STUDY SESSION

Agenda Item # 1

AGENDA REPORT SUMMARY

Meeting Date: September 21, 2021

Subject: Halsey House Rehabilitation Options

Prepared by: Dave Brees, Special Projects Manager
Reviewed by: Jim Sandoval, Engineering Services Director
Approved by: Gabriel Engeland, City Manager

Attachments:
1. City Council Halsey House Questions and Answers
2. Halsey House Historic Resource Evaluation, Page & Turnbull
3. Halsey House CEQA Consideration and Constraints Memo, David J. Powers & Associates
4. Halsey House Pricing and Feasibility Study, Architectural Resources Group
5. Halsey House Feasibility Study Floodplain Management Review.

Initiated by:
City Council - CIP CF-01004

Previous Council Consideration:
May 25, 2021, March 23, 2021, January 12, 2021, December 15, 2020, January 28, 2018, November 15, 2016 (continued); June 14, 2016; December 8, 2015, April 23, 2013

Fiscal Impact:
Current cost estimates of the four proposed options for the Halsey House were prepared by Architectural Resources Group (ARG) and ranged between $246,750 for demolition of the building to $4,666,456 for the complete rehabilitation of the house. The cost estimates include identified hard costs as well as soft costs such as an EIR if required, design and development of construction plans and specifications. Furthermore, there will be additional costs associated with any rehabilitation work on the Halsey House for construction project management; inspections; furnishings, fixtures, and equipment (FF&E's); Title 24 energy compliance; etc., which may add 25 percent+/- to the overall project costs. A complete listing of cost exclusions may be found in the ARG Pricing and Feasibility Report (Attachment 4). Additionally, there may be required floodplain mitigations dependent on which option is selected and if the project is eligible for any exemptions (Attachment 5). If floodplain mitigations are required, there are too many unknowns at this state to estimate those costs. Similarly, as stated in the Exclusions section in Appendix A of the ARG report, other potential costs are unknown at this time, including re grading and new/extensive modification of existing utilities, construction escalation costs beyond 2021, etc.

Environmental Review:
Statutorily Exempt pursuant to CEQA section 15262 – Feasibility and Planning Studies.

Reviewed By:

City Manager	City Attorney	Finance Director
GE	JH	JM

Subject: Halsey House Rehabilitation Options

Policy Questions for Council Consideration:

- How does the City Council wish to proceed with the Halsey House?

  Options identified include:
  - Total rehabilitation, phased or at one time - $4,666,456;
  - Partial rehabilitation and partial demolition - $3,260,842;
  - Demolition of the house structure - $288,990;
  - Mothballing of the house structure - $246,750

Summary:

- The Halsey House is a local historic landmark which is eligible for State recognition as a historic resource
- Any demolition of all or a portion of the structure will trigger the requirement for an Environmental Impact Report
- Rehabilitation and or mothballing of the house in full compliance with the Secretary of the Interior Standards would be exempt from review under the California Environmental Quality Act (CEQA) Exemption Category 31 assuming no other environmental impacts are identified during the planning process
- A phased approach to the full rehabilitation of the Halsey House will allow for the preservation of the historic resource, rehabilitation of the main portion of the house, the mothballing of the two side bedroom wings, and for possible fundraising efforts to continue for the rehabilitation of the remaining bedroom wings

Staff Recommendation:
Receive reports requested by City Council and provide direction.

Subject: Halsey House Rehabilitation Options

Purpose

To have City Council provide direction for the future treatment option(s) of the Halsey House in Redwood Grove.

Background

The City Council supported the recommendation to seek additional procedural, CEQA, and cost information on four options regarding the future of the Halsey House in Redwood Grove and provided funding for consultant services at its March 23, 2021, Regular Meeting. Staff worked with Page & Turnbull, David J. Power and Associates, and Architectural Resources Group to develop reports addressing Council's direct questions and provide additional information on the Halsey House. The consultant responses to Council's questions and subject matter reports may be found as Attachments 1-4 to this memo.

Discussion/Analysis

One of the key considerations in discussing options for the Halsey House is whether it is an historic resource and if so, what are the considerations in dealing with a historic structure. Page and Turnbull (P&T) prepared a Historic Resource Evaluation (HRE) of the Halsey House (Attachment 2). The report concludes the house is considered a local historic resource under Criterion 1 and is eligible for State of California recognition on the California Register of Historical Resources. The report highlights historical features of the house, its occupation history, and alterations of the building throughout the years. P&T also prepared colored exhibits of the Halsey House showing the historical features of the building such as its roof, windows, fireplace and fountains (Appendix A of Attachment 2). Further, the property was listed as a "Local Historic Resource Landmark" by the City Council in 1981. According to the HRE the Halsey House and Redwood Grove express a special historical and aesthetic value to the City of Los Altos through its unique development and setting, and therefore the building and the larger property of the Redwood Grove meet the requirements for listing as a City of Los Altos Historic Landmark.

Under Chapter 12.44.190 of the Municipal Code, The City Historic Preservation Code requires the normal maintenance of a historic landmark that does not involve a change in design, material or external appearance. The chapter does not prevent the construction, reconstruction, alteration, restoration, demolition or removal of any historic resource or historic landmark which has been certified by the city building inspector, or fire chief, or other code enforcement officer as being in unsafe or dangerous condition which cannot be rectified through the use of the California State Historic Building Code. Further, Code section 12.44.090, Termination of Designation, states "The only legitimate reason for terminating the designation of a historic resource or historic landmark is when clear evidence is presented that shows the resource no longer meets the criteria of section 12.44.040 due to loss of integrity and/or historic significance." The HRE has determined the Halsey House retains its local historic significance.

California Environmental Quality Act (CEQA) considerations are an important factor in the overall cost, administration, and decision-making process of the future options for the Halsey House. David J Powers and Associates (DJP&A) prepared the memorandum outlining each of the four proposed options to the Halsey House (Attachment 3). The report details the requirement of an Environmental Impact Report (EIR) for the two options which would remove all or a portion of the Halsey House structure. The project would not have a significant impact on historic resources requiring preparation of an EIR if complete rehabilitation or mothballing are conducted according to the Secretary of the Interior's Standards for Treatment of Historic Properties. EIR's typically take 12 to 18 months to prepare at a cost of $100,000 to $150,000. Complete CEQA considerations may be found in DJP&A's Halsey House – CEQA Considerations and Constraints memo.

There has been discussion over the years of what programs should occur in the Halsey House or some other structure should one be constructed at the site. While the consultant reports did not specifically address such questions, the CEQA report did note the actual use of the building did not impact the requirement of the need for an EIR should structural changes occur to the building. The level and type of recreation programming would be the subject of future discussions aside from the rehabilitation of the building.

Option 1. Full Rehabilitation of the Halsey House (at once or phased)
Description: This option completes full rehabilitation work on the house structure, minor interior modifications to allow for the new restroom, kitchen, accessibility upgrades both within and to the site itself.

CEQA Consideration: This option is Categorically Exempt under CEQA Section 15331 Class 31 and would not result in any delay in the project process assuming no other environmental impacts are identified in the project planning stage.

Pros: This option allows for the preservation and use of the historic resource. An alternative to completing all the rehabilitation work at once is a phased approach to construction. This would allow for the rehabilitation of the main portion of the house, the mothballing of the two side bedroom wings, and possible fundraising efforts to continue to rehabilitate the remaining bedroom wings.

Cons: The total rehabilitation of the Halsey House may take several years to complete and would likely require private or grant funds. Additionally, there would be possible project cost increases due to inflation or other factors if the construction is delayed or phased in completion.

Additional Information: The total known costs to rehabilitate the Halsey House in this manner are $4,666,456*. First step costs associated with this option are estimated at $290,000 and would include the development of conceptual renderings for Council approval and presentation of the

renderings to the Historical, Finance, and Parks and Recreation Commissions for comment. The City would need to work with a local non-profit or fundraising entity to raise funds and consider grant opportunities for this option. The City Manager, at the direction of Council, could identify funding sources which could be used for this option, but private funds are likely needed to complete this project.

Option 2. Partial Rehabilitation and Partial Demolition of the Halsey House.
Description: This option rehabilitates the main section of the Halsey House and demolishes the two-bedroom wings.

CEQA Consideration: This option would cause substantial alterations to the historic structure and likely require the development of an Environmental Impact Report including possible project alternatives and require all feasible mitigation measures to reduce the impact on the historic structure prior to the development of a construction project.

Pros: Allows retention of a portion of the historic Halsey House while allowing for alternative use of the space surrounding the house itself.

Cons: This option eliminates several of the character features which contribute to the structure's historic value. It adds cost and possible time delays due to the EIR requirements. Requires Council to develop a list of findings/determinations to be outlined in the EIR document.

Additional Information: This option would require the City Council to develop a list of findings/determinations to be outlined in the EIR document. In addition, the city building inspector, or fire chief, or other code enforcement officer would need to determine the building is unsafe or dangerous condition which cannot be rectified through the use of the California State Historic Building Code. The total known costs of this option are $3,260,842*.

Option 3. Full Demolition of the Halsey House
Description: This option would demolish the historic Halsey House in its entirety.

CEQA Consideration: Similar to Option 2, this option would cause substantial alterations to the historic structure and require the development of an Environmental Impact Report including possible project alternatives and require all feasible mitigation measures to reduce the impact on the historic structure prior to the development of a construction project.

Pros: Removes the dilapidated Halsey House structure from Redwood Grove and allows for alternative site use.

Cons: This option would permanently remove an historic resource from Los Altos and eliminate the possibility of future generations from utilizing the resource.

Additional information: The total known cost of this option is $288,990*. The city building inspector, or fire chief, or other code enforcement officer would need to determine the building is unsafe or dangerous condition which cannot be rectified through the use of the California State Historic Building Code.

Option 4 Mothballing of the Halsey House
Description: This option would stabilize the existing condition of the Halsey House to prevent further deterioration of the structure itself.

CEQA Consideration: This option is Categorically Exempt under CEQA Section 15331 Class 31 and would not result in any delay in the project process assuming no other environmental impacts are identified in the project planning process.

Pros: Stabilizes the existing historic structure and allows for possible rehabilitation efforts to occur at some point in the future.

Cons: This option does not address current opportunities nor the long-term plan for the historic Halsey House. The structure would still require on-going maintenance and costs, meaning an annual appropriation for upkeep would be necessary.

Additional information: The total known costs for this option are $246,750*. This option should be considered a short-term solution, and staff would ask the City Council to consider options #1-3, as described above, in the near future.

** Cost estimate includes related hard costs, CEQA considerations if required, and 15% percent addition for pre-construction soft costs associated with each option such as construction plans, specifications, project management, etc. Actual option costs will likely be higher due to additional costs associated with unknown conditions as identified in the ARG Pricing and Feasibility Study, Appendix A Cost Estimate*

Additionally, flood plain impact considerations may range from modest cost impacts to significant cost impacts. Further investigation and study are recommended should City Council desire to proceed with Options 1-3 as outlined in Attachment 5, Halsey House Feasibility Study Floodplain Management Review.

ATTACHMENT 1

City Council Halsey House Follow Up Questions and Consultant Responses

City Council requested additional information regarding the Halsey House at its March 23, 2021 meeting. Below are the list of questions and responses from the following consultants and staff: Page and Turnbull (P&T), David J. Powers and Associates (DJP&A), and Architectural Resources Group (ARG), Jolie Houston, City Attorney (JH).

1. What would trigger a "delisting" process?
   Response: The following section of the Los Altos Municipal Code addresses terminating the designation of a historic resource or historic landmark:
   12.44.090 - Termination of designation.
   The only legitimate reason for terminating the designation of a historic resource or historic landmark is when clear evidence is presented that shows the resource no longer meets the criteria of Section 12.44.040 due to loss of integrity and/or historic significance.

   Since multiple historians have evaluated the Halsey House and deemed it to be a historic resource that still maintains its integrity, it would appear that delisting the structure is prohibited by the Municipal Code.

   It should be noted that, even if it were possible, delisting the Halsey House from the City's list of Historic Landmarks would not change any requirements under CEQA. Because the structure has been deemed eligible for listing in the California Register of Historic Resources (CRHR), it qualifies as a historic resource under CEQA regardless of whether it is officially listed in the CRHR or the City's list of Historic Landmarks. DJP&A

2. What is the clear process if the city would pursue demolition of the Halsey House?
   Response: After the CEQA process (see DJP&A's report), approved demolition should only require a demolition permit. – ARG

3. What is the step-by-step process for each of the four options?
   Response: The scope of work for each of the four options is detailed in ARG's Pricing and Feasibility Study. - ARG

4. What is the cost estimate for each of the four options?
   Response: The cost for each of the four options is detailed in ARG's Pricing and Feasibility Study. – ARG

5. What are the legal obligations/risks for each of the four options?
   Response: If the City does not follow the CEQA requirements outlined by DJP for the four options, then the City may be exposed to legal risk. – JH

6. What would be the impact on the redwood grove with each of the four options?
   Response: Page & Turnbull's August 2021 Historic Resource Evaluation (HRE) determined that the Halsey House and Redwood Grove are individually eligible for listing in the CRHR. The impact to the historic integrity and character defining features of the Redwood Grove resulting from the potential removal of the Halsey House has not been analyzed. A qualified historian would need to complete an impact assessment to determine whether the removal or partial demolition of the Halsey House would alter the historic status of the Redwood Grove. – DJP&A

7. What does "adaptive reuse" mean with each option?
   Response: The term "adaptive reuse" is commonly defined as "the process of reusing an existing building for a purpose other than which it was originally built." Only options Option 1 (Full Rehabilitation) and Option 2 (Partial Rehabilitation) would be considered adaptive reuse, where the residential structure is being repurposed for general recreation programming. – ARG

8. Does "adaptive reuse" meet the Secretary of the Interior requirements?
   Response: It depends. According to the Secretary of the Interior's Standards for the Treatment of Historic Properties (Standards), the term "rehabilitation" is "the process of returning a property to a state of utility, through repair or alteration, which makes possible an efficient contemporary use while preserving those portions and features of the property which are significant to its historic, architectural, and cultural values." Thus, rehabilitation acknowledges the need to alter or add to a historic property to meet continuing or changing uses. Whether adaptive reuse meets the Standards does not necessarily depend upon the nature of the new use to which a property is put. Rather, the adaptive reuse meets the standards if "those portions and features of the property which are significant to its historic, architectural, and cultural values" are preserved. Very frequently, adaptive reuse is done in a manner that does not meet the Standards, for example, because full rehabilitation is cost prohibitive. However, adaptive reuse can be done in manner that meets the Standards. - ARG

9. How much does a Secretary of the Interior Standards for Rehabilitation historic resources evaluation cost?
   Response: Page & Turnbull charge $3,500 for this deliverable. It may be helpful to also include time in the budget to participate in calls or meetings, in which case P&T would recommend $4,500 for the task. – Page & Turnbull

10. What are the CEQA requirements for each option and how much does it cost?
    Response: Please refer to the CEQA Considerations and Constraints Memo dated August 25, 2021 for this information. – DJP&A

11. What are the ADA access costs or other required site work costs associated with each option?

Response: Accessibility site upgrades and their associated costs are detailed in ARG's Pricing and Feasibility Study. Upgrades were based on assumptions about building use and occupancy, but generally include an accessible path of travel to and around the building and accommodations for level change within the building. -ARG

12. Does the Council feel that the historic value/integrity of the Halsey House needs to be further assessed?
    Response: None provided, Council to decide

13. Does the contemplation of a new structure, regardless of what it is, change the CEQA or legal risk analysis for a full or partial demolition?
    Response: Contemplation of a new structure would not alter the CEQA risk analysis in the sense that full or partial demolition would result in a significant unavoidable CEQA impact regardless of whether a new structure is proposed. However, the impacts of constructing and operating the new structure would also need to be considered in the CEQA document prepared for the project. The CEQA analysis would need to include an assessment from a historian regarding potential impacts of the new structure on the historic status of the Redwood Grove. - DJP&A

ATTACHMENT 2

PAGE&TURNBULL

HALSEY HOUSE
HISTORIC RESOURCE EVALUATION

LOS ALTOS, CALIFORNIA
[21130]

PREPARED FOR THE CITY OF LOS ALTOS
August 30, 2021

Cover image: Theodore and Emma Halsey in the rear courtyard of Halsey House, circa 1924. Source: Los Altos History Museum Collections.

TABLE OF CONTENTS

I. INTRODUCTION

This Historic Resource Evaluation (HRE) has been prepared at the request of the City of Los Altos for the building at 482 University Avenue (located within APN 175-30-021), historically called the Halsey House. The Halsey House, which is located in the approximately six-acre Redwood Grove, is owned by the City of Los Altos. The property is located along the city boundary of Los Altos and Los Altos Hills to the west. It is reached via an access road on the west side of University Avenue **(Figure 1)**.

Built in 1923 for Theodore Vail Halsey and Emma Wright Halsey by an unknown architect, the Halsey House was used as a single-family residence until 1945. In 1945, the property was sold to the Besseys and was converted into two residential units soon after. In 1974, the property was purchased by the City of Los Altos to serve as a park. At that time, the building was converted to a nature center for educational and recreational programming. In 2008, the building was closed to the public, and since 2008, the Halsey House has been vacant.

