Chapter 1

Background & Objectives

1.0 Background & Objectives

1.1 Introduction

The City of Hayward contracted with Circa: Historic Property Development (Circa) in March 2008 to develop a citywide Historic Context Statement, conduct a Reconnaissance-level survey of City-identified properties, and refine the City's Historic Preservation ordinance. These work products will provide the City of Hayward with a comprehensive inventory of potential and existing historic resources; an understanding as to why and how some of these resources can and do meet Local, State and National criteria; and a well-defined historic preservation ordinance that will direct decision-making policies. The need for a comprehensive approach to cataloging and evaluating the architectural inventory of Hayward has been increasing in recent decades as development pressures stress the historically suburban community and its cultural resources. City officials authorized this effort to help balance new development with preservation of Hayward's rich and colorful architectural and social past.

Conducting a citywide survey is a complex undertaking that involves a team of professional consultants and dedicated City Planning staff. Circa's survey and survey-related work for this portion of the project included the citywide reconnaissance-level survey, the downtown focus area survey, and to revise the historic preservation ordinance for adoption into the City's Municipal Code. The Circa consulting team included Sheila McElroy, principal, Circa: Historic Property Development; Becky Urbano, Preservation Services Manager, Garavaglia Architecture, Inc.; and Sarah Hahn, architectural historian, Garavaglia Architecture, Inc. The City of Hayward Planning Department and the Hayward Area Historical Society spearheaded City participation and assistance for the context statement and survey, and staff from both organizations played an integral part in the successful completion of the project. Special thanks goes to Richard Patenaude and Chris Gillis from the City of Hayward who provided survey and mapping assistance throughout the course of the project. Thanks also goes to Diane Curry and Heather Mellon for their knowledgeable input and assistance during the research and development process, to Frank Goulart for his efforts in information gathering for the historic context statement, and to Andrew Wilson for his assistance in documenting the Hayward Airport.

1.2 Location

Hayward is located approximately twenty-five (25) miles southeast of San Francisco, fourteen (14) miles south of Oakland and twenty-six (26) miles north of San Jose along the eastern shore of San Francisco Bay. The boundaries of this study are based on the 2009 city limits of Hayward as well as select locations beyond this limit that have contributed to the historic activities within the current municipal borders. Presently, Hayward encompasses the formerly unincorporated areas of Mt. Eden and Russell City as well as many of the early landings on San Francisco Bay between Alameda Creek and San Lorenzo Creek. Today Hayward encompasses approximately

62.55 square miles that stretch from San Francisco Bay on the west, to the coastal hills and parklands on the east.[1]

While the Historic Context Statement describes the growth and development of the greater Hayward area, the Historic Resources Survey covers a limited number of properties within the municipal borders. See **Section 1.5 Survey Overview** below for a discussion of how the survey boundaries were established for this study.

1.3 Purpose & Applications

In conjunction with the Historic Context Statement, the Historic Resources Survey and Inventory will provide the City of Hayward with a comprehensive record of historic resources, and an understanding as to why and how some of these resources meet Local, State or National criteria. Together with the updated ordinance, the product will serve as a "tool box" for preservation planning.

Historic Context Statements
A historic context statement is a written account of the physical development of a community. This document arranges the historical, architectural and cultural development of a city and its properties by theme, place, and time. Placed within a historic context, individual buildings as well as neighborhoods may be evaluated against a historical and chronological framework and to comparable resources within the city, state, and nation. This type of study identifies various property types within a community; these are representative properties associated with the residential, commercial, industrial, and civic development of a place. Once a historic context statement has been adopted, qualified historic professionals can then use it as a basis for the completion of historical evaluations.

Historic Resource Surveys
Historic resources are districts, buildings, sites, structures or objects that represent a specific period in history. Their historical value may be related to their association with significant historical events; association with persons significant in our past; representation of a particular style, type or method of construction; possession of high artistic value; or their potential to yield information important to history or prehistory. Historic resources are typically fifty years of age or older, but properties of lesser age may qualify if they demonstrate extraordinary significance.

A historic resources survey and inventory provides a means by which a community can identify, document and evaluate historic resources. The survey and inventory is both a process and a product. The survey is the active part of the process consisting of fieldwork, identification and recordation of a locale's historic built environment. This process leads to the creation of a survey matrix or inventory, which contains the product of the survey, the survey data. The survey matrix can then be used as a quick reference guide for individual property information.

[1] City of Hayward, "City Services: Hayward-City Profile," City of Hayward, http://www.hayward-ca.gov/webware/Default.aspx?Message=1518&t=-1.

It is also important to note that the survey and inventory process alone does not place any property on an official register as a historic resource. A separate evaluation and approval process is required in order for any individual property or district to be formally designated as a historic resource. Two types of surveys are generally conducted for historic preservation and planning purposes: reconnaissance-level surveys and intensive-level surveys.

Reconnaissance Surveys
Reconnaissance level surveys (also called windshield surveys) are the most basic approach for systematically documenting historic buildings. This approach is generally used for assessment of large groups of buildings and most reconnaissance surveys include all or a large portion of the built environment within a community. The chief purpose is to identify a "first cut" of *potential* buildings in a given area that appear, because of their age and physical integrity, to be eligible for listing on National, state or local historic registers. These surveys, however, involve only a visual evaluation of properties, not an assessment of significance based on association with significant events or persons. That information can only be obtained through archival research conducted as part of an "intensive level survey," the next level of survey.

Intensive Surveys
An Intensive level survey generally involves detailed research, thorough inspection and documentation of all historic properties within the survey boundaries. Intensive level surveys also provide an assessment as to the potential eligibility of the resource to be listed in the National Register of Historic Places, the California Register of Historical Resources or for local listing.

Additional Applications
Undertaking a survey to identify historic resources recognizes that these resources have value to present and future generations. Historic resources provide character, continuity and a sense of individuality to a community. Surveys are fundamental to historic preservation because they identify significant buildings sites, structures objects and districts and help guide stewardship of these assets in the future. A historic resource survey may also:

- Assist City departments, elected officials, and board and commission members, in planning for historic preservation, housing and commercial development, and revitalization of neighborhoods and business districts;

- Be used to encourage adaptive reuse of historic properties, to guide neighborhood conservation and sustainable development;

- Promote cultural heritage tourism as part of economic development efforts;

- Foster civic pride by stimulating interest in and increasing public awareness of the community's historic resources;

- Identify historic resources that may be eligible for tax benefits and/or façade programs;

- Create an information base to be utilized by community action groups for either residential or commercial rehabilitation and neighborhood improvement;
- Develop interpretive and educational materials or programs that help community members better understand the positive aspects of historic preservation efforts within a community
- Identify potential local, state or national-level historic districts;
- Identify historic resources in anticipation of projects that may involve building demolition and land disturbance; and
- Provide information that is used to meet specific environmental review requirements of the California Environmental Quality Act (CEQA) or Section 106 of the National Historic Preservation Act (NHPA) of 1966.

1.4 Document Organization

This section to be completed for final draft

1.5 Survey Overview

The study area for the Hayward Historic Resources Survey encompasses two separate but overlapping survey areas: the Mark's Historic Rehabilitation District (Hayward's downtown core) and the larger Focus Survey Area. The methodology used for completion of this historic resources survey included the following:

- a literature review of all related existing information
- survey field work
- documentation of historic properties within the Mark's Rehabilitation Historic District with updated Department of Parks and Recreation (DPR) A forms
- identification of potential historic districts within the larger survey area
- development of a survey matrix to record property information and survey findings
- limited additional property-specific research

Each of these methodologies is described in **Section 1.6 Methodology** below. Survey fieldwork for all project areas was completed in phases between March and November 2009.

City of Hayward Planning Department staff identified the larger boundaries of the Focus Survey Area with the aim of including the areas of early development that preceded the large-scale tract housing and suburban expansion of the post World War II boom years. This area was determined

in part by using archival information, historic Sanborn fire insurance maps, and county assessor data to determine the areas with the highest concentrations of potentially historically significant buildings. Since the survey work was completed in 2009, all properties within the survey bounds built up to and including 1959 were surveyed to accommodate the 50-year mark for potential historic properties. The Marks Historic Rehabilitation District (Marks District) was adopted by the City of Hayward in 1992, pursuant to the Marks Historic Rehabilitation Act of 1976. See Appendix X for map of survey boundaries.

This reconnaissance-level survey is not intended to be an exhaustive survey of all potential resources within the current City of Hayward boundaries. Rather, it is a starting point for the creation of a local inventory of historic places and for the treatment of such resources in future planning and development efforts. Circa created DPR 523a (Primary) forms for all properties within the Mark's Historic Rehabilitation District that retained sufficient integrity; however, DPR 523 b forms (Building, Structure and Object records, or BSOs) were not completed. Evaluation of individual properties was beyond the scope of this survey project. Circa conducted a standard reconnaissance survey within the broader Focus Survey Area, recording basic property data and integrity information. The survey methodology used for each survey area is described in detail below.

Various surveys and studies, official and unofficial, have been conducted over the years to determine what sites, buildings, and landmarks may be of local significance or eligible for placement on national or state registers. One such study was conducted in the Downtown area in 1993 in conjunction with the formation of the Marks Historic Rehabilitation District. Another study was conducted with the assistance of the Hayward Area Historical Society as part of the Upper B Street Neighborhood Plan. However, the City has not, until now, conducted a comprehensive, citywide survey of potentially significant historic structures and sites outside of the Downtown core area.

1.6 Methodology

City of Hayward Planning Manager, Richard Patenaude and all members of the Circa project team conducted an initial "kick-off" tour of the survey areas on April 30, 2008. Areas both within and outside of the actual survey boundaries were viewed on this tour, including parts of Mt. Eden, Russell City, south Hayward and the Hayward Municipal Airport area. While resources outside of the survey boundaries were not directly addressed as part of the historic resources survey, the kick-off tour helped to provide a more complete visual picture of the physical development of the greater Hayward area, which in turn served to better inform the historic context statement.

Following this meeting, the City presented Circa with a list of all properties within the survey area. Maps of the survey area were also provided that indicated survey boundaries, property addresses, and parcel boundaries for all survey properties. The survey map was broken down into a 24-section grid and detail maps of properties within each grid were provided for use in the field.

