

APPENDIX C:  
CULTURAL RESOURCES





STATE OF CALIFORNIAEdmund G. Brown, Jr., Governor**NATIVE AMERICAN HERITAGE COMMISSION**

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January 24, 2013

Justin Murphy  
City of Menlo Park  
701 Laurel Street  
Menlo Park, CA 94025

Sent Via Fax: 650-327-1653

# of Pages: 2

RE: SB 18 Tribal Consultation: Menlo Park Housing Element Update, San Mateo County

Dear Mr. Murphy:

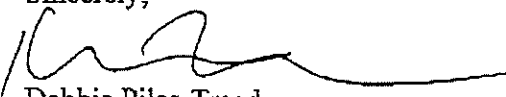
Government Code §65352.3 requires local governments to consult with California Native American tribes identified by the Native American Heritage Commission (NAHC) for the purpose of protecting, and/or mitigating impacts to cultural places. Attached is a consultation list of tribes with traditional lands or cultural places located within the requested General Plan boundaries.

As a part of consultation, the NAHC recommends that local governments conduct record searches through the NAHC and California Historic Resources Information System (CHRIS) to determine if any cultural places are located within the area(s) affected by the proposed action. NAHC Sacred Lands File requests must be made in writing. All requests must include: county, USGS quad map name, township, range and section. Local governments should be aware, however, that records maintained by the NAHC and CHRIS are not exhaustive, and a negative response to these searches does not preclude the existence of a cultural place. A tribe may be the only source of information regarding the existence of a cultural place.

If you receive notification of change of addresses and phone numbers from Tribes, please notify me. With your assistance we are able to assure that our consultation list contains current information.

If you have any questions, please contact me at (916) 653-4038.

Sincerely,



Debbie Pilas-Treadway  
Environmental Specialist III

**Native American Tribal Consultation List  
City of Menlo Park  
January 23, 2013**

Amah/Mutsun Tribal Band  
Irene Zwielerlein, Chairperson  
789 Canada Road  
Woodside, CA 94062  
(650) 851-7747 - Home  
650-400-4806 cell preferred

Ohlone/Costanoan

Coastanoan Rumsen Carmel Tribe  
Tony Cerda, Chairperson  
240 E, 1st Street  
Pomona, CA 91766  
rumsen@aol.com  
(909) 524-8041 Cell

Ohlone/Costanoan

Indian Canyon Mutsun Band of Costanoan  
Ann Marie Sayers, Chairperson  
P.O. Box 28  
Hollister, CA 95024  
ams@indiancanyon.org  
831-637-4238

Ohlone/Costanoan

Muwekma Ohlone Indian Tribe of the SF Bay Area  
Rosemary Cambra, Chairperson  
PO Box 360791  
Milpitas, CA 95036  
muwekma@muwekma.org  
408-205-9714

Ohlone / Costanoan

The Ohlone Indian Tribe  
Andrew Galvan  
PO Box 3152  
Fremont, CA 94539  
chochenyo@AOL.com  
(510) 882-0527 - Cell

Ohlone/Costanoan  
Bay Miwok  
Plains Miwok  
Patwin

This list is current only as of the date of this document.

Distribution of this list does not relieve any person of statutory responsibility as defined in Section 7050.5 of the Health and Safety Code, Section 5097.94 of the Public Resources Code and Section 5097.98 of the Public Resources Code.

This list is applicable only for consultation with Native American tribes under Government Code Section 65352.3.

Historic Resources Report for the  
Housing Element Update, General Plan Consistency  
Update, and Zoning Ordinance Amendments

Prepared for the City of Menlo Park

By Knapp Architects

February 14, 2013



## HISTORIC RESOURCES REPORT

This report begins with the methodology used in preparing this document and an overview of the cultural resource provisions of the California Environmental Quality Act. On the basis of a windshield survey and a review of documents provided by the City and belonging to the Menlo Park Historical Association, this report identifies and describes cultural resources that potentially meet the criteria of the California Register of Historical Places. Maps showing the suggested boundaries of potential historic districts are included. The report concludes with a discussion of mitigation measures and recommendations. This report does not address archaeological or paleontological resources.

### A. Methodology

The conclusions drawn in this report are based primarily on a brief windshield survey of the 14 Proposed Sites identified for re-zoning in the Housing Element, as well as the sites identified for rezoning to increase infill housing capacity around downtown. Because specific sites have not been listed for the second unit program, this report considers potential impacts at a broad, programmatic level only.

The survey was conducted by two individuals meeting the *Secretary of the Interior's Professional Qualifications Standards* in architectural history and historic architecture, Jill Johnson and Frederic Knapp (survey team). The survey team viewed the properties from public streets, determining whether each property appeared at least 50 years old and not greatly modified. For properties obviously less than 50 years old or substantially modified in the past 50 years, no further analysis was conducted. For properties which appeared at least 50 years old, the survey team assessed the presence of a historic district and attempted to draw district boundaries.

This report uses the eligibility criteria of the California Register of Historical Resources (California Register) and its national precedent, the National Register of Historic Places (National Register). These registers use similar criteria, explained below, with letters for the National Register and numbers for the California Register, corresponding as follows:

National Register Criterion	California Register Criterion
A	1
B	2
C	3
D	4

The State of California has established the California Historical Resource Status Codes to indicate the classification of properties that have been reviewed by local, state, or federal officials. Each code has a number which indicates eligibility status to local, state, or federal registers and one or more letters indicating the specific register, type of property and review process. Codes beginning with 1 are already listed in the National or California Register; 2-codes have been determined eligible for the National or California Register; Code 3 indicates a property appears eligible based on a survey but has not yet been nominated; Code 4 is for

state properties eligible to the National Register; Code 5 is for eligibility to local registers, Code 6 indicates properties that have been determined not eligible, and Code 7 indicates properties not definitively classified.

### **Sources Consulted**

The Planning Division of the City of Menlo Park provided information from its files on the properties, including the City's 1990 historic sites survey, subdivision maps and the 1925 Sanborn Fire Insurance Map (updated as late as 1968). Clipping files and related materials were consulted at the Menlo Park Historical Association. A search of the California Historic Resources Information System (CHRIS) Historic Property Data File for San Mateo County was also consulted.