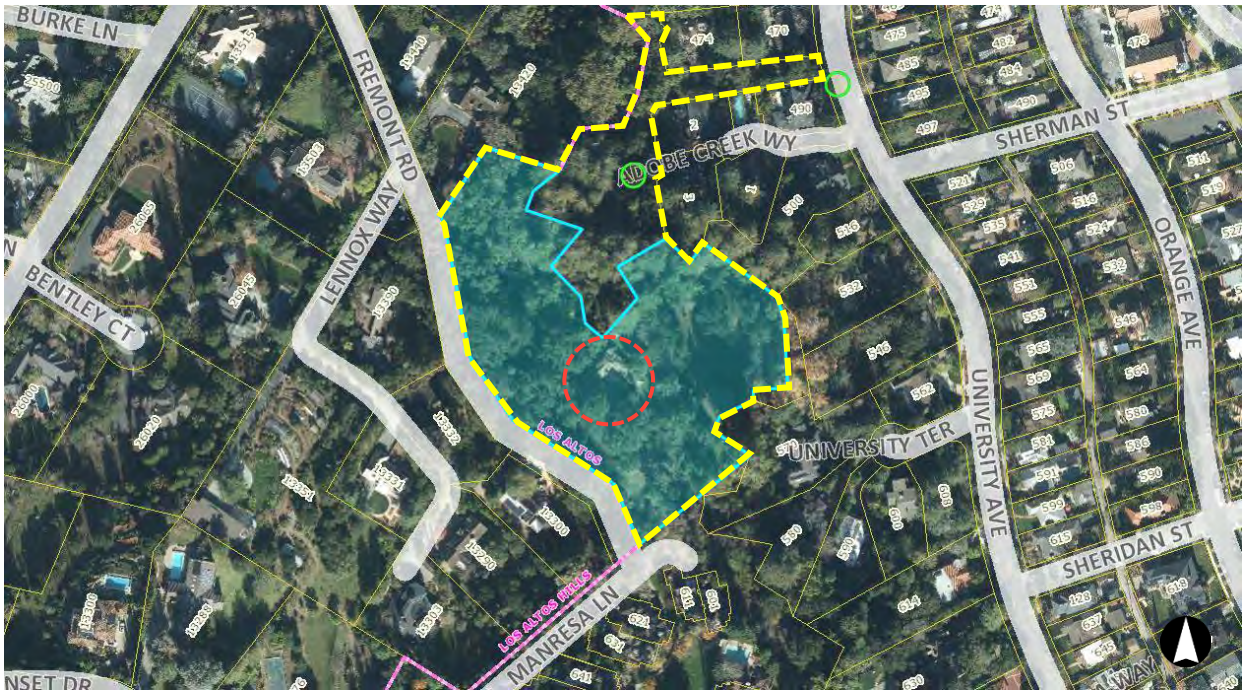

Figure 1: The location of the subject property (shaded blue), with the Halsey House identified by the dashed red circle. The larger area of Redwood Grove and the approximate boundary of the historic property of Halsey House is shown with a dashed yellow line. Source: Santa Clara County SCC Map.

Methodology

This report follows a standard outline for Historic Resource Evaluations (HREs) and provides a summary of the building's current historic status, an architectural description, a historic context for

the development of the Halsey House and Los Altos, and a narrative description of the subsequent changes to the Halsey House since its construction in 1923. This report includes an evaluation of the property's eligibility for listing in the California Register of Historical Resources and includes an updated evaluation of the property according to the Los Altos Historic Resource Inventory Criteria for Evaluation.

Page & Turnbull prepared this report using research provided by the City of Los Altos and the Los Altos History Museum, as well as various online sources including Ancestry.com, the California Digital Newspaper Collection, and Newspapers.com. Key primary sources consulted and cited in this report include Sanborn Map Company fire insurance maps, City of Los Altos records, historical newspapers, a 2001 oral history with Eugenia Halsey Buss in the collection of the Los Altos History Museum, and historic photographs provided by the Los Altos History Museum and Katherine Halsey Buss. Page & Turnbull also reviewed secondary source material including the *Halsey House Historic Structures Report* completed by Architectural Resources Group (ARG) in 2019, as well as additional reports on the building's material and structural condition, and studies on its reuse.

Page & Turnbull staff conducted a site visit to the Halsey House on June 22, 2021. All photographs within this report were taken at that time, unless otherwise noted.

Summary of Findings

This Historic Resource Evaluation finds that the Halsey House is eligible for the California Register under Criterion 1 (Events) at the state level of significance as an excellent example of the residential development patterns of Los Altos and for the establishment of the Redwood Grove, which is a unique property developed by Emma Halsey and her Japanese gardener, Mori, in the 1920s. Page & Turnbull did not find the property significant under Criterion 2 (Persons), Criterion 3 (Design/Architecture), or Criterion 4 (Information Potential).

Additionally, Page & Turnbull reviewed the Halsey House's existing historic status as a City of Los Altos Historic Landmark and found that the building continues to meet the necessary criteria for age and physical integrity, despite the ongoing issues of the building's condition. While Page & Turnbull found the property to be eligible for the California Register under different criteria than it was listed under as a local landmark, Page & Turnbull agrees that the property is a rare or unique example and remains eligible as a Historic Landmark of Los Altos.

The Halsey House was additionally identified as a possible contributor to the University/Orange Historic District during the 1990 architectural survey. This district has never been formally adopted. From an initial review of the University/Orange Historic District, Page & Turnbull believes that the

Halsey House does not fit the overall character of the eligible district due to its secluded location far removed from the street and its unique wooded and semi-rural setting.

II. EXISTING HISTORIC STATUS

The following section examines the national, state, and local historic status currently assigned to the Halsey House.

National Register of Historic Places

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

The subject property is not currently listed on the National Register.

California Register of Historical Resources

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

The subject property is not currently listed on the California Register.

California Historical Resource Status Codes

Properties listed or under review by the State of California Office of Historic Preservation are listed within the Built Environment Resource Directory (BERD) and are assigned a California Historical Resource Status Code (Status Code) of "1" to "7" to establish their historical significance in relation to the National Register of Historic Places (National Register) or California Register of Historical Resources (California Register).[1] Properties with a Status Code of "1" or "2" are either eligible for listing in the California Register or the National Register, or are already listed in one or both of the registers. Properties assigned Status Codes of "3" or "4" appear to be eligible for listing in either register, but normally require more research to support this rating. Properties assigned a Status Code of "5" have typically been determined to be locally significant or to have contextual

[1] California State Office of Historic Preservation, Built Environment Resource Directory (BERD), Santa Clara County, updated March 2020.

importance. Properties with a Status Code of "6" are not eligible for listing in either register. Finally, a Status Code of "7" means that the resource has not been evaluated for the National Register or the California Register, or needs reevaluation.

The subject property is listed in the BERD database for Santa Clara County with a status code of "7N1," assigned during the 1990 survey that led to the establishment of the Los Altos Historic Resource Inventory in 1997.[2] A 7N1 status code means that the property "Needs to be reevaluated (former status code 4) - may become NR eligible with restoration or other specific conditions."[3] The most recent update to the BERD database was in March 2020.

City of Los Altos Historic Resource Inventory (HRI)

The City of Los Altos maintains a Historic Resource Inventory (HRI) that serves as an official list of Historic Resources, designated Historic Landmarks, and designated historic district contributors. For the City of Los Altos, a Historic Resource is defined as "a property or structure that has been determined to be over 50 years old, retains its physical integrity, has historical, architectural, cultural, and/or aesthetic value, and is listed on the HRI."[4] A City of Los Altos Historic Landmark is a Historic Resource that has a higher level of significance (i.e. an outstanding example of design or construction, the first, last or only example of its type, or the location of a highly significant event of local, statewide, or national significance).[5] While the definition of Historic Resources is limited to buildings or structures, Historic Landmarks can also include improvements, natural features, and sites or areas of land, under single or common ownership.[6]

When the Los Altos HRI was first established in 1997, the HRI used the Kalman Scale, a "numerical evaluation system derived from *The Evaluation of Historic Buildings* by Harold Kalman," to quantitatively analyze and rank the significance of potential historic resources.[7] Los Altos used the Kalman scale through 2010.[8]

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[2] While the BERD database does not supply the date of the survey, however, it appears to have been the 1990s Los Altos architectural survey due to the information included in the individual building records in the database. The Department of Parks and Recreation Primary Record form (DPR 523A form) and Department of Parks and Recreation Building, Structure, and Object forms (DPR 523B form) completed in 1997 for the HRI stated that the building is a good example of the Spanish Colonial Revival style, but did not provide a status code for the property.

[3] For the status code assigned to the Halsey House refer to: California State Office of Historic Preservation, Built Environment Resource Directory (BERD), Santa Clara County, updated March 2020; for the meaning of a 7N1 status code, refer to: California State Office of Historic Preservation, "California Historical Resource Status Codes," updated March 2020, 3.

[4] CIRCA: Historic Property Development, *City of Los Altos Historic Resource Inventory*, (October 2012), I-4.

[5] Ibid., I-14.

[6] Ibid.

[7] Adaptations of the method used by Kalman was a common evaluation approach widely used in the late 1970s, prior to the establishment and standardized use of the National Register and California Register criteria for the evaluation of potential historic resources. Ibid., I-2.

[8] Ibid., I-5.

In 2012, the HRI was revised and the criteria for evaluation were aligned with the existing evaluation criteria for both the National Register and California Register. Today, a historic resource for the City of Los Altos is determined through establishing that it meets the age threshold of fifty years, retains its physical integrity, and meets one or more of the criteria for historic significance.[9]

The Halsey House and the larger property of Redwood Grove was listed as a City of Los Altos Historic Landmark in May 1981 and was listed as a Historic Landmark in the HRI when it was established in 1997. During a 1990 historic property survey of Los Altos' historic resources, the Halsey House was analyzed with the Kalman Scale and was given a rating of 95 out of 100 points.

Updated Department of Parks and Recreation Primary Record form (DPR 523A form) and Department of Parks and Recreation Building, Structure, and Object forms (DPR 523B form) were completed for the Halsey House in July 2011 as part of the effort to update the HRI. These DPR forms state that the Halsey House was significant for its association with the Halsey family as an important early Los Altos family and as a fine example of the Spanish Eclectic style.[10] The building was also identified as a possible contributor to a proposed University/Orange Historic District. The Halsey House was given an updated Kalman Scale score of 73 and assigned the California Resources Historical Resources Status Codes of 5S1 and 5D2.[11] These status codes mean that the resource is "Individually listed or designated locally" and a "contributor to a multi-component resource that is eligible for local listing or designation," respectively.[12] While the 2011 DPR forms were completed for the building and not the larger property, despite their listing as a single Historic Landmark, the evaluation included mention of the Redwood Grove as "a notable natural landmark within the City of Los Altos."[13]

As noted in the section above (refer to **Existing Historic Status: California Historical Resource Status Codes**), the building currently has a status code of 7N1 in the BERD database that appears to date from the 1990 architectural survey. It appears that the 5S1 and 5D2 status codes from the 2011 HRI update were never submitted to the Northwest Information Center to be recorded in the BERD database.

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[9] Ibid., I-11 to I-14.
[10] Circa: Historic Property Development. "Halsey House (Redwood Grove Park). State of California DPR 523A and 523B forms. Completed March 2009.
[11] Although an updated Kalman Scale score was listed on the 2011 DPR forms, the breakdown of the numbers assigned within each category was not included and staff at the City of Los Altos were unable to located this revised Kalman Score analysis at this time.
[12] California State Office of Historic Preservation, "California Historical Resource Status Codes," updated March 2020, 2.
[13] Circa: Historic Property Development. "Halsey House (Redwood Grove Park). State of California DPR 523A and 523B forms. Completed March 2009, 3.

III. ARCHITECTURAL DESCRIPTION

The Halsey House is currently vacant and has been boarded up and encircled by chain link fencing. The following description is based on a site visit that included access to the interior of the building to investigate existing windows and doors, a partial tour of the exterior of the building's perimeter wall within the chain-link fencing, as accessible, a view of the rear courtyard from over the south courtyard wall, and a walk of the perimeter of the building outside the chain-link fencing. Historic photographs from the Los Altos History Museum, various plans of the building provided by the City of Los Altos, information included in the 2019 Historic Structure Report by ARG, and photographs from 2003 and circa 2009 that were supplied by the City of Los Altos, were used to verify the building's design and the presence of features that are not currently visible from the exterior.

Figure 2: Bird's-eye view of the Halsey House. Source: Google Maps, 2021.

The Halsey House is a one-story stucco-clad building with a clay tile hipped roof **(Figure 2)**. The building is generally U-shaped and is arranged around a rear courtyard with a courtyard wall that spans the south ends of the east and west wings. Extant original windows consist of a variety of multi-lite wood windows that include asymmetrically divided three-over-one double-hung sash, six-lite casement windows, small four-lite casement windows, some one-over-one double-hung windows, and two pairs of six-lite slider windows (one set of which is now missing). The asymmetrically divided three-over-one double-hung sash are the primary window type of the residence and will be referred to as "typical double-hung windows" throughout this report. Non-historic windows consist of a jalousie window and some fixed single-lite windows. Some of the

existing one-over-one double-hung sash are windows that replaced original three-over-one windows. The building also retains a number of original wood-frame doors that include paired ten-lite fully glazed French doors, which will be referred to as "typical French doors" within this report. These typical French doors are often paired with multi-lite sidelights in either a five-lite or ten-lite configuration.

Primary (North) Façade

The primary façade consists of an entrance porch at the east corner with north- and east-facing walls, the main length of the building along its north side, and the north- and east-facing walls of the 1928-addition located at the west corner of the north façade **(Figure 3)**.[14]

Figure 3: Primary (north) façade of the Halsey House, largely hidden by chain-link fencing. Looking slightly southeast.

The entrance porch at the northeast corner of the building is reached via low concrete steps that are tinted a warm red color and rise to a concrete landing that is square in shape. Within the north-facing wall of the entrance porch are typical French doors with 10-lite sidelights **(Figure 4)**. The east-facing wall contains the primary entrance to the residence that consists of a 15-lite fully glazed, single-leaf door with five-lite sidelights. This entrance door and surround retains its historic hardware including a doorknob, door lock, and doorbell. An original metal wall-mounted lamp is located to the south (left) of the entrance surround, and a small four-lite casement window is located at the south edge of the east-facing wall. A historic wood pergola is located over the

[14] The Halsey House is oriented west of true north, but this report refers to the primary façade as facing north, the rear façade as facing south, etc. In actuality, the entrance porch is aligned to true north.

entrance porch and features decorative profiled ends **(Figure 5)**. Non-historic corrugated plastic is located over the pergola to serve as a roof.

Figure 4: Entrance porch at northeast corner of building. Looking southwest.

Figure 5: Wood pergola and plastic roof over entrance porch at north façade. Looking southwest.

Figure 6: Interior view of French doors that open to north patio along north façade. Looking slightly northwest.

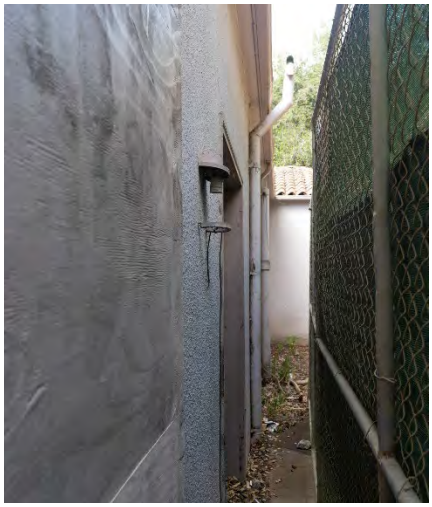

Figure 7: Extant original wall-mounted lamp between French doors at north façade. Looking slightly southwest.

The main length of the north façade features three evenly spaced typical French doors without sidelights that open onto the concrete north patio **(Figure 6)**. Two original wall-mounted lamps (missing their glass covers) are located to either side of the center pair of French doors **(Figure 7)**. Two sets of three windows are located along the west (right) portion of the façade. The east (left) set of three windows consists of replacement windows with fixed glass flanking a center jalousie window, while the west (right) window arrangement consists of three historic six-lite windows that were installed during the erection of the 1928 addition **(Figure 8)**.

The east facing wall of the 1928 addition has a secondary entrance with a non-historic single-leaf wood replacement door reached by three tinted concrete steps that match the north patio **(Figure 9)**. The north-facing wall of the addition features three typical double-hung windows.

Figure 8: Interior view of jalousie and fixed windows along primary façade. Looking northeast.

Figure 9: Secondary entrance to 1928 addition at west end of primary façade. Looking northwest.

East Façade

The east façade features several window types and one set of doors. From left to right (south to north), openings consist of paired six-lite slider windows, typical French doors, one typical double-hung window, two smaller replacement one-over-one double-hung windows (note, Figure 10 shows the original three-over-one windows at this location in 2003), two typical double-hung windows, and a group of four typical double-hung windows **(Figure 10)**.

Figure 10: East façade of Halsey House in 2003. Source: City of Los Altos.

West Façade

The west façade contains the west- and south-facing walls of the 1928 northwest addition and the west-facing wall of the original portion of the residence **(Figure 11 and Figure 12)**. Along the west-facing wall of the addition, the building features a brick exterior chimney that is centered on the wall and two paired typical double-hung windows to the north (left) of the chimney. The south-facing wall of the addition consists of a single typical double-hung window at its west (left) side, a wood infilled window opening with a wood frame, and a rectilinear horizontal fixed window.

Figure 11: South-facing wall of 1928 addition. Looking north. Source: *Halsey House HSR* by ARG, taken in May 2019.

Figure 12: West façade of original section of residence. Looking slightly southeast. Source: *Halsey House HSR* by ARG, taken in May 2019.

The length of the original section of the building features a number of openings, including one door. From left to right (north to south), these openings consist of a group of three typical double-hung windows, one typical double-hung window, a single-leaf partially glazed wood panel door, a group of three typical double-hung windows, one small four-lite casement window, one typical double-hung window, and two typical double-hung windows.

