated with the Center for Independent Living (**Figures 15-19**). The mural is approximately 20 feet wide and six feet tall. Photographs of the mural and information about the people included in the mural have been provided by Ken Stein, photographer and former Public Information Coordinator and Researcher for the Center for Independent Living.



Figure 15: Mural, picturing Michael Williams, Don Galloway.



Figure 16: Mural, picturing Ann Hiserman.



Figure 17: Mural, picturing Brad Lomax.



Figure 18: Mural, picturing Dale Dahl.



Figure 19: Mural, picturing Nancy D'Angelo.

Identified individuals included in this mural are:

- Michael Williams, described as the “grandmaster” of Augmented Communications.
- Don Galloway, head of CIL's Research and Development department, who had a long career in Washington DC.
- Ann Hiserman, architect and an early resident, possibly the first woman resident, of the Cowell Residence Program, precursor to U.C. Berkeley's Physically Disabled Students Program. She is shown in the mural in a Bay Area Outreach and Recreation Program (BORP) archery class, from a photo in CIL's national quarterly, *The Independent*.
- Brad Lomax, of CIL's transportation department.
- Dale Dahl, born deaf and later became quadriplegic by auto accident, who started deaf services at CIL and forged links between the deaf and mobility disability communities.
- Nancy D'Angelo, early attendant referral for CIL.

The mural has experienced weathering and portions are no longer visible.

#### Rear (East) Façade

The rear (east) façade of 2539 Telegraph Avenue is located below grade at Regent Street. The lot is excavated around the building, and there is a narrow paved space with an approximately 15 foot

concrete retaining wall topped by a wood fence spanning the east façade (**Figure 20**). The east façade of the building includes two multi lite double hung metal sash windows with integrated metal security bars' located at the upper portion of the façade. The window at the left (south) is twice as wide as the window at the right (north). The façade also includes the same raised water table and engaged piers described at the south façade; there are four piers at this façade (one at each corner and two at regularly spaced intervals). A wood gate is located at the south end of the building between the excavated area and the surface parking lot. The roofline is flat with a narrow coping.

At street grade, the east portion of the lot includes an area which is partially paved and partially landscaped: landscape elements here include five mature trees, several shrubs, and grass (**Figure 21**). The area is currently enclosed by a chain link fence.



**Figure 20:** Excavated space and rear (east) facade, facing south.



**Figure 21:** East portion of the lot, street grade, facing northwest.

### North Façade

The north façade of the building is flush with the building directly to the north at Telegraph Avenue, above which can be seen the same gable parapet that is described at the south façade. At Regent Street, the north façade is flush with a retaining wall associated with the below-grade garage of adjacent construction, above which can be seen the same board formed concrete walls and the engaged pier pattern described at the south and east façades (**Figures 22, 23**). There is no visible fenestration at the north façade and the roofline is flat.



Figure 22: North facade, visible portion above adjoining building at Telegraph Avenue, facing southeast.



Figure 23: North facade, visible portion above retaining wall at Regent Street, facing west. Gate is associated with adjacent construction.

## INTERIOR

The interior of the building is not evaluated in this report. The interior was briefly viewed during a site visit in May 2014. The interior includes contemporary divided office and retail space at the front (west) portion of the building, some older fixtures (wood service windows and counter) at the center, and larger meeting rooms at the rear. The ceilings appear to be dropped from their original height, with acoustic tile throughout.

## SURROUNDING SITE AND NEIGHBORHOOD

The buildings on the same block as 2539 Telegraph Avenue are commercial or residential over commercial, between one and three stories in height, and constructed between 1877 and the contemporary era. This block is sometimes referred to as the Telegraph commercial district's "fifth block", and it continues the uniform commercial and residential-over commercial uses that are found on the blocks of Telegraph Avenue to the north as it approaches the University of California, Berkeley campus.<sup>3</sup> 2587 Telegraph Avenue, located directly south of 2539 Telegraph Avenue, is a one story plus mezzanine building with multiple storefronts, constructed in the contemporary era (**Figure 24**). The J. Gorman & Son Building, 2599 Telegraph Avenue, at the corner of Parker Street, is a three story building that was constructed in 1877, with a wing added in 1906 (**Figure 25**). The building served as a furniture store run by early Berkeley businessman John Gorman, and remained in operation by this family until 1997, when the business moved to Oakland. The building was listed as a Berkeley Landmark in 2000, and restored to its historic appearance in 2005.

<sup>3</sup> Donna Graves with Anny Su, John S. English, and Steven Finicom, "Needham/Obata Building, City of Berkeley Landmark Application", May 18, 2009.



Figure 24: 2587 Telegraph Avenue, facing northeast.



Figure 25: 2599 Telegraph Avenue, the J. Gorman & Son Building, facing southeast.

North of 2539 Telegraph Avenue, the remainder of the block includes three Berkeley Landmark buildings and two contemporary or heavily renovated buildings. 2502 Dwight Way, the Mrs. Edmund King Building, is located at the southeast corner of Dwight Way and Telegraph Avenue (Figure 26). The building was designed by architect Albert Dodge Caplan and constructed in 1901 as a residential over commercial Colonial revival corner store; the building was designated a Berkeley Landmark in 2004. Directly south of this building is 2509-2513 Telegraph Avenue, the Soda Water Works Building (Figure 26). Built in 1888 by E. A. Spalding to serve as Robert L. Agers' soda water factory, it was significantly renovated after 1904 by Henry F. Bowlers to serve as a residential over commercial building; the building was designated a Berkeley Landmark in 2004. South of this building there is a three story contemporary or contemporarily renovated building at 2517 Telegraph Avenue (Figure 27). South of this building is the Needham/Obata Building, a two story plus mezzanine Mission Revival style building at 2525 Telegraph Avenue (Figure 28). This building was constructed in 1907 as a residential over commercial building, and has commercial storefronts at Telegraph Avenue and Regent Street. The building also served as the studio and art store of Japanese artist Chiura Obata, who was the first person of Japanese birth or ancestry to achieve full faculty status at a prominent California university, and was relocated to an internment camp in Topaz, Utah during the years of World War II. The building was designated a Berkeley Landmark in 2009. South of this building, directly north of 2539 Telegraph Avenue, there is a one story contemporary commercial building at 2529 Telegraph Avenue (Figure 29).



Figure 26: 2502 Dwight Way, The Mrs. Edmund King Building, left, and 2509-2513 Telegraph Avenue, the Soda Water Works Building, right, facing northeast.



Figure 27: 2517 Telegraph Avenue, facing east.



Figure 28: 2525 Telegraph Avenue, the Needham/Obata Building, facing northeast.



Figure 29: 2529 Telegraph Avenue, facing southeast.

The west side of Telegraph Avenue, across the street from the subject building, includes a four story residential over commercial building of contemporary construction at 2550 Telegraph Avenue, at the northwest corner of Telegraph Avenue and Blake Street (**Figure 30**); a two story brick power station of unknown construction date at 2540 Telegraph Avenue (**Figure 31**); and a one story commercial building with several staggered bay storefronts of contemporary construction (or renovation) at 2500 Telegraph Avenue, at the southwest corner of Dwight Way and Telegraph Avenue (**Figure 32**).



**Figure 30: 2550 Telegraph Avenue, facing southwest.**



**Figure 31: 2540 Telegraph Avenue, facing west.**



**Figure 32: 2500 Telegraph Avenue, facing northwest.**

At the rear (east) façade of 2539 Telegraph Avenue, the buildings on Regent Street are nearly uniformly residential. The block includes a mixture of Colonial Revival buildings dating from the first decade of the twentieth century and apartment buildings constructed after 1958.<sup>4</sup> On the west side of Regent Street, north of 2539 Telegraph Avenue, there is a three story apartment building of contemporary construction at 2520 Regent Street (**Figure 33**); the east façade of the Needham/Obata building at 2512 Regent Street, which includes commercial units at the first story (**Figure 34**); a three story apartment building of contemporary construction at 2517 Regent Street (**Figure 34**); and a surface parking lot at the southwest corner of Regent Street and Dwight Way. The surface parking lot currently includes the small, one-story commercial building known as the Bonnet Box, which is presumed to have been constructed between 1901 and 1903 (**Figure 35**).<sup>5</sup> This lot is the proposed relocation site for two Berkeley Landmark buildings, the Woolley House and the Blood house; plans for this relocation will relocate the Bonnet Box to the interior of the lot.<sup>6</sup>



**Figure 33: 2520 Regent Street, facing west.**



**Figure 34: 2512 Regent Street (Needham/Obata Building) at left, 2517 Regent Street at right, facing northwest.**



**Figure 35: The Bonnet Box at the southwest corner of Dwight Way and Regent Street, facing southwest.**

<sup>4</sup> “City of Berkeley Landmark Application, Mary J. Berg House, 2517 Regent Street”, prepared by Daniella Thompson, October 2012, accessed online at [http://www.ci.berkeley.ca.us/uploadedFiles/Planning\\_and\\_Development/Level\\_3\\_-\\_LPC/2012-11-01\\_LPC\\_ATT1A\\_2517%20Regent\\_Landmark%20Application.pdf](http://www.ci.berkeley.ca.us/uploadedFiles/Planning_and_Development/Level_3_-_LPC/2012-11-01_LPC_ATT1A_2517%20Regent_Landmark%20Application.pdf), June 12, 2014.

<sup>5</sup> “Blood and Woolley House Relocations, 2506 Dwight Way, Receiving Lot”, prepared for the Berkeley Landmarks Preservation Commission by Sally Zarnowitz, Preservation Planner, July 11, 2013, accessed online at [http://www.cityofberkeley.info/uploadedFiles/Planning\\_and\\_Development/Level\\_3\\_-\\_LPC/2013-07-11\\_%20LPC\\_Staff%20Report\\_2506%20Dwight.pdf](http://www.cityofberkeley.info/uploadedFiles/Planning_and_Development/Level_3_-_LPC/2013-07-11_%20LPC_Staff%20Report_2506%20Dwight.pdf), June 12, 2014.

<sup>6</sup> *Ibid.*

South of 2539 Telegraph Avenue on the west side of Regent Street, there is a surface parking lot at the northwest corner of Regent and Parker streets, a four-story apartment building of contemporary construction at 2540 Regent Street (**Figure 36**), and four two-story Colonial Revival residential buildings dating from the first decade of the twentieth century at 2536, 2534, 2532, and 2530 Regent Street (**Figures 37-39**).



**Figure 36: 2570 Regent Street, facing west.**



**Figure 37: 2536 Regent Street, facing southwest.**



**Figure 38: 2534 Regent Street, left and 2532 Regent Street, right, facing northwest.**



**Figure 39: 2530 Regent Street, facing west.**

On the east side of Regent Street, the north half of the block includes four Colonial Revival residential buildings constructed in the first decade of the twentieth century. 2503 Regent Street (**Figure 40**), 2509 Regent Street (**Figure 41**) and 2511 Regent Street (**Figure 42**) were all designed by architect Albert Dodge Coplin, and have recently begun the process of Berkeley Landmark nomination. 2517 Regent Street (**Figure 43**) was designed by architect William G. May and was designated a Berkeley Landmark in 2012. The south half of the east side of Regent Street includes six apartment buildings largely of contemporary construction (2535 Regent Street dates from the 1920s) and a Colonial Revival residential building at the northeast corner of Regent and Parker streets.