### **B. Prior Historical Status**

The properties previously identified as historic resources or potential historic resources are Corpus Christi Monastery, St. Patrick's Seminary, the Veteran's Affairs Menlo Park Division, and the following properties that could be affected by construction on one or more of the Proposed Sites:

#### Menlo Park Historic Resources Inventory

- Gale House, 417 Glenwood Avenue  
National Register Criterion Status Code 3S: appears eligible for separate listing in the National Register or California Register
  
- 1320 Mills Street  
National Register Criterion C  
Status Code 5S1: Eligible for listing under an existing local ordinance
  
- 1257 Laurel Street  
National Register Criterion C  
Status Code 5S3: Appears to be individually eligible for local listing or designation through survey evaluation
  
- McKendry House/Huss Farmhouse, 244 Robin Street  
National Register Criterion A  
Status Code 5S1: Eligible for listing under an existing local ordinance
  
- 114 Santa Margarita Avenue  
National Register Criterion A  
Status Code 5S1: Eligible for listing under an existing local ordinance



**California Historic Resources Information System (CHRIS) Historic Property Data File for San Mateo County:**

- 1108 Pine Street  
National Register Criterion C  
Status Code 5S1: Eligible for listing under an existing local ordinance
- 330 Ravenswood Avenue (Holy Trinity Parish Home)  
National Register Criterion A  
Status Code 5S1: Eligible for listing under an existing local ordinance

**Properties Listed in Initial Study Potentially Affected by Project**

The Initial Study listed the following property which is discussed below to assess whether one of the Proposed Sites would have the potential to cause a significant impact on them:

- Church of the Nativity; 210 Oak Grove Avenue

**Properties Listed in Initial Study but Not Potentially Affected by Project**

The Initial Study listed the following properties which are far enough away from the 14 Proposed Sites that the project would not have the potential to cause a significant impact on them:

- Barron-Latham-Hopkins Gate Lodge; 555 Ravenswood Avenue
- Menlo Park Railroad Station; 1100 Merrill Street
- House at 262 Princeton Road
- Alma Street/San Francisquito Creek “Journey’s End” Plaque

Because these properties are not in the proximity of the 14 Proposed Sites, they are not discussed further in this report.

**C. Evaluation of Significance**

**California Register Criteria**

The California Register is an authoritative guide to 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-eligible properties (both listed and formal determinations of eligibility) are automatically listed. Properties can also be nominated to the California Register by local governments, private organizations, or citizens. This includes properties identified in historical resource surveys with Status Codes of 1 to 5 and resources designated as local landmarks or listed by city or county ordinance. 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 (National Register). In order to be eligible for listing in the California Register, a property must be demonstrated to be significant under one or more of the following criteria:

- Criterion 1 (Event): Resources that are associated with events that have made a significant contribution to the broad patterns of local or regional history, or the cultural heritage of California or the United States. (Similar to National Register Criterion A.)
- Criterion 2 (Person): Resources that are associated with the lives of persons important to local, California, or national history. (Similar to National Register Criterion B.)
- Criterion 3 (Design/Construction): Resources that embody the distinctive characteristics of a type, period, region, or method of construction, or represent the work of a master, or possess high artistic values. (Similar to National Register Criterion C.)
- Criterion 4 (Information Potential): Resources or sites that have yielded or have the potential to yield information important to the prehistory or history of the local area, California or the nation. (Similar to National Register Criterion D.)

Properties more than 50 years old may be listed in the California Register if they meet the eligibility criteria. The California Register has “special considerations” for certain cases, including the following:

- Buildings that have been moved
- Properties built in the past 50 years
- Buildings that have been reconstructed

While a property can be eligible even if it falls under one of these Special Considerations, separate evaluation is required in order to demonstrate that it is historically significant. For this report, the 50-year cutoff has been used without further evaluation. Therefore, buildings constructed – or overwhelmingly renovated – since 1962 are not considered historic. Any building obviously constructed or altered in the past 50 years was considered to fall into this category and no further research was conducted.

### **Integrity**

In addition to being determined significant under at least one of the four California Register criteria, a property must also retain sufficient historical integrity in order to be eligible for listing in the California Register. The concept of integrity is essential to identifying the important physical characteristics of historical resources and hence, evaluating adverse change. For the purposes of the California Register, 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” (California Code of Regulations Title 14, Chapter 11.5). A property is examined for seven variables or aspects that together comprise integrity. These aspects, which are based closely on the National Register, are location, design, setting, materials, workmanship, feeling, and association. *National Register Bulletin 15, How to Apply the National Register Criteria for Evaluation* defines these seven characteristics:

1. Location is the place where the historic property was constructed.

2. Design is the combination of elements that create the form, plans, space, structure and style of the property.
3. Setting addresses the physical environment of the historic property inclusive of the landscape and spatial relationships of the buildings.
4. 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.
5. Workmanship is the physical evidence of the crafts of a particular culture or people during any given period in history.
6. Feeling is the property’s expression of the aesthetic or historic sense of a particular period of time.
7. Association is the direct link between an important historic event or person and a historic property.

The California Environmental Quality Act (CEQA) Guidelines state that properties listed in or eligible for the California Register are considered historical resources for the purposes of CEQA. Local surveys and registers may be used to identify historical resources under the CEQA Guidelines and sites documented in the Menlo Park inventory are identified below. This report therefore evaluates whether properties affected by the Housing Element appear to be eligible to the California Register.

The California Register recognizes several “property” types, of which two would apply to sites under consideration in the Housing Element: buildings and districts. A district is a group of properties which when taken as a whole have historical significance, even if the individual components are not significant on their own.

**Proposed Sites: Eligibility to the California Register**

The following table and discussion identify properties affected by the Housing Element and assess their eligibility to the California Register.

**Table 1: Fourteen Proposed Sites in Housing Element**

<b>Site #</b>	<b>Site Name</b>	<b>Brief Site Description</b>	<b>Eligibility to the California Register</b>
1	I-280 and Sand Hill Road (Banana Site)	Vacant site between freeway and frontage road. Nearby housing is predominantly multi-family and appears less than 50 years old. The site is reportedly near a plaque commemorating a demolished church, but this site does not convey conditions that pre-date I-280.	Does not appear eligible.
2	Hewlett Foundation	Vacant site. Nearby houses in Stanford Hills Park and Branner Drive appear to be less than 50 years old. Limited visual relationship to Hewlett Foundation.	Does not appear eligible.

**Table 1: Fourteen Proposed Sites in Housing Element**

3	Corpus Christi Monastery	See below.	Existing buildings and landscape appear eligible.
4	401-445 Burgess Drive	Existing building and landscape appear less than 50 years old.	Do not appear eligible.
5	8 Homewood Place	Existing building and landscape appear less than 50 years old.	Do not appear eligible.
6	St. Patrick's Seminary	See below.	Existing buildings and landscape appear eligible.
7	125-135 Willow Road	See below.	Existing buildings and landscape appear eligible.
8	555 Willow Road	Existing building and landscape appear less than 50 years old.	Do not appear eligible.
9	Veterans Affairs Menlo Park Division	See below.	Individual buildings and district appear eligible.
10	MidPen's Gateway Apartments	Existing buildings and landscape appear less than 50 years old.	Do not appear eligible.
11	MidPen's Gateway Apartments	Existing buildings and landscape appear less than 50 years old.	Do not appear eligible.
12	Hamilton Avenue East	Small industrial and commercial buildings some of which may in whole or in part be more than 50 years old. None of the buildings appears to remain as either a cohesive historic complex or is architecturally significant in its own right.	Do not appear eligible.
13	Main Post Avenue	The building appears to date to the 1960s. Although possibly meeting the age criteria, it is unlikely the building is significant within the broader context of Menlo Park's historic themes.	Does not appear eligible.
14	Haven Avenue	Existing buildings are less than 50 years old, except for possibly two. One is a wood frame building in severe disrepair. The other is gable-roofed building, possibly clad in corrugated Fiberglas; it is unknown if this is the original building cladding. This building appears to have been part of a larger complex which is no longer extant.	Do not appear eligible.

**Potential Historic Districts**

The research conducted for this report coupled with the results of the windshield survey suggest that four of the 14 Proposed Sites in the Housing Element may be eligible to the California

Register as historic districts. In addition, other properties identified for second units or infill construction may be eligible individually or as historic districts.