Rear (South) Façade

The south façade of the Halsey House features the south-facing walls of the east and west wings of the building and the rear wall of the courtyard that spans these two wings **(Figure 13)**. The south facade of the west wing contains a group of three typical double-hung windows centered along this wall **(Figure 14)**. The south wall of the courtyard consists of a tall stucco-clad wall that features one round-arched opening with a wood plank door that is located near the east wing. Along the exterior of this courtyard gate are three semi-circular stone steps that descend to the height of the rear

courtyard, which is slightly below the grade of the property to the rear **(Figure 15)**. The south façade of the east wing features an asymmetrically placed opening that originally featured paired six-lite sliding windows that have since been removed due to damage.

Figure 13: South façade with rear courtyard wall. Looking slightly northwest. Source: HSR by ARG, taken in May 2019.

Figure 14: Interior view of three grouped typical double-hung windows along south façade of west wing. Looking southeast.

Figure 15: Semi-circular steps to gate in south façade of courtyard wall. Looking down and slightly northwest.

Rear Courtyard

The rear courtyard is surrounded by the residence on three sides (north, east, and west) and is enclosed along its south side by a stucco-clad wall with a round-arched gate (refer to description of the **Rear (South) Façade**, above).

Figure 16: View of rear courtyard, looking north. Red dashed outline shows original patio. Yellow dashed outline shows area of concrete infill.

Figure 17: View of original stone paving, fountain, and seating. Looking down and west from top of courtyard wall.

The courtyard features a tinted cement patio at its north end that matches the design of the north patio. The center portion of the courtyard has been infilled with concrete with small planting areas along both the east and west sides **(Figure 16)**. The south portion of the courtyard retains its original stone and concrete paving with low steps and lined planting beds. A small fountain is attached to the south courtyard wall and is flanked by two curved buttresses that are designed to double as benches **(Figure 17)**.

Figure 18: West side of courtyard (east-facing wall), looking northwest.

Figure 19: North and east sides of rear courtyard (south- and west-facing wall). Looking north over rear courtyard wall.

Along the west side of the courtyard, the east-facing wall of the Halsey House features, from south to north (left to right): one typical double-hung window, one ten-lite single-leaf fully glazed door that opens onto a small concrete landing with three steps and a metal railing, two small four-lite casement windows, three separate typical double-hung windows, and a pair of typical French doors that open to a small non-historic concrete landing with three steps **(Figure 18)**.

Along the north side of the courtyard, the south-facing wall of the Halsey House features a centered exterior chimney that is clad in stucco to match the finish of the residence **(Figure 19)**. Two typical French doors with five-lite sidelights are located to either side of the chimney.

Along the east side of the courtyard, the west-facing wall of the Halsey House features, from north to south (left to right): two sets of typical French doors, paired typical double-hung windows, paired one-over-one double-hung windows, one slightly shorter three-over-one double-hung window, and one one-over-one double-hung window **(Figure 19)**.

Site

The Halsey House is located to the south of Adobe Creek and is reached via an access road along the south side of University Avenue **(Figure 20)**. The surrounding property of Redwood Grove Park is marked by mature trees primarily consisting of redwoods and oaks.

Figure 20: Access road at south side of University Avenue. Looking east into the Redwood Grove.

Figure 21: Caretaker's cottage within Redwood Grove Park. Looking northeast.

The only other building on the property is the caretaker's cottage that is located to the northeast of the Halsey House near the access road from University Avenue **(Figure 21)**. A wood flagpole, which appears historic but was installed at an unknown date, is located to the east of the Halsey House **(Figure 22)**. Contemporary benches, picnic tables, trash cans, signage, and non-historic concrete paving have been installed since the property became a city park **(Figure 23)**. A non-historic wood bridge was installed recently over Adobe Creek.

Figure 22: Wood flagpole to the east of Halsey House. Looking south.

Figure 23: Looking south within Redwood Grove Park. Caretaker's cottage at right; non-historic paving and signage visible.

IV. HISTORIC CONTEXT

Brief History of Los Altos

Prior to European settlement of the Santa Clara Valley, the area of modern Los Altos was inhabited by the Ohlone peoples. As many as 40 permanent villages rimmed the San Francisco Bay, and remnants of an Ohlone village and burial ground have been found in Los Altos through archeological investigation.[15]

European settlement of the Santa Clara Valley began with the establishment of the Franciscan Mission of Santa Clara de Asís in 1777. Spanish colonizers and Franciscan friars established Mission Santa Clara and 20 other California missions to convert local indigenous peoples to Catholicism, expand the Spanish colonial sphere of influence, and establish a colonial society through the mission system. While the system claimed to be based on the voluntary conversion of neophytes, large numbers of Native Americans were forcibly relocated to support the missions, devastating cultural continuity for many communities, and decimating indigenous populations through exposure to disease.[16] Following the Secularization Act of 1833, the missions and the Franciscan order were stripped of their extensive land holdings throughout the state, and the land was awarded by the Mexican government to a number of individuals as rewards for their political or military service, or as personal favors. Two of these land grants, Rancho La Purisima Concepcion and Rancho San Antonio, later became part of the Fremont Township within Santa Clara County in 1851 and include the area of modern Los Altos.[17]

The following brief history of Los Altos' early ranching, orchard, and residential development is excerpted from the Historic Context within the *City of Los Altos Historic Resource Inventory* as revised in April 2011:

> In the early rancho days, much of the Santa Clara Valley was used for cattle grazing. This activity later gave way to wheat and grain fields in the 1860s and 1870s. Mountain View was the principal settlement in the area and grew primarily as a result of the old Mountain View Station, a stage stop located along the San Francisco-San Jose Stage Road. This route today is known as El Camino Real.

[15] The brief development history of Los Altos has largely been summarized from the following source: Circa: Historic Property Development, *City of Los Altos Historic Resources Inventory Report,* completed for the City of Los Altos, April 2011.
[16] Robert Archibald, "Indian Labor at the California Missions," *The Journal of San Diego History*, Spring 1978, v. 24, no. 2, accessed July 2021, https://sandiegohistory.org/journal/1978/april/labor/; Charles Wollenberg, *Golden Gate Metropolis: Perspectives on Bay Area History* (Berkeley, California: Institute of Governmental Studies, University of California, Berkeley, 1985), 44-48.
[17] Shirley Eastman, "History of the Los Altos Area" in *Memories of Los Altos*, ed. Joe Salameda (Los Altos: Los Altos Historical Society, 1982).

When the Southern Pacific railroad came through in 1864, the line was located about a mile from Mountain View Station, bypassing what was known as Old Mountain View (near present day Calderon). The "New Mountain View" was officially laid out in 1865 at the present downtown area along Castro Street. Settlement in and around Los Altos area grew as a result of the railroad and Mountain View was the center for all business activity for these early residents. [....]

Many believe that the real beginning of Los Altos start[ed] with the Altos Land Company and acquisition of Sarah Winchester's 100 acres in 1906. This land became what is known today as the downtown triangle.

The earliest account, date[d] August 2, 1906, was found in the *Palo Alto Times* in an article describing the purchase of the 100 acres mentioned above by the Interurban Electrical Railway for a right-of-way. It mentioned the creation of a new town-site to be called "Banks and Braes." Just when the name was changed to Los Altos is unknown, but we do know that the Altos Land Company and the University Land Company were formed in 1907. An October 2, 1913 issue of the *Mayfield News*, however, describes the townsite as being sold again and placed solely into the hands of Paul Shoup and George Herbert, a San Jose fruit packer. The deal is described as one of the most important real estate transactions in Santa Clara County.

With the establishment of the town in 1907 came the beginnings of subdivisions (although a few earlier subdivisions were recorded prior to 1907). [....]

The original town contains the University Avenue neighborhood. This early and very elite neighborhood contains a variety of architectural house types which are unified mainly by the street layout and alleyways. The lot sizes and scales of these homes vary in size greatly; yet there is a continuity of form in the streetscape in most cases. Dates in this area range from 1908 to the 1930s and buildings in many cases are probably architect-designed judging from the styles found, and the social status of people who occupied these buildings. Many of the homes in the district began as summer homes for prominent San Francisco businessmen and their families while others remained year-round living quarters for businessmen who commuted on the train.

[....] By 1911, according to Eastman's history of the town, Los Altos had only fifty homes; by 1913, only thirty-two telephones had been connected. The majority of

> properties in the residential context are homes built in the 1920s and 30s, reflecting the growth of the area.[18]

Although the residential areas of Los Altos continued to grow, particularly as the automobile provided more independent travel options between the towns and rural areas of the Peninsula and the surrounding cities of the Bay Area, the area of Los Altos remained home to a flourishing orchard industry until the post-World War II period. After the war, due to the extreme demand for housing, land became more valuable for development than farming and many of the orchards were closed, sold, and subdivided for residential development. As described by the City of Los Altos in a brief history:

> The town's name gradually spread informally to identify a much larger unincorporated area served by the Los Altos School District formed in 1910, including what is today Los Altos Hills and portions of other neighboring towns.
>
> This larger community's population exploded after World War II, and on December 1, 1952, an expanded Los Altos became the eleventh city in Santa Clara County. As a result of decreased interest in train travel due to the wide adoption of the automobile, the Southern Pacific Railroad, an essential part of the town's founding, ceased operation here in 1964, and its right-of-way became Foothill Expressway.[19]

[18] Circa: Historic Property Development, *City of Los Altos Historic Resources Inventory Report,* completed for the City of Los Altos, April 2011, II-4 to II-8.
[19] "History of Los Altos," *City of Los Altos,* Accessed July 2021, https://www.losaltosca.gov/community/page/history-los-altos

V. SITE HISTORY

Site Development

Prior to the construction of the Halsey House in 1923, the approximately six acres of land of the future Redwood Grove was the site of a two-bedroom summer cottage owned by William H. and Myra E. Wright, the parents of Emma Wright Halsey. The location, according to Halsey family lore, was found by Emma for her parents, who were looking for a summer get-away along the Peninsula. The Wrights purchased the property in 1912 and constructed a summer cottage, to be used seasonally as "a place in the sunshine" to escape the summer fog of San Francisco.

When Emma Wright married Theodore Vail Halsey in 1915, their marriage took place on the grounds of the Wrights' summer retreat, and the property was given to the newlyweds as a wedding present.[20] The Halseys initially continued to use the Los Altos property seasonally while living in San Francisco, but in 1923 they decided to live in Los Altos permanently and had the existing summer cottage demolished and the Halsey House constructed.

Construction Chronology of the Halsey House

The Halsey House was constructed in 1923 by an unidentified architect or builder. The 1926 fire insurance map by the Sanborn Map Company is the first map to show the original footprint of the residence. As constructed, the residence was U-shaped with the east wing slightly shorter in length than the west wing; the extant northwest addition that was constructed in 1928 for Myra Wright was not yet present **(Figure 24)**. Early Halsey family photographs show the north façade of the residence prior to the construction of the addition and confirm that the north façade originally included the three pairs of French doors and three eight-lite casement windows (now replaced with a jalousie window and two fixed windows) **(Figure 25)**.

[20] "Eugenia Halsey Buss Interview, August 23, 2001," transcribed interview of Eugenia Halsey Buss (and Robert Buss) by Don McDonald, Los Altos History Museum, Oral History Program.

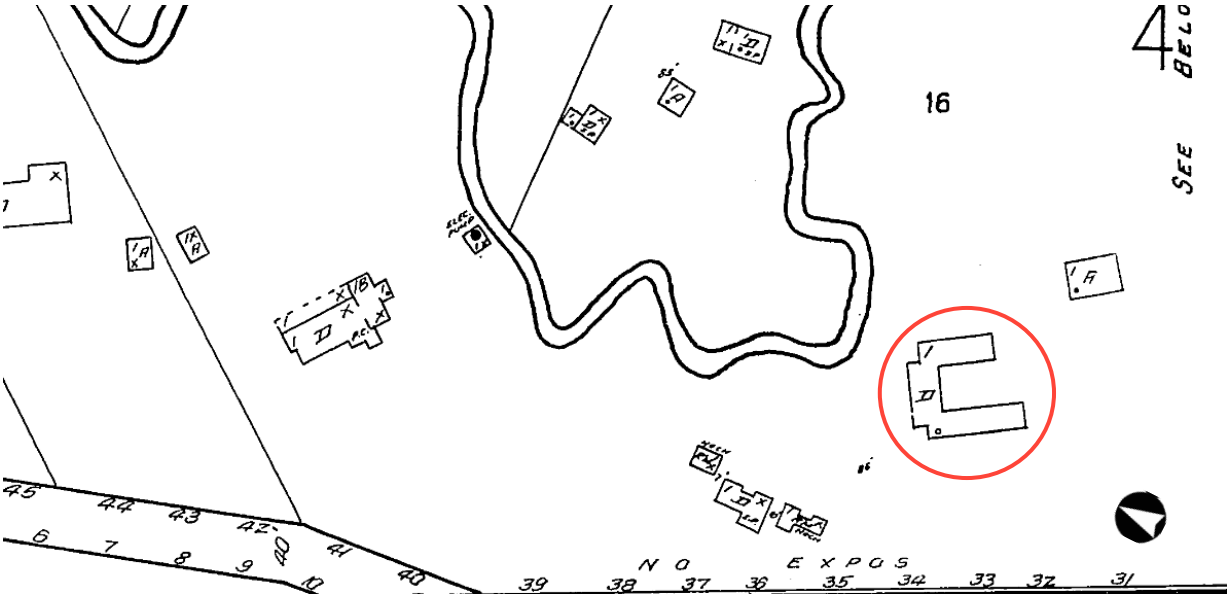

Figure 24: Sanborn Map Company fire insurance map from 1926 showing the subject building's original footprint, circled in red. Source: San Francisco Public Library. Edited by Page & Turnbull.

Figure 25: Two photographs of the Halsey House prior to 1928, showing the original full length of the primary (north) façade which ended just west of the three grouped eight-lite casement windows. Source: Los Altos History Museum Collections, courtesy of Katherine Halsey Buss.

In 1928, the northwest addition was constructed to provide a separate apartment with a separate entrance for Emma's mother, Myra Wright.

At some time in the 1930s, an addition was made to the east wing, extending it to be equal in length to the west wing. Early photographs of the rear courtyard show the shorter east wing and the original location of the courtyard gate in the east wall of the courtyard, prior to its relocation to the south wall of the courtyard **(Figure 26 and Figure 27)**. The extension of the east wing added an additional bedroom and bathroom to the residence that were used to house a live-in servant,

variously a maid or a cook.[21] While none of the available photographs of the Halsey House during the Halseys' residency show this addition as completed, it is mentioned within the oral history with Eugenia Buss and in other communications with Halsey descendants.

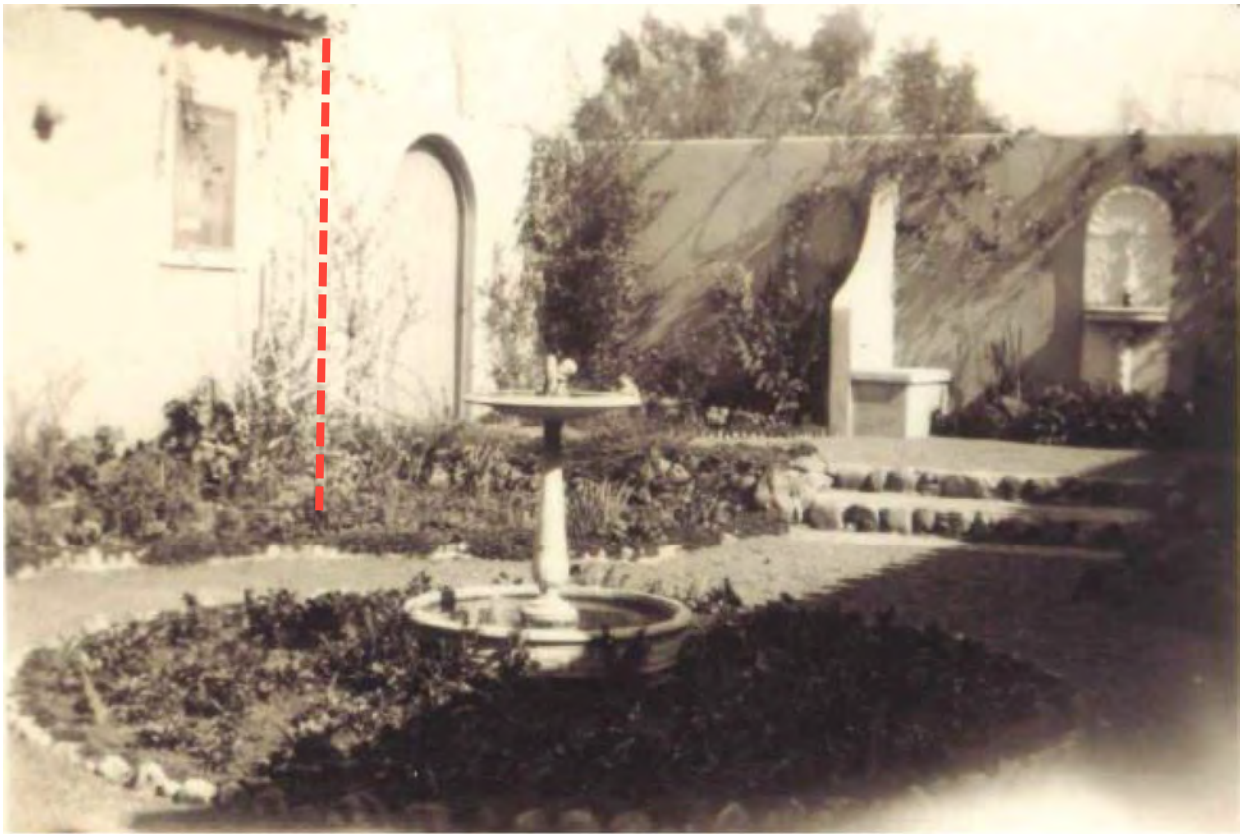

Figure 26: Historic photograph of the courtyard in the late 1920s or early 1930s, showing the original configuration of the east wing and the courtyard wall. The red dashed line indicates the original end of the east wing prior to the construction of an addition at an unknown date likely in the 1930s. Today the round-arched courtyard door is located in the south wall, just left of the bench in this photograph. Source: Los Altos History Museum Collections. Edited by Page & Turnbull.