**Figure 40: 2503 Regent Street, facing northeast.**



**Figure 41: 2509 Regent Street, facing northeast.**



**Figure 42: 2511 Regent Street, facing east.**



**Figure 43: 2517 Regent Street, facing northeast.**

The south half of the block on the east side of Regent Street includes six apartment buildings largely of contemporary construction (2535 Regent Street dates from the 1920s) and a Colonial Revival residential building at the northeast corner of Regent and Parker streets. 2521 and 2525, and 2531 Regent Street are three- and four-story contemporary apartment buildings located directly across the street from the rear façade of 2539 Telegraph Avenue (**Figure 44, 45**). 2535, 2537, and 2541 Regent Street are also three- and four-story apartment buildings located to the south (**Figure 45, 46**). 2545 Regent Street is a brown shingle Colonial Revival located at the northeast corner of Regent and Parker streets (**Figure 47**).



Figure 44: 2521 Regent Street, facing east.



Figure 45: 2525, 2531, and 2535 (left to right) Regent Street, facing southeast.



Figure 46: 2537 (left) and 2541 (right) Regent Street, facing southeast.



Figure 47: 2545 Regent Street, facing southeast.

## IV. HISTORIC CONTEXT

### CITY OF BERKELEY

#### Early History of Berkeley

The area where we now find the city of Berkeley was originally inhabited by the Huichin sub-group of the Ohlone tribe of Native Americans, who occupied much of the Bay Area region. In 1769, Gaspar de Portola discovered the San Francisco Bay, and European incursion and settlement of the area commenced. The Spanish brought Catholic missions and military presidios to California, and granted their prominent leaders large land holdings. In 1820, the Viceroy of New Spain granted the 48,000-acre Rancho San Antonio to Luis Maria Peralta. Peralta divided the ranch between his four sons in 1842, leaving most of what is now Berkeley to his son Jose Domingo Peralta.

Less than a decade later, gold fever struck California and “Forty-niners” flooded into the state. In 1850, the United States annexed California after acquiring the territory from Mexico by the terms of the Treaty of Guadalupe-Hidalgo. Statehood eventually brought about the demise of the ranchos, and in 1852, Francis Kittredge Shattuck, his brother-in-law George Blake, and two partners, William Hillegass and James Leonard, filed claims to a square mile of land in the central section of what is now Berkeley.<sup>7</sup> Eight years later, in 1860, the private College of California purchased a large tract of land on Strawberry Creek for a new campus. In 1866, the name “Berkeley” was officially adopted by the Trustees of the College for the residential academic community that they hoped would grow up around the school. In 1868, the financially troubled college deeded the campus site to the State of California. Shortly thereafter, under the provisions of the Morrill Act, Governor Henry H. Haight signed a law granting a charter to the University of California.<sup>8</sup>

#### Berkeley Incorporates

The development of Berkeley proceeded very slowly prior to the establishment of regular rail service between the town and Oakland and San Francisco. In 1873, several local investors formed the Berkeley Land and Town Improvement Association to spur development. This group organized land sales, built stores and wharves, and lobbied for a direct ferry connection to San Francisco. In 1874, the Berkeley Ferry and Railroad Company initiated regular service between San Francisco and Ocean View (now West Berkeley). During that same year, a horse-drawn transit line began operating along Telegraph Avenue between downtown what is now Berkeley and Oakland.<sup>9</sup> In 1878, the Town of Berkeley incorporated, encompassing both the bayside manufacturing settlement of Ocean View and the small academic village of Berkeley.<sup>10</sup>

Following Berkeley’s incorporation, Shattuck Avenue was already well on its way to becoming the town’s main street. This was mostly the result of Francis Kittredge Shattuck’s successful efforts to convince the Central Pacific Railroad to run a spur line from Oakland through the middle of his mile-long land holdings located just west of the University of California campus. The spur line ran along Adeline Street and terminated in a station at Stanford Square (later renamed Shattuck Square). The blocks east of Shattuck Avenue contained an eclectic mix of uses and remained in a quasi-rural state for much longer than the land south and west of Shattuck. While Shattuck Avenue served as the main north-south transportation corridor in downtown Berkeley, University Avenue served as the

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<sup>7</sup> Susan Dinkelspiel Cerny, *Berkeley Landmarks: An Illustrated Guide to Berkeley California’s Architectural Heritage* (Berkeley: Berkeley Architectural Heritage Association, 1994) 64.

<sup>8</sup> Alan Cohen, *A History of Berkeley, From the Ground Up*, accessed online at <http://historyofberkeley.org/about.html>, in June 22, 2014.

<sup>9</sup> *Ibid.*

<sup>10</sup> *Ibid.*

east-west horsecar route, connecting the shoreline community of Ocean View with downtown and the campus. University Avenue was less densely developed than Shattuck Avenue.<sup>11</sup>

### Early Twentieth Century

During the early twentieth century, particularly in the years between the 1906 Earthquake and the Great Depression, both the University of California and the town of Berkeley grew rapidly. After 1906, Berkeley became one of the largest cities in California, mostly as the result of an influx of 20,000 San Francisco earthquake refugees. The construction of the Key System of ferryboats and streetcars made transportation between Oakland, Berkeley, and San Francisco quick and affordable and spurred the development of numerous residential tracts in Berkeley and Oakland. In turn, this growth brought in more customers and thereby spurred intensive commercial development in downtown Berkeley.<sup>12</sup>

During the first decade of the twentieth century, downtown Berkeley evolved from a district of low-rise, wood-frame buildings into a substantial urban district, with numerous large masonry buildings and stately public facilities. The City Beautiful movement inspired local architects, and many buildings constructed during this era incorporated neoclassical design. Meanwhile, the growth of the University of California under the patronage of influential people like University President Benjamin Ide Wheeler and donor Phoebe Apperson Hearst also encouraged the physical development of the city, as well as the growth of its identity and local culture. This period saw Berkeley begin to develop its reputation for progressiveness, unconventionality, and bohemianism – traits that were reflected in its built environment, especially the new First Bay Region style houses built throughout the area that were designed by the likes of Bernard Maybeck, Julia Morgan, and John Galen Howard.<sup>13</sup>

### The Great Depression and World War II

During the Great Depression, Berkeley's suffering was somewhat minimized by the presence of the University, which continued to provide employment for many citizens, although working class neighborhoods in west Berkeley felt the economic strain more. In both the university-centric neighborhoods and the waterfront areas, the Depression led to political activism and protest, further contributing to Berkeley's reputation for outspoken activism.<sup>14</sup>

World War II brought a tremendous population boom to the entire Bay Area, and Berkeley was no exception. Wartime housing projects to accommodate military personnel were constructed in Berkeley, and facilities at the University itself were commandeered for military use. Civilian numbers also grew as people relocated to Berkeley for employment at local shipyards like the Moore Drydock on the Oakland Estuary and the Kaiser shipyards in Richmond. Transportation lines and other infrastructure in Berkeley expanded to make these workers' commutes easier. The influx of population led to a housing shortage, however. It was at this time that many houses in Berkeley were subdivided into smaller rental units to accommodate multiple tenants. The shortage was so severe that many renters even resorted to hot bunk arrangements wherein multiple people would share the same apartment in coordination with their alternating shifts at the 24-hour shipyards.<sup>15</sup>

### Berkeley, Post-War

After the war, Berkeley experienced the same out-migration as many other large cities in the country, as families moved to the suburbs to take advantage of G.I. home loans and the increased ease of commuting by automobile. This led to a shift in demographics in Berkeley, where larger working class populations developed. G.I. benefits also resulted in soaring enrollment at the University of

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<sup>11</sup> Cerny, 64-65; Berkeley Downtown Design Guidelines, 14.

<sup>12</sup> *Ibid.*

<sup>13</sup> Charles Wollenberg, *Berkeley, A City in History*, (Berkeley, University of California Press, 2002) 78.

<sup>14</sup> *Ibid.*

<sup>15</sup> *Ibid.*

California, which meant that students flooded available housing around the campus. The large houses previously subdivided to accommodate war workers were well-suited to housing numerous students.

In the decades following World War II, Berkeley's reputation as a liberal stronghold grew, particularly expressed by its Democratic-leaning academic community and African American and working-class populations. Civil Rights became an important topic, leading to struggles over fair-housing and segregation of schools. The Vietnam War also affected the city tremendously, as it was heavily populated by young, working-class people and students who were eligible for the draft, spurring protests and demonstrations. With foundations of political outspokenness, Berkeley became a ready harbor for counter-cultural movements that branched out from San Francisco in the form of the Beat Generation and the Hippie movement. People's Park, on the block just north of the subject property, became the location of pivotal conflict between Berkeley liberals and the conservative "establishment," escalating to the point that the National Guard was called in and the city put on military curfew.<sup>16</sup> From that time, Berkeley has remained a politically and culturally outspoken community that largely accepts and promotes progressive thinking. The University of California remains the centerpiece of the city, which is otherwise inhabited by a wide range of social, economic, and ethnic demographics.

### PROJECT SITE HISTORY

The subject lot is located in Hillegass Tract No. 3, which is part of the 160 acres that were purchased by Berkeley pioneer William Hillegass in 1857. Hillegass was a business partner of Francis K. Shattuck and the two men ran a livery stable in Oakland prior to their Berkeley real estate ventures. Hillegass sold some of his early land holdings in Berkeley to the College of California, which became the University of California, and leased the remainder of his land to tenant wheat and vegetable farmers. Ten years after Hillegass's death in 1876, his land holdings, which spanned several blocks east of Telegraph Avenue, south of Dwight Way, and west of College Avenue, were platted for residential real estate development. However, development proceeded slowly in the area until the turn of the century, when street paving and speculative residential construction combined to spur a period of rapid growth.

The earliest available Berkeley Assessor's Block Book indicates that in 1902 the subject lot was a double lot owned by Alice Hillegass, daughter of William (**Figure 48**). There is no indication that there was any construction on the lot at that time, which is borne out by the 1903 Sanborn Fire Insurance Map, which shows the lot vacant (**Figure 49**). During these years, a triangular wedge of land between the west perimeter of lots in the Hillegass Tract and the line of Telegraph Avenue was part of the Leonard Tract and was not included in the footprint of the subject lot.

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<sup>16</sup> Wollenberg, 201.