To further manage the surveying process, the City provided Circa with a spreadsheet of parcel identification numbers and other relevant property information. Circa then created matrices for both survey areas to track surveying efforts and integrity assessments. The Master matrix contains a wealth of information about properties within the survey area including property use and ownership data, estimated and actual dates of construction, integrity assessment information, and field notes from the survey fieldwork. Following completion of each survey session, all survey findings were entered into the matrix. Upon completion of the survey, the properties within the matrix were sorted and, in some cases, color-coded, to provide for easy information access. See Appendix X for the Survey Matrix.

Information Gathering and Review

An extensive review of existing documents was conducted prior to and concurrent with the survey fieldwork. Primary and secondary source research, including review of historic maps, newspaper archives, historic photographs, U.S. census data and existing historical accounts was completed. Local, California and National historic registers were consulted to identify listed properties within the Hayward area (See Section X for a discussion of listed properties). The City of Hayward and the Hayward Area Historical Society provided existing neighborhood plan studies, previous survey and evaluation reports, historic context statements, historic photographs and other related documentation for incorporation into the historic context statement and for use during the historic resources survey process. Some properties within the survey area have been evaluated for historic significance by other historic preservation consultants in recent years; these evaluations are discussed further in Section X of this report.

Following review of existing documentation, additional research was conducted to further develop the historic context and expand our understanding of the survey area and its historic resources. Research repositories and databases consulted for the purposes of this study include the following (see Bibliography for complete list of resources):

- San Francisco Public Library (SFPL)
- San Francisco History Center and Historical Photograph Collection, SFPL
- California Historical Society Archives
- U.S. Federal Census Records
- Hayward Public Library
- Oakland Public Library (Main Branch and Oakland History Room)
- Hayward Area Historical Society Archives
- University of California, Berkeley Libraries
- The California Historical Resources Information System

Mark's Historic Rehabilitation District Survey

Mark's Historic Rehabilitation District survey work was completed in June 2009; all areas were surveyed on foot. Using the property information matrix provided by the City, Circa created pre-populated State of California Department of Parks and Recreation Primary Recordation forms

(DPRa forms) for each property, which indicated their street address, owner information, assessor parcel number and other pertinent information. Circa utilized these forms in the field to record survey data for each property including character defining features, condition, physical integrity, visible alterations and materials. Following each site visit, Circa entered this fieldwork data into the master survey matrix database.

Circa then determined levels of condition and integrity for each property, comparing similar property types in order to organize extant buildings and structures into categories with high, moderate and low integrity. Buildings with no to low integrity were not further researched or evaluated. Buildings with a medium to high degree of integrity were documented with DPR 523A forms and all properties within the district bounds are recorded in the Mark's Historic Rehabilitation District Survey matrix. Unknown construction date information was gathered using historic Sanborn maps. A reevaluation of the district for historic significance was beyond the scope of this study.

Focus Area Survey

The Circa team completed a preliminary overview tour of the Focus Survey Area in March 2009 to assess general levels of integrity, identify potential historic districts and notable individual resources and to develop a general strategy for survey fieldwork. The actual reconnaissance survey fieldwork was conducted in August-September 2009. Most of the survey was conducted from the car as part of several "windshield" survey field visits. Those areas that necessitated door-to-door surveying were completed on foot. Properties that could not be observed and documented from the public right of way were noted. The survey grid maps and property information matrix were used in the field to record individual property information and observations. All data was recorded into a survey management database at the completion of each site visit.

Historic Districts

Neighborhood plans completed in the late 1980s and early 1990s helped to identify potential historic districts within the Hayward survey area. These plans documented three areas within the Focus Survey Area that warranted further investigation: the Upper 'B' Street Historic District, the 'B' Street Historic Streetcar District and the Prospect Hill Historic District. As part of the survey field work, Circa verified that these areas retained both a significant concentration of historic resources, and a level of integrity that would qualify them for listing at the local level. One of these districts, the Upper 'B' Street Historic District, was documented using a DPR 523d (District) form. Selected representative property types within the district were documented using DPR A forms.[2] See Section X for additional discussion on historic districts.

[2] Typically, historic districts documented with DPR 523 d forms include DPR 523a (Primary record) forms for each property within the district. However, budgetary restrictions dictated that the number of Primary record forms include only representative properties at this time.

Integrity Evaluations

A property, district, site, area, object, or landscape must undergo a process of evaluation to assess significance. First, the resource must be associated with an important historic context and meet at least one of the federal, state, or local criteria. Next, it must retain aspects of integrity associated with the historic context with which it is associated. A property's level of integrity—the degree to which it retains its physical and historical character-defining features and is able to communicate its significance—is a key factor in determining whether it may be classified as a historic resource. The National Register and the California Registers define seven physical aspects of integrity against which a property or district must be evaluated: location, design, setting, materials, workmanship, feeling, and association. To maintain integrity, a property must possess at least several of these aspects; enough that the essential physical features that enable it to convey its historic significance remain intact.

A reconnaissance level survey involves only a visual evaluation of properties, not an assessment of significance based on association with significant events or persons. As stated above, the principal purpose of a reconnaissance survey is to identify a "first cut" of buildings in a given area that appear, because of their age and physical integrity, to be eligible for listing on National, state or local historic registers. It is assumed that properties can sustain some alterations and still retain the characteristics that are essential to their historical significance.

Generally, a property must retain a high degree of integrity to qualify for listing in the National Register of Historic Places. The California Register recognizes that it is possible that potential resources may not retain sufficient integrity to meet the criteria for listing in the National Register, but they may still be eligible for listing in the California Register.[3] Many local historic registers also accept that properties may have lowered levels of integrity but retain an adequate level of integrity to be listed at the local level.

Alterations and additions affect how a resource is classified. In general, modest additions and alterations that have little impact on the historic design of the original resource don't significantly affect that resource's eligibility for listing on any level. Common alterations include additions, siding and window alterations. While just one of these changes might not significantly alter a building, a combination of two or more such alterations can potentially result in a complete loss of physical integrity. While it is understood that properties evolve and change over time, properties that have undergone a significant number of changes will not be able to communicate their significance and would thus not be eligible for listing even if historical significance were established.

Circa conducted a reconnaissance survey of all properties within the greater survey bounds and classified each property according to its level of physical integrity. This integrity scale is intended to serve as a quick reference tool for the Planning Department Staff to identify

[3] Office of Historic Preservation, Department of Parks and Recreation. California Register and National Register: A Comparison. Technical Assistance Series No. 6.

buildings that should be reviewed prior to alteration or demolition. Our methodology for identifying levels of integrity in a property is described below:

High: Properties that exhibit an excellent degree of integrity of design, materials, feeling workmanship and setting. Such properties retain, to a high degree, original materials and features including exterior siding and window materials, architectural detailing and stylistic features. Their general setting and physical context is intact. These properties may have modest alterations or additions that have had little impact on the historic integrity of the property.

Moderate: Properties that exhibit a moderate degree of integrity of design, materials, feeling, workmanship and setting. Such properties retain approximately 50% or more of the building's original materials and features including one or more of the following: exterior siding and window materials, architectural detailing and stylistic features. Their general setting and physical context is intact. These properties may have alterations or additions, but the general form, massing and original stylistic features of the property – the basic elements that allow it to communicate its historic character - remain intact.

Low: Properties that exhibit a low or negligible degree of integrity of design, materials, feeling workmanship and setting. Properties with low integrity are properties with two or more of the following: removal and replacement of original windows with modern sash (vinyl or aluminum, usually), complete siding replacement, significant alterations to the setting/physical context and/or notably incompatible or out of scale additions.

Summary of Findings

Section to be completed for final draft

Chapter 2

Historical Background

2.0 Historical Background

Circa: Historic Property Development completed a Historic Context Statement for the City of Hayward in conjunction with the completion of this historic resources survey. The Context Statement was completed in November 2009. The following material has been quoted from the Context Statement and is intended to provide a broad overview of Hayward's historic context themes. See the Historic Context Statement document for a full historical overview of Hayward's history and development.

2.1 Native and Mexican Settlement

During the last ice age, approximately 15,000 years ago, San Francisco Bay was largely non-existent. The Sacramento river flowed through a deep trough that ran through what is now San Pablo Bay, between modern Marin and San Francisco counties at the Golden Gate and out to the ocean, nearly 15 miles further west of today's coastline. Then, roughly 8,000 years ago, the ice caps began to melt, flooding the shallow areas near the coast and along the rivers. The result was a rich wetlands environment surrounding the newly formed San Francisco Bay.

The earliest evidence of human habitation in the San Francisco Bay region dates to approximately 10,000 years ago, around 8000 BCE (Before Common Era). During the next several millennia, these groups became increasingly organized and sophisticated, establishing governing groups and trade routes to neighboring areas. It is estimated that prior to the arrival of Spanish explorers, there were over 10,000 people living between Point Sur and San Francisco Bay.[4] They flourished as a culture until the mid-1700s, when they encountered the first Spanish explorers. For the next half-century Spanish military and Catholic Church missionaries tried to bend the native cultures to the will of European social and religious norms, with little success. Their efforts largely ended when Mexico won its independence from Spain and discontinued the strong governmental support of the mission system. Instead, favored Mexican citizens bought or were given control of vast holdings of land. These wealthy Californios built up large cattle ranches and brought a new population of farmers and ranchers to the Region. This too was short-lived as the ever-increasing tide of European immigrants fleeing to the eastern United States began to move west in search of gold and land. Conflicts arose and war between the Californios and the local Mexican government ensued. The result was the Republic of California, which later became the 31st state in the Union.

2.2 Pioneering Settlers

Hayward has developed through a variety of means and circumstances over its 150-year history. It has been a regional agricultural leader, a major industrial center, and a transportation hub all while maintaining a multi-cultural, small town identity. Much of this is due to the hard work and ingenuity of its civic leaders. These individuals had foresight and a contagious spirit. They were

[4] Malcolm Margolin, *The Ohlone Way* (Berkeley, California: Heyday Books. 2003), 1.

skilled in business realms, possessed creative promotional minds and firmly believed in the potential of the area.