One other alteration known to have been completed during the ownership of the Halsey family is the construction of the wood pergola structure over the entrance porch at the east end of the primary façade. While the entrance porch originally featured a small shed roof over the primary entrance (visible in the left photograph at Figure 25), a photograph from the late 1930s or early 1940s shows the addition of a wood post at the northeast corner of the entrance porch that

[21] Email communication between Katherine Buss and staff of ARG, May 30, 2019. Based on her memories of Halsey family history, Katherine Buss recalls that the family had a live-in cook.

indicates that the pergola was present at this time **(Figure 28)**.[22] The plastic corrugated roofing was added later and is not historic.

Figure 27: Emma Halsey, in the 1920s, at the open courtyard gate in its original location along the east courtyard wall. Looking east into the larger property. Source: Los Altos History Museum Collections.

Figure 28: Portrait of unidentified women, taken near the creek in front of Halsey House in the late 1930s or early 1940s. The entrance porch of Halsey House is just visible in the background at the far right. Source: Los Altos History Museum Collections. Courtesy of Katherine Halsey Buss.

Photographs of the Halsey House's courtyard in the 1920s through the 1940s illustrate the extensive planting of the courtyard completed by Emma Halsey with assistance from her two gardeners, Mori and Yoshio Hongo **(Figure 29, Figure 30, and Figure 31)**. The courtyard retains its original tinted concrete patio at its north end and some of the original stone paving and lining of planting beds at its south end. The benches and a portion of the original fountain are extant along the south courtyard wall. The central circular planting bed and a freestanding fountain that was added during the Halseys' residency have been removed, and a concrete patio was installed in the center of the courtyard prior to 1983.[23]

[22] Date of the photograph is assumed to be the late 1930s to early 1940s based on the clothing of the women in the photograph.
[23] Photographs of planting within the courtyard and painting of the building's courtyard-facing facades in 1983 were provided by Marie Backs to the author.

Figure 29: Theodore and Emma Halsey within rear courtyard of Halsey House in the 1920s. Source: Los Altos History Museum Collections.

Figure 30: Photograph of the Halsey family and guests on the rear patio of the courtyard, in 1924. Looking north. Note the original balconette at the far left that is no longer extant. Source: Los Altos History Museum Collections.

Figure 31: Rear courtyard of Halsey House in the late 1930s or early 1940s, showing growth of the garden. Looking slightly northeast. Source: Los Altos History Museum Collections. Courtesy of Katherine Halsey Buss.

Alterations that have occurred since Emma Halsey sold the property in 1945 include alterations to the interior and exterior of the Halsey House, as well as changes to the larger property. At some time during the Busseys' ownership, the Halsey House was subdivided into two units and rented out. In 1970, when the property was purchased by Meredith Pearson, each wing of the Halsey House was a separate unit with its own kitchen, and the original living room along the north side of the building was a shared living area for both units.[24] A number of interior alterations had been made prior to 1970, including the installation of a second kitchen and the erection of non-historic partitions in the original living room, entrance hall, and the dining room.

Exterior alterations have been established through observation and a review of historic photographs. These alterations have not changed the existing footprint of the building and are largely limited to the replacement of doors and windows. These alterations include:

- Primary (north) façade:
    - Two fixed windows flanking a metal frame jalousie window were installed to replace three original eight-lite casement windows

[24] Phone conversation between Meredith (Pearson) Phillips and the author on July 22, 2021.

    - Replacement wood frame single-leaf door were installed at the entrance to the 1928 addition
- East façade:
    - Two one-over-one double hung windows were installed to replace original three-over-one windows after 2003 (refer to Figure 10)
- West façade:
    - Single-leaf door was installed at original window location
    - Brick chimney at the west-facing wall of the northwest addition appears to have been reconstructed with contemporary brick
    - Along the south-facing wall of the northwest addition, one original window opening was infilled (frame and sill remain along exterior)
    - Along the south-facing wall of the northwest addition, the easternmost window was replaced with a fixed window
- Courtyard façades:
    - East-facing façade:
        - Original wrought-iron balconette outside French doors was removed and replaced with concrete steps and landing (refer to Figure 30, original balconette visible at far left of photograph)
- Within the courtyard:
    - A non-historic concrete patio was installed prior to 1983[25]
    - The bowl of the fountain at the south courtyard wall was removed prior to 1983[26]

Several non-original partitions are known to have been constructed within the Halsey House prior to 1970. When the City of Los Altos acquired the property in 1974, some non-historic partitions were removed, and others were installed. A comparison between floor plans of the Halsey House by city staff in 1978 show some of these interior changes **(Figure 32 and Figure 33)**. The installation of the acoustic tile and drop ceilings in the original living room appear to have been undertaken after 1974.

[25] Photographs of planting within the courtyard and painting of the building's courtyard-facing facades in 1983 were provided by Marie Backs to the author.
[26] Ibid.

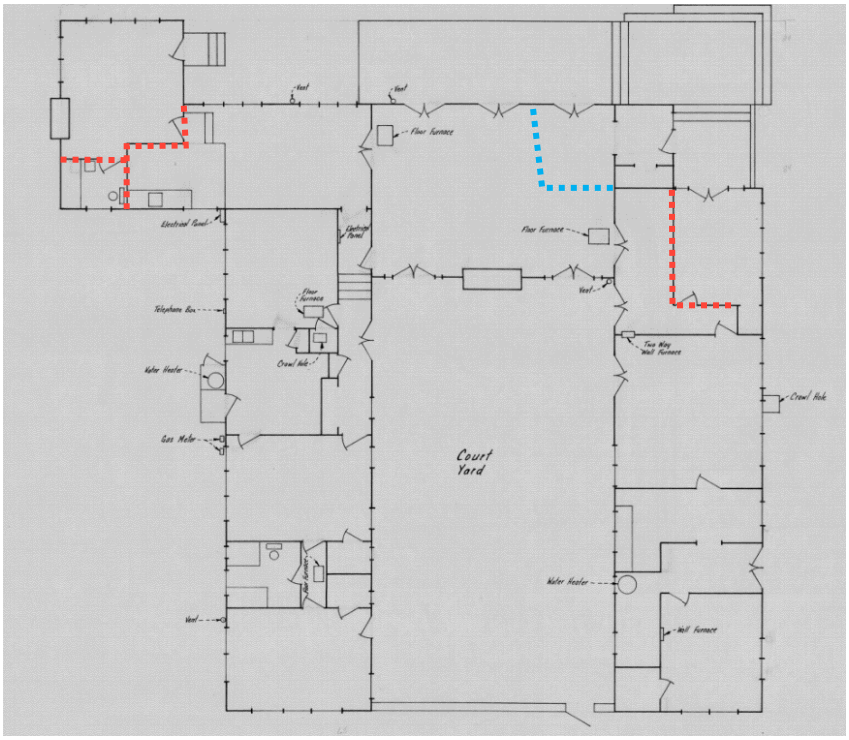

Figure 32: Floor plan of Halsey House circa 1974 through 1978, showing partitions in place at that time. Drawing dated April 1978. Blue dashed line shows additional non-historic partition wall that is known to have been removed between 1974 and 1978 by the City of Los Altos. Red dashed lines show walls that were removed circa 1978 (refer to Figure 33). Source: City of Los Altos.

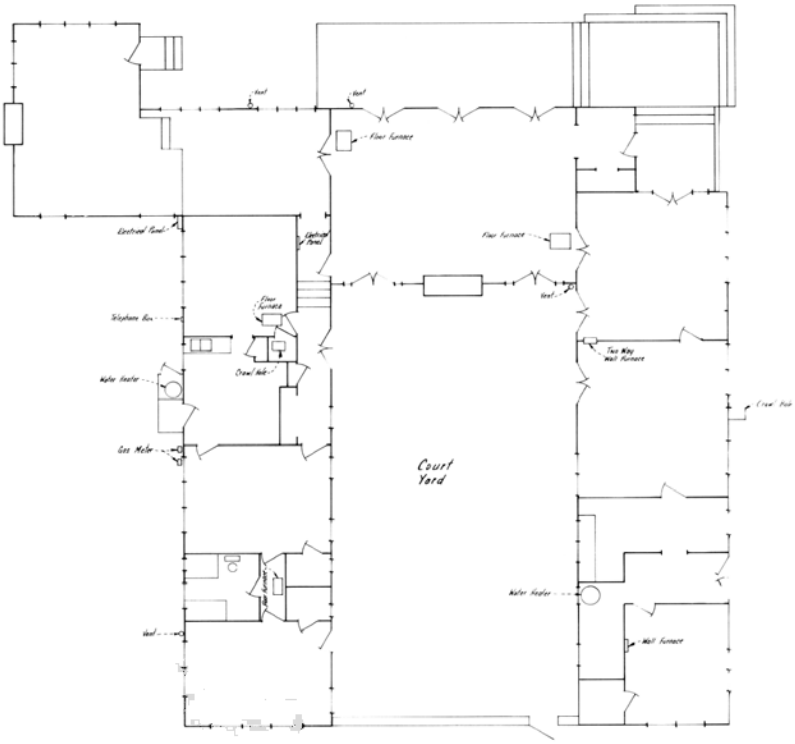

Figure 33: Floor plan of Halsey House, dated April 1978. Shows proposed floor plan after the removal of some partitions (refer to Figure 32). This floor plan is largely accurate to the current floor plan of the building with minor exceptions. Source: City of Los Altos.

Development of the Redwood Grove Landscape and Site

Along with the construction of the Halsey House, in the 1920s the property underwent significant change under the care of Emma Halsey and her gardeners, Mori and Yoshio "Frank" Hongo.[27] The eponymous redwoods of Redwood Grove were transplanted as saplings to the site by Emma and Mori from Emma's paternal grandfather's property along Summit Road in the Santa Cruz Mountains in the early 1920s.[28]

The property was extensively landscaped through the planting of the redwoods, a variety of fruit trees – including apple, pear, apricot, cherry, almond, persimmon, and walnut trees – and the establishment of gardens that included ferns, azaleas, camellias, roses, irises, lavender, wisteria, and rhododendrons.[29] Many of the flowering plants were located either within the rear courtyard or near the Halsey House, while the larger property remained wooded. The areas directly south and west of the house were planted with fruit trees to create a small orchard **(Figure 34)**.

Figure 34: View of the west façade of the residence showing the small orchard at this location, circa 1924. Looking east. Source: Los Altos History Museum Collections.

Figure 35: Undated photograph showing one of the small wood bridges that crossed the creek. Source: Los Altos History Museum Collections.

[27] Mori is called "Omori" in the oral history with Eugenia Halsey Buss from 2001 but is listed as M. Mori in census records. For the purposes of consistency within this report "Mori" will be used.
[28] "Eugenia Halsey Buss Interview, August 23, 2001," Los Altos History Museum, Oral History Program, 2.
[29] Ibid, 4.; Helen Buss Halsey, "Map of the Garden and House," provided to staff at ARG via email from Katherine Buss, May 2019.

Other improvements that were made during the Halseys' residence include the construction of a few small wood bridges that crossed over Adobe Creek, which winds through the property, as well as the construction of benches, the lining of planting areas with stone borders, and the construction of a croquet court that was converted into a fenced tennis court at an unknown date **(Figure 35)**.[30]

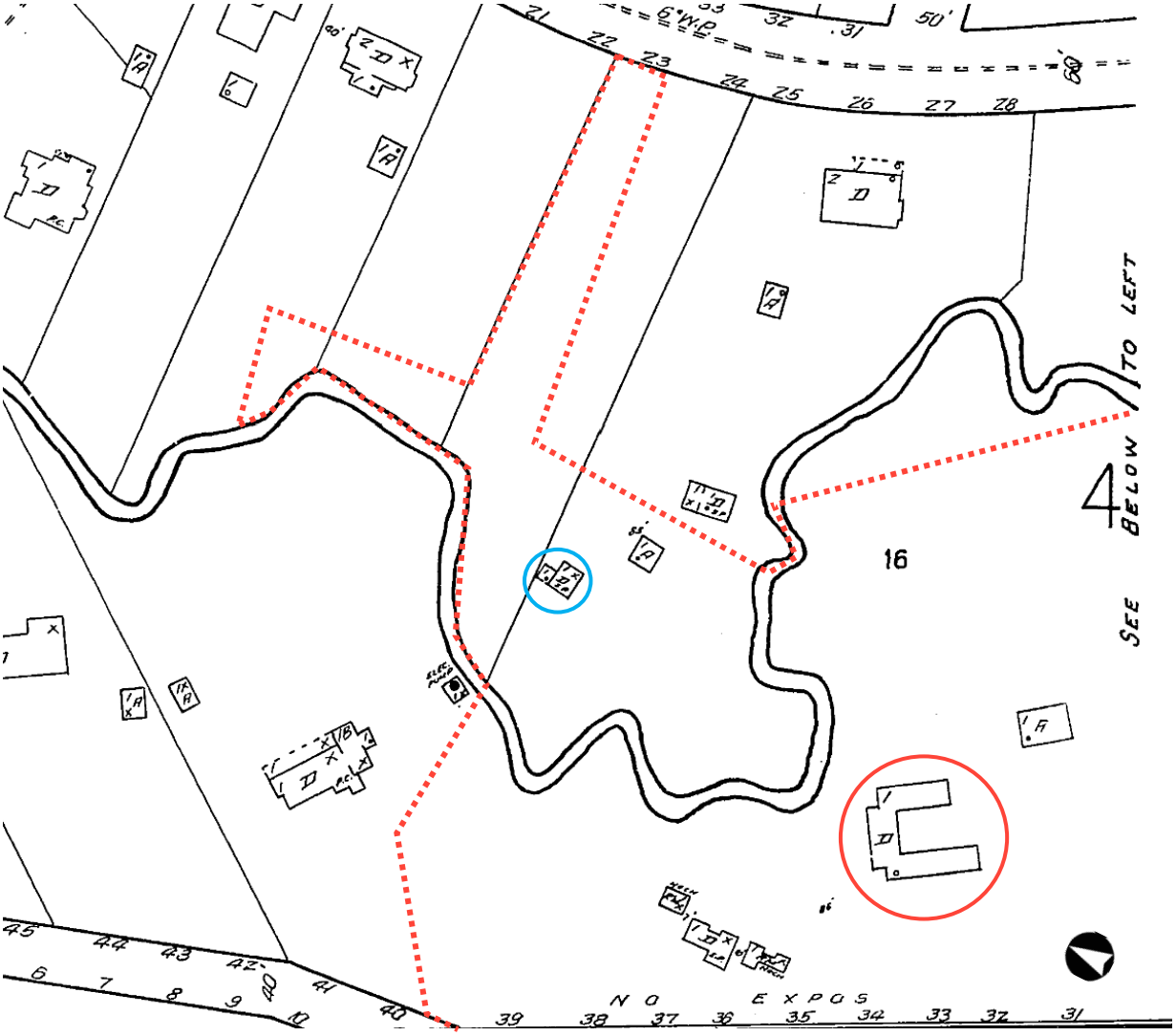

Figure 36: Sanborn Map Company fire insurance map from 1926 showing the approximate boundary of the Halsey property based on the modern property line and the shape of Adobe Creek, shown with a dashed red line. The property continues to the south and west of the area shown. The Halsey House is circled in red. Source: San Francisco Public Library. Edited by Page & Turnbull.

[30] "Eugenia Halsey Buss Interview, August 23, 2001," Los Altos History Museum, Oral History Program, 4.

Historic photographs of the property show a wood-frame garage building that may have been the automobile garage (no longer extant) located slightly southeast of the residence on the Sanborn Map Company map of 1926 and 1932. The other buildings shown on the 1926 map include the caretaker's cottage (extant though altered), a small dwelling to the west of the Halsey House that may have been used as a cottage for guests (no longer extant), two small buildings with an unidentified use (no longer extant), and an additional garage building (no longer extant) located near the caretaker's cottage **(Figure 36)**.[31]

The caretaker's cottage survives today but has been altered through at least two additions, the replacement of its windows and doors, and other alterations to its original design. An evaluation of the caretaker's cottage is outside the scope of this report.