The 1990 survey assessed the properties on their eligibility under the National Register of Historic Places. Because federal programs were the first authoritative guides for the identification of significant cultural resources and their treatment in the planning process, most historic site surveys, including the Menlo Park survey, adopted the federal criteria for historic site inventories. However, because the California Register of Historical Places is the basis of decision-making regarding significance and treatment under the California Environmental Quality Act, the following section cites the survey's earlier opinions concerning eligibility to the National Register and follows with a current professional opinion concerning eligibility to the California Register. The California Register includes all properties in the National Register.

### **Site 3: Corpus Christi Monastery**

Proposed Site 3 is the southern corner of the almost 13-acre Corpus Christi Monastery property. The site lies directly south of an existing multi-family housing complex on Ravenswood Avenue. This parcel was never part of the monastery property, the monastery being established around an existing house on Ravenswood Avenue. The house was replaced by apartments sometime during the 1940s or thereabouts. The monastery property, which remains intact to its 1920s founding, is potentially eligible to the California Register as a historic district. It is listed in the CHRIS Historic Property Data File for San Mateo County with Status Code 5S1 (individual property that is listed or designated locally) under National Register Criterion A.

The earliest building on the site dates to the first period of Anglo settlement of Menlo Park in the mid-1850s-1860s. Although a range is given for the date of the building, it was probably built during the beginning of this period. It is a three-room house, of single wall construction clad with weatherboarding, located on the southwestern edge of the property, approximately midway between Oak Grove and Ravenswood Avenues. No mention is made of this house in early history site surveys or histories about the property.



*View 1: Single wall construction house, probably dating to the 1850s or 1860s, located at the Corpus Christi Monastery. (Jill Johnson, December 2012)*

In 1892, the site was acquired by Michael Lynch, a graduate of the Botanical Gardens of Dublin with advanced studies in Liverpool and London. The Lynch Nursery became one of the largest nurseries in the state, recognized for supplying the first greenhouse-grown cut flowers to the San Francisco market and its violets, chrysanthemums, carnations and smilax. The Lynch Nursery was awarded the Chrysanthemum Society of America's Silver cup for the best 10 blooms—one variety on long stems—and a gold medal for the best three blooms of the "Earl Kitchener" chrysanthemum at the Panama-Pacific Exposition's Fall Flower Show. Lynch landscaped numerous local estates with his nursery stock as well as the Empire Mine in Grass Valley. The nursery continued in operation after Lynch's death on May 27, 1905; it is listed in the city directory as late as 1922. Nurseries like the Lynch Nursery made the Peninsula renown for floriculture.

In 1908, the Western Dominican Provincial and the Archbishop of San Francisco began planning for a monastery on the Peninsula soon after the 1906 earthquake, but their progress was delayed by post-earthquake and fire reconstruction throughout the Bay Area. In May 1927, approximately 13 acres were acquired for construction of the monastery. The monastery was designed in the Gothic revival style by Arnold Constable of Sausalito.

The monastery buildings are concentrated at the northwest end of the site, except for the mid-19<sup>th</sup> century house and several outbuildings which are aligned along the southwestern side of the site. On April 9, 1928, the first phase of monastery construction consisting of two wings was

complete. It was dedicated on August 5, 1928. An addition containing a refectory, infirmary and additional cells (nuns' quarters) was completed in 1947. A second addition, housing a bread bakery, 10 cells, a music room and a room for packing bread, was completed in 1958. A variety of wood and concrete block utility buildings were built over the years to support the Sister's garden, orchard and livestock. Two detached dwellings were added to the complex c. 1925-45 and c. 1960s-70s.

Originally, the monastery was to be landscaped with rare shrubbery and flowers, in keeping with the surrounding country estates that characterized Menlo Park during the mid- to late 19<sup>th</sup> century. The plantings may in fact have been nursery stock remaining from the Lynch Nursery. A 1948 aerial view shows the concrete block wall separating the cloistered monastery from the outside, a scattering of trees with an apparent alley of trees to the south of the rosary walk, a considerable vegetable and rose garden and row of shrubs or small fruit trees where there are now a scattering of fruit trees.<sup>1</sup> Many of these features remain today, although much of the cultivated ground appears to have given way to lawn and the increase in lawn and the immense native oaks make the landscape appear more natural than designed.



*View 2: View looking southeast down the asphalt-clad rosary walk toward Ravenswood Avenue. Barely visible in the distance at the left is the portion of the perimeter monastery wall that here separates the housing development from the monastery. The site proposed for re-zoning is located to the right in the distance. (Jill Johnson, December 2012)*

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<sup>1</sup> Menlo Park, CA, Aerial, 1948. Historic Aerials.com.

The 1990 citywide historic site survey listed the complex as eligible to the National Register of Historic Places under Criterion A (5S1: eligible for listing under an existing local ordinance). This analysis finds the Corpus Christi Monastery to be potentially eligible to the California Register under Criteria A, primarily for the mid-19<sup>th</sup> century house, and C, for the mid-19<sup>th</sup> century house and later religious buildings during the periods c. 1850-1927 and 1927-1962.

The parcel proposed for re-zoning is the southern corner of the monastery, with frontage on Ravenswood Avenue and aligning with the existing eight-family housing development on Ravenswood Avenue. The parcel now occupied by multi-family housing is shown on the Sanborn Fire Insurance Map of 1925, as discrete and separate from the monastery and occupied by a single-family dwelling at that date. On the basis of the research conducted for this report, it does not appear this corner was ever owned by the monastery.

Within the nearby environs of Corpus Christi are one historical resource listed in the Initial Study, Church of the Nativity at 210 Oak Grove Avenue, and two properties listed in the CHRIS Historic Property Data File for San Mateo County: a house at 1108 Pine Street and 330 Ravenswood (Holy Trinity Parish Home).

See District 3 Boundary Map.





### **Site 6: St. Patrick's Seminary**

Proposed Site 6 is a portion of the St. Patrick's Seminary property, having a frontage on Middlefield Road adjacent to a Menlo Park fire station. The fire station was identified by the 1990 citywide historic site survey as a significant cultural resource. Large, modern office parks are located across Middlefield Road from the parcel and residential streets of largely single-family dwellings lie to the east of the fire station. To the north and west of the parcel proposed for re-zoning lie St. Patrick's Seminary grounds. The seminary property that remains, inclusive of grounds and buildings, appears eligible to the California Register as a historic district.



*View 3: View of the administration wing of the seminary looking across the elliptical lawn.*

The seminary was established by the Society of Sulpice, an order of secular priests, to educate diocesan clergy. The Second Empire style complex was designed by architect Charles Devlin for over 80 acres of the old Robert Doyle property, donated by Doyle's sister-in-law, Kate Johnson. Devlin, whose primary client was the Catholic Church, designed Sacred Heart Convent in Menlo Park and St. Charles Borromeo and St. Ignatius Roman Catholic Churches in San Francisco. Construction was underway by 1892; however, delays ensued and construction of the east wing was delayed. In 1898, two-thirds of the complex was complete and the building was dedicated on August 24 as the first Roman Catholic seminary on the West Coast. Completion of the east wing (senior college) and chapel followed in 1903-04. When completed, the 410 by 574 foot building housed the seminary administration, junior and senior colleges, two cloisters, chapel, refectory, kitchens, bakery, laundry, storerooms and powerhouse. In addition, the site contained the Archbishop's House (Tudor style), gymnasium, convent (1960s), swimming pool and men's dormitory. The original gymnasium was demolished.

