Chapter 6

HISTORY OF DEVELOPMENT ALONG THE SHORELINE AND THE INFLUENTIAL IMPACTS OF DEVELOPMENT ON THE COMMUNITY

Kathi Candelaria

Introduction

Berkeley has been described by the Berkeley City Planning Commission as a "land locked" city because of its inability to expand eastward due to already existing developments. The one direction in which Berkeley is able to grow is toward the west, by reclamation of the submerged lands of the San Francisco Bay. The submerged land has been regarded as a highly valuable resource allowing for potential community and/or economical growth in the city of Berkeley. Studies of possible improvements on the shoreline began back in 1913. Most of the early studies centered on port facilities and further industrial development of a major airport on the waterfront (BCPC, 1961).

Through the work of various planning commissions, a great deal of energy has been devoted to investigating the possibilities of a more comprehensive development of the waterfront lands. These commissions proposed alternate uses for the development of the shoreline, including the development of a completely new community with a wide range of activities including residential, commercial, industrial and recreational uses (BCPC, 1961).

The focus of my research is to discuss the developmental changes in the history of the shoreline and the impact of development on the community as a whole. Possibilities for future growth on the East Bay shoreline have been taken into account and used as guide posts in formulating a master plan for future development. Rather than to recommend that all of the shoreline be turned over to any one use, an effort has been made by various planning commissions to devise a balanced scheme for development. I have used studies of the effects of development by planning commissions to determine the extent of today's needs.

The Berkeley City Planning Commission believes that predictions of what the community's needs will be in the future and the feasibility of executing these needs can be determined through historical studies of the shoreline changes (BCPC, 1961).

While preliminary regional planning was being prepared by various organizations such as the Association of Bay Area Governments (ABAG, 1966, 1972) and People for Open Space (POS, 1969), other significant efforts were also underway, including a land use inventory for the Bay Area Waterfront and

urban Metropolitan Study (ABAG, 1962). The studies by ABAG and POS reveal historical background information regarding population growth changes and development changes along the shoreline and general areas nearby that allow for projection for future development. The works of these groups can be viewed as preliminary guidelines for regional planning.

There have not been any extensive studies on the progressive development of the East Bay shoreline except for a study by Alison Turner completed for a Senior Seminar course in 1982 on "The East Bay Shoreline" (Turner, 1982).

Studies have been made, however, on specific aspects of shoreline developments. For example, studies have been conducted on urbanization growth changes, pier and harbor developments and transportation and recreational developments (BCPC, 1961). In light of these studies, I have been able to piece together historical developments of the shoreline through the use of books, maps, charts, and graphs. By far the most useful and convincing data are the maps revealing geographical changes through the years.

The boundaries of my study are from the Emeryville Crescent of Oakland to the Albany mudflats (Figure 1). The shoreline from the Albany/Berkeley boundary to the Berkeley city limits, just north