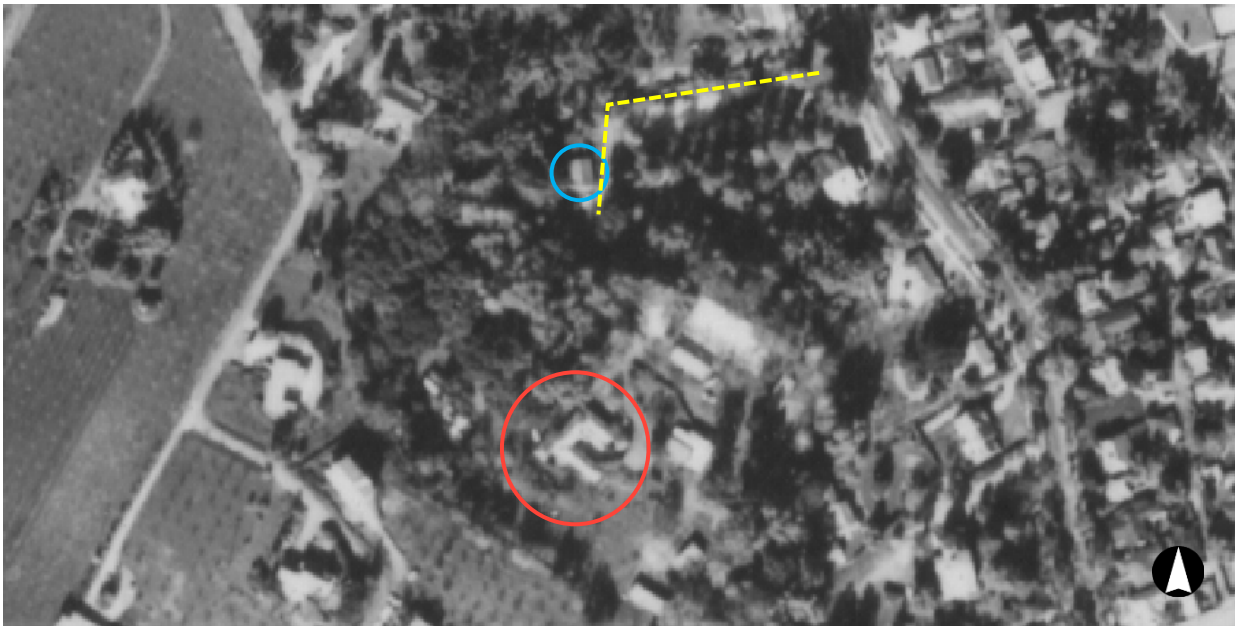

Figure 37: 1963 aerial photograph. Red circle shows location of Halsey House; blue circle shows the location of the extant caretaker's cottage; yellow dashed line shows the access road from University Avenue. Flight: CAS-SCL, Frame: 5-37. Source: UC Santa Barbara, Frame Finder. Edited by Page & Turnbull.

Significant changes to the landscape occurred during the ownership of the Besseys from 1945 until 1970. The Besseys constructed between six and ten additional cottages on the property to meet the

[31] Mention of the additional cottage is limited to an annotation on a map of the house and garden as drawn by Helen Buss Halsey. On this hand drawn map, a "small cottage where Aunt Carrie stayed" is marked as having been located west of the Halsey House. Helen Buss Halsey, "Map of the Garden and House," provided to staff at ARG via email from Katherine Buss, May 2019.; Due to the inaccuracy of distances in Sanborn maps and that the property line as shown has been approximated based on the modern property line and the shape of Adobe Creek, the second garage building may be improperly located on the map and associated with the residence located just north of the property line.

needs of the post-World War II housing shortage.[32] Some of these structures are visible in a 1963 aerial photograph of the property **(Figure 37)**.

At the time of Meredith Pearson's purchase of the Redwood Grove and Halsey House, these various cottages and buildings were extant. During the city's ownership of the property and as part of the Redwood Grove's conversion to a public park, the additional cottages constructed by Bessey were removed and only the Halsey House and the caretaker's cottage were retained.

Today, few of the original plantings by Emma Halsey, Mori, and Yoshio Hongo survive, with the exception of the redwood trees planted in the early 1920s. Some individual specimens of fruit trees, flowering trees, and other plants may survive, but the overall impact of the formal landscape has been obscured through the alterations to the property since 1945.

Ownership and Occupancy History

The following tables provide a summary of the ownership and occupancy history of the Halsey House beginning with the year of construction of the residence in 1923. This does not include the purchase of the property in 1912 by William and Myra Wright, or the transfer of ownership between the Wrights and the Halseys in 1915, which predate the construction of the Halsey House.

The owner and occupancy histories were compiled from newspaper articles, city directories, oral histories, and existing documentation for the Halsey House. The County of Santa Clara Office of the Assessor was closed to researchers at the time of this report, and a full history of the deeds of the property was not completed at this time.

Table 2. Owner History for the Halsey House

Date(s)	Owner(s)	Occupation
1923-1943	Theodore Vail Halsey Emma Wright Halsey	Executive, SF Pacific Telephone & Telegraph Company Housewife
1943-1945	Emma Wright Halsey	
1945-1970	Edward C. Bessey[33] Rachel M. S. Bessey	
1970-1974	Meredith Pearson	
1974-present	City of Los Altos	

[32] "Eugenia Halsey Buss Interview, August 23, 2001," Los Altos History Museum, Oral History Program, 18.
[33] The Bessey family are named as the purchasers of the property in all written and oral histories of the Halsey House. Bessey appears to refer to Edward Cushing Bessey and his wife Rachel Miller Shaw Bessey. As the Assessor's office was closed at the time of this report, Page & Turnbull was unable to verify these names through the property's deed records.

Table 3. Occupant History for the Halsey House		
Date(s)	**Occupant(s)**	**Occupation**
1923-1928	Theodore Vail Halsey Emma Wright Halsey Myra Eugenia Halsey (later Buss) Theodore Vail Halsey, Jr. Mori[34]	Executive, SF Pacific Telephone & Telegraph Company Housewife Student Student Gardener
1928-1943	Theodore Vail Halsey Emma Wright Halsey Myra E. Halsey (1928-1939)[35] Theodore Vail Halsey, Jr. Myra E. Wright Mori (1930) Katie Laetinen (1930) Vivian Peterson (1940)	Executive, telephone company (various) Housewife Student Student None Gardener Cook Maid
1943-1945	Emma Wright Halsey Myra E. Wright	None None
1945-1970	Unknown [various renters]	N/A
Summer 1970	Meredith Pearson [Pearson family and various renters][36]	Unknown
1970–1974	[Pearson family and various renters][37]	Unknown

Theodore and Emma Halsey received the property as a wedding gift in 1915 from Emma's parents. As described previously (refer to the section, **Site Development**, above), the property was used as a summer home by the Halseys and the Wrights prior to the construction of the Halsey House in 1923. In 1923, the Halseys moved to Los Altos permanently with their two children, Theodore Vail, Jr. and Myra Eugenia (who went by Eugenia as an adult).

[34] As stated previously, Mori is spelled "Omori" in the transcribed oral history with Eugenia Halsey Buss from 2001 but is listed as M. Mori in census records. For the purposes of consistency within this report "Mori" will be used. Exact dates of Mori's residence at Halsey House or on the larger property are unknown, but it is likely that he resided on the property from the early 1920s through the mid- to late-1930s.
[35] Myra Halsey married in 1939 and was not living at the Halsey House by 1940.
[36] Email correspondence between Meredith Phillips and Marie Backs, supplied to the author by Phillips on July 22, 2021.; Phone conversation between Meredith (Pearson) Phillips and the author on July 22, 2021. Other family members residing at the property during this period prefer to remain unnamed.
[37] Ibid.

The Halseys' gardener Mori, a Japanese immigrant who arrived in the United States in 1913, was also a resident on the property in the early 1920s through at least 1930.[38] Mori assisted Emma in the planting of the redwood saplings and the general landscaping of the Halsey property.

In 1928, the Halseys were joined by Emma's mother, Myra Wright, following the death of Emma's father. At the time of the 1930 Federal Census, both Mori and a maid, Katie Laetinen, were listed at the Halsey residence in addition to the Halseys and Myra Wright.[39] It is unclear whether Mori was residing in the caretaker's cottage, as suggested in the oral history, as neither Mori nor Katie Laetinen were listed under a separate dwelling number.[40]

By the time of the 1940 Federal Census, Mori had left the United States to return to Japan and a new gardener, Yoshio (Frank) Hongo, had been hired to work with Emma at the Halsey property.[41] According to the 2001 oral history with Eugenia Halsey Buss, Mori and Yoshio were well acquainted – Yoshio was a gardener at another Los Altos property – and Mori recommended Yoshio to be his replacement.[42]

Yoshio and his wife, Takiyo, lived in the caretaker's cottage with their four children: Yuta, Fumiye, Kazuye, and Hisaye.[43] Yoshio immigrated from Japan in 1912 and returned to Japan to marry Takiyo in 1918. [44] Takiyo came to the United States in 1919. Their four children were born in California. In 1942, the Hongo family was sent to Heart Mountain Relocation Center in Wyoming due to the forced internment of Japanese Americans under Executive Order 9066, issued in February 1942.

In 1943, Theodore Halsey passed away. From 1943 until 1945, Emma Halsey and Myra Wright lived at the Halsey House until it was sold to the Bessey family in 1945.[45]

[38] "Eugenia Halsey Buss Interview, August 23, 2001," Los Altos History Museum, Oral History Program, 1.; United States Federal Census, Santa Clara County, Fremont Township, Precinct 1, 1930.
[39] United States Federal Census, Santa Clara County, Fremont Township, Precinct 1, 1930.
[40] As neither was listed under a separate "dwelling number" within the census records, both have been included in the occupancy table above. The 2001 oral history implies that Mori resided in the caretaker's cottage, which was then "fixed up" for the Hongo family.
[41] Yoshio Hongo went by Frank Hongo and is referred to as Frank within the Eugenia Halsey Buss oral history. "Eugenia Halsey Buss Interview, August 23, 2001," Los Altos History Museum, Oral History Program, 3-4.
[42] Ibid.; United States Federal Census, Santa Clara County, Fremont Township, 1930. Yoshio was listed as a gardener in Los Altos in the 1930 census.
[43] "Eugenia Halsey Buss Interview, August 23, 2001," Los Altos History Museum, Oral History Program, 3-4.
[44] "Petition for Naturalization, Yoshio Hongo," July 1953, Accessed via Ancestry.com.
[45] Emma Halsey and Myra Wright moved to Palo Alto in 1945.

The Bessey family appears to refer to Edward C. Bessey and Rachel Miller Shaw Bessey.[46] The Besseys do not appear to have ever resided at the subject property and purchased it as a rental property and development opportunity. Prior to moving to the San Francisco Bay Area, the Besseys resided in San Diego, and Edward Bessey was employed as a pilot for the Trans Ocean airlines.[47] In 1949, Bessey force landed a passenger plane in the Atlantic Ocean just beyond the Shannon, Ireland Airport.[48] During the news coverage of this incident, including the subsequent libel suit brought by Bessey against the airline, Edward Bessey's address was listed variously as Westersfield, Connecticut and Los Altos, California. It appears that Bessey left the airline industry and became an automobile salesman in San Jose in the 1950s and transitioned into real estate by 1962.[49] The Besseys lived in San Jose, Palo Alto, Mountain View, Los Altos, and Los Altos Hills, but are not known to have ever resided at the Halsey House.

During the Besseys' ownership, the Halsey house was subdivided into two units and several cottages (numbering from six to ten) were constructed on the property in the postwar period and rented out. The identities of individuals who resided at the property during this period have not been identified.[50]

In 1970, the property was purchased by Meredith Pearson (now Phillips), who briefly resided in the Halsey House during the summer of 1970. Pearson's intention for the property was both to save the Redwood Grove from possible development, which was proposed by a developer interested in the property, and to establish a property for communal living with family and friends.[51] Pearson relocated to Palo Alto in late 1970, but during her ownership of the property, several family members and friends continued to reside at the Halsey House and rented the other buildings on the property.[52] Pearson owned the property until it was sold to the City of Los Altos in 1974.

From 1974 until 2008, the Halsey House was open to the public for various public programs including as a small museum and an educational center. Since 2008, the building has been vacant

[46] "Rachel Miller Shaw Bessey," *Los Altos Town Crier,* February 8, 2012, Accessed July 27, 2021, https://www.losaltosonline.com/people/obituaries/rachel-miller-shaw-bessey/article_0f19701f-f092-59ac-b987-a91c08119d8c.html
[47] City Directories, San Diego and Coronado.; Arriving Passenger and Crew Lists, various, 1947-1949. Accessed via Ancestry.com.
[48] The plane had reportedly run out of gas due to a number of mistakes made by the navigator of the flight. "Atlantic Airliner Toll Drops to 8," *The Fresno Bee,* August 17, 1949.; "Air Lines Sued for $200,000 by Pilot in Crash," *Oakland Tribune,* April 12, 1950.
[49] Various city directories from 1952 to 1968, including San Jose, Palo Alto, and Mountain View.
[50] City and county directories are unavailable for this period. Initial research was not able to establish the residents of either the cottages (all demolished) or the main house.
[51] Email correspondence between Meredith Phillips and Marie Backs, supplied to the author by Phillips on July 22, 2021.
[52] Phone conversation between Meredith (Pearson) Phillips and the author on July 22, 2021.

and closed to the public due to health and safety concerns. Today, the building is boarded up and encircled by fencing in an effort to keep out vandals.

SELECT OWNER AND OCCUPANT BIOGRAPHIES

Theodore Vail Halsey (1873–1943)

Theodore Vail Halsey was born in 1873 in Minnesota. His family moved to California in 1882 and resided in San Jose. Various family members of Theodore Halsey were involved in the development and implementation of the telephone and telegraph systems, and Halsey pursued a career in the telephone and telegraph industries.

For many years, Halsey was an executive of the Pacific Telephone and Telegraph Company of San Francisco and was charged with bribery in a large graft case against telephone company executives. After a series of guilty verdicts for other executives charged in the case, Halsey was acquitted and was widely believed by the press to have been used as a scapegoat by "higher-ups" in their attempt to escape prosecution.[53] The various court cases lasted from 1907 to 1912.

Halsey was an executive of the Telephone Investment Company and was also the first president of the Philippine Long Distance Telephone Company beginning in 1928. Halsey had been involved with introducing and developing the telephone system in the Philippines as early as 1906. Halsey did have a personal office/library within the residence (located in the original northwest corner of the building), however, Halsey family history does not indicate that he held important meetings or used this office to conduct significant business that related to his professional accomplishments.[54]

In the 1930s, Halsey established Delta Properties Inc. to farm and improve tracts held in the area of the Sacramento–San Joaquin Delta. Halsey was later joined by his son, Theodore Halsey, Jr., in this business venture.

Halsey was married twice. His first marriage, circa 1900, was to Jessie L. Sabin (formerly Mrs. Stephen Fiddler), who passed away circa 1914.[55] In 1915, Theodore Halsey married Emma Wright in

[53] "Glass Must Stand Trial," *Oroville Daily Register,* July 24, 1912.; "Theo. V. Halsey Will Wed Miss Emma Wright," *The San Francisco Examiner,* June 16, 1915.
[54] This office/library appears to have been located where the original grouping of three eight-lite casement windows were located. After the construction of the 1928 addition, a hallway led from Myra Wright's rooms through this office area to reach the living room. General location of Theodore's office/library is shown on Helen Buss Halsey's "Map of the Garden and House," provided to staff at ARG via email from Katherine Buss, May 2019.; recollections of the hallway between the study and Myra's rooms are related in an email from Katherine Buss to staff at ARG, May 30, 2019.
[55] "Theodore V. Halsey Weds [Emma] Minerva Wright," *Oakland Tribune,* June 16, 1915.; United States Federal Census, San Francisco County, 1910.

Los Altos at the subject property. They had two children (refer to **Ownership and Occupancy History**, above).

Halsey appears to have suffered from poor health for many years. He was hospitalized and believed to be "on his death bed" during his 1907 trial and suffered a stroke in 1936.[56] Halsey passed away in 1943.

Emma Minerva Wright Halsey (1880–1975)

Emma Wright was born in 1880 to William H. and Myra E. (née Quinby) Wright. William Wright's parents were considered California pioneers, who settled in California in 1869 and established a ranch along Summit Road in the Santa Cruz mountains.[57] William Wright was president of the San Jose Fruit Packing Company, and later worked as a contractor in the dredging business. Myra Wright was born to the Quinby family, for whom Quinby Road in San Jose is named, and worked as a schoolteacher prior to her marriage to William Wright.[58]

The Wrights moved to San Francisco in 1900. In 1912, when Emma was in her early 30s, she found the future Halsey House property when her father asked her to locate a property along the Peninsula to serve as the Wrights' summer home.

In 1915, Emma married Theodore Vail Halsey. No announcement was made of their engagement.[59] Emma was an avid gardener, and the choice to relocate to Los Altos in 1923, with their two young children, gave her the opportunity to garden extensively. As related by Halsey family descendants, the Halseys' bedroom at Halsey House opened to the courtyard, and Emma was known to rise early and garden in the courtyard before other family members had risen.[60]

Following Theodore Halsey's death in 1943, and the forced internment of the Hongo family at Heart Mountain Relocation Center, Emma sold the Halsey House and property. She and her mother moved to Palo Alto. Emma is reported to have found the house and grounds too lonely and isolated for only herself and Myra.[61] Emma Wright Halsey passed away in 1975 in Palo Alto.

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[56] "Halsey's Story is 'Cooked Up,'" *The Fresno Morning Republican,* October 12, 1907.
[57] H.S. Foote, ed., *Pen Pictures From The Garden of the World or Santa Clara County, California. Illustrated.*, (Chicago: The Lewis Publishing Company, 1888), 302.
[58] "Mira [sic] Wright was a Pioneer Resident," *Los Gatos Times-Saratoga Observer,* October 13, 1944.
[59] "Theodore V. Halsey Weds [Emma] Minerva Wright," *Oakland Tribune,* June 16, 1915.
[60] Email correspondence between Katherine Buss and staff of ARG, May 2019.
[61] "Eugenia Halsey Buss Interview, August 23, 2001," Los Altos History Museum, Oral History Program.

The Design of the Halsey House

The Halsey House was designed in a modest Spanish Colonial Revival style in 1923 and was expanded with two early additions in 1928 and the 1930s.