Like many other settlements in California, Hayward began as part of a Spanish land grant. At this time there were very few settlers along the eastern shores of San Francisco Bay. A handful of Mexican families maintained large cattle ranches and were mostly self-sufficient farmers. The settlements of Brooklyn and Oakland were still in their infancy. Across the bay, the small settlement of Yerba Buena was little more than a minor shipping port and military post. (It would eventually become the City of San Francisco.) The entire population of California was only 92,597 in 1850 and over 25% of them lived in San Francisco.[5] This changed very rapidly in the decade after gold was discovered and by 1860 the State population had ballooned to 379,994.

European and American settlement of the region exploded in the wake of the discovery of gold at Sutter's Mill. While very few made their way to the mines *through* Hayward, many of the early settlers *returned* to the region when their mining dreams failed to materialize. In the wake of failing to find the quick score, they turned to more familiar pursuits: agriculture and game hunting.

2.3 Community Growth & Development

Present-day Hayward began as a grouping of several small settlements scattered from the Bay's edge up to coastal ridge. The center of this grouping was the small town of Haywards. Closer to the shore was Mt. Eden, Russell City, a host of various "landings" and a number of smaller, locally known areas such as Happyland and Cherryland. Some were owned by single families, others were conglomerations of settlers from similar ethnic and geographic backgrounds. Some formed around crossroads, others developed close to natural features.

Over time, the several small settlements and modern subdivisions were officially incorporated into Hayward. This process occurred slowly through the first half of the 20th century and accelerated at an exponential pace after World War II. Generally, areas were subdivided as a first response to the growing population. Prior to World War II these subdivisions were rather small, consisting of no more than a block or two owned by a single person. The lots were sold and individual families constructed homes. In the post-World War II period, the scale of development dramatically changed. These subdivisions encompassed entire neighborhoods and were constructed at the same time by the same corporate entity. People purchased homes, and not just empty lots for personal development.

The population statistics illustrate the development shifts between the pre-World War II and the post-World War II periods. When William Hayward arrived in 1852, he was one of the only American settlers in the area. By 1878, shortly after the town was officially incorporated, the

[5] Washington Bartlett, January 20, 1847, Virtual Museum of the City of San Francisco, http://www.sfmuseum.org/hist/name.html.

population was approximately 1300.[6] These first few decades represent the first major growth period for the City.

By 1926, the greater Hayward area (official City boundaries and surrounding "suburban" area) was estimated at 25,000.[7] Officially, the Hayward population in 1927 was around 6000.[8] This discrepancy was largely due to the relatively small city boundaries when compared to the settled areas surrounding Hayward. The larger number accounts for the populations in Mt. Eden, Russell City and other settlements nearby.

2.4 Agribusiness

Agriculture was the foundation of the regional economy for nearly 100 years. It began with goods being shipped from the landings from both local farms and from areas far inland. Geography made the coastal areas near Hayward, the closest shipping point for much of the Livermore and Amador Valleys. When railroads diminished the importance of Hayward's ports, it increased Hayward's importance as a regional rail hub. This spurred the development of vast orchards by Meek and Lewelling and a host of smaller farmers. Truck farming became a mainstay of the local and regional economy. Such quantities and quality of produce made location of food processing plants in the area a highly advantageous venture. Hunts Brothers eventually recognized this (with help from locally sponsored incentives) and built the largest canning and manufacturing plant in the country in 1896.

This growth continued to accelerate in the beginning of the 20th century, as Hayward became a regional food processing and commercial center. Workers were drawn to the growing number of industries located along the railroad corridor just west of town. This resulted in growth of the school system, further formalization of the fire department, construction of a dedicated City Hall building and the further expansion of the streetcar system. Even though this period was marked by substantial growth of many commercial and community sectors, it still occurred at a reasonable pace that was mirrored by similar communities in the Santa Clara Valley where food processing and agriculture drew a variety of immigrant groups and settlers.

Beyond food, Hayward also excelled at livestock and poultry husbandry and processing. A wide variety of animals, from dairy cows to pigeons, were raised for meat and pelts throughout the Hayward area. In many cases, the concentration of certain animals was higher in Hayward than in any other place in the world. Shipments were sent not only to other parts of the United States, but across the globe. For a brief portion of the early 20th century, Hayward had a worldwide reputation for squab and other animal meats and products.

The City of Hayward geographically and economically represented a dividing line along the eastern San Francisco Bay. The towns and areas north of Hayward were primarily engaged in

[6] Thompson & West, 1300.
[7] *Tribune* (Oakland), 1928 Yearbook
[8] Ibid.

industrial and port-related pursuits and served, at least partially, as bedroom communities for Oakland and San Francisco. To the south, the economic drivers were largely derived from agricultural enterprises. This included cultivation of crops, maintenance of animal herds and/or processing of food for export. Until after World War II, Hayward resembled its southern neighbors with a high concentration of agricultural businesses and supporting industries. It was only after land became more valuable for housing that these enterprises moved to the current agricultural centers in the California interior and Hayward resembled more closely the communities to the north.

2.5 Commercial Development

Apart from agriculture and agriculture-related businesses, most commercial growth in Hayward was established to serve the local citizens. Banks, blacksmiths, grocers, retail stores and theaters were formed to support and promote life in a small town. As shipping technology improved, refrigeration plants, cold storage, warehousing companies, trucking firms and industrial manufacturing took root along the Southern Pacific Railroad tracks at the western edge of town. As these industries waned in the 1970s, they were replaced by office parks that served the growing regional technology and commercial economy.

2.6 Cultural and Religious Groups

California has always been a multicultural state. This is particularly true of the Bay Area because it was a landing point for many travelers. Prior to the completion of the Transcontinental Railroad in 1869, the majority of people arrived by ship to the port of San Francisco. From there they disbursed throughout the region, establishing farms, communities and businesses. Hayward was primarily settled by two immigrant groups – Danes and Portuguese – who immigrated from their homelands, and by a variety of Northern European settlers who moved from the eastern portions of the United States. After the first individuals arrived and settled, they encouraged others from their hometowns and states to come join them. Jobs were provided until they could afford to purchase their own farms and send for their families back home.

Each immigrant group brought with them customs and religious affiliations from their respective countries. To this was added the influences of recent arrivals from the eastern United States. The result was a sprinkling of various religious denominations throughout Hayward and the surrounding settlements. Catholic, Methodist, Episcopal, Presbyterian and other churches were quickly established. Many of these 19th century buildings still remain, although perhaps not in their original locations.

Chapter 3

Resource Identification and Evaluative Framework

3.0 Resource Identification and Evaluative Framework

Cultural resources are defined as buildings, sites, structures, or objects, each of which may have historical, architectural, archaeological, cultural, or scientific importance. Numerous laws, regulations, and statutes, on both the federal and state levels, seek to protect and target the management of cultural resources. Depending upon a variety of preconditions such as the inclusion of federal monies or significant effects on wetlands, federal or state law may be the primary governing code. These laws include the National Environmental Policy Act (NEPA), the National Historic Preservation Act (NHPA), and the California Environmental Quality Act (CEQA). For the purposes of the environmental documentation for the project, cultural resources are considered under Section 106 of the NHPA and CEQA.

3.1 The National Historic Preservation Act (NHPA)

The National Historic Preservation Act, 16 U.S.C. §§ 470a to 470w-6, is the primary federal law governing the preservation of cultural and historic resources in the United States.
The law establishes a national preservation program and a system of procedural protections that encourage the identification and protection of cultural and historic resources of national, state, tribal and local significance. Key elements of the act include:

- Establishment of a comprehensive program for identifying historic and cultural resources for listing in the National Register of Historic Places (NRHP).
- Creation of a federal-state/tribal-local partnership for implementing programs established by the act.
- Requirement that federal agencies take into consideration actions that could adversely affect historic properties listed or eligible for listing on the National Register of Historic Places, commonly known as the Section 106 Review Process.
- Establishment of the Advisory Council on Historic Preservation, which oversees federal agency responsibilities governing the Section 106 Review Process. [9]

3.2 The National Register Criteria for Evaluation

The National Register is the nation's master inventory of known historic resources. It is administered by the National Park Service (NPS) in conjunction with the State Historic Preservation Offices (SHPOs). The National Register includes listings of buildings, structures, sites, objects, and districts that possess historic, architectural, engineering, archaeological, or cultural significance at the national, state, or local level. The National Register criteria and associated definitions are outlined in National Register Bulletin Number 15: How to Apply the National Register Criteria for Evaluation. The following is a summary of Bulletin 15:

[9] http://www.preservationnation.org/resources/legal-resources/understanding-preservation-law/federal-law/nhpa.html (Accessed 9.1.2009).

Criteria
Generally, resources (structures, sites, buildings, districts and objects) over 50 years of age can be listed in the National Register provided that they meet the evaluative criteria described below. Resources can be listed individually in the National Register or as contributors to an historic district.[10] The National Register criteria are as follows:

A. Resources that are associated with events that have made a significant contribution to the broad patterns of history;

B. Resources that are associated with the lives of persons significant in our past;

C. Resources 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 and distinguishable entity whose components may lack individual distinction; or

D. Resources that have yielded or may likely yield information important in prehistory or history.

Criteria Considerations
Certain resources are not usually considered for listing in the National Register. These properties can be eligible for listing, however, if they meet special requirements, called Criteria Considerations (A-G), in addition to meeting the regular requirements (that is, being eligible under one or more of the four significance criteria and possessing historic integrity). Generally, such properties will qualify for the National Register if they fall within the following seven criteria considerations:

A. A religious property deriving primary significance from architectural or artistic distinction or historical importance;

B. A building or structure removed from its original location but which is significant primarily for architectural value, or which is the surviving structure most importantly associated with a historic person or event;

C. A birthplace or grave of a historical figure of outstanding importance if there is no appropriate site or building directly associated with his or her productive life;

[10] A "contributor" is a building, site, structure, or object that adds to the historic associations or historic architectural qualities for which a property is significant. The contributor was present during the period of significance, relates to the documented significance of the property, and possesses historic integrity or provides important information about a period; or the contributor independently meets National Register criteria. A "non-contributor" does not add to the historic associations or historic architectural qualities as it was not present during the period of significance; it has experienced alterations, disturbances, additions, or other changes; or it does not independently meet the National Register criteria.