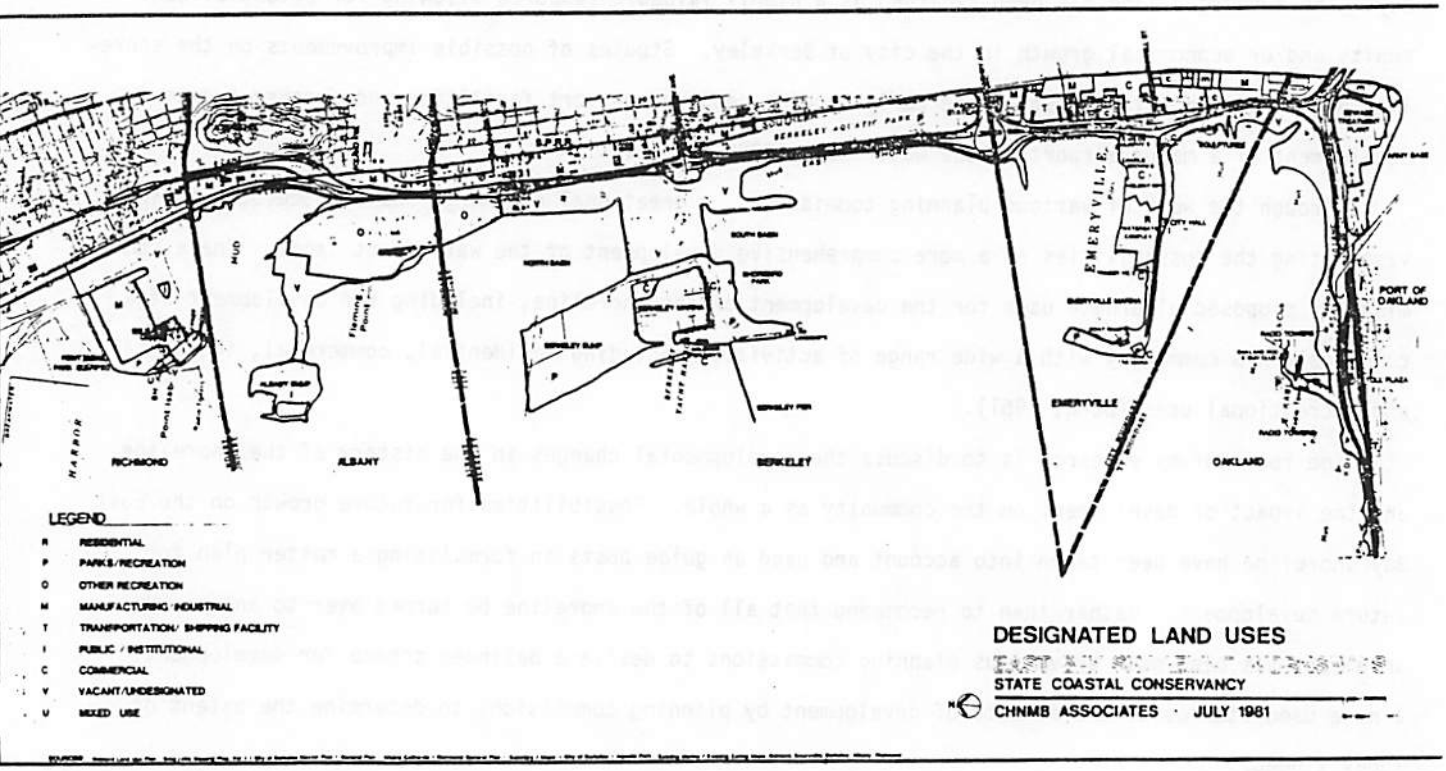

Figure 1. Designated Land Uses.
Source: City of Berkeley, July 1978.

of Emeryville, reveals many traces of development such as Jacob's Landing, also known as the Berkeley pier, the municipal wharf, shoreline alterations by landfill, the construction of Aquatic Park, the evolution of the Berkeley Beach and the emergence of the Southern Pacific Railroad and freeway developments.

The Original East Bay Shoreline: Early Settlement

The first recorded history of the East Bay shoreline was around 1772 with the expedition of Captain Don Pedro Fages, although the first inhabitants of the area were the Costanoan Indians who built their villages along the shoreline and used the natural resources at will (Bartz, 1968). Representatives of the Spanish empire were the next dominating inhabitants, led by Luis Peralta, who petitioned for and received a land grant of more than 48,000 acres, which would now be the area from Richmond roughly to Emeryville. Soon after California became part of the United States in 1846, the Gold Rush brought a major influx of immigrants and the Spanish hold on land grants became futile. The American Period beginning in the 1850's brought rapid change to the area and to the East Bay shoreline as well (Figure 2) (Fisher, 1973). A rapid increase in settlement of the East Bay began after the great earthquake of 1906 in San Francisco. Today's city limits of Oakland were established at that time. The topographical