Historically rooted in the building traditions of early Spanish and Mexican settlers of California and other Spanish colonies, the Spanish Colonial Revival style was popular in California and the rest of the Southwest from the early 1900s to the 1930s, with variations on the style remaining popular today. Earlier Hispanic Revival styles were rooted in regional interpretations of traditional Spanish, Native American, and Mexican design and construction techniques, which were indigenous to California. Not as ornate as its earlier Mexican prototypes, the Mission Revival style in the 1910s was characterized by low-pitched or flat roofs (often composed of thatch, terracotta tile or tar), thick masonry walls of adobe brick or stucco, multiple doorways, deeply recessed openings with multi-lite windows, arcades/colonnades, sculpted parapets resembling the typical espadaña (belfry), and red clay tile roofs. The Mission Revival style was popular in California and much of the Southwest because it was derived from indigenous prototypes.

By the 1920s, the Mission Revival style in California was joined by the more elaborate Mediterranean and Spanish Colonial Revival styles. Making use of terracotta tile gable roofs, thick masonry walls, plaster finishes, wrought iron grilles, balconies, and smaller fenestration openings, the Spanish Colonial Revival style was popular for commercial buildings, institutions, apartments, and single-family residences. In California, the Spanish Colonial Revival style came into prominence after the Panama-California Exposition in San Diego in 1915 and remained popular into the 1930s, when the Great Depression, and then World War II, had a chilling effect on construction.[62]

The Halsey House illustrates some of the common features of the Spanish Colonial Revival style through its material palette of clay tile roofing, lightly colored stucco cladding, and multi-lite windows and doors with wood sash, but lacks the decorative detailing that is common to the high-style examples of the Spanish Colonial Revival style. Decorative detailing that is typical of the style generally includes the integration of stucco grilles, the presence of metal features including lamps, window grilles, and balcony railings, an emphasis around primary entrances through the presence of carved wood doors, spiraled columns, carved stonework, or decorative tiles, and the use of unpainted wood elements.[63] As originally designed, the Halsey House incorporated one balconette along the inner courtyard (since removed) and several simple metal lamps that are partially extant.

[62] San Francisco Planning Department, *San Francisco Preservation Bulletin No. 18 – Residential and Commercial Architectural Periods and Styles in San Francisco* (January 2003).
[63] Virginia Savage McAlester, *A Field Guide to American Houses,* Second Edition (New York: Knopf, 2018), 520-534.

Other decorative elements were limited to the inclusion of the fountain along the south wall of the rear courtyard.

The integration of interior and exterior spaces, as seen at Halsey House through the use of French doors and courtyards, is an element of the Spanish Colonial Revival style but also demonstrates a regional preference for taking advantage of California's temperate climate. The open design of the Halsey House's living spaces, emphasizing the relationship of the landscape and the outdoors with the interior, is a vernacular interpretation of the style that was likely a particular request of the Halseys during the design of the building.

Figure 38: Example of the Spanish Colonial Revival style in Los Altos at 10 Pasa Robles Avenue. Source: Redfin.com.

Figure 39: St. Nicholas Church in Los Altos, an example of the Spanish Colonial Revival style. Source: St. Nicholas Church.

Overall, the Halsey House has a cohesive design that is unified through its limited material palette and its use of numerous multi-lite windows and doors that intimately relate the building to its site. However, the building is not a high-style example of the Spanish Colonial Revival style. An extensive comparative survey of other local examples of the Spanish Colonial Revival style was not undertaken for this report, but a brief review of the other properties included in the Los Altos HRI identified several other Spanish Colonial Revival style buildings in Los Altos, including six residential properties, two religious properties, and one commercial property **(Figure 38 and Figure 39)**.[64] Of these nine additional properties that are local examples of the Spanish Colonial Revival style, two

[64] The other properties listed in the HRI were all constructed in the early decades of the twentieth century, and include: 10 Pasa Robles Avenue, 52 Almond Avenue, 211 Yerba Buena Avenue, 90 Cody Lane (early Los Altos apartment building), 388-398 Main Street, 571 Cherry Avenue, 566 S. El Monte Road, the Jesuit Retreat House at 662 University Avenue, 350 Main Street, and St. Nicholas Roman Catholic Church at 473 Lincoln Avenue.

properties were also designated city Historic Landmarks.[65] The presence of other local examples of the style illustrates that the Halsey House is not a rare example of the style in Los Altos.

Figure 40: Pettigrew House at 1336 Cowper Street, Palo Alto. Listed in the National Register in 1980 for its architecture. Source: Google StreetView.

Figure 41: Dunker House at 420 Maple Street, Palo Alto. Listed in the National Register in 1982 for its architecture. Source: National Park Service.

Additionally, within the larger region, the Spanish Colonial Revival style is well represented with high style examples in nearby cities like Palo Alto, Mountain View, Hillsborough, and San Jose **(Figure 40 and Figure 41)**. As such, the Halsey House is a good example of a vernacular interpretation of the Spanish Colonial Revival style but is not a high style or rare example of the style. As the architect or builder of the residence remains unidentified at this time, the Halsey House would not be considered significant for its association with an architect or builder.

[65] The two local Historic Landmarks are 388-398 Main Street (commercial, built circa 1909) and 571 Cherry Avenue (residential, built circa 1925).

VI. EVALUATION

California Register of Historical Resources

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

- **Criterion 1 (Events):** Resources that are associated with events that have made a significant contribution to the broad patterns of local or regional history, or the cultural heritage of California or the United States.

- **Criterion 2 (Persons):** Resources that are associated with the lives of persons important to local, California, or national history.

- **Criterion 3 (Architecture):** Resources that embody the distinctive characteristics of a type, period, region, or method of construction, or represent the work of a master, or possess high artistic values.

- **Criterion 4 (Information Potential):** Resources or sites that have yielded or have the potential to yield information important to the prehistory or history of the local area, California, or the nation.

The following section examines the eligibility of the Halsey House for individual listing in the California Register.

CRITERION 1 (EVENTS)

The site of the Halsey House and the Redwood Grove was first developed in 1912 with a summer cottage to provide a sunny summer retreat for the Wright family when they sought to escape the fog of San Francisco. This was a typical use of early residential properties in the Los Altos area and along the Peninsula.

In the 1920s, as schools, businesses, and institutions were adequately developed to support the year-round living of middle- and upper-class residents who were looking to move out of San Francisco, the property at Redwood Grove became an appealing location for the Halsey family to settle permanently. In 1923, the previous summer cottage was demolished and the Halsey House was constructed. The young Halsey children attended nearby schools, and the well-established commuter train allowed Theodore Halsey to easily travel to and from his office in San Francisco. Emma Halsey was most involved with the development of the property itself, and established the gardens, orchards, and redwood grove. Emma's gardening and landscaping at the Halsey House, with the assistance of her Japanese gardeners, Mori and Yoshio (Frank) Hongo, reflected the increasing residential use of the area but retained the rural feeling of the many orchards that still characterized Los Altos in the early twentieth century.

Many of the residences that were established in Los Altos during this period were located in the University/Orange area and developed as freestanding single-family homes that faced the street on small parcels of land. The Halsey House and property was developed in 1923 in the style of a more rural property and was sited to complement the existing topography, creek, and trees, including several mature oaks. Today, the property remains a rare example of an early Los Altos summer retreat that was developed into a permanent residential property at a time when Los Altos saw considerable growth in year-round residential properties. Although the Halsey House was developed as a permanent residence, it retained its rural character through the interests of its owners and the planting of many redwood trees that today define Redwood Grove Park. While most of the landscape planted by Emma, Mori, and Yoshio – including the many fruit trees and flowering plants surrounding the residence and within the rear courtyard – is no longer extant, the surviving oak trees, numerous redwoods, and the presence of Adobe Creek remain and convey the historic setting of the residence.

The Halsey House and the Redwood Grove is an excellent example of early residential patterns of Los Altos, and the establishment of Redwood Grove is a unique property developed by Emma Halsey and her Japanese gardeners in the 1920s. Therefore, the Halsey House and the Redwood Grove appear to be individually eligible for the California Register under Criterion 1 (Events), with a period of significance from the construction of the Halsey House in 1923 through the end of Emma Halsey's ownership of the property in 1945.

CRITERION 2 (PERSONS)

The Halsey House was constructed for Theodore and Emma Halsey in 1923 to serve as their permanent family home in Los Altos. Theodore lived at the house until his death in 1943, and Emma sold the house and property two years later in 1945. She passed away in the 1970s while residing in

Palo Alto. Following the Halseys' ownership, the property was owned by Edward and Rachel Bessey, who rented the property to a number of currently unidentified residents. The house was briefly owner-occupied for a period of a few months in 1970 by Meredith Pearson. Since the property was purchased by the city in 1974, it has been used as a museum and educational center, but was closed to the public in 2008 and has been vacant since that date.

Theodore Vail Halsey, Sr. had a successful career in the telephone industry and held executive positions at the Pacific Telephone & Telegraph Company, the Telephone Investment Company, and the Philippine Long Distance Telephone Company (PLDT). These professional accomplishments, however, are more closely associated with the locations of Halsey's work, particularly with regard to the PLDT's work in the Philippines, and not his family home. While he had a personal office/library within the residence (located in the original northwest corner of the building), research has not indicated that Halsey entertained professional colleagues, or held important business meetings at the Halsey House that would identify it as significant in relation to Theodore Halsey's professional accomplishments. Therefore, the Halsey House is not significant for its associate with Theodore Halsey under Criterion 2.

Emma Wright Halsey is the individual most closely associated with the subject building and the property, as she first located the property for her parents to purchase in 1912, was married on the property in 1915, lived at the Halsey House from 1923 to 1945, and transformed the site through her gardening work with the assistance of gardeners Mori and Yoshio Hongo. Little is known about the personal accomplishments of Emma Halsey beyond her gardening at the Halsey House. Research has not identified Emma Halsey as a gardener or landscape designer of any additional properties beyond her own, and the Halsey House and Redwood Grove would therefore not be considered as part of a larger body of work. Thus, Emma Halsey's contributions to the Halsey House are tied to the development of the property itself and the accomplishment of creating the Redwood Grove, which is more clearly represented through Criterion 1 (Events). She did not otherwise contribute to local, state, or national history such that she should be considered a historically significant person. The Halsey House and landscape are not individually eligible for their association with Emma Halsey under Criterion 2.

The Halsey House and Redwood Grove are also related to the professional careers of both Mori and Yoshio Hongo, who were employed as gardeners by Emma and Theodore Halsey and resided on the property during their periods of employment. Both Mori and Yoshio were born in Japan and immigrated to the United States where they found work as orchard farmers and gardeners. Mori was hired by the Halseys in the early 1920s and was involved in the initial planting of the redwoods on the property and the early landscaping of the property. Mori retired in the 1930s and recommended Yoshio "Frank" Hongo as his replacement. Yoshio, who was already employed as a

gardener in Los Altos, had also previously worked in the fruit orchards of the Los Altos area. Yoshio and his family resided in the caretaker's cottage until 1942, when they were forcibly relocated by the United States Government to Heart Mountain Relocation Center in Wyoming. Both men played important roles in the creation and maintenance of Redwood Grove, but their individual contributions to the creation of the property do not rise to a level of importance such that they would be considered significant at the local, state, or national level for the property to be eligible under Criterion 2 for its association with either man as an individual. Much like Emma Halsey, their contributions to the property are better represented through Criterion 1 (Events).

Aside from the Halsey family, later owners of the Halsey House lived at the residence either only briefly or not at all, and are therefore not significantly associated with the house such that it would be significant for their personal or professional accomplishments. The other occupants of the Halsey House, from 1945 until 1974, rented the property for unknown periods of time, and their identities are largely unknown. Archival research did not uncover any significant personal achievements connected with the subject building.

Therefore, the Halsey House does not appear to be eligible for the California Register under Criterion 2 (Persons).

CRITERION 3 (DESIGN/ARCHITECTURE)

The Halsey House was constructed in 1923 and was designed by an unknown architect. The building was expanded through two early additions, including a 1928 addition to the northwest corner of the building and the extension of the east wing at an unknown date, possibly in the early 1930s. Both additions were designed to blend with the existing style and design of the building and matched the exterior finish, clay tile roofing, and existing wood sash multi-lite windows and doors of the 1923 residence. The building was designed in a modest Spanish Colonial Revival style and demonstrates characteristics of the style through its stucco cladding, hipped clay tile roof, low one-story massing arranged around a private courtyard with bench seating and a fountain, and extensive use of multi-lite windows and doors. Detailing is largely limited to the scored and tinted cement patios, stone paving of the courtyard, and some metal features, including original door and lamp fixtures. Overall, the building lacks the decorative features that are typical of both modest and high-style examples of the style, such as decorative plasterwork, tile, or exposed wood elements. The Halsey House is not the only example of the Spanish Colonial Revival style in Los Altos, and nine other properties designed in the Spanish Colonial Revival style are listed in the Los Altos HRI. Therefore, the Halsey House would not be considered a rare example. Additionally, within the larger region of the San Francisco Peninsula and South Bay, the Spanish Colonial Revival style is well represented, with fine examples in nearby cities like Palo Alto, Mountain View, Hillsborough, and San Jose.

As such, the Halsey House is an example of a simple interpretation of the Spanish Colonial Revival style but is not a high style or rare example of the style such that it would be individually significant for its architecture. It does not represent distinctive methods of construction or craftsmanship. As the architect or builder of the residence remains unidentified, the Halsey House is not considered significant for its association with a master architect or builder. Therefore, the Halsey House does not appear to be eligible for the California Register under Criterion 3 (Design/Architecture).

The residence was initially set within a planned landscape of flowering plants, hedges, ferns, and fruit trees, with built landscape elements including stone-lined planting beds, wood benches, and wood bridges over Adobe Creek, which was developed by Emma Halsey with her gardeners. While the oak trees, redwoods, and Adobe Creek survive today and characterize the setting of the Halsey House, the majority of the designed plantings of the landscape have been removed since Emma Halsey sold the property in 1945. Therefore, the landscape of the Halsey House would not be considered significant as a formally designed landscape designed by Emma Halsey. The Redwood Grove as a natural landscape is therefore more clearly significant under Criterion 1 (Events) and would not be considered individually significant under Criterion 3 for its landscape design.

CRITERION 4 (INFORMATION POTENTIAL)

The "potential to yield information important to the prehistory or history of California" typically relates to archeological resources, rather than built resources.[66] When California Register Criterion 4 (Information Potential) does relate to built resources, it is relevant for cases when the building itself is the principal source of important construction-related information. The analysis of the Halsey House for eligibility under Criterion 4 is beyond the scope of this report.

Integrity

In order to qualify for listing in any local, state, or national historic register, a property or landscape must possess significance under at least one evaluative criterion as described above and retain integrity. Integrity is defined by the California Office of Historic Preservation as "the authenticity of an historical resource's physical identity evidenced by the survival of characteristics that existed during the resource's period of significance," or more simply defined by the National Park Service as "the ability of a property to convey its significance."[67]

[66] California State Office of Historic Preservation. *Technical Assistance Bulletin No. 7: How to Nominate a Resource to the California Register of Historical Resources*. Sacramento: California Office of State Publishing, (September 4, 2001), 11.
[67] Ibid.

In order to evaluate whether the subject property retains sufficient integrity to convey its historic significance, Page & Turnbull used established integrity standards outlined by the *National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation*. Seven variables, or aspects, that define integrity are used to evaluate a resource's integrity—location, setting, design, materials, workmanship, feeling, and association.[68] A property must possess most, or all, of these aspects in order to retain overall integrity. If a property does not retain integrity, it can no longer convey its significance and is therefore not eligible for listing in local, state, or national registers.

The seven aspects that define integrity are defined as follows:

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

LOCATION

The Halsey House and property retains integrity of location. The building has remained situated at its location of original construction since 1923 and the overall property has retained its location and its approximate size.

[68] U.S. Department of the Interior, National Park Service, *National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation* (Washington, D.C.: National Park Service, 1995), 44.

SETTING

The Halsey House retains integrity of setting. The building was erected within a large, six-acre piece of land and was sited to take advantage of the landscape and the curve of Adobe Creek. Early in the property's history, Emma Halsey and Mori, her gardener, planted many redwood saplings to complement the existing oak trees on the property. The landscaping work by Emma was continued into the early 1940s with the assistance of Yoshio Hongo, following Mori's retirement. These redwoods remain today and have grown to maturity. The Halsey House therefore retains its wooded and natural setting.

DESIGN

The Halsey House retains integrity of design. The building has undergone several alterations to both its exterior and interior; however, it retains its overall form, massing, and materials and is recognizable as a modest example of a 1920s Spanish Colonial Revival style residence. The building retains its one-story form organized around a private rear courtyard, and its use of stucco cladding and clay-tile hipped roofs demonstrate the typical materials of the style. While lacking the more ornate features of the style including decorative plasterwork, tile, and exposed wood elements, the building features a large number of multi-lite windows and French doors that illustrate the porous relationship between the interior and exterior spaces of the building. Alterations to the massing and footprint of the building were undertaken during the ownership of the Halsey family and are considered historic. The original design of the building remains intact, and the materials, decoration, craftsmanship, and massing of the building have remained largely unchanged with the exception of some replacement windows and doors since 1945, when Emma Halsey sold the property. Therefore, the building retains integrity of design.

MATERIALS

The Halsey House retains integrity of materials. While the condition of the building is currently poor, the Halsey House does retain a high degree of original materials including its stucco cladding, clay tile roof, multi-lite windows and doors, and some metal features including original hardware and portions of lighting fixtures. Other features that remain include the rear courtyard wall with its fountain, benches, and round-arched door, the stone patio within the courtyard, stone semi-circular steps outside the rear courtyard door, and the tinted concrete patios along the entrance porch, north façade, and rear courtyard.