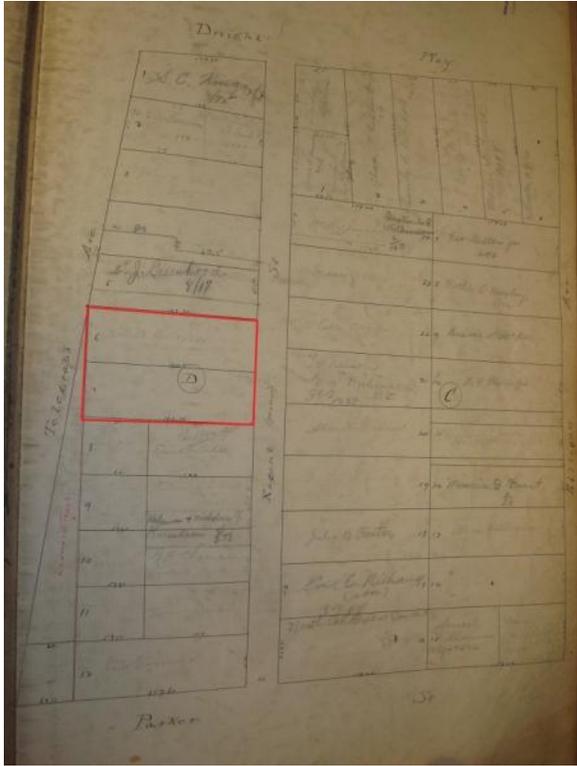


Figure 48: 1902 Berkeley Assessor's Block Book, subject lot outlined in red.

Source: Berkeley Historical Society, Berkeley, CA.



Figure 49: 1903 Sanborn Fire Insurance Map, subject lot outlined in red.

Source: City of Berkeley Landmark Application, Mary J. Berg House, 2517 Regent Street, prepared by Daniella Thompson, October 2012.

The 1911 Sanborn Fire Insurance Map shows that what had been two lots had merged to one lot, which now included the small triangular area along Telegraph Avenue that had formerly been part of the Leonard Tract (**Figure 50**). There was still no construction at the site. In 1929, the footprint of the lot had expanded to include some additional land along Telegraph Avenue, south of the subject lot, and the lot was the sight of a miniature golf course operated by O. H. Clarke. (**Figure 51**). A small one-story reinforced concrete office was constructed in the summer of 1930, to serve as a ticket-taking office for the golf course.<sup>17</sup>

<sup>17</sup> City of Berkeley Building Permit #34830, August 12, 1930, "golf ticket office" at 2551 Telegraph Avenue. Information provided by Berkeley Architectural Heritage Association. Information about O. H. Clarke comes from "Faces Charges of Looting Register", *The Berkeley Daily Gazette*, February 13, 1930.



Figure 50: 1911 Sanborn Fire Insurance Map, subject lot outlined in red. Source: ProQuest Digital Sanborn Maps, accessed at San Francisco Public Library website, <http://sanborn.umi.com.ezproxy.sfpl.org/>.



Figure 51: 1929 Sanborn Fire Insurance Map, subject lot outlined in red. Source: City of Berkeley Landmark Application, Mary J. Berg House, 2517 Regent Street, prepared by Daniella Thompson, October 2012.

The building permit for 2539 Telegraph Avenue (“Telegraph Avenue, 413 feet north of Parker Street, Lot 6, Block D, Hillegass Tract”) was filed with the City of Berkeley on June 26, 1941.<sup>18</sup> The building was to be one story, one room, with dimensions of 50x140 and a maximum height of 24 feet, located on a 100x150 feet lot. The owner of the building was Safeway Stores, the architect was Alben R. Froberg, and the builder was California Builders Co. Inc, of Oakland. The building was to be occupied by Safeway Stores, and cost of construction was \$21,500. Construction was to be of reinforced concrete, with Douglass Fir joists and reinforced concrete girders.

In the 1950 Sanborn Fire Insurance Map, the building is described as one-story store with a wood truss roof constructed of reinforced concrete (**Figure 52, 53**). Despite the description in the building permit of a 100x150 foot lot, the lot shape still appears to have included the additional area at Telegraph Avenue. The footprint of the building includes a canopy or awning at the Telegraph Avenue façade, which is no longer extant. The small structure on the lot which had been included in the 1929 Sanborn Fire Insurance Map had been removed.

<sup>18</sup> City of Berkeley Application for Building Permit #51034, viewed courtesy of Berkeley Architectural Heritage Association.

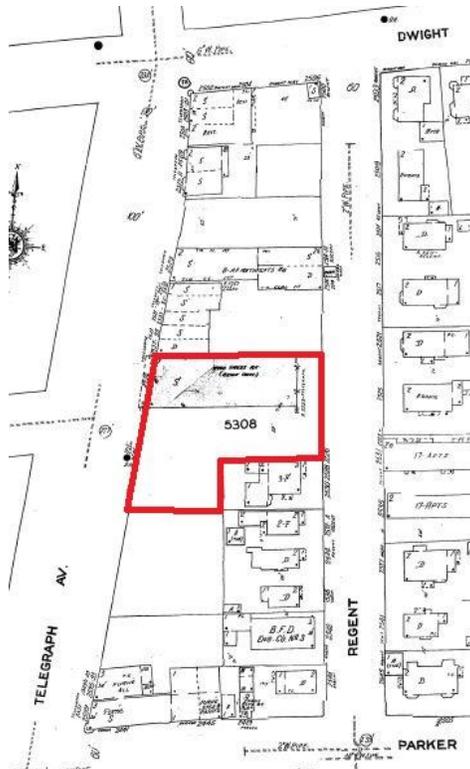


Figure 52: 1950 Sanborn Fire Insurance Map, subject lot outlined in red. Source: ProQuest Digital Sanborn Maps, accessed at San Francisco Public Library website, <http://sanborn.umi.com.ezproxy.sfpl.org/>.

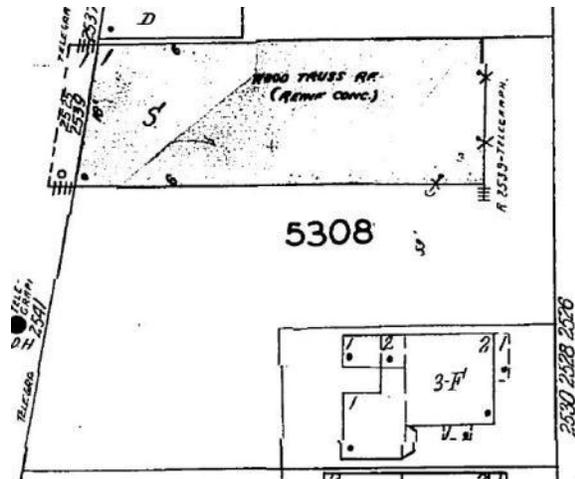
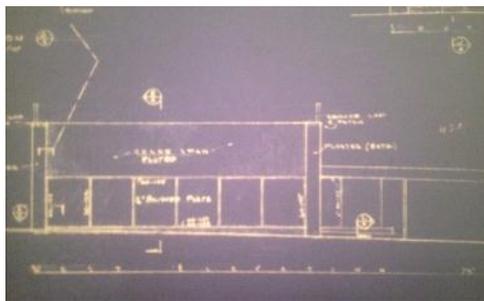


Figure 53: Detail, 2539 Telegraph Avenue from the 1950 Sanborn Fire Insurance Map. Source: ProQuest Digital Sanborn Maps, accessed at San Francisco Public Library website, <http://sanborn.umi.com.ezproxy.sfpl.org/>.

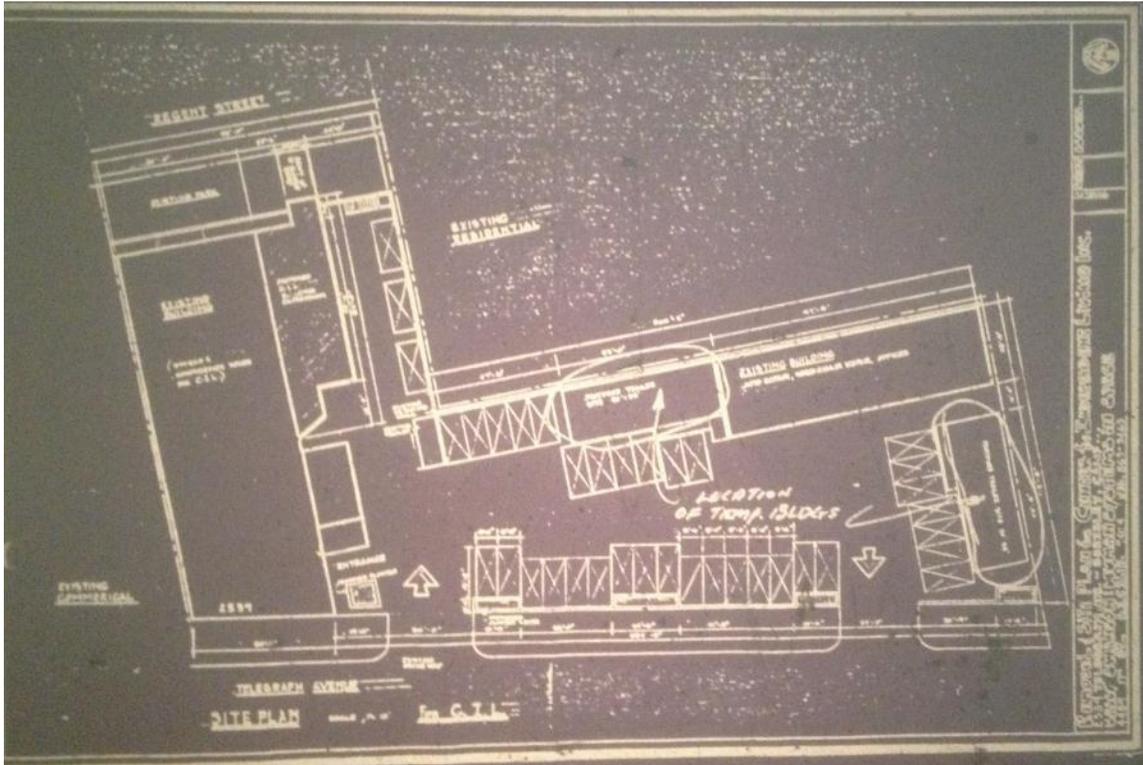
In 1964, 2539 Telegraph Avenue was remodeled to enable a change of use from grocery store to car dealership and repair shop. Changes were made to the south and west facades of the building (detailed further below) and a long flat awning of ribbed steel siding was constructed along Telegraph Avenue portion of the lot (Figures 54 and 55).



Figures 54 and 55: Blueprints for 1964 renovations for 2539 Telegraph Avenue, designed by John F. Tulloch. Source: on microfiche at the City of Berkeley Permit Office.

In 1975, 2539 Telegraph Avenue was remodeled again to enable a change of use from car dealership and repair shop to the headquarters of the Center for Independent Living. A site plan filed with the City of Berkeley for the erection of temporary buildings on the lot indicates that the lot was still the

L-shaped footprint as it had been in the 1950 Sanborn Map, and that several temporary buildings were present on the southern area of the lot (**Figure 56**).