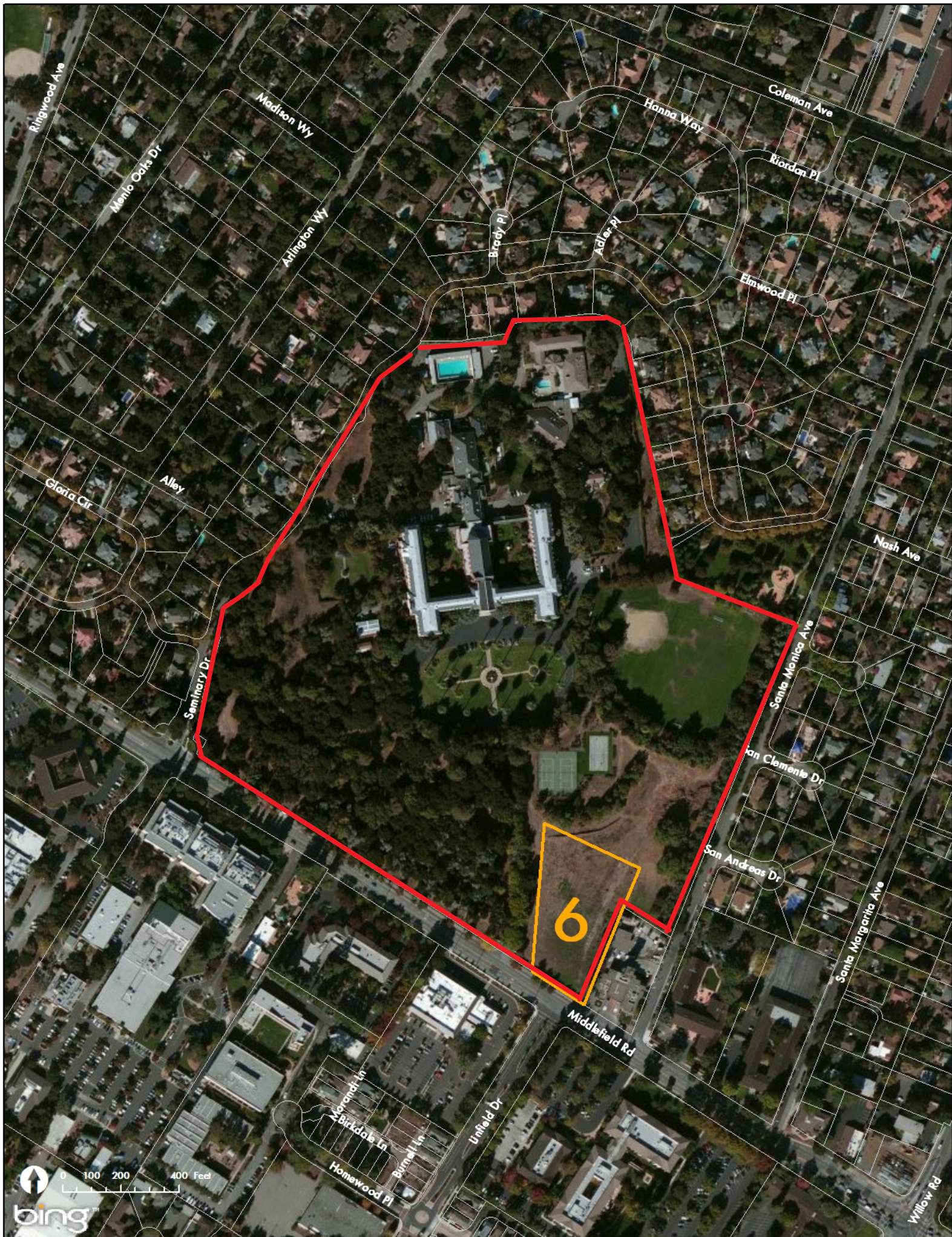
The seminary, oriented at an angle to Middlefield Road, is reached by a tree-lined drive. The drive terminates on axis with an ellipse of lawn planted with palm trees and the entrance to the main building. The landscape blends naturalistic features with designed elements located in proximity to the buildings.

The vicinity of the seminary is characterized by large, modern office complexes on Middlefield Road, residential streets of single-family dwellings to the north, east and west and a fire station at the corner of Middlefield Road and Santa Monica Avenue. As mentioned above, the Menlo Park Fire House at 300 Middlefield Road was inventoried in the 1990 citywide survey and considered eligible for listing in the National Register under 5S1 (eligible for listing under an existing local ordinance). This designation is listed in the CHRIS Historic Property Data File for San Mateo County under National Register Criterion A. A second property included in the 1990 historic sites survey (5S1: eligible for listing under an existing local ordinance) is located at 114 Santa Margarita Avenue. This designation is also listed in the CHRIS Historic Property Data File for San Mateo County under National Register Criterion A.

At present the seminary site appears sufficiently buffered from its surroundings to retain integrity of location, setting, design, materials, workmanship, feeling and association.

The 1990 historic site survey listed the complex as eligible to the National Register of Historic Places codified 5S3 (eligible for special consideration in local planning). St. Patrick's Seminary appears to be potentially eligible under California Register Criteria A and C for the period 1898 to 1962.

See District 6 Boundary Map.



**Site 7: The Willows Southwest (Willows SW)**

This site contains one occupied office building and one vacant commercial building at 125 and 135 Willow Road. While neither building appears eligible for the California Register, an inventoried building—114 Santa Margarita Avenue—lies directly behind these parcels and an apparent historic district occupies 9 partial city blocks to the north and east of the lots proposed for re-zoning. To the south of the parcels proposed for re-zoning lies a stretch of Middlefield Road lined largely with office buildings, including the historic Sunset Magazine complex at the corner of Middlefield and Willow Roads.



*View 4: View of Site 7 looking across Willow Road near Middlefield at the left and an early Willows neighborhood house at the right.*

While the modern day Willows neighborhood is arguably bounded by San Francisquito Creek, Middlefield and Willow Roads and Coleman Avenue, Santa Monica Avenue and Highway 101, the Willows referenced in this report is a portion of the neighborhood in close proximity to the site proposed for re-zoning. It is roughly defined as the properties fronting Willow Road from Middlefield Road/Clover Lane on the west to Gilbert Avenue on the east and the subdivision tract at the southeast corner of Willow and Middlefield Roads that contains assessor's blocks 301-305. (This 5-block tract contains portions of earlier subdivision tracts.) For the purposes of this report, the boundaries for the potential historic district—herein called Willows Southwest or Willows SW—were limited to the portion of the neighborhood that could be most impacted by the proposed re-zoning. Broader boundaries may be adopted for any actual designation of the area to a local, state or federal register.

The neighborhood is characterized by single family dwellings set on lots of a typical size for suburban subdivision tracts in Menlo Park. Willow and Middlefield Roads are major arterials in Menlo Park; the remaining streets—both straight and curvilinear—are quiet residential streets.