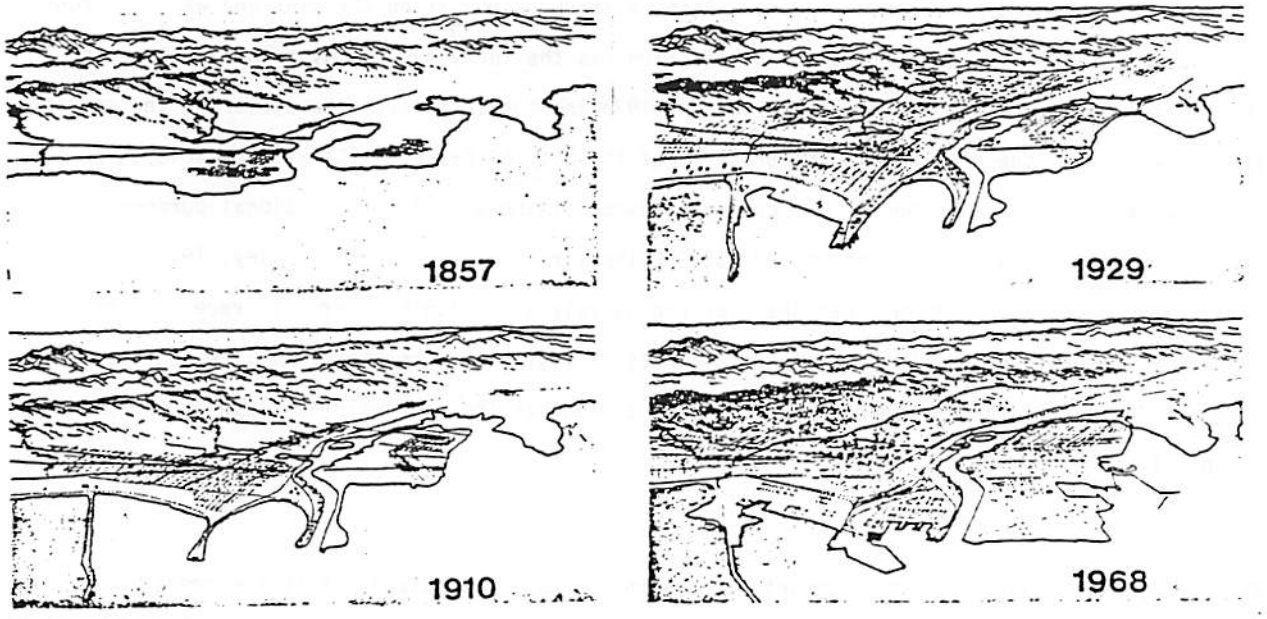

Figure 2. Historical Land Development of Oakland
Source: Fisher, 1973.

setting of both Berkeley and Oakland is extensive, ranging from mudflats to the level firm land to hilly and mountainous regions (Bartz, 1968). Soon after the growth of Oakland began, industrialization set in. Among the earliest of developments was the Oakland harbor and Berkeley pier.

East Bay Shoreline Changes

Before all the landfill activities were initiated in the 1900's, which brought about the greatest significant changes along the shoreline, the Captain Jacob Delaware Street Pier (Jacob's Landing) was built in 1853 and the Oakland municipal wharf was built in 1875 (Berkeley Historical Society, 1978). Heavy freight business and ferry traffic pushed the city of Oakland toward the development of the Oakland harbor. The increasing visits of merchant ships and vessels to the harbor required the development of deeper harbor waters for the entrance of these vessels. Dredging was not successful because it widened channels and did not deepen them. Work on harbor improvements progressed rapidly during 1875. Many Chinese immigrants migrated to the East Bay and were employed for the purposes of unloading the scows which brought rock from the quarries to fill shallow areas of the bay. Eventually, the land became filled out to a depth suitable for accommodating entering vessels.

Further along in the historical development of the East Shoreline, in 1926 the City of Berkeley leased lands to the Golden Gate Ferry Company for reconstruction of the pier (Berkeley Historical Society, 1978). Berkeley was hoping to share in the commercial and industrial development of the San Francisco Bay Area. The completion of the pier the following year in 1927 was a success, and it extended three miles out into the bay. There were three ferries that were used in the transportation of automobiles and passengers to other bay ports. Also, a track was built on the pier and was used for carrying industrial supplies to the shore. As efficient as the ferry system may sound, technological improvements such as completion of the Bay Bridge in 1938 and the Eastshore freeway marked the end of the ferry service, and the pier became the property of the City of Berkeley (City of Berkeley, 1961). The pier, however, was not abandoned. The community usage of the pier for recreational purposes brought in revenue for the city, an estimated $35,000 the first year (City of Berkeley, 1961). Since its acquisition, the City has maintained the pier exclusively as a fishing pier. In recent years maintenance became a problem, but 3500 feet of the pier was salvageable. The State Wildlife Conservation Board granted the City funds to rehabilitate the pier as long as the city maintains use of the pier for fishing only (City of Berkeley, 1961).