**Figure 56: 1975 site map of 2539 Telegraph Avenue, drawn by the office of Sally Swanson.  
Source: on microfiche at the City of Berkeley Permit Office.**

An undated photograph of 2539 Telegraph Avenue, estimated to be about 1978, shows the primary (west) façade of the building and a portion of the steel awning (**Figure 57**). The appearance of the building is largely similar to its current appearance.



**Figure 57: 2539 Telegraph Avenue, no date, estimated 1978.  
Source: Berkeley Architectural Heritage Association.**

In 1982, approval was given by the City of Berkeley to divide the property at 2539 Telegraph Avenue, presumably in advance of new construction at 2587 Telegraph Avenue. Besides the addition of a small marquee on the steel awning at the Telegraph Avenue entrance to the parking area, no changes appear to have been made to the property since 1982.

## OWNERS AND USE

### Pre-1941

As described above, the subject lot was first owned by the Hillegass family, as part of their original 160 acre land holdings in Berkeley. After the land was platted for sale in 1886, the subject lot remained in the ownership of Alice Hillegass until at least 1902. Beginning in or before 1929, the lot was the site of a miniature golf course, which operated through at least 1934.<sup>19</sup> By 1941, the lot was owned by Wesley R. and Zelda K. Gorman. Wesley Gorman was born in California in 1906 and was the grandson of John J. Gorman, a pioneer Berkeley resident who ran a furniture and undertaking business at 2599 Telegraph Avenue for many years.<sup>20</sup> The J. Gorman & Son Building was constructed in 1880 and is located at the northeast corner of Telegraph Avenue and Parker Street: Gorman family ownership of the lot at 2539 Telegraph Avenue may have been an extension of their land ownership on this block. Wesley Gorman operated the family furniture company until his death in 1961.<sup>21</sup>

On August 12, 1941 Wesley and Zelda Gorman sold the property “between 2537 and 2591 Telegraph Avenue” to Safeway Stores of Nevada. However, the same week, Safeway appears to have

<sup>19</sup> City of Berkeley Application for Building Permit #34830, construction of a golf ticket office at 2551 Telegraph Avenue, provided by Berkeley Architectural Heritage Association via email, June 19, 2014.

<sup>20</sup> “Wesley B. Gorman”, *The Oakland Tribune*, January 1, 1924.

<sup>21</sup> “Gorman & Son Building”, online at the Berkeley Historical Plaque Project, accessed at <http://berkeleyplaques.org/plaque/j-gorman-building/> on June 22, 2014.

sold a portion of the property back to the Gormans.<sup>22</sup> No prices or lot sizes are included in these real estate transaction listings, and it is possible that Safeway bought the L-shaped lot, and sold the south portion of the lot along Telegraph Avenue back to the Gormans. Throughout the 1940s, 1950s and early 1960s, ownership transfers for 2539 Telegraph Avenue are on record, with partial ownership moving between members of the Dobbins family, the D'Ameo family, and the Glaiberman family.<sup>23</sup> It appears that these ownership transfers apply to the southern portion of the lot along Telegraph Avenue, as they are for relatively small amounts of money, suggesting the land was unimproved. On February 5, 1964, all of these partial ownerships were transferred to Kjell Qvale (described further below), further indicating their association with the southern portion of the lot, for which Qvale filed construction drawings to build a metal awning to shade cars on February 19, 1964.

### Safeway Stores, 1941-1962

Safeway Stores was formed in 1926 in a merger between an existing company in Southern California called Safeway Stores and a large Western regional chain called Skaggs Cash Stores.<sup>24</sup> At the outset of the 1940s, Safeway was operating hundreds of small retail locations in small commercial districts or at the first floors of apartment buildings, most of which were a fraction of the size of newer supermarkets that were opening around the country. While freestanding stores with parking lots had opened as early as the 1920s, this was not necessarily the norm, particularly in urban areas.

When Safeway Stores of Nevada purchased the lot at 2539 Telegraph Avenue, they hired architect Alben Froberg to construct a new retail location for their expanding chain of grocery stores. Froberg's design reflected a new Safeway prototype that began to be used nationwide in the early 1940s. The average size of newly constructed stores swelled to six thousand square feet, and while the design was still rather urban and pedestrian-focused, with entrances directly from the sidewalk, many of these new stores also featured side parking lots. Considered "supermarkets" even though they were relatively small by the standards of some other chains and independents, the stores featured a full line of meats and produce. There were some regional variations, with a brick facade used more often on the East Coast. In Berkeley there were over thirty Safeway locations listed in the 1941 City Directory, including two on Telegraph Avenue, two on College Avenue, and eight on Shattuck Avenue.<sup>25</sup>

The design of the new prototype for Safeway stores that emerged in the 1940s appears to have been a standard rectangular footprint with a three bay street-facing façade and side facades of seven bays, usually facing a surface parking lot (**Figures 58-61**). The street-facing façade appears in some cases to have included a flat awning, with the primary entrance located at the street or at the parking lot. Roof configuration was barrel arched. Examples of West Coast locations appear to have favored stucco or concrete cladding. Corner piers appear to have included vertical striations, giving nod to a Moderne or residual Deco style influence.

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<sup>22</sup> "Realty Transfers this Week," *The Berkeley Gazette*, Aug 13, 1941.

<sup>23</sup> Ormsby Donogh Real Estate files for Berkeley, California, accessed at Berkeley Architectural Heritage Association archives.

<sup>24</sup> "Safeway History", Groceteria.com, accessed at <http://www.groceteria.com/store/national-chains/safeway/safeway-history/> on June 14, 2014.

<sup>25</sup> 1940 Polk's Oakland City Directory.



Figure 8: 2887 College Avenue, modified former Safeway.

Source: Google Maps.



Figure 9: Modified former Safeway in Winnipeg, Canada, constructed 1941.

Source: Flickr user Christian.



Figure 60: No location, Safeway store with typical 1940s prototype design.

Source: Pinterest user Alice Peters.

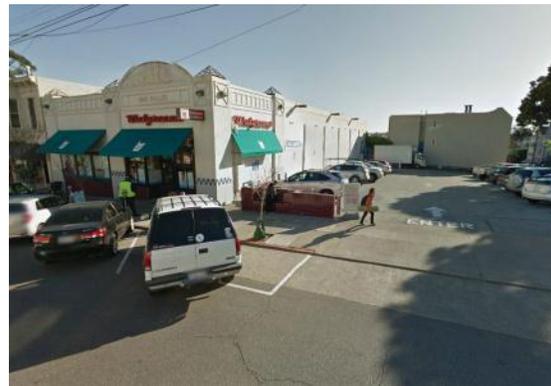


Figure 1: 1333 Castro Street, San Francisco, modified Safeway constructed circa 1940.

Source: Google Maps.

Advertisements for the Safeway at 2539 Telegraph Avenue are included in the *Oakland Tribune* and the *Berkeley Gazette* through the 1940s and 1950s. The last time this Safeway location was mentioned in newspaper advertisements was in the *Oakland Tribune* in September 1962.

### British Motor Cars, 1964-1972

In February 1964, ownership of 2539 Telegraph Avenue passed to Kjell Qvale, a pioneer foreign car importer, who renovated the building in order to open an automobile showroom, dealership and repair shop. Qvale was born in Norway in 1919 and immigrated to the United States in 1929.<sup>26</sup> After military service in World War II, he opened a Willy's Jeep dealership in Alameda, California in 1947. He went on to become the first West Coast distributor for the British automobile manufacturer MG, and the first to sell Volkswagen Beetles in Northern California. Qvale named his San Francisco-based company British Motor Car Distributors, Ltd., commonly referred to as BMC, and the main showroom and saleroom was located at 1200 Van Ness Avenue, on San Francisco's Auto Row.

By the 1960s, BMC had dealerships in San Francisco, Oakland, Berkeley, San Jose, Napa, Santa Rosa, Walnut Creek, and in several smaller towns on the San Francisco peninsula (**Figures 62 and 63**). At their Berkeley location, BMC sold a variety of British cars including Austin Healy, Jaguar, and MGs.<sup>27</sup>

<sup>26</sup> Jay Ramey, "Kjell Qvale", *Autoweek*, November 4, 2013, accessed online at <http://www.autoweek.com/article/20131104/carnews/131109929>, June 22, 2014.

<sup>27</sup> "Top Drivers at Monterey", *The Oakland Tribune*, June 9, 1970.

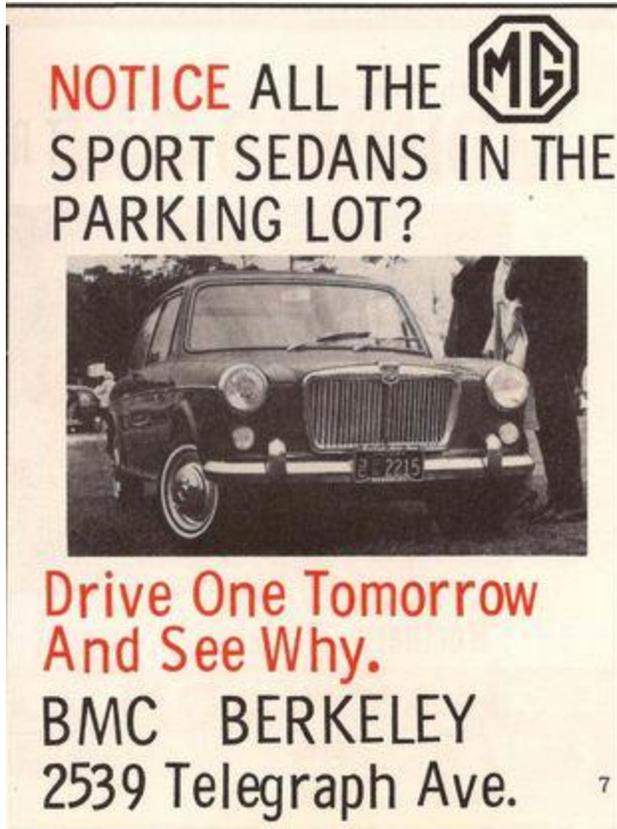


Figure 2: Advertisement for BMC, 1964.  
Source: Grand Prix/Pacific Coast Finals Official Program, September 12-13, 1964. Accessed online at the Internet Archive, <https://archive.org/details/VacaValleyRaceway1964>.



Figure 3: Advertisement for an Austin America, including list of all BMC dealerships in the Bay Area.  
Source: Oakland Tribune, March 2, 1969.

Advertisements for the Berkeley location of BMC stop appearing in the *Oakland Tribune* in 1972, and the company appears to have vacated the building shortly after this date. BMC still operates in San Francisco, located at 901 Van Ness Avenue, selling Bentley, Jaguar, Land Rover, and other luxury automobiles. Other BMC dealerships are located in San Jose and Los Angeles. Kjell Qvale died in 2013 at the age of 94.