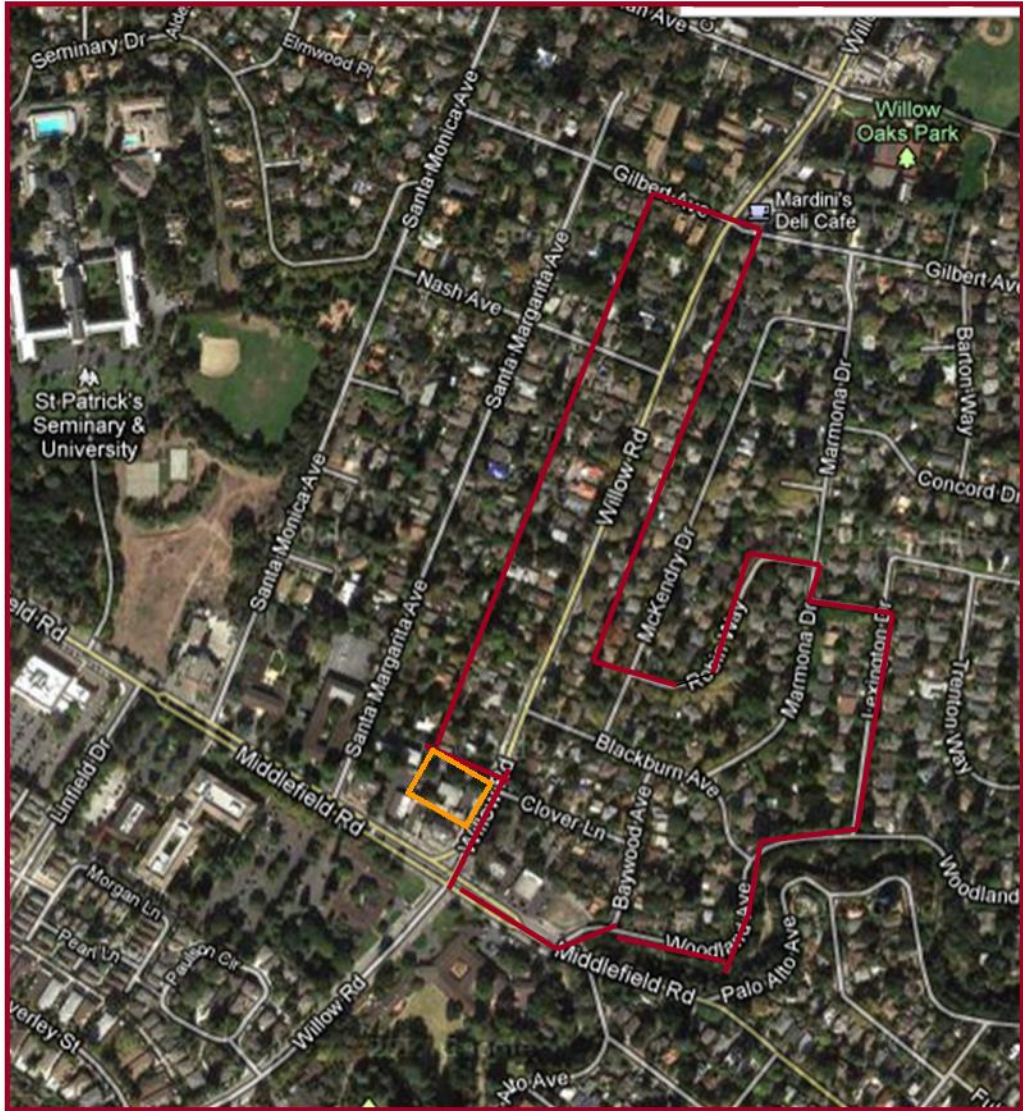
The houses range in age and style from early 20<sup>th</sup> century to post-war ranch style house. They span the historic periods identified in the 1990 city survey labeled Camp Fremont, Menlo Park: 1920-1940 and Post World War II Era. Consistent with the survey, the Willows SW houses illustrate the range of styles associated with these periods in the Menlo Park survey: bungalow,

classical (neoclassic box) and period revival (Colonial, Spanish Colonial, and Tudor). Not addressed by the city survey is a residential style ubiquitous to the Peninsula during the 1940s and apparent in the Willows; it is a mid-1940s ranch style, sometimes displaying vestiges of Colonial and Moderne styles.

While many of the houses in the neighborhood have been remodeled and enlarged and their lots have acquired modern-day landscape treatments, the overall homogeneity of the neighborhood remains, largely derived from a common siting, scale and massing of houses, the presence of mature trees and similarities in residential styles and materials. The district retains integrity of setting, location, design, workmanship, materials, feeling and association.

Three historic sites on Middlefield Road, Santa Margarita Avenue and Robin Street, in the area identified as Willows SW, were inventoried in the 1990 citywide survey; these properties are the Menlo Park Fire House at 300 Middlefield Road; McKendry House/Huss Farmhouse, 244 Robin Street (listed as Way) and 114 Santa Margarita, located directly behind the site proposed for rezoning. All of these properties were considered eligible for listing under Status Code 5S1 (eligible for listing under an existing local ordinance) and the latter were considered eligible under Criterion A. An inventory sheet was not located for the fire station so the relevant criteria are unknown. The Willows SW appears to be potentially eligible under California Register Criteria A and C as an example of significant broad patterns of the history and residential architecture of Menlo Park.

See District 7 Boundary Map.



**Site 9: Veteran’s Affairs Menlo Park Division**

This site is a 1.89 acre parcel at the south corner of the Veterans Affairs Palo Alto Health Care System Menlo Park Division (“Veterans campus”) just north of the intersection of Willow Road and Perimeter Drive South. The site is located on the edge of the Veterans campus, in the southwest quadrant of the intersection between Willow Road and Highway 101. The adjacent area outside the Veterans campus south of the Proposed Site across South Perimeter Road and east of the site across Willow Road is densely built out mostly with a variety of multifamily housing developments from the past three or four decades that do not appear to meet any of the California Register Criteria and were not further evaluated.

Proposed Site 9 has a parking lot on its northwest end and an open, landscaped area with large trees on its southeast end. To the north-northeast of it is Veterans campus Building 324, and to the north-northwest of it is Building 321, both large psychiatric facilities constructed in recent decades and previously determined not to be eligible for listing in the National Register. Perimeter Road South forms the southwest side of the site.



*View 5: Proposed Site 9, from its western corner at Oak Avenue and South Perimeter Road, looking east.*

The Veterans campus contains a wide-ranging mix of buildings, some of which are historically significant. This section reviews recent historical documentation of the Veterans campus to determine whether historical resources could be affected by the Housing Element. The Veterans



campus is associated with Camp Fremont, a World War I-era facility located mainly near what is now Downtown Menlo Park. In 1917, the facility was established on a leasehold of 25,000 acres with a main camp of 1,300 acres just west of El Camino Real between Alameda de las Pulgas and San Francisquito Creek. The camp had 1,124 temporary buildings and was used to train troops for service in Europe. The Army built a base hospital for Camp Fremont on 90 acres of dairy land near the intersection of Willow and Bay Roads. While the main camp was dismantled immediately after World War I with almost no remaining traces, the hospital remained in operation, under the Public Health Service from 1919-1922 and then operated and expanded by the Veterans Bureau and its successors.<sup>2</sup>

Although the Veterans campus is not listed in the 1990 Menlo Park survey, the Department of Veterans Affairs and its predecessors have completed historical studies and inventories as well as evaluations under Section 106 of the National Historic Preservation Act. For this report, the most recent draft of a new historical inventory of the Veterans campus currently being finalized for the Department of Veterans Affairs is used to identify historical resources on that campus.