Landfilling

Another important aspect of the current picture on the Berkeley Waterfront is the creation of land by means of dredging, filling in soil from freeway developments or by dumping garbage and refuse. For many years the City of Berkeley had been using privately-owned land in a number of locations north of University Avenue and west of Second Street as sanitary landfill sites. In 1954, a bulkhead was started that was intended to enclose a 91 acre area south of the Yacht Harbor but the project was abandoned because the Tudor Engineering Company said that the land should be reserved for "other more valuable purposes" (BCPC, 1961). Although the project was abandoned in 1955, the City decided that, in light of the prohibition of open burning, to continue using the landfill method of disposal rather

than incineration. Furthermore, the City planned a 91 acre area levee north of the Yacht Harbor for landfill purposes. According to the Berkeley City Planning Commission, the completion of the levee would provide sufficient space for waste disposal for at least ten years.

The resemblance of the East Bay shoreline to that which existed at the turn of the century has been drastically altered by landfill. All land west of the Eastshore Highway is fill.

Aquatic Park (Figure 1) lies adjacent to part of that original shoreline. The park became part of a development plan as a result of the construction of the Eastshore freeway during the 1930's (BCPC, 1961). The park was almost filled in from the debris left over from the highway development but a decision by the Berkeley City Council decided that the community would benefit from such a recreational resource. During the 1950's the park experienced a time when pollution contaminated the water and public use was discouraged. The future for the park was questionable but again public involvement saved the park from becoming industrialized (Minard, 1968).

Berkeley Beach

The Berkeley Beach that existed up to the mid-20th century was a result of wind and tide flow on the shore (Manning, 1980). The hotels that developed along the foot of University Avenue attracted many people even after the Southern Pacific Railroad came through in 1876. The construction of the pier and wharf also aided in attracting people to the area. Recreational fishing and sailing at the Berkeley Beach were common pastimes. Now the sand has diminished, and one can almost stand on the rocky shore without getting wet. The main constraint in reconstructing the beach is the problem of maintaining sand without having the waves push sand around the corner into Emeryville (Manning, 1980). Many proposals have been made to preserve this historical land site as a recreational attraction.

Emeryville Landfill

Emeryville was extensively filled in the 1960's and now includes restaurants, the Watergate Apartment complexes and Komatsu (formerly Shaklee) (Security Pacific National Bank, 1971). This time also marked the beginning of the well-known Emeryville mudflat sculpture garden which, surprisingly enough, has survived to today. These sculptures express political and social ideas and artistic talent (Fisher, 1973). The mudflats, once a chemical dumping ground for several paint companies, now serve as a salt water marsh and wildlife sanctuary for a variety of birds and perhaps a few endangered species (Fisher, 1973).

Development of Transportation

The automobile became a common sight in the 1920's but was mainly used for pleasure. In the 1930's, 25% of the 50,000 daily San Francisco ferry commuters from Alameda drove their automobiles, whereas five years earlier virtually all had used connecting rail services, indicating the increase role of the automobile in urban growth patterns (City of Berkeley, July, 1978). Before the automobile became popular

the railroad network dominated the shoreline mainly for industry. Railroads ran toward the southeast, from the Oakland and Alameda piers down the flat plain that forms the East Shore (Baker, 1914). These lines opened Alameda and East Oakland to housing. Streetcars served the same purpose in Berkeley after 1876 (Baker, 1914). Thus, the Berkeley, Oakland and Emeryville metropolis expanded. In 1863, the Western Pacific Railroad Company was formed, and in 1868 a route was constructed through the city of Oakland. In the years to follow and through much litigation, Alameda, Oakland and Piedmont Railroad Companies received permission to expand the railroad along the East Shore. In 1875, trains ran every half hour. The transportation was so excellent that San Francisco was as accessible from Oakland as from any of its outer suburbs (Baker, 1914).