### The Center for Independent Living, 1975-2011

The Center for Independent Living (CIL) was founded in Berkeley, California in 1972 as the nation's first disability advocacy group organized and operated by persons with disabilities. The group was an outgrowth of an organization started in the mid-1960s by disabled students at the University of California, Berkeley known as the Physically Disabled Students Program (PDSP). During this time, disabled students were housed in a medical facility on campus, Cowell Hospital, because it was the only available accessible lodging. This makeshift dorm became the center of the emerging independent living movement, as disabled students, influenced by their own experience of discrimination and by the larger civil rights movements that were playing out on campus, joined forces to make the full academic and social life of the campus more accessible to themselves and others.

The independent living movement is based on the fundamental principle that people with disabilities are entitled to the same civil rights, options, and control over choices in their lives as people without disabilities.<sup>28</sup> The movement traces its ideological roots to several other social movements that gained relevance between the 1950s and the 1970s. Primarily, the independent living movement drew inspiration from the Civil Rights movement, which responded to bigotry and discrimination in housing, education, transportation and employment with direct-action strategies of protest and boycott. It also absorbed the tenets of the self-help movement, which began in the 1950s with the founding of Alcoholics Anonymous and espoused the power of peer support and the belief that those most likely to understand an experience are those that have already lived that experience. The de-institutionalization movement, which brought disabled people out of institutional environments and into their homes and communities, and the de-medicalization movement, which embraced a more holistic approach to health care for disabled people, both changed the lives of disabled people and brought them into positions where organizing and self-advocacy were possible. And the consumerism movement, spearheaded by Ralph Nader, which involved questioning product reliability, motivation and price, was adopted by the independent living movement as a way to interrogate and eventually gain control over the options for services and goods available to the disabled community. Overall, these influences combined to create an independent living movement philosophy that established that:

- Comprehensive programs with a wide variety of services most effectively meet the needs of people with disabilities.
- People with disabilities know best how to meet the needs of others with disabilities.
- The strongest and most vibrant communities are those that include and embrace all people.<sup>29</sup>

In Berkeley, the PDSP was led early on by a Berkeley student named Ed Roberts, a quadriplegic who in 1962 became the first severely disabled student to attend the University. Roberts and other disabled students in the Cowell Hospital residence began to refer to themselves as the Rolling Quads, a reference to their wheelchair use, their status in some cases as quadriplegics, and as a way to reclaim a word that had historically been used with a negative implication. The Rolling Quads and the PDSP organized a variety of equality actions for disabled students, including personal assistance services, wheelchair repairs, emergency attendant care, and help obtaining the financial services that were available to disabled students under state, federal, and

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<sup>28</sup> Gina McDonald and Mike Oxford, "History of the Independent Living Movement" accessed online at <http://www.cilww.com/pdf/History-of-Independent-Living.pdf> on June 19, 2014.

<sup>29</sup> "CIL's History", The Center for Independent Living website, accessed at <http://www.cilberkeley.org/history/>, on June 19, 2014.

social service rehabilitation programs.<sup>30</sup> The PDSP also advocated for disabled students who were subjected to specific cases of discrimination by the University. In one instance, a rehabilitation counselor insisted that two students were “infeasible”; in her opinion, these students would not be able to find jobs when they completed college, and she recommended they be reassigned to live in a nursing home. The Rolling Quads protested, successfully demanding that the students be reinstated at the University and the counselor be reassigned. In response to the assertion of a psychiatrist from the California Department of Rehabilitation that all members of the Rolling Quads be institutionalized, they took their stories to the press, and the state backed down. These and other actions of the PDSP attracted national attention, and Berkeley, both the University and the town, began to draw people with disabilities from across the United States. This early migration established a critical mass of empowered disabled people in Berkeley who became the nucleus of the burgeoning independent living movement.



**Figure 64: Students in People’s Park, no date, estimated 1970s.**

**Source: Disabled Students Program photograph collection, UC Berkeley, University Archives, call number UARC PIC 28H:003.**



**Figure 65: Ed Roberts and friend Herb Willmore at Memorial Stadium, no date, estimated 1969.**

**Source: Disabled Students Program photograph collection, UC Berkeley, University Archives, call number UARC PIC 2800H:007.**

The PDSP soon began to receive requests for assistance from disabled people who were not university students. In 1972, members and former members of the PDSP, along with people in the community who believed in the ideals of the independent living movement, formally incorporated as the Center for Independent Living. The early activities of the CIL at this time included counseling and peer support, wheel chair repair, fundraising and community visibility programs, and larger projects such as lobbying the City of Berkeley to institute curb cuts for improved access. The group was able to secure the first curb cut in the country, at the corner of Bancroft and Telegraph Avenue.<sup>31</sup> The CIL’s first office was in a two-bedroom apartment on Haste Street, but by March of 1974 they outgrew this space and moved to the second and fourth floors of the Koerber Building at 2054 University Avenue in Berkeley.<sup>32</sup> The offices in this formerly grand building were far from ideal for the needs of CIL; the worn marble stairs, tightly turning stairwells, small hallways and

<sup>30</sup>“The History of the Independent Living Movement”, the Mountain State Centers for Independent Living website, accessed at <http://www.mtstcil.org/skills/il-2-intro.html> on June 19, 2014.

<sup>31</sup> Jon Oda, compiler, “Highlights From Speeches by Ed Roberts”, World Institute on Disability website, accessed at <http://wid.org/about-wid/highlights-from-speeches-by-ed-roberts> on June 20, 2014.

<sup>32</sup> Daniella Thompson, “Grocer-Politician Fred C. Koerber left Berkeley a Double Legacy”, Berkeley Architectural Heritage Association website, accessed at [http://berkeleyheritage.com/eastbay\\_then-now/koerber.html](http://berkeleyheritage.com/eastbay_then-now/koerber.html) on June 22, 2014.

doorframes, and chronically malfunctioning elevator limited access to the clients and the staff, which by this time numbered around twenty-five full-time employees.<sup>33</sup> In the summer of 1975, there was an elevator fire, and several CIL members had to be carried out of their offices by the Berkeley fire department. After this time, the need for a more accessible office space for CIL became urgent.

After considering the former bowling alley at 2777 Shattuck Avenue that would become the first location of Berkeley Bowl, the CIL moved into the building at 2539 Telegraph Avenue. In the recollection of Joan Leon, who served as an administrator at CIL during these years;

“[W]e looked at the British Motors Building that was on Telegraph. It looked pretty rough. There was a small little automobile showroom in the front, and then a big garage in the back where they did repairs on cars, and then a big parking lot. It really didn’t look like it was going to be much. But we hired Sally Swanson to work on the interior. [...] It was a much better space [than University Avenue]. We actually could have an office for the accountant, the federal project had its own office, it was the first time services were delineated...the deaf services someplace, the blind services, the attendant services. They had their own desk space...which was a big difference.”<sup>34</sup>

After the move to 2539 Telegraph Avenue in 1975, the CIL continued to provide individual services for disabled people, including wheelchair repair, assistance finding accessible and affordable housing, and vocational training. However, the scope and scale of their advocacy work became larger and a more central part of their program during these years. In the second half of the 1970s, the CIL successfully lobbied the state legislature for direct funding for attendant care for disabled people, hosted the first National Conference on Independent Living in 1975, and, in April 1977, organized a twenty-six day sit-in at the San Francisco offices of the Federal Department of Health, Education, and Welfare. This action, which saw over 150 people camped inside the building as well as hundreds involved in daily marches in U. N. Plaza, was part of a nationwide protest that eventually forced implementation of Section 504 of the Rehabilitation Act of 1973, often called the Bill of Rights for Americans with Disabilities.<sup>35</sup> By the end of the occupation, protesters won the exact language they wanted, as well as an additional bill addressing education for children with disabilities<sup>36</sup>. The regulations’ effects were immediate: medical, nursing and professional schools were required to accept individuals with disabilities, new busses must be accessible, and courthouses must have ramp access. Among the more visible local impacts of the implementation of Section 504 was the long-desired implementation of the curb cut program in Berkeley, the first such program in the country.<sup>37</sup>

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<sup>33</sup> *Ibid.*

<sup>34</sup> Oral History of Joan Leon, Administrator at Berkeley's Center for Independent Living and the California Department of Rehabilitation, Cofounder of the World Institute on Disability. Reprint. London: Forgotten Books, 2013. Accessed online at [http://www.forgottenbooks.org/readbook\\_text/Administrator\\_at\\_Berkeleys\\_Center\\_for\\_Independent\\_Living\\_and\\_the\\_1000279488/69](http://www.forgottenbooks.org/readbook_text/Administrator_at_Berkeleys_Center_for_Independent_Living_and_the_1000279488/69), on June 19, 2014.

<sup>35</sup> Ann Lage and Susan O’Hara, “Series History—The Disability Rights and Independent Living Movement Oral History Project”, Calisphere website, accessed at [http://content.cdlib.org/view?docId=kt4c6003s1&chunk.id=div00009&brand=calisphere&doc.view=entire\\_text](http://content.cdlib.org/view?docId=kt4c6003s1&chunk.id=div00009&brand=calisphere&doc.view=entire_text) on June 22, 2014.

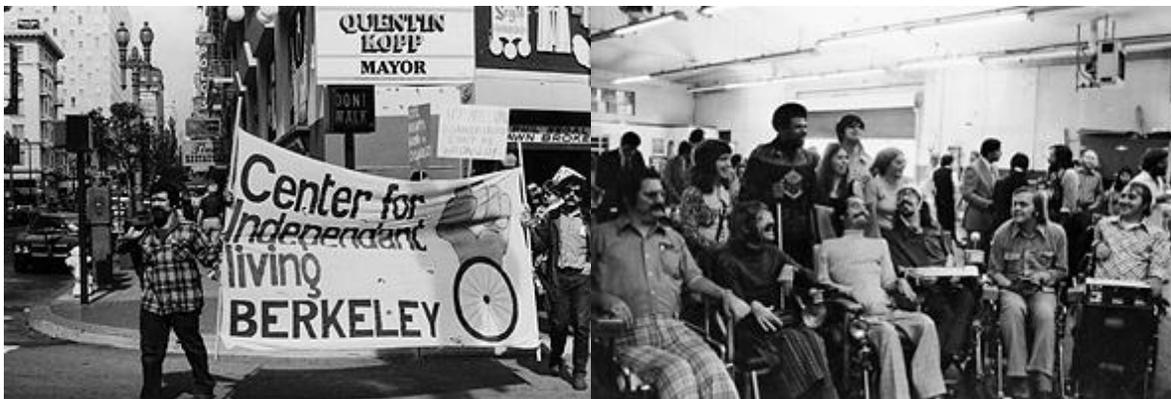
<sup>36</sup> Angela Anderson, “Ed Roberts: The Father of Independent Living”, FoundSF website, accessed at [http://foundsf.org/index.php?title=Ed\\_Roberts:\\_The\\_Father\\_of\\_Independent\\_Living](http://foundsf.org/index.php?title=Ed_Roberts:_The_Father_of_Independent_Living) on June 20, 2014.

<sup>37</sup> Judith Scherr, “Center for Independent Living Still Strong at 35”, *The Berkeley Daily Planet*, September 25-27, 2007.