The *Built Environment Survey Report* identifies a discontinuous historic district eligible to the National Register, the Personnel Quarters Historic District. It consists of 17 contributing buildings in four separate areas located on the perimeter of the 95-acre VA campus. These buildings are significant for their association with important historical events and for their design and construction, according to the National Register nomination form included in the report. The buildings in the district include houses of key hospital officials, multi-unit staff quarters, and garages. The nomination does not designate site or landscape elements, only buildings, for this district. The period of significance is 1922-1930.

Building 222 and its garage, Building 222G, adjacent to Proposed Site 9, make up one of the four separate areas that comprise the historic district. It is located between the Proposed Site 9 and Willow Road. The nomination form describes this area as follows:

The first significant area is composed of two buildings that historically served the hospital director: the director's quarters (Building 222) and a two-car garage (Building 222-G). The buildings, along with a large yard that features lawns, mature trees, and a paved patio, are enclosed within a fenced area and are separated from the rest of the Menlo Park Division campus. The garage is located to the northwest of the residence, and a forked, curving driveway provides vehicular access from Willow Road. The enclosed park-like setting and the spatial relationship between the residence and garage remain consistent with the historic organization of the director's property.<sup>3</sup>

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<sup>2</sup> Wickert, Linda, survey coordinator. *City of Menlo Park Historic Building Survey*. San Mateo County Historical Society. Menlo Park, 1990.

<sup>3</sup> Page & Turnbull, Inc. *Built Environment Survey Report*. San Francisco, 2012.



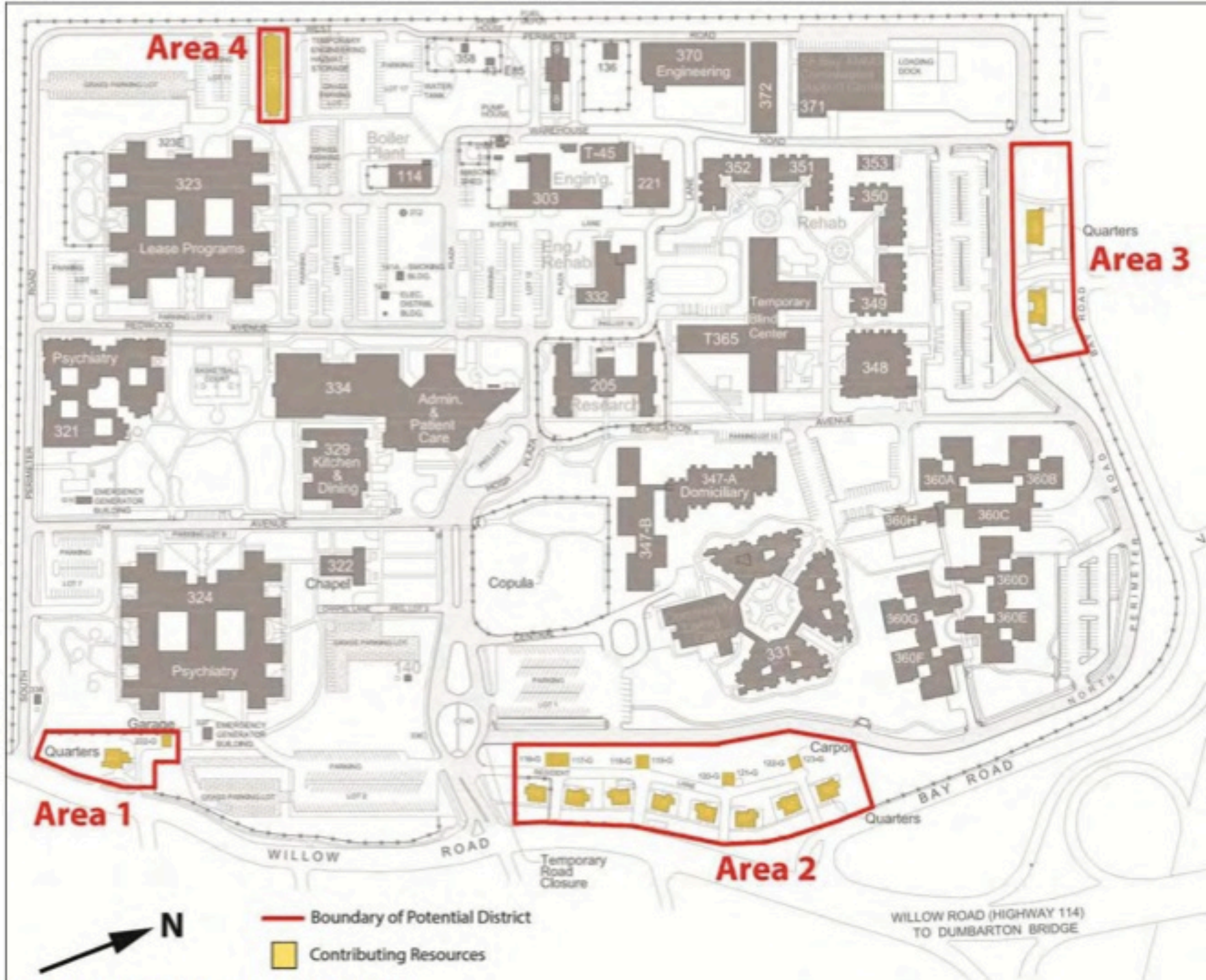
*View 6: Building 222. 2012 photograph by Page & Turnbull from Built Environment Survey Report.*

According to the *Built Environment Survey Report*, the district retains integrity of location, setting, feeling and association, and the buildings retain integrity of design, workmanship and materials.

The *Built Environment Survey Report* found that Buildings 8, 9, 145 (flagpole), and 205 appear individually eligible for listing in the National Register of Historic Places, but that no other resources on the VA campus are eligible. The report used the National Register Criteria instead of the California Register Criteria; the latter is patterned after the former, but does allow properties of lesser significance or physical integrity to qualify.

Building 205, the Spanish colonial style hospital built by the Veteran's Bureau, is located near the center of the VA campus. Building 145 is the flagpole at the center of the circular access drive. It was prominently visible from the road, and had strong symbolism associated with the role of the hospital and the veterans it served. Buildings 8 and 9 are the only extant buildings from Camp Fremont, the World War I-era Army facility that preceded the Veterans medical facilities and was historically distinct from them. These contiguous structures are located on the west edge of the campus.

See District 9 Boundary Map.



Map of Personnel Quarters Historic District.  
 (Source: VAPAHCS; edited by Page & Turnbull).