The railroad network was of major importance for the settlement of the shoreline. The railroad had a significant influence on the present city developments. When the Southern Pacific Railroad came about in 1878, hotels developed near University Avenue and adjacent areas of the beach. Industry developed around the various depots, and cities grew from these initial settings. Later in history, the construction of the highway along the shoreline also enhanced development and opened new areas for further development.

Impacts of Urbanization and Population Growth

Population trends of the East Bay parallel the aggressive industrial expansion that capitalized on the turmoil resulting from the 1906 earthquake and fire as well as the improvement of shipping and rail facilities (Jones and Stokes Associates, 1974). In 1920, the population of the East Bay (mainly near the shoreline) was steadily increasing in size at the rate of San Francisco's population.

The 1906 earthquake of San Francisco caused people to move from ruined San Francisco to Berkeley. Before this major migration to the east shore of the Bay, the city of Oakland contained a modest settlement of only one thousand people in 1857 behind the waterfront area. In 1910, Oakland's population reached 150,000 people and between 1910 and 1939, the population more than doubled (see Table 1) (Fisher, 1973). The increasing population pressured the city to develop and reconstruct housing to accommodate the larger populations. High density housing was proposed as a means to preserve the open space of the waterfront area as well as create extra area for potential industrial development (City of Berkeley, 1978). Population census statistics show increased densities of people in the east shoreline area. Emeryville, interestingly enough, already has one half of its residents living at the Watergate condominiums on the city's landfill (Urban Care, September, 1976). Conflicts arose regarding the safety of landfill for residential housing and in constructing a plan for waterfront development. These issues must be considered in future development plans.

Present land use along the East Bay shoreline includes various recreational activities, commercial, industrial, and residential developments as well as wildlife habitats (City of Berkeley, July, 1978).

Year	Population of Oakland		Population of Alameda		Population of Berkeley		Total
1870	10,500	+	1,557	+	-----	=	12,057
1880	34,555	+	5,708	+	-----	=	40,263
1890	48,682	+	11,165	+	5,101	=	64,948
1900	66,960	+	16,464	+	13,214	=	96,638
1910	150,174	+	23,383	+	40,434	=	213,991
1920	216,261	+	28,806	+	56,036	=	301,103
1930	284,063	+	35,033	+	82,109	=	401,205
1940	302,163	+	36,256	+	85,547	=	423,966
1950	384,575	+	64,430	+	113,805	=	562,810
1960	367,548	+	63,385	+	111,268	=	542,671

Table 1. Population Distribution
Source: Jones & Stokes Associates, 1974.

Impact of Development on the Community

The historical changes along the East Bay shores cannot be separated from their overall effects on the community. Urban growth patterns, although inevitable and most certainly crucial for the existence of a community, generate important land use problems, including urban sprawl, congested transportation corridors, loss of agricultural and other resource land, environmental degradation, and hazards to public safety (Livingston and Blaney, 1971). Rapidly growing urban areas generate transportation needs that pressure existing facilities, creating congestion and safety problems. Low density suburban development increases dependence on the automobile, thus requiring more land for roads and parking. Not only does urban development promote transportation needs but transportation systems have an equally important effect on urbanization. For example, in this study of developmental changes, I have discussed how improvements of cargo vessels in the late 1800's to early 1900's initiated improvements of harbors and increased landfill. Highways, railroads, airports and mass transit not only generate but influence development patterns.

Developmental changes must meet the needs of the community both economically and socially. The positive attributes of open space help ensure urban environmental quality, and advocates suggest that these benefits warrant a strong open space preservation program (Jones and Stokes Associates, 1974). Nevertheless, commitment of government agencies to such programs often depends upon firm evidence that open space preservation is economically viable. Therefore, a balanced scheme of development must be

considered. According to the Oakland City Planning Commission, the city earns its living primarily from its industries, port and transportation facilities, and to continue to prosper, new industrial plants and additional port and transportation facilities must be built (Oakland City Planning Commission, 1950). But the importance of economic development must not be allowed to conceal the need for improving parts of the shoreline for popular enjoyment. The Berkeley marina is regarded by the public as a highly valuable recreational resource as can be determined by the number and diversity of people using the facility. If adequate safeguards against pollution areprovided, industrial and recreational use of the waterfront can be compatible (Oakland City Planning Commission, 1950).

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