**Figures 66 and 67: Scenes from the sit-in at the San Francisco offices of the Federal Department of Health, Education, and Welfare, April 1977. Source: The Disability Rights Education Fund website, accessed at <http://dredf.org/504site/photo.html> on June 20, 2014.**

By the end of the 1970s the CIL was fiscally and organizationally strong, with an annual operating budget of \$3.2 million and a staff of 200 people. The philosophy of the CIL extended to state-wide reach in 1976 when Ed Roberts, one of the group's earliest leaders, was appointed by newly-elected governor Jerry Brown as the Director of the California Department of Vocational Rehabilitation. By the 1980s, a number of other important organizations had evolved out of the Berkeley CIL, including the Disability Rights Education and Defense Fund (DREDF), the World Institute on Disability (WID, founded in part by Ed Roberts), Computer Training Program (later, the Computer Technologies Program [CTP]), and the Bay Area Outreach Recreation Program (BORP), amongst others. All of these organizations shared the original philosophy laid out by the Berkeley CIL, based on comprehensive services, self-advocacy, and community presence.



**Figure 68: CIL-organized march in downtown Oakland, no date. Photograph by Ken Stein, accessed at the Metropolitan Transportation Commission website, [http://www.mtc.ca.gov/news/photos/ed\\_roberts.htm](http://www.mtc.ca.gov/news/photos/ed_roberts.htm) on June 20, 2014.**

**Figure 55: CIL staff in the rear section of 2539 Telegraph Avenue, no date. Source: Metropolitan Transportation Commission website, [http://www.mtc.ca.gov/news/photos/ed\\_roberts.htm](http://www.mtc.ca.gov/news/photos/ed_roberts.htm) on June 20, 2014.**

In 1980, the City of Berkeley, citing large reductions in state and federal funding, cut off all city funding for CIL, and in 1981, the group was wracked by internal arguments over union representation for staff. These developments saw a reduction of staff and operating budget from the earlier levels, down to just 28 employees in the early 1980s. The CIL continued to provide a mix of personal services to local people and broader advocacy for disability rights at the state and national level. At 2539 Telegraph Avenue, CIL began to operate a conversion garage at the rear portion of the

building; in what had been used by BMC as an auto repair garage. The operation saw vans modified to include wheel chair lifts.<sup>38</sup> Work at the federal level of advocacy during the 1980s included marshaling support of legislation including the Mental Illness Bill of Rights (1985), the Air Carrier Access Act (1988), and the Fair Housing Amendments Act (1988). Leading up to the passage of the Americans with Disabilities Act (ADA) in 1990, the CIL organized the West Coast testimony in San Francisco, Sacramento, and in Washington D.C. The operation steadily repopulated. By 2000, the CIL was operating four offices in the Bay Area, with their main headquarters remaining at 2539 Telegraph Avenue. The CIL had a staff of 54 employees in 2007 and an annual operating budget of \$2.1 million.<sup>39</sup>

Shortly after Ed Roberts died in 1995, at the age of 56, the Berkeley Mayor's Office convened a meeting of representatives from the CIL, the University of California, Berkeley, the Berkeley City Council, the WID and other disability leaders to discuss how to memorialize Roberts' lifetime of advocacy work. The eventual outcome of this meeting was the design and construction of the Ed Roberts Campus in Berkeley, completed in 2011, which is a multi-agency independent living center that now houses the primary offices of the CIL. Ed Roberts was posthumously inducted into the California Hall of Fame in 2011, and his customized motorized wheelchair is in the permanent collection of the Smithsonian National Museum of American History.<sup>40</sup>

The actions, example and leadership of the CIL have had local, state-wide, national and even international impact on the quality of life and civil rights of persons with disabilities. In the forty years since the Berkeley CIL became the first disability advocacy group organized and operated by persons with disabilities, over 400 independent CILs have been established in the United States, most of which are funded with a mix of federal, state, local, fee for service, and private money. CIL organizations have also been established internationally, including the European Network on Independent Living (ENIL) with groups in Canada, Ireland, England, Scotland, and other countries around the world.<sup>41</sup>

## CONSTRUCTION CHRONOLOGY

The following is a compilation of information attained primarily at the City of Berkeley Permit Records Office: the original building permit for the building was viewed at the archive of the Berkeley Architectural Heritage Association.

Date	Owner	Record
06-26-1941	Safeway Stores, Inc.	Application for Building Permit, #51034, for new construction of a 50x140 square foot building to be occupied by Safeway Stores. Building will be one story, one room, with Douglass Fir joists and reinforced concrete girders. The architect is Alben Froberg, the builder is California Builders Co. Inc., and the cost is \$21,500.
11-30-1954	Bramwell Construction Co.	Application for Building Permit (#76540) to remodel a grocery to a grocery, add mezzanine over rear portion of

<sup>38</sup> Oral History of Joan Leon.

<sup>39</sup> Scherr.

<sup>40</sup> "Ed Robert's Wheelchair , about 1978", Smithsonian Institution website, accessed at <http://www.smithsonianlegacies.si.edu/objectdescription.cfm?ID=127>, on June 22, 2014.

<sup>41</sup> "Milestones: 1755-2003", World Institute on Disability website, accessed at <http://wid.org/international/timeline-of-the-international-independent-living-movement-1/timeline-of-the-international-independent-living-movement>, on June 22, 2014.

		store. Builder is Eric Anderson.
02-19-1964	BMC, Inc.	Application for Building Permit (#99833) to remodel a market into an auto agency. Builder is John F. Tulloch.
02-28-1964	BMC, Inc.	Plans submitted by architect John F. Tulloch to renovate the existing building to serve as a car dealership. Plans include the construction of the small addition on the south side of the building, the application of ribbed steel siding ("fluted color span") to the primary (west) and south facades, and the construction of the ribbed steel awning south of the building.
03-11-1964	BMC, Inc.	Application for Building Permit (#102894) for an aluminum building, 10x12 feet, to serve as sales office. Construction is for a temporary building.
07-05-1966	Jack Dalton, BMC, Inc.	Recommendation was drafted to the building's owner, Jack Dalton of BMC, that street trees be planted at Regent Street, and that a low fence to be located behind the landscaping at Regent Street should be view-obscuring. A site review dated August 14, 1967 noted that this work at Regent Street had been completed and that the Regent Street area had been well cleaned up.
08-21-1967	BMC, Inc.	Application for Building Permit (#109649) for a 5x4 foot illuminated sign.
06-19-1974	Kjell Qvale, BMC, Inc.	A proposed use letter was submitted to the City of Berkeley for service delivery for disabled, blind and elderly clients. The operators were to be Ed Roberts and Phil Draper, of the Center of Independent Living, with 54 employees, moving from a former location at 2054 University Avenue.
06-25-1975	Kjell Qvale, BMC, Inc.	Plans submitted by architect Sally Swanson of Human Systems in Space to renovate the existing building to serve as an office and headquarters for the Center for Independent Living (CIL).
06-27-1975	None listed	Application for a Use Permit (#7565) for Summertime Farm, to establish an open air market. This use was granted, with the conditions that the market operate only in daylight and that all refuse be gathered and removed at the close of every business day.
08-25-1975	None listed	Application for Building Permit (#082675115) for re-roofing of the property, at a cost of \$2,995.
1976-1995	CIL	Permits for the use of temporary trailers at the lot were granted in 1976 and continuously reapproved through the mid 1990s. Trailers were to be used for supplemental office space for the organization, and were located at the south and west portion of the lot.
03-04-1982	CIL	Notice of decision of approval to divide the property in to smaller lots. The metal awning structure was to be cut back as a provision of the lot division, so that it did not infringe on new property lines.
03-13-1982	CIL	Plans submitted for the addition of a small marquee at the

	metal canopy above the entrance to the parking lot. The sign was designed by John Anderson Sign Co. and was to say "Parking."
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### ARCHITECT: ALBEN R. FROBERG

Alben Randolph Froberg (May 9, 1890–October 8, 1968) was born in Eureka, California to Finnish-born parents John and Hannah Froberg.<sup>42</sup> After graduating high school in Eureka, Froberg attended the University of California at Berkeley, where he studied architecture under John Galen Howard and graduated with a B. S. in Architecture in 1913.<sup>43</sup> He received his architect's license in 1915 and in 1920 was employed as a draftsman in the office of San Francisco architect Frederick Whitton. Froberg married Concha Torres in 1919 and the couple lived in Sausalito for several years before moving to Oakland in 1926, where they remained for the rest of their lives.

Froberg established his independent firm in 1925 and in that year constructed his first known design in Oakland, the Laher Auto Spring Company Factory at 2619 Magnolia Street. Froberg established a specialization in industrial building design, and worked throughout the Bay Area for clients including Marshall Steel, Pacific Steel Casting, Philadelphia Quartz, and Safeway Stores. He also designed a number of noted Moderne and Modern remodels of older industrial and commercial buildings (**Figure 70**), including the W. P. Fuller and Co. Warehouse Annex and West Office Exhibition Center in Oakland, which is on the National Register of Historic Places as a contributor to the Oakland Waterfront Warehouse District.<sup>44</sup> Notable designs by Froberg extant in the East Bay include the Streamline Moderne factory at 708 Addison Street in Berkeley, built in 1946 for Challenge Creamery (now Takara Sake) (**Figure 71**), and the two-story flatiron commercial building at 1601 San Pablo Avenue in Oakland, built in 1950 and initially occupied by a coffee shop (now I. B.'s Hoagies and Cheesesteaks.) (**Figure 72**)<sup>45</sup>

<sup>42</sup> "Alben R. Froberg" Oakland Wiki, [http://oaklandwiki.org/Alben\\_R.\\_Froberg](http://oaklandwiki.org/Alben_R._Froberg), accessed June 3, 2014.

<sup>43</sup> The American Institute of Architects, "Architect's Roster Questionnaire: Alben Froberg"

<sup>44</sup> Wilda L. White, "National Park Service, National Register of Historic Places Registration Form, Oakland Waterfront Warehouse District" entered into the National Register, April 24, 2000, accessed online at <http://pdfhost.focus.nps.gov/docs/NRHP/Text/00000361.pdf>, June 6, 2014.

<sup>45</sup> "\$370,000 to be Spent on Dairy Plant" *The Berkeley Daily Gazette*, September 14, 1946.



**Figure70:** No address, remodeled store building Oakland, architect Alben Froberg. Source: *Architectural Forum*, July 1937. Source: Oakland Wiki, [http://oaklandwiki.org/Alben\\_R.\\_Froberg](http://oaklandwiki.org/Alben_R._Froberg), accessed June 20, 2014.



**Figure71:** 708 Addison Street, Berkeley, architect Alben Froberg, 1946. Source: Takara Sake website, <http://www.takarasake.com/introduction.php>, accessed June 20, 2014.



**Figure72:** 1601 San Pablo Avenue, Oakland, architect Alben Froberg, 1950. Source: Travelblog website, accessed at <http://www.travelblog.org/Photos/5143419> on June 20, 2014.