### **Infill Areas Around Downtown**

The proposed infill housing program identifies three sub-areas around Downtown Menlo Park in which increased density would be allowed to encourage additional housing construction. The Housing Element delineates three geographic areas in the vicinity of Santa Cruz Avenue and El Camino Real, each several blocks in area, in which specific lots would be redeveloped. It designates lots that are 10,000 square feet or larger, with the note that after a separate environmental review, additional smaller lots could be added.

The first infill area runs roughly parallel to the Southern Pacific right of way from Ravenswood Avenue northeast to Encinal Avenue, jogging so that it lies further northeast of the railroad at Ravenswood Avenue and closer to it at Encinal Avenue. Most of the properties in this area are single-family or multi-unit residential. There are three infill parcels on Laurel Street, one on Glenwood Avenue, and one on Mills Street.

The second infill area occupies most of the area between Valparaiso and Oak Grove Avenues from University Drive to Hoover Street, extending closer to Oak Grove Avenue on the northeast side of Crane Street than on University Drive. Two parcels on Hoover Street and one on Valparaiso Avenue are designated for infill housing.

The third infill area is roughly bound by Santa Cruz Avenue, Arbor Road, and Middle Road up to University Drive, where it becomes narrower as it extends almost to El Camino Real. There are 12 lots identified for infill housing, distributed fairly evenly in the third area.

Native Americans settled the area that includes what is now Menlo Park between 12,000 and 6,000 years ago, but their settlements are not strongly reflected in historical development of Menlo Park. In 1795 Jose Arguello was granted a tract of more than 35,000 acres which included Menlo Park. D. J. Oliver and D. C. McGlynn bought 1,700 acres from Arguello's descendants in 1854 and built an arch with the inscription "Menlo Park" recalling their home in Ireland, Menlough. The Southern Pacific Railroad named its station Menlo Park when the railway came through the Peninsula in 1863. In the early years, the town was centered on Oak Grove Avenue between the railroad station and El Camino Real, with the development in outlying areas limited to agriculture and estates owned by wealthy San Franciscans.

Menlo Park experienced a brief, and largely ephemeral, growth spurt during World War I with the establishment of Camp Fremont. Its population was 2,300 in 1919, and it did not incorporate permanently as a city until 1927. Although it grew gradually, reaching a population of 3,258 in 1940, Menlo Park did not take its current shape until after World War II, when industrial and technological development in the Santa Clara Valley (as seen in the Stanford Research Institute, now SRI International, and the USGS) and suburban growth transformed it into a built-out, moderate density, mixed-use urban area.<sup>4</sup>

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<sup>4</sup> This historical narrative is based on the *Menlo Park Specific Plan FEIR Vol. 1* and the *City of Menlo Park Historic Building Survey*.

The lots identified in the infill program include three individual properties previously designated as historical resources, as described above. The three infill housing areas do not contain designated historic districts.

Evaluation of the three infill housing areas to determine whether there are historic districts eligible to the California Register and individual evaluation of the eligibility of the infill housing properties identified in the Housing Element are beyond the scope of this report. While some of the identified infill housing properties in the infill areas are designated historical resources, a brief windshield survey indicates that additional properties appear to be more than 50 years old and relatively little changed, so they, too, may be eligible to the California Register. Other properties shown in the Housing Element as potential infill sites do not appear to be eligible to the California Register, however.

### **Second Units**

The Housing Element contains a second unit program. This provision would reduce the minimum parcel size for a second unit, allow larger second units, and provide more flexibility in building height, in addition to other incentives that would not have the potential to cause impacts on historical resources. The geographic applicability of the second unit program is not articulated in the Housing Element, so it is assumed it would apply to all single-family houses.

There is no complete and current inventory of all single-family houses in Menlo Park that are eligible to the California Register, nor is there a comprehensive survey of eligible historic districts. An unknown number of lots included in the second unit program could be individually eligible to the California Register or could be located in eligible historic districts (sometimes referred to as “potential historic districts”).

### **D. Impacts**

The threshold of significance for impacts on historical resources in the CEQA Guidelines comes into play more often when a project entails physical alterations (or demolition) to a historical resource than when the project alters the surroundings of the historical resource without causing any physical change in the resource itself. Three of the 14 Proposed Sites and three of the Infill Sites are historical resources in themselves as explained above. They are analyzed below to examine whether the proposed housing construction would cause a significant impact because it would physically change the historical resource. Construction on the other 11 Proposed Sites could not cause impacts through alteration or demolition of historic resources because the sites are not historical resources. But CEQA Guidelines Section 15064.5 (b) (1) states that a project which would alter the “immediate surroundings” of a historical resource such that the significance of the historical resource would be materially impaired would have a significant effect on the environment. This provision is relevant to the other Proposed Sites.

For this report, inimical change to historical integrity is the primary way construction on one of the Proposed Sites could cause an impact on a nearby historical resource. Because four of the aspects of integrity (location, design, materials, and workmanship) apply only to the physical

state of a historic property itself, they are not relevant in the consideration of impacts on historic resources separate from a Proposed Site. Therefore, this report considers whether construction on one of the Proposed Sites would cause a serious diminution of integrity of setting, feeling, and association – with integrity of setting being the most important aspect. (According to the National Park Service, integrity of feeling and association are assessed with respect to the subject property itself; while the National Park Service<sup>5</sup> does not state that the surroundings of a property are to be evaluated in determining integrity of feeling and association, they could affect it. But even with this broader view, changes outside a property would have to be substantial and visually conspicuous from the property itself in order to cause marked diminution in integrity of feeling or association.) While the following section of the report does assess potential impacts to historical resources outside of the Proposed Sites themselves, it is important to understand that the CEQA Guidelines and the National Register Criteria indicate that only a considerable, obtrusive disruption of the environs of a historical resource would cause a significant impact when the change occurs outside the resource itself.

### **Proposed Sites 1, 2, 4, 5, 8, 10-14**

Because these housing sites and their close environs do not appear to contain properties eligible to the California Register, as described above, the Housing Element would not have the potential to cause significant impacts on historical resources at these sites.

### **Site 3: Corpus Christi Monastery**

Construction on the proposed housing site could impair the integrity of the site of the monastery and the 1850s house by destroying significant landscape elements and by disrupting spatial characteristics of the site. The scale, massing, materials and architectural character of new construction could be incompatible with the historic site, impairing its integrity of setting, feeling, and association.

The house at 1108 Pine Street and the Holy Trinity Parish Home at 330 Ravenswood Avenue are too far away from the Proposed Site for there to be a potential significant impact on them from construction of new housing. There is little or no visual connection between the Proposed Site and either of these historical resources, and construction on the scale envisioned in the Housing Element could not impair the historical integrity of either resource. The Church of the Nativity at 210 Oak Grove Avenue is further away still and has no visual connection with this Proposed Site.

### **Site 6: St. Patrick's Seminary**

Location of a housing complex immediately adjacent to the opening of the angled entrance drive could negatively impact several aspects of the property's integrity, including setting, feeling and association. The materials and architectural nature of new construction could be incompatible with the historic site, impairing its integrity of setting, feeling, and association. The house at 114 Santa Margarita Avenue is far enough away from the Proposed Site that construction of housing would not have the potential to cause a significant impact on it. The Fire Station appears to be a

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5 [http://www.nps.gov/nr/publications/bulletins/nrb15/nrb15\\_8.htm#determining](http://www.nps.gov/nr/publications/bulletins/nrb15/nrb15_8.htm#determining). Accessed 13 February 2013.

small building behind the main, operational firehouse which dominates it in mass and scale. Construction of housing on the adjacent would not have the potential to cause a significant impact on this resource.