D. A cemetery which derives its primary significance from graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic events;

E. A reconstructed building when accurately executed in a suitable environment and presented in a dignified manner as part of a restoration master plan, and when no other building or structure with the same association has survived;

F. A property primarily commemorative in intent if design, age, tradition, or symbolic value has invested it with its own exceptional significance; or

G. A property achieving significance within the past 50 years if it is of exceptional importance.

Integrity

When assessing a potential historic resource, one must evaluate and clearly state the significance of that resource to American history, architecture, archaeology, engineering, or culture. A resource may qualify as a historic resource if it meets one or more of the applicable (national state or local) criteria for significance *and* possesses historic integrity. Historic properties must retain sufficient historic integrity to convey their significance. According to the Office of Historic Preservation's Technical Assistance Series Bulletin #6:

> Integrity is the authenticity of an historical resource's physical identity evidenced by the survival of characteristics that existed during the resource's period of significance. Historical resources eligible for listing in the California Register must meet one of the criteria of significance described above and retain enough of their historic character or appearance to be recognizable as historical resources and to convey the reasons for their significance. It is possible that historical resources may not retain sufficient integrity to meet the criteria for listing in the National Register, but they may still be eligible for listing in the California Register.[11]

The National Register recognizes seven aspects or qualities that define historic integrity:

- Location: The place where the historic property was constructed or the place where the historic event occurred.
- Design: The combination of elements that create the form, plan, space, structure, and style of a property.
- Setting: The physical environment of a historic property.
- Materials: The physical elements that were combined or deposited during a particular period of time and in a particular pattern or configuration to form a historic property.
- Workmanship: The physical evidence of the crafts of a particular culture or people during any given period in history or prehistory.

[11] Office of Historic Preservation, Department of Parks and Recreation. California Register and National Register: A Comparison. Technical Assistance Series No. 6.

- Feeling: A property's expression of the aesthetic or historic sense of a particular period of time.
- Association: The direct link between an important historic event or person and a historic property.

To retain historic integrity, a resource should possess several of the above-mentioned aspects. The retention of specific aspects of integrity is essential for a resource to convey its significance. Comparisons with similar properties should also be considered when evaluating integrity as it may be important in deciding what physical features are essential to reflect the significance of a historic context.

3.3 The California Environmental Quality Act (CEQA)

The California Environmental Quality Act provides the legal framework by which historical resources are identified and given consideration during the planning process. The law was adopted in 1970 and incorporated in the Public Resources Code §§21000-21177. CEQA's basic functions are to:

- inform governmental decision makers and the public about the potential significant environmental effects of proposed activities;
- identify ways to reduce or avoid adverse impacts;
- offer alternatives or mitigation measures when feasible; and
- disclose to the public why a project was approved if significant environmental effects are involved.

CEQA applies to projects undertaken, funded or requiring an issuance of a permit by a public agency. The analysis of a project required by CEQA usually takes the form of an Environmental Impact Report (EIR), Environmental Impact Statement (EIS), Negative Declaration (ND), or Environmental Assessment (EA).[12]

3.4 The California Register Criteria for Evaluation

The California Register of Historical Resources is the official list of properties, structures, districts, and objects significant at the local, state or national level. California Register properties must have significance under one of the four following criteria and must retain enough of their historic character or appearance to be recognizable as historical resources and convey the reasons for their significance (i.e. retain integrity). The California Register utilizes the same seven aspects of integrity as the National Register. Properties that are eligible for the National Register are automatically eligible for the California Register. Properties that do not meet the threshold for the National Register may meet the California Register criteria.

1. Associated with events that have made a significant contribution to broad patterns of local or regional history, or cultural heritage of California or the United States;

2. Associated with the lives of persons important to the local, California or national history

[12] http://www.aqmd.gov/ceqa/

3. Embodies the distinctive characteristics of a design-type, period, region, or method of construction, or represents the work of a master, or possesses high artistic value; or

4. Yields important information about prehistory or history of the local area, California or the nation.

In addition to meeting one or more of the above criteria, the CRHR requires that sufficient time must have passed to allow a "scholarly perspective on the events or individuals associated with the resource." Fifty years is used as a general estimate of the time needed to understand the historical importance of a resource.[13] The California Office of Historic Preservation (OHP) recommends documenting, and taking into consideration in the planning process, any cultural resource that is 45 years or older.[14] As such, this report evaluates all resources 45 years or older for the purposes of CEQA.

CRHR criteria are similar to National Register criteria, and are tied to CEQA, as any resource that meets the above criteria, and retains a sufficient level of historic integrity, is considered an historical resource under CEQA. Integrity is the authenticity of an historical resource's physical identity evidenced by the survival of characteristics that existed during the resource's period of significance. Historical resources eligible for listing in the California Register must meet one of the criteria of significance described above and retain enough of their historic character or appearance to be recognizable as historical resources and to convey the reasons for their significance. It is possible that historical resources may not retain sufficient integrity to meet the criteria for listing in the National Register, but they may still be eligible for listing in the California Register.[15] Resources that are significant, meet the age guidelines, and possess integrity will generally be considered eligible for listing in the CRHR.

Eligibility for the California Register does not assign any property to the register. To be listed on the California Register a formal application must be completed and sent to the State Historic Resources Commission (SHRC) for consideration. Consent of the property owner is not required, but a resource cannot be listed if the owner's objects. The SHRC can, however, formally determine a property eligible for the California Register if the resource owner objects.

3.5 Historic Districts

According to National Register Bulletin 15 (NRB15), a historic district "possesses a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development." Bulletin 15 continues:

[13] CCR 14(11.5) §4852 (d)(2).
[14] California Office of Historic Preservation, 1995, p.2. Instructions for Recording Historical Resources. Office of Historic Preservation, Sacramento.
[15] California Office of Historic Preservation, 2006, p.2. California Register and National Register: A Comparison. Technical Assistance Series No. 6. California Department of Parks and Recreation, Sacramento. Assistance Series No. 6. California Department of Parks and Recreation, Sacramento.

Concentration, Linkage, & Continuity of Features
"A district derives its importance from being a unified entity, even though it is often composed of a wide variety of resources. The identity of a district results from the interrelationship of its resources, which can convey a visual sense of the overall historic environment or be an arrangement of historically or functionally related properties. For example, a district can reflect one principal activity, such as a mill or a ranch, or it can encompass several interrelated activities, such as an area that includes industrial, residential, or commercial buildings, sites, structures, or objects. A district can also be a grouping of archeological sites related primarily by their common components; these types of districts often will not visually represent a specific historic environment.

Significance
"A district must be significant, as well as being an identifiable entity. It must be important for historical, architectural, archeological, engineering, or cultural values. Therefore, districts that are significant will usually meet the last portion of Criterion C plus Criterion A, Criterion B, other portions of Criterion C, or Criterion D.

Types of Features
"A district can comprise both features that lack individual distinction and individually distinctive features that serve as focal points. It may even be considered eligible if all of the components lack individual distinction, provided that the grouping achieves significance as a whole within its historic context. In either case, the majority of the components that add to the district's historic character, even if they are individually undistinguished, must possess integrity, as must the district as a whole...A district can contain buildings, structures, sites, objects, or open spaces that do not contribute to the significance of the district. The number of noncontributing properties a district can contain yet still convey its sense of time and place and historical development depends on how these properties affect the district's integrity.

Geographical Boundaries
A district must be a definable geographic area that can be distinguished from surrounding properties by changes such as density, scale, type, age, style of sites, buildings, structures, and objects, or by documented differences in patterns of historic development or associations. It is seldom defined, however, by the limits of current parcels of ownership, management, or planning boundaries. The boundaries must be based upon a shared relationship among the properties constituting the district.

Discontiguous Districts
A district is usually a single geographic area of contiguous historic properties; however, a district can also be composed of two or more definable significant areas separated by non-significant areas. A discontiguous district is most appropriate where:
Elements are spatially discrete; Space between the elements is not related to the significance of the district; and Visual continuity is not a factor in the significance."[16]

[16] U.S. Department of the Interior, National Park Service. National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation. Online at: http://www.nps.gov/nr/publications/bulletins/nrb15/nrb15_4.htm#district (Accessed: 7.10.2009).

3.6 City of Hayward Criteria for Evaluation

The Hayward City Council adopted an updated General Plan in 2002. The Hayward General Plan contains the following policy and related strategies related to cultural resources:

Historic Preservation[17]

- Enhance the city's image through identification and preservation of historic resources. (*Community Facility and Amenities Policy 7*)
    - Review the Historic Preservation ordinance and determine if changes are necessary.
    - Conduct a survey of potential historic structures and sites based on evaluation criteria that include their individual significance and their contribution to an historic setting.
    - Seek landmark status for valued structures and sites where preservation is deemed feasible, and promote acquisition of historic sites as parks where appropriate.
    - Encourage rehabilitation of valued buildings and sites and provide information on architectural styles, renovation techniques, federal and state tax benefits and other financing sources.
    - Encourage adaptive reuse of Victorians and other vintage buildings as professional offices, restaurants, galleries, shops, lodgings, or venues for special events.
    - Consider establishment of historic districts, or special areas such as Preservation Parks, where there are concentrations of historic structures and/or properties that could serve as receptor sites for relocated historic structures.
    - Utilize zoning regulations, design guidelines and other development review standards to protect the character of historic districts and sites, and increase the visibility of these sites with appropriate signage and landscaping and alignment of roads or paths where possible.
    - Promote establishment of a salt manufacturing historic exhibit, either as part of development proposals for the former Oliver Salt Works site or in another prominent location along the Bay Trail.
    - Participate in educational programs that promote the value of historic preservation.

[17] *City of Hayward General Plan, Chapter 6 – Community Facilities and Amenities*, (Adopted by City Council on March 12, 2002), 6-22 to 6-23.

Historic Preservation Ordinance – Article 11 (1989)
The City adopted a Historic Preservation Ordinance in 1989, though no action was taken to adopt a local historic district in the downtown subsequent to the Downtown Hayward Amenities Program study. The Historic Preservation Ordinance provides for the designation of "historic structures, sites, or districts" and outlines procedures for approval of alterations and demolitions of significant structures. Twelve (12) buildings are currently listed on the City's List of Officially Designated Architecturally & Historically Significant Buildings. Only three structures have been added to the list since the ordinance was adopted.