WORKMANSHIP

The Halsey House retains integrity of workmanship. The Halsey House is a wood-frame building with stucco cladding and a clay tile hipped roof. The building is modest, with few decorative details, and the workmanship of the building is most clearly demonstrated through the simplicity of its detailing that provides a unified feeling to the design of the building. The consistent stucco cladding and clay tile roofing, the presence of multi-lite wood sash windows and doors, and the detailing of the scored and tinted concrete patios and metal features, including original door and lamp fixtures, demonstrate the workmanship of this 1920s residence.

FEELING

The Halsey House retains integrity of feeling. The building retains the feeling of an early 1920s residence that was intended to serve as a year-round home for the Halsey family and was set within a wooded, lush landscape along Adobe Creek. The property retains its semi-rural feeling through its wooded setting that is removed from the main public right-of-way on University Avenue.

ASSOCIATION

The Halsey House retains integrity of association. The building is significant for its residential development history and the development of Redwood Grove in the early 1920s by Emma Halsey and Mori. These associations continue to be represented through the retention of the residence's architectural characteristics that date to the time of Emma Halsey's period of residence and the retention of the property's landscape and the redwood trees that were transplanted to the site by Emma and Mori in the early 1920s.

Therefore, the Halsey House retains all seven aspects of integrity such that it conveys its significance under Criterion 1 (Events) of the California Register, with a period of significance from 1929-1945.

Character-Defining Features

For a property to be eligible for national or state designation under criteria related to type, period, or method of construction, the essential physical features (or character-defining features) that enable the property to convey its historic identity must be evident. These distinctive character-defining features are the physical traits that commonly recur in property types and/or architectural styles. To be eligible, a property must clearly contain enough of those characteristics to be considered a true representative of a particular type, period, or method of construction, and these features must also retain a sufficient degree of integrity. Characteristics can be expressed in terms such as form, proportion, structure, plan, style, or materials.

The character-defining features of the Halsey House consist of those features which date to the building's period of significance from 1923 to 1945 under Criterion 1, for the Halsey House as an excellent example of the changing residential development of Los Altos and for its direct connection to the establishment of the wooded property that is now Redwood Grove Park. The character-defining features of the Halsey House include the original features, materials, and design elements of the building and landscape as completed in 1923 and any alterations undertaken during Emma Halsey's period of residence, which ended when she sold the property in 1945. These features include, but are not limited to:

EXTERIOR FEATURES OF THE HALSEY HOUSE

- Overall form and massing of the building (low, horizontal emphasis)
- Clay tile clad hipped roof
- Stucco cladding along exterior with a textured finish
- Original multi-lite wood sash windows, including three-over-one double-hung windows with ogee lugs, four-lite wood casement windows, six-lite wood casement windows, and six-lite wood sash slider windows
- Multi-light glazed French doors
- Multi-light sidelights flanking doors at the entrance porch and along south-facing wall of rear courtyard
- Tinted and stamped concrete at front entry porch and terrace
- Enclosed rear courtyard with tinted and stamped concrete patio at north end, built-in bench seating, fountain, and stone patio with steps at south end, and concrete stairs and metal railing at south end of west wing
- Original chimney with stucco cladding along south-facing wall of courtyard
- South courtyard wall with round arched wood plank door
- Semi-circular stone stairs along exterior of courtyard door in south courtyard wall
- Extant original metal fixtures including portions of original lamps and original door hardware at primary entrance

INTERIOR FEATURES OF THE HALSEY HOUSE

- Original brick and tile fireplaces
- Original wood floors
- Plaster walls and ceilings
- Original wood panel doors
- Original hardware and wood trim of doors and windows
- Original wood baseboards and picture molding

SITE

- Residence located deep within the approximately six-acre parcel and not visible from University Avenue
- Natural setting including:
    - Mature redwood trees
    - Mature oak trees
    - Adobe Creek
- Additional fruit trees, flowering trees, and plantings that appear to date from the period of significance

Los Altos Historic Landmark and Historic Resource Criteria

The City of Los Altos has adopted a similar evaluation framework for the evaluation of historic resources as the California Register and the National Register. For a property to be a historic resource, it must be over fifty years of age, retain its physical integrity, and have historical significance related to historic events, persons, architecture and design, or archaeological significance.[69] These four areas of significance are nearly identical to the California Register's Criteria 1 through 4.

In order to be a City of Los Altos Historic Landmark, the resource must additionally have either a heightened level of significance or be a rare example of its type.

Halsey House as a Designated Historic Landmark

As discussed previously (refer to **Existing Historic Status**), the Halsey House and the Redwood Grove property is a designated Historic Landmark. The property was first listed in 1981, and subsequent architectural surveys have established that the residence was identified as significant for its association with the Halsey family and as a good example of the Spanish Colonial Revival style, and that the Redwood Grove is considered a unique natural landscape of Los Altos. Due to the existing condition of the building and the length of time since the Halsey House was previously evaluated, Page & Turnbull was asked to reevaluate the Halsey House to determine if it remains a Los Altos Historic Landmark.

As mentioned earlier, in 2012, the HRI was revised and the criteria for evaluation were aligned with the existing evaluation criteria for both the National Register and California Register. Today, a historic resource for the City of Los Altos is determined through establishing that it meets the age

[69] CIRCA: Historic Property Development, *City of Los Altos Historic Resource Inventory*, (October 2012), I-13.

threshold of fifty years, retains its physical integrity, and meets one or more of the criteria for historic significance.[70]

The Halsey House is nearly a century old at the time of this report and meets the age threshold as a historic resource. In addition, while the condition of the building is poor overall due to environmental damage and vandalism, the building retains over 50 percent of its original materials, form, and character-defining features, which is the threshold for physical integrity as established in the Los Altos HRI.[71] Overall, as discussed in the previous section (refer to **Integrity**), the Halsey House retains a high level of integrity such that it continues to meet the requirements for listing as a Historic Landmark. Lastly, as discussed above in the California Register evaluation section, the Halsey House is significant in association with important local events.

As stated by the Los Altos Preservation Ordinance, in order to be a Historic Landmark, a resource must also possess "special historical, cultural, archeological, scientific, architectural or aesthetic interest or value as part of the heritage or history of the city, the county, the state or the nation." [72] While the specific criterion for significance that is discussed within this report (association with important patterns of local development) differs from the previously identified criteria for significance (an association with persons and rare architectural design), the property clearly continues to represent a rare or unique property. The writing of a property-specific Historic Resource Evaluation, in contrast to the previous findings that were documented as part of a larger architectural survey, allowed for in-depth study of the resource that uncovered additional information. This targeted study supports a more nuanced narrative of the building and property's development and incorporates the individual actions of Emma Halsey as an aspect of that significance. The Halsey House and Redwood Grove continue to express a special historical and aesthetic value to the City of Los Altos through its unique development and setting, and therefore the building and the larger property of the Redwood Grove continues to meet the requirements for listing as a City of Los Altos Historic Landmark.

Halsey House as a Contributor to a Possible Historic District

The Halsey House was identified as a possible contributor to the University/Orange Historic District during the 1990 architectural survey. This district has never been formally adopted and Page & Turnbull recommends an updated survey of the proposed historic district to determine whether renovations, rehabilitations, and new construction since the 2012 revised HRI was issued have impacted the overall physical integrity of the possible district.

[70] Ibid., I-11 to I-14.
[71] Ibid., I-12.
[72] Los Altos Municipal Code, Chapter 12.44 – Historic Preservation. Article 2. 12.44.070 - Historic landmark designation.

From an initial review of the possible University/Orange Historic District, Page & Turnbull believes that the Halsey House does not fit the overall character of the potential historic district. The characteristics of the possible historic district include: a unified street layout with alleyways, continuity of the overall streetscape despite a large variety of lot size and scale, a period of construction from 1908 to 1930, and a significant number of architect-designed residences that are representative of the typical styles of the period.[73] While constructed within the period of development of the possible district, the other characteristics that identify the Halsey House and Redwood Grove as a unique property that meets the criteria as a local landmark and California Register-eligible property, are some of the same characteristics that identify it as distinct from the typical patterns of the University/Orange Historic District. The Halsey House and Redwood Grove has a unique wooded and semi-rural setting that is far removed from the street, and while constructed for an upper-class family, the residence lacks the architectural pedigree of many of the other architect-designed residences of the potential historic district. Therefore, it does not appear to be a potential contributor to the possible historic district.

[73] Ibid., II-6 to II-7.

VII. CONCLUSION

The Halsey House was erected in 1923 as a single-family residence for Theodore and Emma Halsey by an unknown architect or builder. Located on a large, approximately six-acre, parcel of land, the Halsey House is set within a wooded landscape along Adobe Creek. The building was constructed in a modest Spanish Colonial Revival style that consists of a one-story building arranged around a rear courtyard. The building features stucco cladding, a clay tile hipped roof, and a large number of multi-lite windows and doors that create a porous relationship between the interior of the residence and the exterior landscape of the Redwood Grove and the rear courtyard.

Page & Turnbull found the Halsey House and Redwood Grove eligible for the California Register under Criterion 1 (Events) at the state level of significance as an excellent example of the residential development patterns of Los Altos and for the establishment of the Redwood Grove, which is a unique property developed initially by Emma Halsey and her Japanese gardener, Mori, in the early 1920s. Under Criterion 1, the building and property have a period of significance from 1923 to 1945, beginning with the construction of the residence and ending with the sale of the property by Emma Halsey. Page & Turnbull did not find the property significant under Criterion 2 (Persons), Criterion 3 (Design/Architecture), or Criterion 4 (Information Potential). The building retains a high level of integrity as many of the original materials and design features are extant, and the form and massing of the building have remained largely unchanged despite interior alterations and the replacement of some doors and windows. While a large portion of the planned landscape and courtyard garden have been lost, the property retains its unique wooded setting that was developed in the early 1920s.

The subject building and the larger property of Redwood Grove Park have been a listed Los Altos Historic Landmark since 1981 and continue to retain adequate physical integrity to remain a listed Historic Landmark Resources despite the recent deterioration caused by vandalism and environmental conditions.

Therefore, the Halsey House and Redwood Grove is a historic resource, both as a listed local Historic Landmark, and as an individual resource that is eligible for listing on the California Register under Criterion 1.

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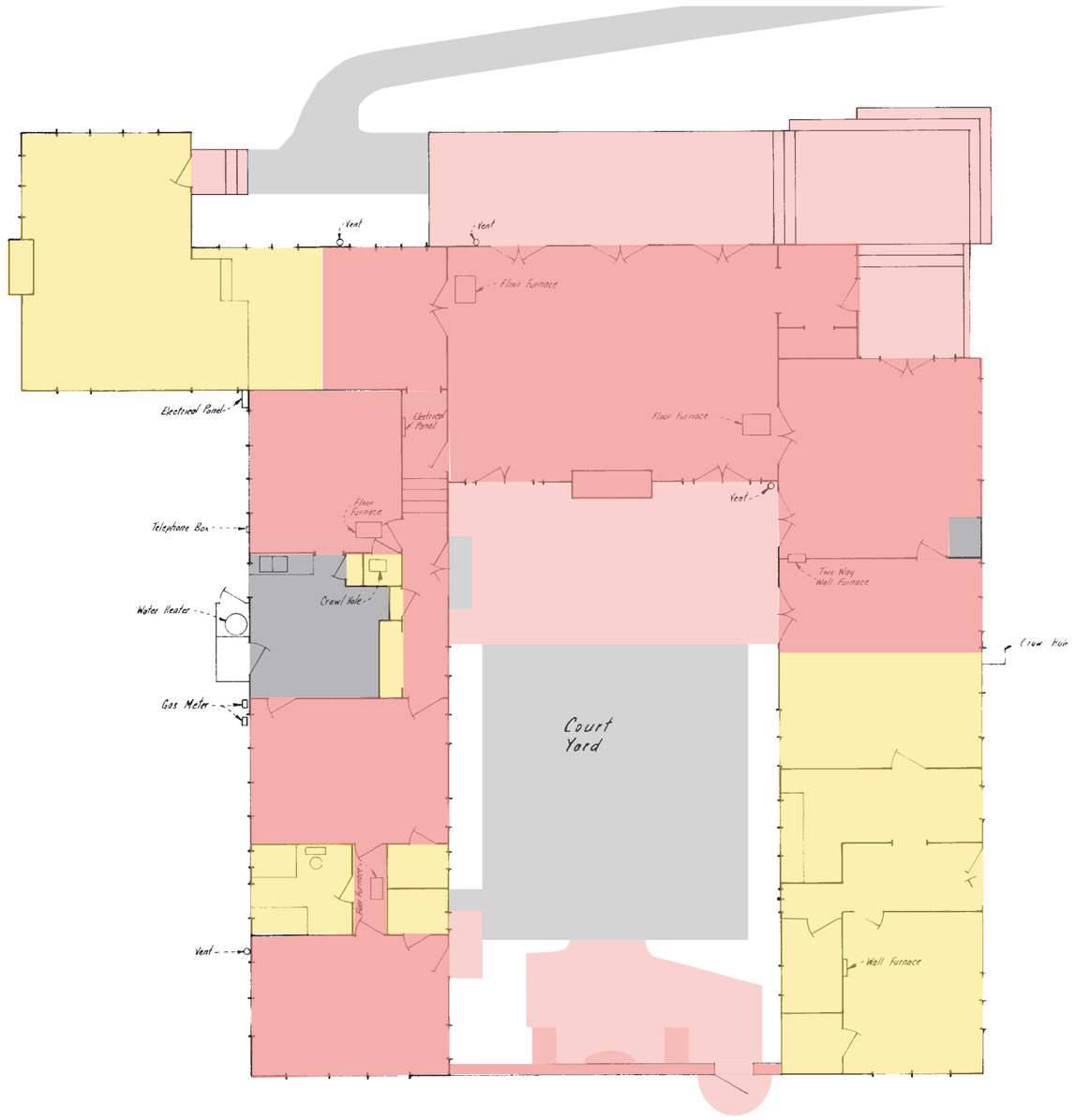
IX. APPENDIX

Significance and Chronology Diagrams of the Halsey House



CATEGORIES OF SIGNIFICANCE

SIGNIFICANT/HISTORIC
Features or spaces that date to the period of significance (1923-1945) and are the most historically significant components of the building.

CONTRIBUTING
Features or spaces that date to the period of significance (1923-1945) and are characterized by a lesser degree of significance (such as service spaces, closets, etc.) or are slightly altered or replaced elements. They cumulatively contribute to the overall historic character of the building.

NON-CONTRIBUTING
Features or spaces that were constructed after the period of significance (post-1945), have been significantly altered, or do not contribute to the overall historic character of the building. These features are not considered historic.

Plan North

Notes:
Lighter hues of significance categories show built features of the courtyard and landscape.

White space within diagrams denotes planting and dirt areas without built features.

Significance Diagrams

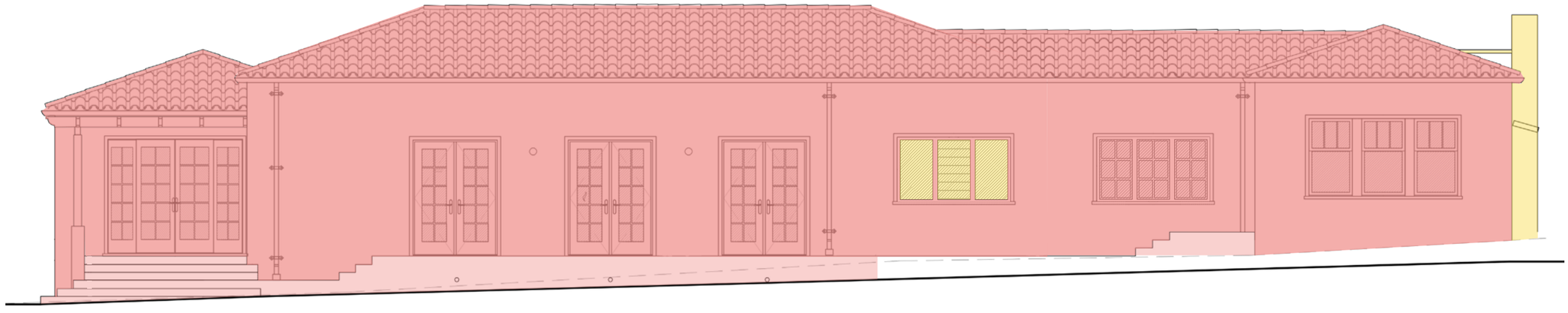
Base drawings: Floor plan dated April 1978 provided by the City of Los Altos. Minor revisions were made by Page & Turnbull to reflect the existing building in 2021. Drawings are not to scale and may contain some inaccuracies.