In 1946, Froberg served as the president of the East Bay Association of Architects, and by 1950 he had reached the height of his professional reach. In the first two years of the 1950s, Froberg's office designed an aircraft plant in Los Angeles; a research building in Whittier, an ordnance plant in Richmond, and several large projects in Oakland including a waxed paper plant, a filter manufacturing plant, the Greyhound Bus terminal, and a storefront factory, as well as several other smaller projects.<sup>46</sup> Over a career that spanned more than 30 years, Froberg is known to have designed about 30 buildings within Oakland, and countless buildings throughout the Bay Area.<sup>47</sup> Froberg died in Oakland in 1968 at the age of 78.

<sup>46</sup> "Architect's Roster Questionnaire: Alben Froberg", AIA Historical Directory of American Architects, AIA website, accessed at [http://public.aia.org/sites/hdoaa/wiki/AIA%20scans/Rosters/FrobeAlben\\_roster.pdf](http://public.aia.org/sites/hdoaa/wiki/AIA%20scans/Rosters/FrobeAlben_roster.pdf) on June 22, 2014.

<sup>47</sup> Wilda L. White, "National Park Service, National Register of Historic Places Registration Form, Oakland Waterfront Warehouse District"

## V. EVALUATION

### NATIONAL REGISTER OF HISTORIC PLACES

The National Register of Historic Places is the nation's most comprehensive inventory of historic resources. The National Register is administered by the National Park Service and includes buildings, structures, sites, objects, and districts that possess historic, architectural, engineering, archaeological, or cultural significance at the national, state, or local level. Typically, resources over fifty years of age are eligible for listing in the National Register if they meet any one of the four criteria of significance and if they sufficiently retain historic integrity. However, resources under fifty years of age can be determined eligible if it can be demonstrated that they are of "exceptional importance," or if they are contributors to a potential historic district. National Register criteria are defined in depth in *National Register Bulletin Number 15: How to Apply the National Register Criteria for Evaluation*. There are four basic criteria under which a structure, site, building, district, or object can be considered eligible for listing in the National Register. These criteria are:

Criterion A (Event): Properties associated with events that have made a significant contribution to the broad patterns of our history;

Criterion B (Person): Properties associated with the lives of persons significant in our past;

Criterion C (Design/Construction): Properties that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant distinguishable entity whose components lack individual distinction; and

Criterion D (Information Potential): Properties that have yielded, or may be likely to yield, information important in prehistory or history.

A resource can be considered significant on a national, state, or local level to American history, architecture, archaeology, engineering, and culture.

#### Criterion A (Event)

2539 Telegraph Avenue does appear to be significant under Criterion A (Event) as a property that is associated with events that have made a significant contribution to the broad patterns of our history. For thirty-six years, 2539 Telegraph Avenue served as the primary office of the Center for Independent Living, the nation's first disability advocacy and service group organized and operated by persons with disabilities. The CIL moved to this building in 1975, three years after the group was formally founded. While earlier office locations, both in a two-bedroom apartment on Haste Street and on the second and fourth stories of the Kroeber Building at 2054 University Avenue, are notable as the first offices of the CIL, 2539 Telegraph Avenue is the location where the group expanded their staff to its largest number—over 200 people by the close of the 1970s—and where the group's most broadly influential actions were organized: in the second half of the 1970s. During the groups residency at the subject building, the CIL successfully lobbied the state legislature for direct funding for attendant care for disabled people, hosted the first National Conference on Independent Living in 1975, and organized the ultimately successful sit-in at the San Francisco offices of the Federal Department of Health, Education, and Welfare for implementation of Section 504 of the Rehabilitation Act, in 1977. In the 1980s, federal-level advocacy work included marshaling support of legislation including the Mental Illness Bill of Rights (1985), the Air Carrier Access Act (1988), and the Fair Housing Amendments Act (1988), and West Coast testimony leading up to the passage of the Americans with Disabilities Act (ADA) in 1990. Important organizations that evolved out of the

Berkeley CIL include the Disability Rights Education and Defense Fund (DREDF), the World Institute on Disability (WID), Computer Training Program (later, the Computer Technologies Program [CTP]), and the Bay Area Outreach Recreation Program (BORP). Since the establishment of the Berkeley CIL in 1972, over 400 CILs have been established in the United States, and international CIL organization include the European Network on Independent Living (ENIL) with groups in Canada, Ireland, England, Scotland, and other countries around the world. These groups all share the basic philosophy that people with disabilities are entitled to the same civil rights, options, and control over choices in their lives as people without disabilities, a philosophy that was first articulated and acted upon by the CIL in Berkeley, California.

The period of significance for 2539 Telegraph Avenue under Criterion A (Event) spans from 1975 when organization moved into the building, to 1990, when the CIL marshaled West Coast testimony in support of the successfully-passed Americans with Disabilities Act (ADA). This period of significance is assigned with the understanding that the advocacy work of the CIL and its continued positive effect on the lives of persons with disabilities continues into the current day.

#### Criterion B (Person)

2539 Telegraph Avenue does not appear to be significant under Criterion B (Person) for its association with the lives of any persons significant in our national past. The building was constructed as a Safeway store, one of the many that were constructed throughout the country in the 1940s, with no connection to any specific significant individual. The building's second owner, Kjell Qvale, likely has significance as a pioneer foreign car importer on the West Coast and a long-standing prominence in the luxury car business on the West Coast. However, 2539 Telegraph Avenue was not built for Qvale, nor was it the first of his Bay Area car dealerships, nor is it the best embodiment of his historic contributions to the automobile culture of the Bay Area, which would likely be the current BMC dealership at 901 Van Ness Avenue. 2539 Telegraph Avenue does have some level of association with Ed Roberts, who served as one of the early leaders of the CIL and who is widely recognized as one of the pioneers of the disability rights movement and the independent living movement, posthumously inducted into the California Hall of Fame for these achievements in 2011. However, despite his involvement in the establishment of the CIL and its decision to move to 2539 Telegraph Avenue, by 1976 Roberts was working in Sacramento for governor Jerry Brown as the Director of the California Department of Vocational Rehabilitation, and when he returned to Berkeley in the early 1980s he turned his attention to the establishment of the World Institute on Disability. During the nearly forty years that the CIL operated out of 2539 Telegraph Avenue, the group was led by several directors, and staffed by at times up to 54 staff members. While the CIL as an organization is significant for its cultural contributions, the building at 2539 Telegraph Avenue does not appear to have significance for its association with any one specifically significant person, and therefore does not appear significant under Criterion B (Person).

#### Criterion C (Architecture)

2539 Telegraph Avenue does not appear to be significant under Criterion C (Architecture) as a building that embodies the distinctive characteristics of a type, period, or method of construction, or that represents the work of a master. Nor does the subject building possess high artistic values, or represent a significant distinguishable entity whose components lack individual distinction. The building was designed in 1941 by architect Alben Froberg, a prolific Oakland designer who was active in the Bay Area for over 30 years. At least one of Froberg's buildings, the W. P. Fuller and Co. Warehouse Annex and West Office Exhibition Center in Oakland, is currently listed in the National Register of Historic Places. Although 2539 Telegraph Avenue was built about halfway through Froberg's prolific thirty-plus year career, it does not appear to be representative of his design work. In the design of 2539 Telegraph Avenue, Froberg was either working from a design template provided by Safeway, or was hewing close to Safeway-provided design guidelines, as the building is largely similar to other Safeways that were constructed around the country during this time. Other

extant Froberg designs, including 708 Addison Street in Berkeley and 1601 San Pablo Avenue in Oakland better embody the industrial scale and the Moderne style which characterized Froberg's larger body of work. Additionally, 2539 Telegraph Avenue cannot be said to embody the distinctive characteristics of a type, period, or method of construction in relation to its original use as a Safeway store: the building has been altered with additions and several of what would be considered character defining design features from its period of construction have been removed or obscured. Likewise, the building does not possess high artistic values of design or façade treatment. Thus, overall, the building does not appear to be significant under Criterion C (Architecture).

#### Criterion D (Information Potential)

The analysis of 2539 Telegraph Avenue for eligibility under Criterion 4 (Information Potential), which is typically associated with archaeological resources that may be able to yield important information about prehistory or history, is beyond the scope of this report.

#### Criterion G (Resources that are Less Than 50 Years Old)

The National Park Service, Department of the Interior generally considers the historic significance of properties that are fifty years old or older in order to assure historical perspective and avoid judgments based on current or recent popular trends. However, the National Register Criteria for Evaluation provides a framework for the recognition of historic places that achieved significance within the past 50 years; under Criterion G, properties that have achieved significance within the past 50 years may be evaluated for eligibility for the National Register if they are of "exceptional importance," at the national, State, or local level. A property that has achieved significance within the past fifty years can be evaluated only when sufficient historical perspective exists to determine that the property is exceptionally important. The necessary perspective can be provided by scholarly research and evaluation, and must consider both the historic context and the specific property's role in that context.<sup>48</sup>

In the forty-four years since the first CIL was established in Berkeley, disability studies has become a recognized academic discipline that examines and theorizes about the social, political, cultural, and economic factors that define disability. The independent living movement has also emerged as a recognized model for service provision for disabled people, and has itself become a studied field, with academic research and conferences as well as archived holdings at the Bancroft Library at the University of California, Berkeley. Within the standard discourse about the disability rights movement and the independent living movement, the Berkeley CIL is recognized as the first independent living organization in the United States, and one that has served as the model for the over 400 other CIL groups in the country as well as international groups. Page & Turnbull believes that sufficient time has passed and sufficient historical perspective has been gained on the accomplishments of the Berkeley CIL to fully understand the organization's historic significance.

### THE CALIFORNIA REGISTER OF HISTORICAL RESOURCES

The California Register of Historical Resources (California Register) is an inventory of significant architectural, archaeological, and historical resources in the State of California. Resources can be listed in the California Register through a number of methods. State Historical Landmarks and National Register-listed properties, as well as properties that have been formally determined eligible for listing in the National Registers, are automatically listed in the California Register. Properties can also be nominated to the California Register by local governments, private organizations, or citizens. The evaluative criteria used by the California Register for determining eligibility are closely based on those developed by the National Park Service for the National Register of Historic Places.

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<sup>48</sup> National Park Service National Register Publications, National Register Bulletin: How to Apply the National Register Criteria for Evaluation, accessed online at [http://www.cr.nps.gov/nr/publications/bulletins/nrb15/nrb15\\_7.htm#crit](http://www.cr.nps.gov/nr/publications/bulletins/nrb15/nrb15_7.htm#crit) on June 22, 2014.

2539 Telegraph Avenue is currently listed in the California Register, because it was assigned the California Historical Resource Status Code of 2S2, which means that it was determined eligible for listing in the National Register, and automatically listed in the California Register, as part of a Section 106 review in 2006. Page & Turnbull's evaluation concurs with the findings of the Section 106 review, and finds that 2539 Telegraph Avenue is eligible for listing in the California Register. The property is significant for the same significance criterion, association with the CIL, which under the California Register is known as Criterion 1.