Article 11: Historic Preservation Ordinance of the Hayward Municipal Code outlines the following criteria for evaluation of potential resources for listing on the local register:

> a. Historic Structures. The following shall be used as criteria for designating additional historic structures.
>
> > (1) The structure is identified with the lives of historic people or with important events in the City, state, or nation; or
> >
> > (2) The structure is particularly representative of an architectural style or way of life important to the City, state, or nation; or
> >
> > (3) The structure is an example of a type of building which was once common, but is now rare; or
> >
> > (4) The structure is connected with a business or use which was once common, but is now rare; or
> >
> > (5) The structure contains elements demonstrating outstanding attention to architectural design, detail, materials, or craftsmanship.
>
> b. Historic Districts. A proposal for designation of an historic district may be approved only if the proposed district is found to contain a significant concentration or number of buildings or sites unified by either past events or aesthetically unified by plan or physical development.
>
> c. Historic Sites. A proposal for designation of an historically significant site may be approved only if the site is found to be closely identified with the life of an historic person, community, or with an historic event in the City, state, or nation.[18]

[18] Hayward Municipal Code, SEC. 10-11.04 Criteria for Designation of historic Structures, Sites, or Districts.

3.6 California Register Status Codes

Because the evaluation of historic resources can involve differing levels of significance—local, state, and national—government officials and the public should have complete, accessible, and accurate information concerning the status of properties relative to the National Register, the California Register, and local inventories. This can be facilitated through use of the California Historical Resource Status Codes.

The status codes are a database tool developed by the California OHP and used to classify historic resources identified in a local government survey or through a regulatory process for listing in the state's Historic Resources Inventory (HRI)—the listing of resources identified and evaluated through one of the programs administered by the OHP under the National Historic Preservation Act or the California Public Resources Code. The California State Office of Historic Preservation instituted new California Historical Resource Status Codes in August 2003, and the updated codes were used for this study. The codes provide a common way of identifying, evaluating, and understanding historic resources.

Properties within the Mark's Historic Rehabilitation District and the Upper B Street Historic District were assigned California Historic Resource Status Codes (See survey matrices in APPENDIX X). Status codes reflect the eligibility of a resource at a specific point in time (the time the evaluation was performed) and therefore do not necessarily reflect the eligibility of a resource at a later point in time. If a resource is altered and changed in the future, it may no longer be eligible for the same historic resource designation.

Chapter 4

Findings

4.0 Findings

4.1 Historic Resources

This section describes the findings of the historic resources survey. Previously identified and currently listed historic resources – National, State and local – are also discussed. As stated in Section 1.5 Survey Overview, this reconnaissance-level survey is not intended to be an exhaustive survey of all potential resources within the current City of Hayward boundaries. Rather, it is a starting point for both the creation of a local inventory of historic places, and for the management of such resources in future planning and development efforts. Evaluation of individual properties was beyond the scope of this study.

As described previously in this report, the City provided Circa with a matrix of all properties within the larger survey area following the kickoff meeting for this study. This matrix contained a total of 3,893 properties, the approximate number of properties located within the greater survey bounds. Of these 3,893 properties, a total of 1,269 were constructed in 1960 or later and were not surveyed. Just over 2,200 properties (2,209) were constructed in 1959 or earlier and this group comprises the number of properties included in the reconnaissance-level survey. Of the total number of properties shown in the matrix, 87 were found to be outside the survey boundaries; 144 parcels contained no built resources; and 184 lacked a physical address and were not surveyed. The City of Hayward, the County of Alameda, and/or the State of California own the many of the properties with no listed address.

Of the 2,209 properties surveyed within the Focus Survey area, approximately 1,000 properties displayed a low degree of integrity, 730 retained a moderate degree of integrity and 160 retain a high degree of integrity. About 215 of the total number (2,209) of buildings surveyed are the Marks District buildings, which are addressed separately below. The remainder, about 100 properties, display varied degrees of integrity (high to moderate or moderate to low) - because there were multiple buildings on the parcel, because build date was unclear, or because properties were not visible from the public right of way. These properties should be evaluated by planning staff on a case-by-case basis. (Check with Richard on this – how does Planning want to address these?)

Literature Review: Previous Studies
Various studies, both official and unofficial, have been conducted over the years to determine what sites, buildings, and landmarks may be locally significant or eligible for placement on national or state registers. The more notable of these studies, those that helped to inform the Historic Context Statement and Historic Resources Survey, are briefly described below.

Hayward Area Historic Inventory (1998)
Hayward residents Julie Machado and Frank Goulart compiled the Hayward Area Historic Inventory (1998) as part of ongoing work by the Friends of Historic City Hall organization. The

document is a compilation of photos and limited historical information for properties within the Hayward area that were identified by the authors as potentially significant historic or architectural resources. Recommendations are provided for designation of select properties and existing historic status is listed.

Downtown Hayward Historic Properties Evaluation (1993)
The conclusions of the 1993 Downtown Hayward Historic Properties Evaluation of the Marks Historic District were that (1) the district as a whole was not eligible for inclusion in the National Register of Historic Places and (2) there were seven properties that appeared eligible for individual listing in the National Register and that one might become eligible. This survey did not evaluate individual properties or potential historic districts that might become eligible for designation locally under the City's Historic Preservation Ordinance (1989).

Marks Historic Rehabilitation District (1992)
The Marks Historic Rehabilitation District (Marks District) was adopted by the City of Hayward in 1992, pursuant to the Marks Historic Rehabilitation Act of 1976. Although in establishing this historic district the City did include criteria for "the Selection of Historical Properties Eligible for Financing," it did not specifically identify the historical properties within the district. However, a *Downtown Hayward Historic Properties Evaluation* was conducted for this district in November 1993 to determine (1) if this district was eligible for inclusion in the National Register of Historic Places, and (2) which structures within the Marks district would be individually eligible or potentially eligible for listing on the NRHP.

Downtown Hayward Amenities Program (1984)
A number of properties in the downtown area were part of an assessment conducted in 1984 in conjunction with the Downtown Hayward Amenities Program. This study focused on the blocks between "A" and "D" Streets from Foothill Boulevard to Atherton Street. Similar to the 1993 survey, this study concluded that a National Register Historic District did not exist but that two important clusters of historic structures were present including those grouped principally along B Street ("Central Area") and others around the Old City Hall block ("Cultural Center"). The study recommended that the City consider establishing a local historic district that included these areas.

California Historical Resources Information System
A search of the California Historical Resources Information System (CHRIS) for the Hayward area identified roughly 250 properties listed on the California Office of Historic Preservation Directory of Properties in the Historic Property Inventory Data File for Alameda County. The properties on this list are properties that have been identified, and in some cases evaluated, in previous studies. Each of the properties on this list has been assigned a California Historical Resource Status Code (status code). Most properties are listed with a status code of 6Y or 7R; these are defined as follows:

- 6Y=Determined ineligible for NR by consensus through Section 106 process – Not evaluated for CR or Local Listing.
- 7R=Identified in Reconnaissance Level Survey: Not evaluated.

Selected properties have been determined eligible or potentially eligible for the national, state or local registers. These resources are discussed under the appropriate headings in the Findings section of this chapter.

4.2. Findings: Individual Resources

National Register of Historic Places (NRHP)

Existing Historic Resources
Only three properties within the Hayward area are currently listed on the NRHP. One of these properties, the Green Shutter Hotel, is located within the survey boundaries. As of the writing of this report, there are no known National Register Historic districts or National Historic Landmarks in Hayward. The NRHP properties within Hayward are:

- Eden Congregational Church (North Hayward, just outside of survey area – corner of Birch Street & Grove Way) 21455 Birch St, Hayward – Listed: 08/03/2007, NR#: 07000788

- Green Shutter Hotel (in Focus Area) 22632-22654 Main Street, Hayward – Listed: 06/16/2004, NR#: 04000594

- Meek Mansion and Carriage House (North Hayward, outside of survey area) - 240 Hampton Rd., Hayward– Listed: 06/04/1973, NR#: 73000393

Has the Mohr-Frye estate (24985 Hesperian Blvd) been incorporated by the city yet? (Or in the process of being incorporated?) (Check with Richard) This property was determined eligible for both the NRHP and the CRHR by C&C on an April 2008 DPR form.

Previously Identified Historic Resources: CHRIS search
The properties listed below are shown on the California Office of Historic Preservation Directory of Properties in the Historic Property Inventory Data File for Alameda County under the following status codes. Significance criteria notations are listed where available.

1. *1D: Contributor to a district or multiple resource property listed in NR by the Keeper. Listed in the CR.*
    a. 24043 Silva Avenue (Marguerita historic District house) – Criteria C (Not sure what this is – check with Richard)

2. *1S: Individual property listed in NR by the Keeper. Listed in the CR.*
    a. 1045 Grove Way (Eden Congregational Church) – Criterion C
    b. 240 Hampton Road (Meek Mansion and Carriage house)
    c. 22650 Main Street (Green Shutter Hotel) – Criteria A & C\

3. *2S: Individual property determined eligible for NR by the Keeper. Listed in the CR.*
    a. All Saints Church (also shown as 2S2) – Criteria A& C
    b. 1465 B Street (residence - also shown as 2S2) – Criterion C
    c. 22588 Chestnut Street (residence - also shown as 2S2) – Criterion C
    d. 1233 D Street (residence - also shown as 2S2) – Criterion C
    e. 1329 D Street (residence - also shown as 2S2) – Criterion C

4. *2S2: Individual property determined eligible for NR by a consensus through Section 106 process. Listed in the CR.*
    a. 24077 Second Street (residence) – Criterion C
    b. 808 B Street (Hayward Emporium/Boye Hardware) – Criteria A& C
    c. 1004 B Street (Bank of Italy) Bank of America) – Criteria A& C
    d. 1436 B Street (residence) – Criterion C
    e. 822 C Street (Hayward USPS) – Criteria A& C
    f. 1444 C Street (residence) – Criterion C
    g. 22589 Chestnut Street (residence) – Criterion C
    h. 22701 Main Street (Old Post Office, HAHS) – Criteria A& C
    i. 22737 Main Street (Hayward Veterans Memorial) – Criteria A& C
    j. 22737 Mission Blvd. (Old City Hall) – Criteria A& C
    k. State Route 92 (Oliver Bros. Salt Co.) – Criterion A

5. *3S appears eligible for NR as an individual property through survey evaluation.*
    a. Standon Hall (2nd and Walpert)
    b. 2595 Depot Road (Herman Mohr House)
    c. 1105 C Street (IDES Hall)
    d. 21800 Hesperian Blvd. (Osterloh House)
    e. 24985 Hesperian Blvd. (Cornelius Mohr Estate)
    f. 6650 Jensen Road (Jensen Ranch and Home)
    g. 22738 Mission Blvd (Castro Residence Site)
    h. 24072 Myrtle Avenue (Dr. Winton Henry residence)
    i. 35 West A Street (Pickle Works) – Demolished?