**Site 7: The Willows Southwest (Willows SW)**

The scale of the new construction could impair the integrity of setting, feeling, and association of nearby historical resources by overwhelming it in massing and scale. A large complex with a single and consistent materials palette, comprehensive massing scheme, and consistent design approach could impair the character of the historic district, which is made up of houses which are consistent in urban layout but individual in design character and massing.

Although the Proposed Site is very close to 114 Santa Margarita Avenue (the rear property lines of the two are close, but do not touch), a commercial parking lot lies between the two properties. Construction on the Proposed Site would not have the potential to cause a significant impact, because the rear of the historic resource's site already retains little integrity of setting, feeling and association.

**Site 9: Veteran's Affairs Menlo Park Division**

The only historical resource that would be affected by the proposed housing site is the nearby section of the Personnel Quarters Historic District which contains Building 222 and Building 222G, the former Director's Quarters and its garage. The other three sections of the historic district and the individually eligible historical resources on the Veterans campus are not visually connected with the proposed housing site. In each case, non-contributing buildings between the proposed project site and the historical resource would make new construction on the proposed site difficult or impossible to see from the historical resource.

Buildings 222 and 222G could be markedly affected by new construction on proposed Site 9. The National Register nomination form cites the "park-like setting" of the buildings and their spatial relationship as important to their significance. Proposed Site 9 appears to overlap the landscape area described in the National Register nomination as the site of Buildings 222 and 222G, and even if not, it certainly comes very close to it. While Buildings 222 and 222G are quite close to non-contributing Building 324, they are surrounded by large trees and a landscaped ground plane. If new construction on Proposed Site 9 eliminated the trees and placed buildings within the existing "park-like" zone that surrounds Buildings 222 and 222G, it could visually disrupt the spatial relationship cited in the National Register form and impair the integrity of setting, feeling, and association of the historic buildings.

**Infill Housing around Downtown**

The Housing Element projects that the infill program will slightly more than double the number of housing units that can be constructed on each site. There are three circumstances in which the infill program could result in an impact on historical resources:

- The infill site contains a building eligible to the California Register
- The infill site is adjacent to (or very near) a building eligible to the California Register
- The infill site is in a district eligible to the California Register

For sites where historic buildings are demolished to allow new construction, the infill program would cause significant impacts. In all of three circumstances outlined above, even if the historic resources were retained it is possible that the new construction permitted by the infill program could cause a significant impact on the historic resource in question if the new construction were incompatible with the site relationships that characterize the existing property (for example, new construction which extends to all property lines where the historical pattern is to have setbacks). There could also be impacts if the massing (height and bulk) of the new construction were incompatible with the historical resource. Lastly, the design characteristics and materials of the new construction could cause an impact on adjoining or nearby historic buildings (for example, a flat-roofed building with aluminum windows and rain-screen wall finish next to a gable-roofed building with period-revival stucco walls). Because the purpose of the infill program is to allow denser new construction and because the factors described above which could impair the historic integrity of resources are generally more important with larger and denser new construction, the potential for impacts on historic resources is particularly sensitive.

Because there is an intervening property between the proposed infill site at 985 Santa Cruz Avenue and Camp Fremont Park, and there is a sizeable commercial building directly across the street from Camp Fremont Park and prominently visible from the park itself, it appears unlikely that construction on the infill site would cause a substantial loss of historical integrity to this historical resource.

### **Second Units**

The second unit program could cause significant impacts if it resulted in demolition of historic houses or permitted the construction of additions incompatible with historic houses in scale or design and materials. Although it would be less likely to occur, there could also be impacts on historic houses if second units on adjacent lots destroyed spatial relationships and urban patterns important to historic resources. In historic districts, second units could similarly cause impacts by disrupting the prevailing scale or spatial relationships of the district or by introducing design characteristics or building materials incompatible with the character of the district.

## **E. Mitigations**

### **Site 3: Corpus Christi Monastery**

In order to reduce the impact on the cultural landscape, the setting of the 1850s house, and the setting of the main monastery buildings, development of the proposed site should concentrate building mass at the Ravenswood Avenue side of the site, leaving at least one third of the interior side of the site unbuilt and stepping down building height to one story on that side. The new development should build a new site wall to separate the new housing from the monastery, retaining at least some portions of the existing wall at the southwest as well as the entire wall elsewhere on the property. The new wall should be similar to the existing one in material and identical in height. The rosary stations and concrete cross should be relocated to the new wall so that the reduced monastery grounds continues to convey the role of the site in the cultural use and significance of the property. The new development should retain all historic trees on both sides of



the new wall and plant new trees as necessary on the monastery property as a buffer. The new development should cooperate with Corpus Christi to rehabilitate the 1850s house in conformance with *The Secretary of the Interior's Standards for Rehabilitation*.<sup>6</sup>

**Site 6: St. Patrick's Seminary**

The new construction should be located at least 80 feet from the driveway of the seminary. A strip of open land of reasonable width should be retained next to the trees that line the driveway, and the new buildings should be screened with planting. New construction should be concentrated at the north end of the site. It should be compatible in design and materials with the seminary and fire station.

**Site 7: The Willows Southwest (Willows SW)**

The scale and massing of new construction should be in keeping with the one story surrounding neighborhood. The design treatment of the buildings should vary between buildings so as to not appear as an unrelated complex or island in the neighborhood.

**Site 9: Veteran's Affairs Menlo Park Division**

The potential impacts new housing at proposed Site 9 could have on Buildings 222 and 222G could be limited by siting the new construction away from the historic buildings' setting and designing it to be compatible with them. Removal of trees and landscape features, and new construction, should not occur within the fenced area described in the National Register form. Trees should be preserved between the fenced area and new construction, and new construction should be limited in height so that the "park-like setting" and spatial relationship of Buildings 222 and 222G are not altered. The new construction should conform to the *Secretary of the Interior's Standards for Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, and Restoring Historic Buildings* in terms of its relationship to Buildings 222 and 222G and their site. (This would likely make construction at the southeastern end of Proposed Site 9 sensitive, while construction at the northwestern end could be much less sensitive.)

**Infill Housing around Downtown**

The most important mitigation for the infill program is to determine whether the designated infill housing sites, or adjacent lots, contain buildings eligible to the California Register. For any site with a building more than 40 years old or any site adjoining a property with a building more than 50 years old, a determination of eligibility to the California Register should be required before applicability of the infill program is confirmed. New construction should be required to conform to *The Secretary of the Interior's Standards for Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, and Restoring Historic Buildings*.

**Second Units**

As with the infill program, the most important mitigation is to require evaluation of whether any property subject to the second unit program is a historic resource or could affect an adjacent

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<sup>6</sup> The house was used by the Sisters as a retreat from the monastery proper. The house does not appear to have had modern mechanical, electrical or plumbing systems. The house could be rehabilitated as a garden pavilion without these systems, but with a new foundation and weather tight envelope.

historic resource. If so, demolition should be limited and new construction required to conform to the Secretary's *Standards* as with the infill program.

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