### CITY OF BERKELEY LANDMARKS

The City of Berkeley maintains a list of properties designated as local Landmarks and Structures of Merit under chapter 3.24 of the Berkeley Municipal Code. Much like the National and California Registers, the Municipal Code provides a number of criteria, which must be met in order for a property to gain Landmark or Structure of Merit designation. Properties may be landmarked if they meet standards of architectural, cultural, educational, or historical significance, or if they are already listed in the National Register. Because 2539 Telegraph Avenue has been found in this evaluation to be eligible for listing in the National Register, it is presumed that it would automatically be eligible for listing as a Berkeley Landmark as well. 2539 Telegraph Avenue would specifically be eligible for listing as a Berkeley Landmark under Criteria 2 (Cultural Value), described in the Berkeley Municipal Code as "structures, sites and areas associated with the movement or evolution of religious, cultural, governmental, social and economic developments of the City."

### CHARACTER DEFINING FEATURES

As described above, 2539 Telegraph Avenue has been determined historically significant under Criterion A (Event) for its association with the CIL, the nation's first disability advocacy and service group organized and operated by persons with disabilities.

For a property to be eligible for national, state or local designation under one of the significance criteria, the essential physical features (or character-defining features) that enable the property to convey its historic identity must be evident. A property must clearly contain enough of those characteristics, and these features must also retain a sufficient degree of integrity.

Characteristics can be expressed in terms such as form, proportion, structure, plan, style, or materials. Generally, significance for association with events is supported by the retention of features that relate to location, setting, feeling, and association, and significance for architecture is supported by the retention of features that relate to design, materials, and workmanship.

The character-defining features of 2539 Telegraph Avenue include, but are not limited to:

- The rectangular one industrial-story massing and footprint of the building;
- Barrel roof;
- Corner piers;
- Band of fenestration at primary façade;
- Primary entrance with flush threshold (for ease of wheelchair access) and surrounding fenestration at the south façade;
- Secondary entrance with flush threshold (for ease of wheelchair access) below grade with ramp at the south façade;
- Surface parking lot at the south portion of the lot;
- Mural at south retaining wall depicting early members of the CIL.

## INTEGRITY

To be listed in the National Register of Historic Places, a property must not only be shown to be significant under at least one of the National Register criteria, but it also must have integrity. Integrity is defined as “the authenticity of an historical resource’s physical identity evidenced by the survival of characteristics that existed during the resource’s period of significance.” The evaluation of integrity is grounded in an understanding of a property’s character-defining features and how they relate to and convey the property’s significance. Seven aspects of integrity are used to evaluate a resource’s eligibility for listing in the National Register. According to the *National Register Bulletin: How to Apply the National Register Criteria for Evaluation*, these seven aspects are defined as follows:

- *Location* is the place where the historic property was constructed.
- *Design* is the combination of elements that create the form, plans, space, structure and style of the property.
- *Setting* addresses the physical environment of the historic property inclusive of the landscape and spatial relationships of the building(s).
- *Materials* refer to the physical elements that were combined or deposited during a particular period of time and in a particular pattern of configuration to form the historic property.
- *Workmanship* is the physical evidence of the crafts of a particular culture or people during any given period in history.
- *Feeling* is the property’s expression of the aesthetic or historic sense of a particular period of time.
- *Association* is the direct link between an important historic event or person and a historic property.

Integrity at 2539 Telegraph Avenue related to the building’s period of significance (1975-1990) is very good. The building is still located at the site where it was constructed, giving it excellent integrity of location. The building has very good integrity of design materials and workmanship; while these aspects have undergone changes since the building’s construction in 1941, they are overall unchanged or minimally changed since the CIL occupied the building in 1975. Integrity of setting is also very good; although the surface parking lot and its steel awning were pared down in 1982 in advance of new construction at 2587 Telegraph Avenue, the building’s spatial relationship to Telegraph Avenue and the spatial openness of the surface lot south of the building, including the mural on the retaining wall at the southeast portion of the lot, remain intact. Integrity of feeling is very good, as the building’s appearance is largely unchanged from its period of significance and enables the building to express the aesthetic and historic sense of that period. Integrity of association is very good, as the building was the primary office of the CIL for the entire period of its significance, and at the location where the CIL effected its string of significant advocacy actions.

Overall, integrity of 2539 Telegraph Avenue is very good, more than adequately enabling the building to convey its historic significance.

## VI. CONCLUSION

2539 Telegraph Avenue was constructed in 1941 and served as a Safeway grocery store and a BMC car dealership before it became the primary office of the Center for Independent Living in 1975. The CIL was the first disability advocacy group in the United States organized and operated by persons with disabilities. Since the founding of the CIL in Berkeley, over 400 other independent living organizations have opened in the United States, as well as international groups in Canada, Europe, and elsewhere. These groups all share the basic philosophy that people with disabilities are entitled to the same civil rights, options, and control over choices in their lives as people without disabilities, a philosophy that was first articulated and acted upon by the CIL in Berkeley, California. For this reason, 2539 Telegraph Avenue has been determined significant under National Register Criterion A (Event) for its association with the CIL. The period of significance for the building spans from 1975 when organization moved into the building, to 1990, when the CIL marshaled West Coast testimony in support of the successfully-passed Americans with Disabilities Act (ADA). This period of significance is assigned with the understanding that the advocacy work of the CIL and its continued positive effect on the lives of persons with disabilities continues into the current day. The building retains sufficient integrity to convey its historic significance. Therefore, 2539 Telegraph Avenue appears to be eligible for the National Register of Historic Places.

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### VIII. APENDIX

2539 Telegraph Avenue DPR form, page 1.

State of California - The Resource Agency  
DEPARTMENT OF PARKS AND RECREATION EDUCATION

**HISTORIC RESOURCES INVENTORY**

(State use only) Ser \_\_\_\_\_ Site \_\_\_\_\_ No. 575 yr. 612  
 10/565320/1 330 Q \_\_\_\_\_ NR 3 SHL \_\_\_\_\_  
 UTM \_\_\_\_\_ Lat \_\_\_\_\_ Lon \_\_\_\_\_ Era \_\_\_\_\_ Sig \_\_\_\_\_  
 Adm \_\_\_\_\_ T2 \_\_\_\_\_ T3 \_\_\_\_\_ Cat \_\_\_\_\_ HABS \_\_\_\_\_ HAER \_\_\_\_\_ Fed \_\_\_\_\_

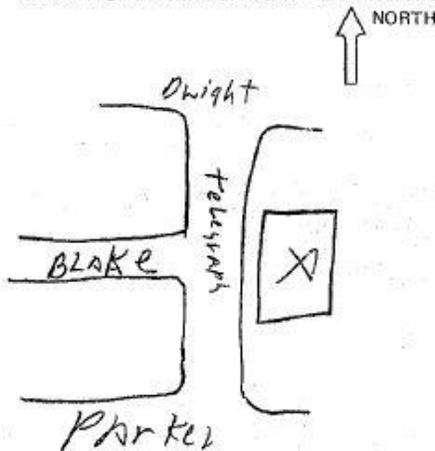
**IDENTIFICATION**

- Common name: Center for Independent Living
- Historic name, if known: formerly HMC (British Motor Car) sales/service
- Street or rural address: 2539 Telegraph  
 City: Berkeley, Ca ZIP: 94704 County: Alameda
- Present owner, if known: Center for Indep Liv. Inc. Address: 2539 Teleg  
 City: Berkeley, Ca ZIP: 94704 Ownership is: Public  Private
- Present Use: Disability service center Original Use: car sales/repair  
 Other past uses: \_\_\_\_\_

**DESCRIPTION**

- Briefly describe the present physical appearance of the site or structure and describe any major alterations from its original condition:  
Large glass windows in front of building, formerly car showroom.  
Back warehouse area steel/aluminum/wood.

7. Locational sketch map (draw and label site and surrounding streets, roads, and prominent landmarks):



- Approximate property size:  
 Lot size (in feet) Frontage 100  
 Depth 140  
 or approx. acreage \_\_\_\_\_
- Condition: (check one)  
 a. Excellent  b. Good  c. Fair   
 d. Deteriorated  e. No longer in existence
- Is the feature a. Altered?  b. Unaltered?
- Surroundings: (Check more than one if necessary)  
 a. Open land  b. Scattered buildings   
 c. Densely built-up  d. Residential   
 e. Commercial  f. Industrial   
 g. Other
- Threats to site:  
 a. None known  b. Private development   
 c. Zoning  d. Public Works project   
 e. Vandalism  f. Other

2539 Telegraph Avenue DPR form, page 2.

14. Primary exterior building material: a. Stone  b. Brick  c. Stucco  d. Adobe  e. Wood   
 f. Other  glass/ STUCCO/NOB
15. Is the structure: a. On its original site?  b. Moved?  c. Unknown?
16. Year of initial construction 1950 This date is: a. Factual  b. Estimated
17. Architect (if known): \_\_\_\_\_
18. Builder (if known): \_\_\_\_\_
19. Related features: a. Barn  b. Carriage house  c. Outhouse  d. Shed(s)  e. Formal garden(s)   
 f. Windmill  g. Watertower/tankhouse  h. Other  garages i. None

SIGNIFICANCE

20. Briefly state historical and/or architectural importance (include dates, events, and persons associated with the site when known):

In 1975 the Center for Independent Living moved to this location from the offices it occupied at 2054 University. The Center for Independent Living (CIL) is socially significant in that it was the first consumer-operated self help service delivery agency in the nation which served the physically disabled. That is, the providers of the services are themselves disabled. CIL provides a wide range of services to disabled and blind people, which combine to allow the disabled client to live independently in the community. It has served as a model for dozens of recently-established programs across the country.

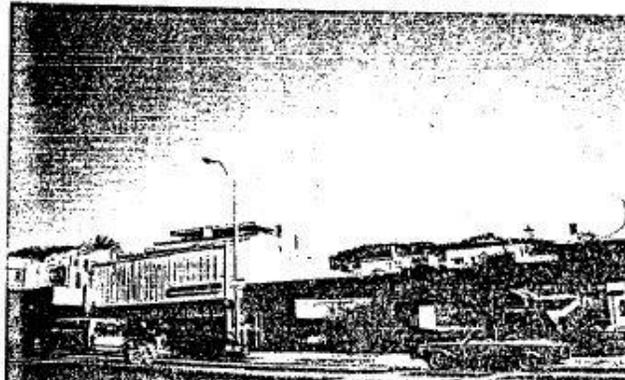
21. Main theme of the historic resource: (Check only one): a. Architecture  b. Arts & Leisure   
 c. Economic/Industrial  d. Exploration/Settlement  e. Government  f. Military   
 g. Religion  h. Social/Education

22. Sources: List books, documents, surveys, personal interviews, and their dates:

23. Date form prepared: 1/25/79 By (name): Ken Stein  
 Address: 2103 Grant #1 City Berkeley, Ca ZIP: 94703  
 Phone: 841-5632 Organization: Berkeley Architectural Heritage Association

(SR)

(State Use C)





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