<u>Circa Survey Findings</u>

Evaluation of individual properties for historic significance and eligibility for listing on the NRHP was beyond the scope of this study. However, a number of additional properties both inside and outside the survey boundaries retain a high level of architectural merit and historic integrity and, if demonstrated to meet one or more of the NRHP criteria for significance, could be eligible for listing on the NRHP. Examples of such buildings include, but are not limited to, the following:

- Hayward Plunge, 24176 Mission Boulevard
- Oliver Family Estate 27355 Hesperian Boulevard (outside survey boundaries)
- California Air National Guard Building, Hayward Municipal Airport (outside survey boundaries)

- Chamber of Commerce building, 22561 Main Street

California Register of Historical Resources (CRHR)

Previously Identified Historic Resources: CHRIS search
There are no known California Historical Landmarks or California Points of Historical Interest within the Hayward city limits. Properties listed in, or officially determined eligible for listing in the National Register are automatically listed in the California Register of Historical Resources. As such, the above NRHP-listed properties and those with a status code of 2S or 2S2 are also listed as individual resources on the CRHR.

Circa Survey Findings
Evaluation of individual properties for historic significance and eligibility for listing on the CRHR was beyond the scope of this reconnaissance-level survey. However, a number of properties both inside and outside of the survey area retain a high degree of architectural merit and a level of historic integrity that could make them eligible for listing on the CRHR if the property were also demonstrated to meet one or more of the CRHR criteria for significance. Examples of such buildings include, but are not limited to, the following:

- Chamber of Commerce building, 22561 Main Street
- Masonic Hall, 1068 B Street
- Hayward Plunge, 24176 Mission Boulevard
- Oliver Family Estate 27355 Hesperian Boulevard (outside survey boundaries)
- California Air National Guard Building, Hayward Municipal Airport (outside survey boundaries)
- The Ranch Restaurant, 22877 Mission Boulevard
- Remaining Hunts building (is this still there? - Richard?) and water tower

Local: City of Hayward

Previously Identified Historic Resources: CHRIS search
The following resources were shown on the California Office of Historic Preservation Directory of Properties in the Historic Property Inventory Data File for Alameda County as locally eligible:

1. *5S2 Individual property that is eligible for local listing or designation.*
    a. Mission Blvd (Surveyors Tree/Spanish Era)
    b. Mission Blvd (Mission San Lorenzito)

Do these still exist? Check with Richard

Local Register
The City of Hayward has adopted a Historic Preservation Ordinance, which provides for designation of historic sites and structures. The City's list of Historically or Architecturally

Significant Buildings currently contains 13 structures that have been officially designated by the City. This list of Officially Designated Architecturally & Historically Significant Buildings includes the following built resources:

- 24072 Myrtle Street: Victorian House (Designated: 1976)
- 21800 Hesperian Boulevard: Site & Victorian Building (Designated: 1976)
- 944-952 B Street: IOOF Lodge (Designated: 1977)
- 1105 C Street: IDES Lodge (Designated: 1977)
- 22701 Main Street: Hayward Museum (Designated: 1977)
- 22738 Mission Boulevard: Historic City Hall (Designated: 1977)
- 24077 Second Street: The Castle (Standon Hall) (Designated: 1977)
- 27355 Hesperian Boulevard: Oliver Estate (Designated: 1987)
- 714 B Street: Victorian House (Designated: 1987)
- 1325 B Street: Queen Anne Victorian House (Designated: 1991)
- 22248 Main Street: Victorian House (Designated: 1995)
- 199 C Street: Hunts Water Tower (Designated: 2001)

Each property on the above list was field verified as part of the reconnaissance fieldwork. All properties are extant and most appear to retain a high level of integrity, allowing them to retain their status as local historic resources. Both the IOOF Lodge at 944 B Street and the IDES Lodge at 1105 C Street have been significantly altered from their original appearances. However, since the historic significance of both properties is related more to their cultural associations than their architectural merits, the buildings appear to retain a level of integrity that allows them to communicate their historic character and thus retain their status as local historic resources.

Circa Survey Findings

Evaluation of individual properties for historic significance and eligibility for listing on the City's list of Officially Designated Architecturally & Historically Significant Buildings was beyond the scope of this reconnaissance-level survey. However, a number of properties within the Hayward area retain a good to high degree of architectural merit and a level of historic integrity that could make them eligible for listing on the local register if the property were also found to meet one or more of criteria for designation as a historic structure. Examples of such buildings include, but are not limited to, the following:

- Herndon Professional Building, 1044 C Street
- Wilson Apartments, former residence of Capt. B. H. Madison, 22282 Mission Boulevard
- Sorenson Brothers funeral home, 1140 B Street
- Former "Milk farm" alcoholic recovery home, 22195 Prospect Street
- Herndon Professional Building, 1044 C Street
- Sorenson Brothers funeral home, 1140 B Street
- Casper's Hot Dogs, 51 C Street (roadside architecture)
- Muffler Man figure, 22300 Mission Boulevard (roadside architecture)
- Giant Burgers restaurant, 24134 Mission Blvd (roadside architecture)

- All Saints Cemetery
- Girl Scouts Cabin, Memorial Park

4.3 Findings: Historic Districts

Mark's Historic Rehabilitation District is the only historic district has been officially designated by the City of Hayward. The City adopted design guidelines for the B Street Historic Streetcar district as a result of the Burbank Neighborhood plan study of 1988; however, this district is not officially designated. Two other potential districts have been identified by this and other studies: the Prospect Hill Historic District and the Upper B Street Historic District. All of these districts are found to be locally significant. No potential National or California Register-eligible historic districts were identified within the Marks Historic Rehabilitation District survey area or greater Focus Survey area.

Marks Historic Rehabilitation District

The Marks Historic Rehabilitation District (Marks District) was adopted by the City of Hayward in 1992, pursuant to the Marks Historic Rehabilitation Act of 1976. The designation was part of a larger effort aimed at downtown revitalization and historic preservation. The city also at that time initiated a Downtown Retrofit and Revitalization Program to upgrade historic buildings and revitalize the historic downtown core.

The Marks District is bounded on the east by Foothill Boulevard, from A Street south to Jackson Street. The western boundary is defined by Francisco and Atherton Streets, then extending westward across the Bart tracks to Grand Street to include a number of properties between A and B Streets. The northern boundary is irregular and includes properties on either side of Mission Boulevard up to McKeever Avenue. The boundary encompasses the historic commercial and civic core of Hayward and includes portions of downtown residential neighborhoods. The area contains over two hundred principal structures and various accessory buildings. Large portions of some commercial blocks have been cleared for parking uses.

Development Overview[19]

The town of Hayward was first platted under the direction of Guillermo Castro in 1854. It was well situated to become an important crossroads, as it was set due west of the Livermore Valley and centrally located between Mission San Jose and Oakland. In 1851, Castro had sold about 60 acres of land to William Hayward. Shortly after purchase, Hayward soon constructed a store and hotel on A Street, effectively establishing the future commercial core for the City of Hayward. The town was incorporated in 1876 with a population of approximately 1,000 people.

Hayward did not experience significant population growth until after the turn of the 20th century, following the establishment of two key agricultural processing facilities: the Hunt Brothers' Cannery in 1896 and the Pacific Vinegar and Pickle Works in 1903. Both establishments were

[19] The following developmental overview of downtown Hayward is adapted from the section entitled "Growth and Development of downtown Hayward," from the 1993 *Downtown Hayward Historic Properties Evaluation* report by Nancy Stoltz and Sally Woodbridge, pages 5-7.

located adjacent to the Southern Pacific railroad tracks near A and B Streets. The establishment of these industries, in conjunction with the coming of the electric railroad in 1892, prompted the city to extend its boundaries and lay out new streets. A horse-drawn streetcar line, which also began operations at that time, connected Hayward's hotel complex and the commercial downtown to the passenger railroad depot via B Street.

Between 1900 and 1910, Hayward's population grew to reach approximately 2,700 residents. Around 200 single-family dwellings were constructed between 1904-1905 alone. The city's limits and population continued to expand at a moderate pace through the early 1940s, when increased numbers of residents began settling in the area for jobs in wartime industries. The population mushroomed following World War II, with the population more than doubling between 1940 and 1950. Another notable change in the Hayward landscape at that time, was the development of the "Hayward Strip," which first began in 1949 along First Street and was fully realized with the completion of Foothill Boulevard thoroughfare through downtown in the late 1950s

Through the years, the core of Hayward's commercial and civic downtown remained essentially the same, concentrated along B Street, extending initially from First Street to Mission Boulevard and later extending southward to Watkins Street. With exception of the Hayward and Central Hotels, significant commercial development was not found north of A Street until the coming of the automobile garages and showrooms along Mission boulevard and A Street in the 1920s.

A Bird's Eye View of Haywards, published by George A. Oakes, editor of the Haywards Journal, in 1888 provides a good illustration of the development patterns that shaped downtown through the 1950s. B Street, between First (now Foothill Blvd.) and Castro (now Mission Blvd.) Streets, was the principal commercial street, with Main and Castro as secondary commercial corridors between A and C Streets. Development east of First Street and south of C Street was almost exclusively limited to residential properties at that time. The area west of Watkins Street was agricultural land that had not yet been subdivided.

The block bounded by C, D, Castro and Watkins Streets, today the site of the public library, was shown in the illustration as an open playing field. Efforts to secure title of this block on behalf of the City, originally said to have been the site of Castro's corral, began with the town's incorporation in 1876, but were not successful until the turn of the century when it came into the city's possession and was landscaped as a park.

For the following forty years after the publication of Oakes' *Bird's Eye View*, Hayward's downtown core was largely contained within the boundaries of A and C Streets and First and Watkins Streets. After 1930, the downtown expanded south of C Street with the construction of the City Hall and Veterans Memorial buildings on the block between Main Street and Mission Boulevard. The city's first firehouse had been constructed in 1913, less than a block to the north on Mission, and the Bradford post office, the city's first dedicated postal facility, was constructed in 1936 at the corner of C and Watkins Streets, facing the City Plaza. When the original Carnegie Library (built in 1905 at the northeast corner of First and B Streets) was

demolished for the construction of Foothill Boulevard, the City elected to build a new library within the plaza itself.

Today, the city's historic retail core remains evident through historic commercial and mixed-use buildings along B Street between Mission Boulevard and Foothill. Early commercial buildings dominate the blocks between A and C Streets, and Mission and Foothill Boulevards. Later commercial buildings, constructed through the 1950s and 1960s, line Foothill Boulevard between Mission Boulevard and A Street. Historic civic buildings are located south of C Street, between Watkins and Main Street. Remnants of the B Street residential corridor are also contained within the district boundaries between Grand and roughly Atherton Streets. Mixed commercial and residential portions of the district are also found along Mission Boulevard and Prospect terrace in the northern part of the district and south of D Street in the southern portion of the district.

Circa Survey Findings

A study completed in 1993, the *Downtown Hayward Historic Properties Evaluation*, evaluated the buildings within the Marks District to determine which buildings appeared eligible for the National Register of Historic Places and to evaluate the Marks District as a whole for eligibility for the National Register. The study found that the district was not eligible for the National Register. Seven properties were identified as potentially eligible for the National Register as individual Resources including the following:

- Old City Hall, 22737 Mission Boulevard
- Veteran's Memorial Building, 22737 Main Street
- Old Post Office (current HAHS building), 22701 Main Street
- Bradford Station Post Office, 822 C Street
- Green Shutter Hotel, 22650 Main Street
- Former Hayward Emporium/Boye Hardware Store, 808 B Street
- Former Bank of Italy building, 1004 B Street

The Green Shutter Hotel was listed on the National Register of historic Places in 2004. Circa's survey findings confirm that each of the other buildings listed above continues to retain a high degree of historic integrity and remain potentially eligible for listing on the National Register of Historic Places and on the California Register of Historical Resources. Circa concurs with the finding that the district as a whole does not appear to be eligible for the National Register.

Out of the 213 properties surveyed within the Marks District survey area, 46 buildings were found to have low physical integrity, 59 were found to retain a moderate degree of integrity and 31 display a high degree of integrity (two properties were found to have M/H or H/L degrees of integrity). The remaining 75 properties were either constructed in 1960 or later, or were vacant or parking lots. The properties found to retain a moderate to high degree of physical integrity were documented with DPR523 A forms. Of these, 59 are used for commercial purposes, 27 for residential purposes, and 6 are public assembly or government buildings.

Upper B Street Historic District CHANGE NAME? CHECK WITH RICHARD
Surplus survey budget funds enabled Circa to devote limited efforts toward further documentation and evaluation of one potential historic district within the Focus Survey area. Circa used these funds to develop a DPR 523d-District Record form for the Upper B Street historic district. While other potential historic districts within the city may display a higher level of overall integrity, this particular district was chosen for documentation at this time because it faces the greatest immediate threat to its contributing resources. As part of the district recordation, surplus survey funds allowed for select representative properties to be documented with DPR A forms and for completion of a preliminary evaluation of historical significance.

More comprehensive documentation of the district and its individual contributors in the future is recommended. Future research and evaluation efforts may lead to some reevaluation of district boundaries and period of significance findings. Also, those properties that are over 50 years of age but not identified as potential contributors to the district still may be historically significant in their own right; however, these properties were not constructed within the period of significance identified for the district.

The boundaries of the proposed Upper B Street Historic District were originally defined as part of the Neighborhood Plan Study completed with the assistance of the Hayward Area Historical Society in the early 1990s.[20] The full Upper B Street Study Area boundary for that project encompassed a much larger area bordered roughly by E Street to the south, 2nd Street to the west, San Leandro Creek to the north and the Upland Way and Marolyn Court subdivisions to the east. This report identified a number of potentially historic properties within the study area and then the district boundaries were drawn around the area in which a significant concentration of potentially historic buildings was located.

Overview
The Upper B Street Historic District encompasses a notable concentration of late 19th and early 20th century residential properties in a variety of architectural styles representative of that period of development. The area contains some of the City's first residential tracts, and remains as a noteworthy example of residential development in pre-World War II Hayward. The neighborhood is also associated with Hayward's early Portuguese community, many of whose members settled in the neighborhood because of its proximity to All Saints Church, the IDES Hall, and the downtown commercial district.

Lands in the area of the proposed historic district are reflective of early residential development and were home to some of Hayward's initial settlers. Located near the emerging downtown core

[20] Upper "B" Street Neighborhood Plan, Hayward California. Adopted by the city Council Resolution No. 92-264, September, 15, 1992.

of Hayward, the neighborhood offered convenient proximity for residents to local shops and passenger rail lines.

Castro's 1856 town plat had established the street grid for the area between Atherton and Main, from Jackson Washington Streets. An 1864 addition to this plan laid out the twelve blocks extending to the east, from Main to Fourth between A and D Streets. Additional tracts within the proposed historic district boundaries were added in 1888, 1890 and 1893.[21]

Subdivided prior to 1900, many turn of the century Victorian-era cottages, Colonial Revival style residences, Craftsman and California bungalows remain extant in the blocks west of Sixth Street, between A Street and E Street. Many of the residential properties on larger lots have had secondary residential units added in back of the parcel. Some residential properties have been replaced by or converted to apartment buildings, generally with five units or less. A rise in subdivision activity in the larger neighborhood occurred in the 1940s and 1950s as the population began to increase during and after World War II. As in most parts of Hayward, the construction of apartment buildings dominated development activity in the larger Upper B Street neighborhood throughout the 1960s and 1970s. Six large apartment projects were built in the 1960s, adding 245 multifamily units to the neighborhood. A similar number were built in the 1970s, including "The Park," a condominium development on the south side of D Street.[22]

Though the neighborhood was platted between the 1860s and the 1880s, Sanborn maps suggest that development in the area remained sparse until after the turn of the 20th century. The first Sanborn map to document a large part of the proposed district is the 1907 map, which shows the district as moderately developed with one- and two-story dwellings, many with adjacent outbuildings or tank houses. A square plan Roman Catholic (All Saints) church stands at the corner of 2nd and D Streets.

The 1923 Sanborn shows more residential infill within the neighborhood, especially along C and 3rd Streets in the western edge of the district. This coincides with Hayward's population growth in the 1920s and 1930s, which was related to increased activity in agricultural industries throughout the region. A number of Craftsman and California style bungalows were constructed during this period. Some larger lots that existed when the 1907 map was created had been subdivided by that time, though much of the district situated in the blocks more distant from the downtown remained only moderately developed. By 1950, Sanborns show much more density within the neighborhood, with principal residential structures on nearly every lot and some with secondary dwellings in back. With the exception of two small neighborhood stores and the All Saints Church and school along A Street, residential properties dominated the district through 1950.

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[21] Hayward City Council, *Upper B Street Neighborhood Plan*, (February 15, 1992), 63; Adopted by City Council Resolution No. 92-XXX, 15 September 1992.
[22] Ibid, 9;

The Upper B Street Neighborhood today is comprised primarily of residential and commercial uses. Small (mostly one-story) office buildings and neighborhood commercial businesses are concentrated primarily along B Street; residential development, both single- and multi-family, dominates the remainder of the neighborhood. The blocks between downtown Hayward and Fourth Street contain some of the earliest residential development in the City. Interspersed among the earlier residences are medium- to high-density residential uses and some commercial businesses. The portion of the neighborhood from Fourth Street to about Seventh Street also includes early single-family development. Over time, many lots within the neighborhood have had additional dwelling units added in back.[23]

Clusters of mature shade trees are located throughout the district and many individual properties feature mature shade trees, fruit trees, shrubs and other older plantings. Street trees create a notable canopy along Third Street, especially between 4th Street and 6th Street. Other remnants of the district's earlier days can be seen in narrow sidewalks, portions of early fencing and older street signage. Despite physical changes to the district overtime, the neighborhood retains a good degree of historic character, residential scale and visual coherence. A variety of architectural styles are represented including Queen Ann cottages, Folk Victorian residences, Neoclassical rowhouses and cottages, modest workers cottages, one and two-story Craftsman style dwellings and California bungalows.

Circa Survey Findings

The boundaries of the district include contributing and non-contributing properties contained within the area locally recognized as Upper B Street neighborhood, in the blocks just east of the historic downtown core of Hayward. The proposed Upper B Street Historic District boundaries roughly include properties between A Street to the north and E Street to the South and between 2nd Street to the west and 6th Street to the east. The district contributors represent the remaining building stock, development patterns and general historic landscape that dominated the area during Hayward's pre-World War II development period.

The contributors, which were constructed during the district's identified period of significance, c.1864 – 1939, represent a significant concentration of associated historic resources that display coherence through location and visual continuity. This period of significance encompasses properties located on the area's earliest recorded plat (1864) and all others built through the pre-World War II period, which ended with the onset of war in 1939. Through the town grew steadily as an agricultural center during the first few decades, its population and therefore built environment did not notably increase until after World War II. However, while Hayward's population experienced its greatest boom during the post war years, its physical expansion began during wartime, as more people settled in the area to take jobs in various wartime industries. As such, the 1939 date was selected to be inclusive of pre-World War II architectural styles and development patterns.

[23] Ibid, 1.

This preliminary study focused on the principal dwellings on each lot within the district though secondary dwellings or buildings of interest were noted in the matrix. Roughly 230 lots are located within the district boundaries and of these about 65 were constructed in 1940 or later and are therefore not contributors to the district. Approximately 35 of the properties surveyed display a low degree of integrity and five lots are vacant; as such, these properties are also not contributors to the district. The remainder, about 125 properties, was found to have a moderate to high degree of physical integrity and these properties comprise the district contributors. See the District Record Form (DPR 523d form) in Appendix X for full evaluation.

B Street Historic Streetcar District

The B Street Streetcar Historic District appears to be eligible for listing on Hayward's local register for its significance as one of Hayward's earliest residential subdivisions and as a reminder of the horse-drawn streetcar line around which it formed. Located in Hayward's Burbank neighborhood, the neighborhood features turn of the century residences including Victorian-era cottages (1880s-1890s), Classic Box style residences (1890-1910) and Craftsman and California bungalows (1905-1925). Another prominent feature of the neighborhood is its tree canopy, created by the mature Sycamore Trees that line either side of B Street throughout the majority of the district.

As defined by the 1988 Neighborhood Plan, the larger Burbank neighborhood is generally bounded by the Bart tracks and Grand Avenue to the northeast, Jackson Street to the southeast, the Southern Pacific rail line to the southwest and Sunset Boulevard to the northwest. Some of the earliest development in the city took place in this area with the establishment of the Hunt Brothers' Cannery at the end of B Street in 1896, and the subdivision of the B Street residential area around the turn of the 19th century.[24]

Overview

Two major rail companies as well as several streetcar and interurban carriers once served Hayward. While the larger railroad companies provided long-distance connections for passengers and freight, there were a number of passenger-focused streetcar companies and lines that served the various neighborhoods of Hayward. One of the earlier streetcars was the Hayward Horse Car Transit Company. Their open sided cars were, as the name implies, horse drawn on rails along B Street from Fourth Street (downtown) to the Southern Pacific Depot at Hunt's Cannery (now Cannery Park.) A spur track led to Hayward's Hotel down Main Street.

Construction on the Hayward Horse Car Transit Company line began in 1890 and was completed in February 1891. In 1902, it was absorbed, like many other local streetcar lines, into Borax Smith's Oakland Transit Consolidated (a.k.a. the Key System.)[25] By 1909, it was the last horse-drawn line in the East Bay. It was abandoned in April of that year in favor of the electric

[24] City of Hayward. City Council. *Burbank Neighborhood Plan.* (July 26, 1988): Resolution 88-177.
[25] Bay Area Electric Railroad Association, *Key System Streetcars: Transit, Real Estate and Growth of the East Bay* (Wilton, California: Signature Press, 2007), 57.

streetcar.[26] Today, modest houses from the late 19th and early 20th centuries line B Street between downtown and Cannery Park, marking the remnants of this early streetcar route.

The earliest residences are shown east of Soto Street (Montgomery Street today), along the north side of B Street in 1893. Residential development along lower B Street – stretching to the site of the Hunt Brothers' Cannery - is shown as early as 1899 on USGS maps of Hayward.[27] The 1907 Sanborn map and a 1915 USGS map indicate that residential development was primarily concentrated along the north side of B Street for the first decade or so of the district's development. By 1923, however, one and two-story single family dwellings had been constructed along the both sides of B Street from Watkins Street to Front Street, though the area of primary concentration was between Grand and Myrtle Streets. The district was fully developed by the 1950s and served by the Luther Burbank Grammar School (dem) located on the block bound by Myrtle, Filbert, B and C Streets.[28]

The proposed B Street Streetcar Historic District encompasses residential properties along B Street between Watkins Street to the east and Meekland Avenue to the west. Properties are located primarily along the north side of B Street, with exception of the blocks between grand and Myrtle Streets where properties on both sides of the street are included. The neighborhood is characterized by its linear arrangement, remarkable tree canopy, and by a variety of late 19th and early 20th century residences. Some notable c.1940 and c.1950 infill residences are also present. Most lots have had secondary residential units added in back, though overall the neighborhood retains a good degree of its historic residential character.

Circa Survey Findings

Though an in-depth study of the neighborhood was not completed as part of this study, Circa's survey findings indicate that the proposed B Street Streetcar Historic District possesses a significant concentration of historic residential buildings displaying a wide variety of late19th and early 20th century architectural styles. This proposed district retains a good degree of overall historic integrity. The district is historically significant for its association with the historic streetcar line that once served the community, and architecturally as a representation of notable early residential development within the City of Hayward.

Additional research is, however, necessary to fully document the neighborhood's history and development. Further study of the proposed district is recommended to identify any other areas of significance, including association with significant people or events. Primary and secondary source documentation will help to further identify a period of significance and contributing properties. Generally, properties with a medium to high degree of integrity should be considered for contributing status to the district.

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[26] Ibid, 56.

[27] U.S. Geological Survey. *California, Haywards Quadrangle*. Washington, D.C.: U.S. Geological Survey, published Jan. 1899 (surveyed 1896).

[28] Sanborn Fire Insurance Company. *Sanborn Fire Insurance Maps: Hayward, California 1888-1950.*

Prospect Hill Historic District

The Prospect Hill Historic District appears to be eligible for listing on Hayward's local register as a highly intact collection of a late 19th - early 20th century residential neighborhood. With further investigation, the district may also be eligible for the CRHR. Located in North Hayward, the neighborhood features varied stylistic examples ranging from the Victorian-era of the late 1800s and early 1900s to the Period Revival styles of the 1920s and 1930s.

As defined by the 1994 Neighborhood Plan, the North Hayward neighborhood is generally bound by Foothill Boulevard on the north, A Street on the east, the Bart tracks to the south, and Medford Avenue and Mattox Road to the north. Portions of the neighborhood annexed in the late 1950s and in the 1970s are located north of Foothill Boulevard. Castro Street (later Oakland Road and now Mission boulevard) was part of the original Spanish exploration route and it later served the neighborhood via a passenger rail line that connected Hayward to Oakland.[29] Early North Hayward originated as an extension of the settlement of Haywards, and slowly developed on lands north and west of William Hayward's Hotel and store.[30]

Overview

The earliest subdivision (c.1860s) in the neighborhood was along Pearce Street, on six acres of land bought by William Pierce, an employee of William Hayward. An 1878 map indicates that a subdivision called "Haywards Park Homesteads" had been established prior to that date along Oakland Road near what is now Grove Way. The North Hayward Neighborhood Plan also indicates that William Hayward subdivided 60 additional lots for development in 1885. The same 1878 map indicates that Hayward then owned 60 acres of land in the area on which the proposed Prospect Hill Historic District stands today. Other notable early property owners in North Hayward include William Meek, Dr. Edwin Kimball, Jim Smalley, T.B. Russell and James Harvey Strobridge.[31]

Prospect Street appears on Sanborn Maps as early as 1893, originating just west of William Hayward's vast hotel complex at the corner of Main and A Streets. Residential development in North Hayward prior to 1907, however, appears to have been sparse, as the Sanborn maps do not begin to cover this area of town until that time.

By 1923, more of the neighborhood is shown on Sanborn maps. Residential development is concentrated along the east side of Prospect, and along both sides of Main Street - between Warren Avenue to the southeast and Hazel Avenue/Simon Street to the northwest. Dwellings were typically one to two stories and most had simple square or rectangular plans. More elaborate residences with complex floor plans are also shown. The 1950 Sanborns show the neighborhood as essentially built-out with one and two-story single family dwellings, a few scattered apartment buildings, and a sanitarium at the west corner of the Simon and Prospect Street intersection.

[29] North Hayward Neighborhood Plan, Hayward, CA (Adopted by City Council Resolution 94-175, July 19, 1994), 14

[30] Ibid, 26, 33.

[31] Ibid, 26-30.

The proposed Prospect Hill Historic District encompasses properties along both sides of Prospect Street from Rose Street at the north, and extends southeast to include a group of cottages along the north side of Hotel Avenue. This boundary then turns north again, running along the west side of Prospect Terrace to Warren Avenue where it extends east to include properties along both sides of Main Street up to Hazel Avenue/Simon Street. The neighborhood is characterized by its hilltop location, with views overlooking the city in all directions; a variety of mature trees and other plantings; moderate setbacks and narrow sidewalks; and a variety of architectural styles including Victorian cottages and Shingle, Spanish Eclectic, Tudor, Craftsman, Mission Revival, Moderne and Colonial Revival style residences. Some notable c.1940 and c.1950 modernist and ranch style residences are also present.

Circa Survey Findings

Though an in-depth study of the neighborhood was not completed as part of this study, Circa's survey findings indicate that the proposed Prospect Hill Historic District possesses a significant concentration of historic residential buildings displaying a wide variety of late19th and early 20th century architectural styles. This proposed district retains the highest degree of overall historic integrity of all existing and proposed Hayward historic districts. Architecturally, the district is unique within the City of Hayward; however, additional research is necessary to fully document the neighborhood's history. Further study of the proposed district is recommended to identify any other areas of significance, including association with significant people or events. Primary and secondary source documentation will help to further define district boundaries, period of significance and contributing properties.

4.3 Summary/Conclusions

Section to be completed for final draft

4.4 Recommendations

Preliminary Recommendations, others will be added to this section

- DPR 523 BSO forms for properties with adequate integrity in the downtown historic district
- Buildings evaluated in previous studies over 10 years of age should be reevaluated for integrity
- Documentation of Prospect Hill and B Street Historic Streetcar district with District forms; identification of contributing and non-contributing properties
- Prioritization of properties (for further study and possible historic designation) within the survey area that retain a high degree of integrity
- Properties not visible from the public right of way should be evaluated on a case-by-case basis (i.e. if changes to the properties are proposed

Chapter 5

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Bibliography & Resources

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Useful Websites

Office of Historic Preservation / California State Historical Building Code:
http://ohp.parks.ca.gov/

Secretary of Interior Standards for Treatments of Historic Properties:
http://www.nps.gov/history/hps/tps/standguide/

National Park Service: Technical Preservation Services:
http://www.cr.nps.gov/hps/tps/index.htm

Preservation Briefs:
http://www.cr.nps.gov/hps/tps/briefs/presbhom.htm

Preservation Tech Notes:
http://www.cr.nps.gov/hps/tps/technotes/tnhome.htm

National Register Bulletins:
http://www.cr.nps.gov/nr/publications/bulletins.htm

National Trust for Historic Preservation:
Maintaining Community Character: How to Establish a Local Historic District (Order No. 2158). http://www.preservationbooks.org and click on "Historic Districts."

Design Review in Historic Districts (Order No. 2185). http://www.preservationbooks.org and click on "Historic Districts."

A Layperson's Guide to Preservation Law: Federal, State and Local Laws Governing Historic Resource Protection (Order No. 2199). http://www.preservationbooks.org and click on "Preservation Law."