HALSEY HOUSE - LOS ALTOS, CALIFORNIA

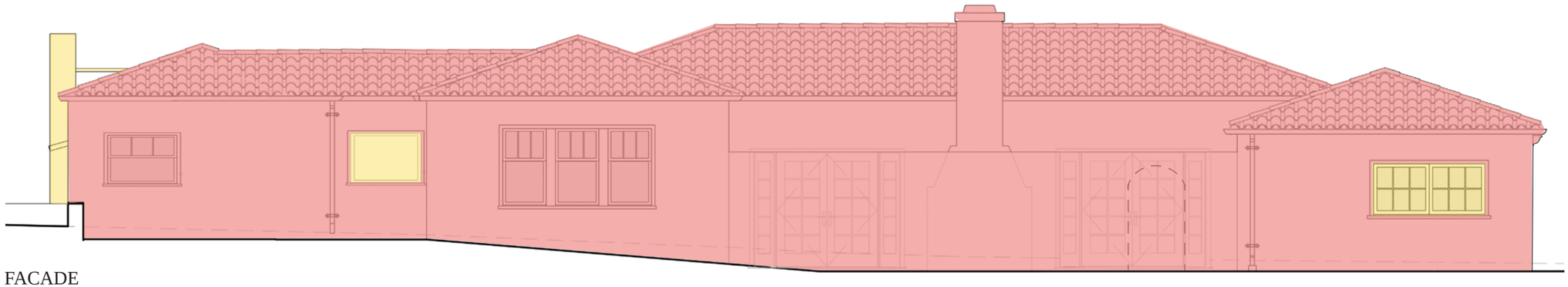
PAGE&TURNBULL

CATEGORIES OF SIGNIFICANCE

- SIGNIFICANT/HISTORIC
- CONTRIBUTING
- NON-CONTRIBUTING



PRIMARY (NORTH) FACADE



SOUTH FACADE

Significance Diagrams

Base drawings based on the 2015 proposed project drawings by M. Sandoval Architects, altered to reflect the existing building by Page & Turnbull, 2021. Drawings are not to scale and may contain some inaccuracies.

HALSEY HOUSE - LOS ALTOS, CALIFORNIA

CATEGORIES OF SIGNIFICANCE

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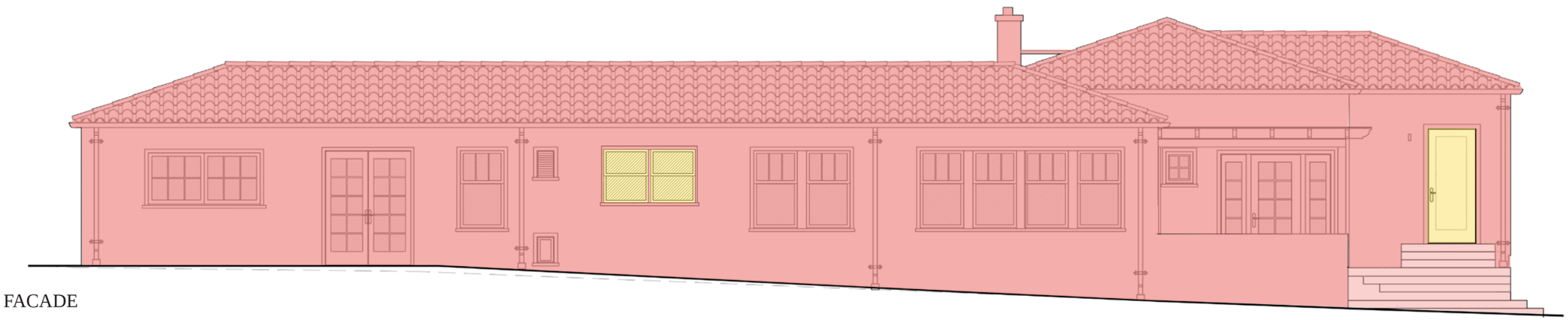
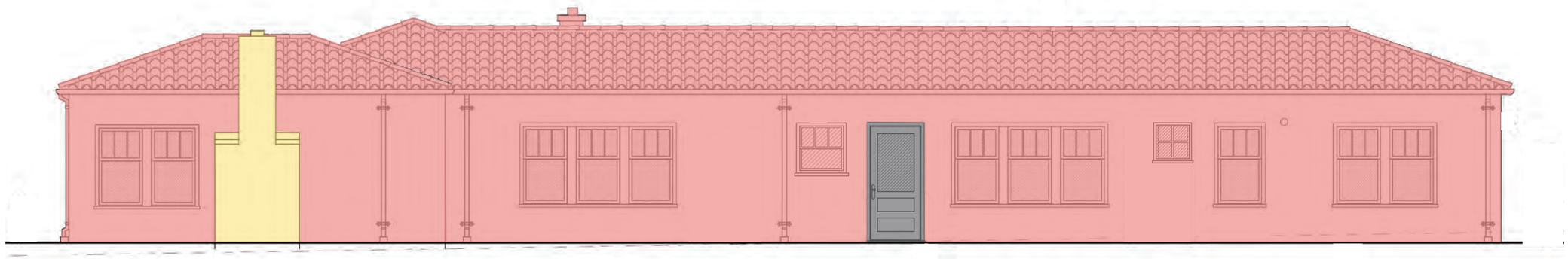
- CONTRIBUTING
- NON-CONTRIBUTING



EAST FACADE



WEST FACADE

Significance Diagrams

Base drawings based on the 2015 proposed project drawings by M. Sandoval Architects, altered to reflect the existing building by Page & Turnbull, 2021. Drawings are not to scale and may contain some inaccuracies.

HALSEY HOUSE - LOS ALTOS, CALIFORNIA

PAGE&TURNBULL

CATEGORIES OF SIGNIFICANCE

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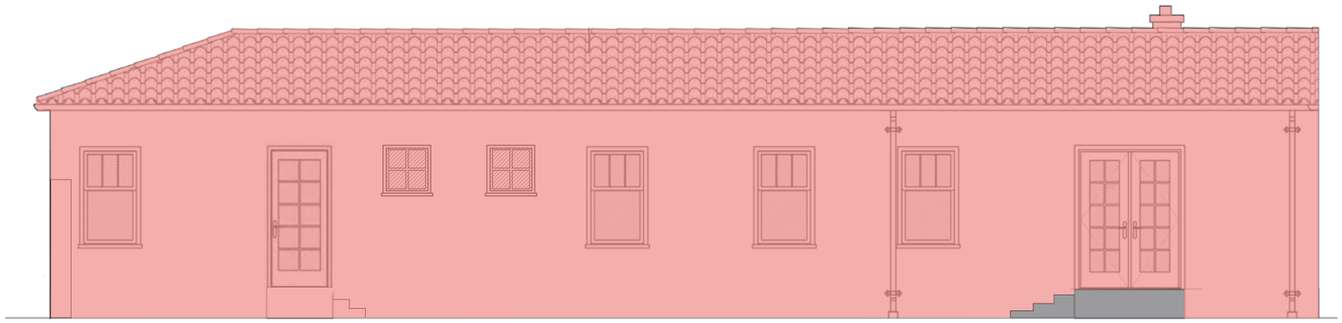
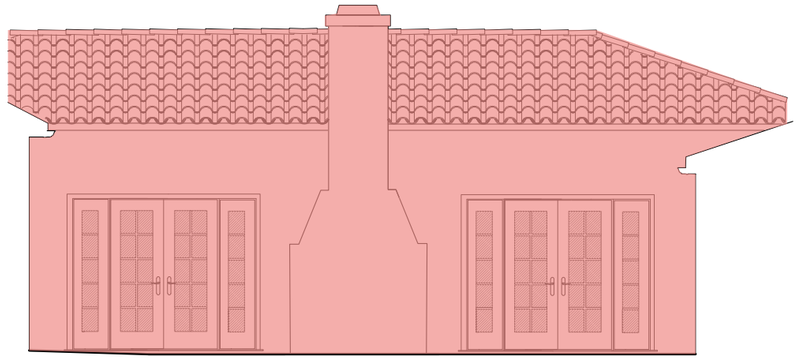
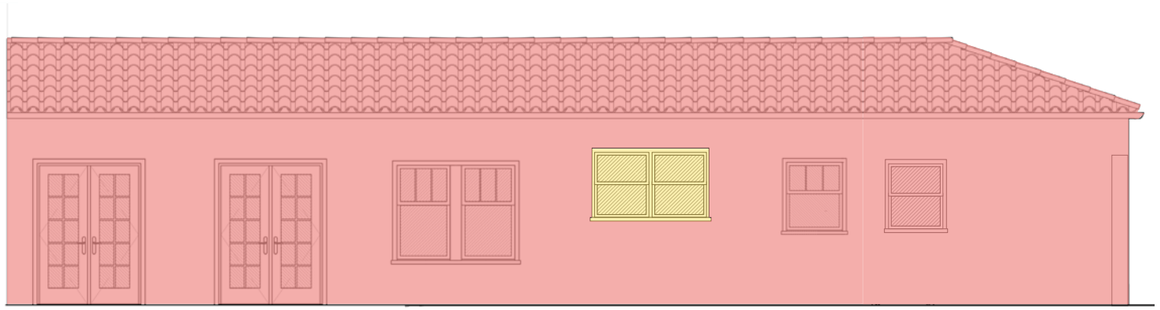
- CONTRIBUTING
- NON-CONTRIBUTING



EAST-FACING WALL OF REAR COURTYARD



SOUTH-FACING WALL OF REAR COURTYARD



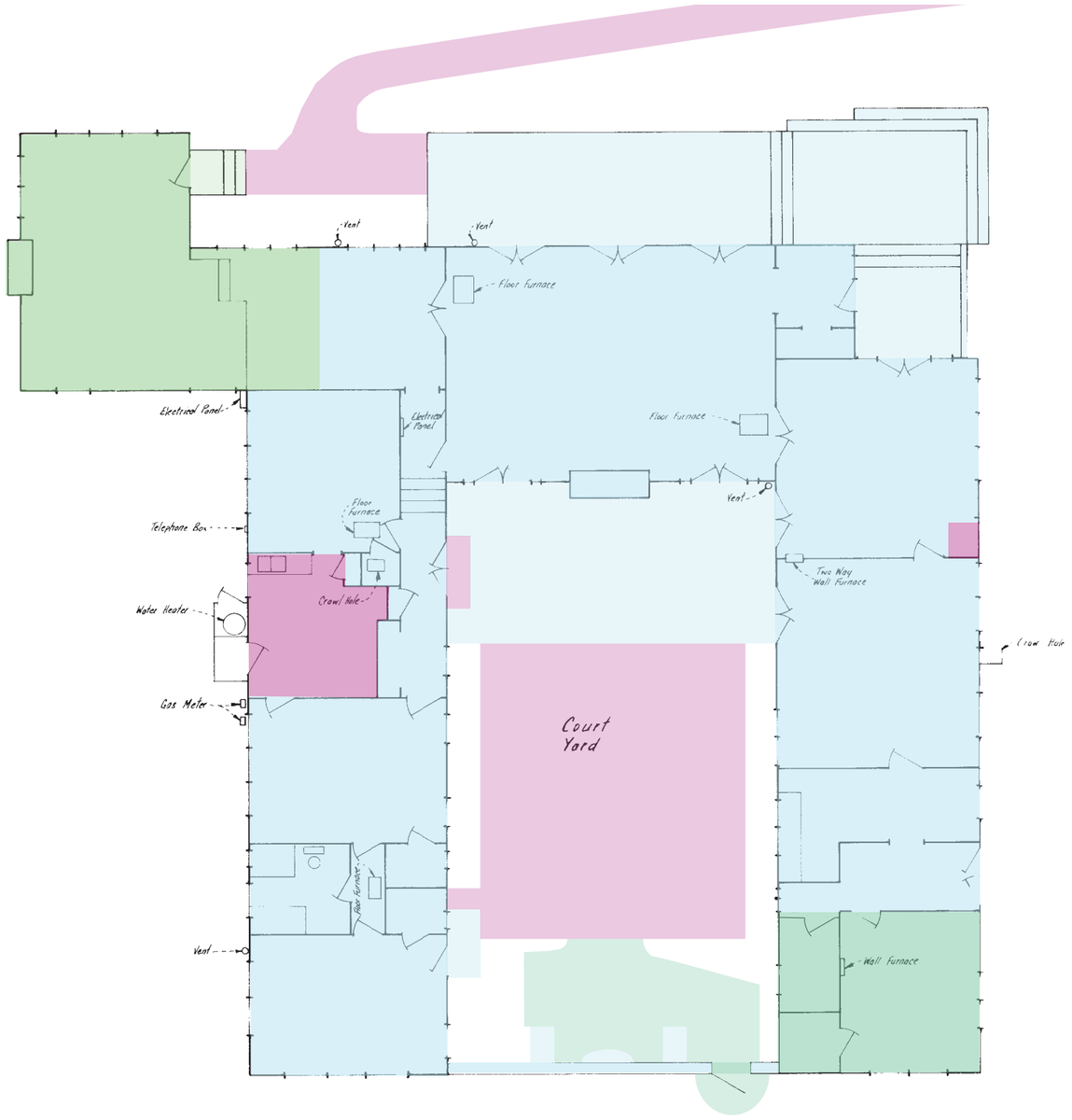
WEST-FACING WALL OF REAR COURTYARD

Significance Diagrams

Base drawings based on the 2015 proposed project drawings by M. Sandoval Architects, altered to reflect the existing building by Page & Turnbull, 2021. Drawings are not to scale and may contain some inaccuracies.

HALSEY HOUSE - LOS ALTOS, CALIFORNIA

PAGE&TURNBULL



CONSTRUCTION CHRONOLOGY

ORIGINAL 1923 CONSTRUCTION
Features that date to the original construction of the residence in 1923.

ALTERATIONS BY THE HALSEY FAMILY
Early alterations and additions to the Halsey House were completed by the Halsey family in 1928 and at an unknown date circa the 1930s.

- 1928 Addition
- Circa 1930s Addition/Alterations

ALTERATIONS POST-1945
Alterations that have taken place since the end of the Halsey family's ownership of the house and the period of significance.

Plan North

Notes:
Lighter hues of chronology categories show built features of the courtyard and landscape.

White space within diagrams denotes planting areas and dirt areas without built features.

Construction Chronology Diagrams

Base drawings: Floor plan dated April 1978 provided by the City of Los Altos. Minor revisions were made by Page & Turnbull to reflect the existing building in 2021. Drawings are not to scale and may contain some inaccuracies.

HALSEY HOUSE - LOS ALTOS, CALIFORNIA

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ATTACHMENT 2

BUILDING CHRONOLOGY

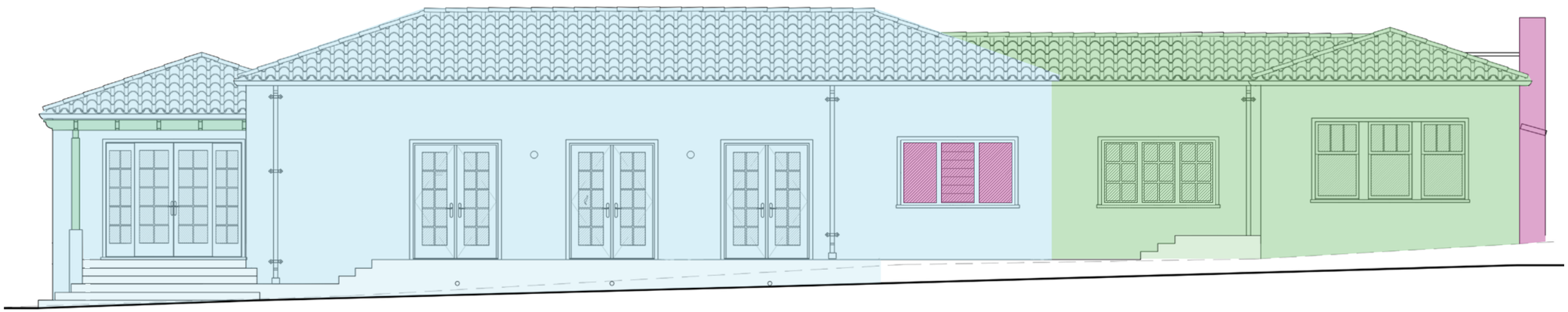
ORIGINAL 1923 CONSTRUCTION

ALTERATIONS BY THE HALSEY FAMILY

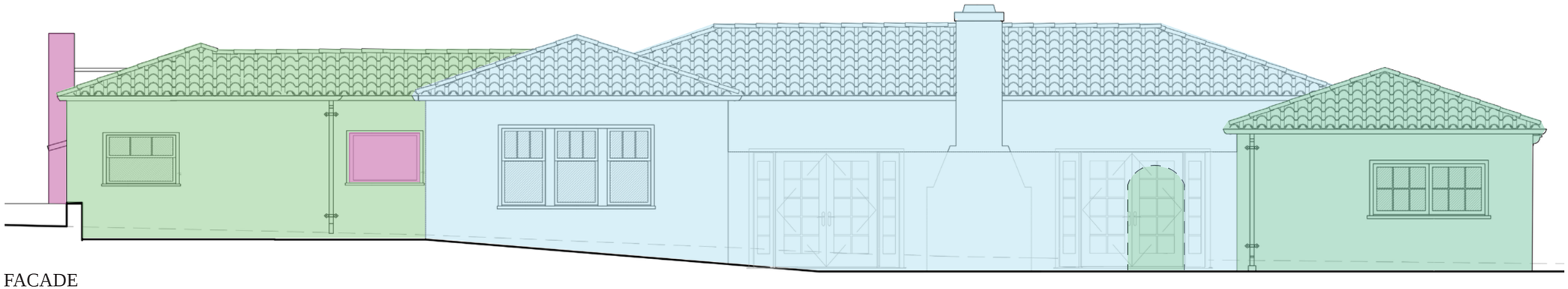
1928 Addition

Early Additions/Alterations (circa 1930s)

ALTERATIONS POST-1945



PRIMARY (NORTH) FACADE



SOUTH FACADE

Construction Chronology Diagrams

Base drawings based on the 2015 proposed project drawings by M. Sandoval Architects, altered to reflect the existing building by Page & Turnbull, 2021. Drawings are not to scale and may contain some inaccuracies.

HALSEY HOUSE - LOS ALTOS, CALIFORNIA

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BUILDING CHRONOLOGY

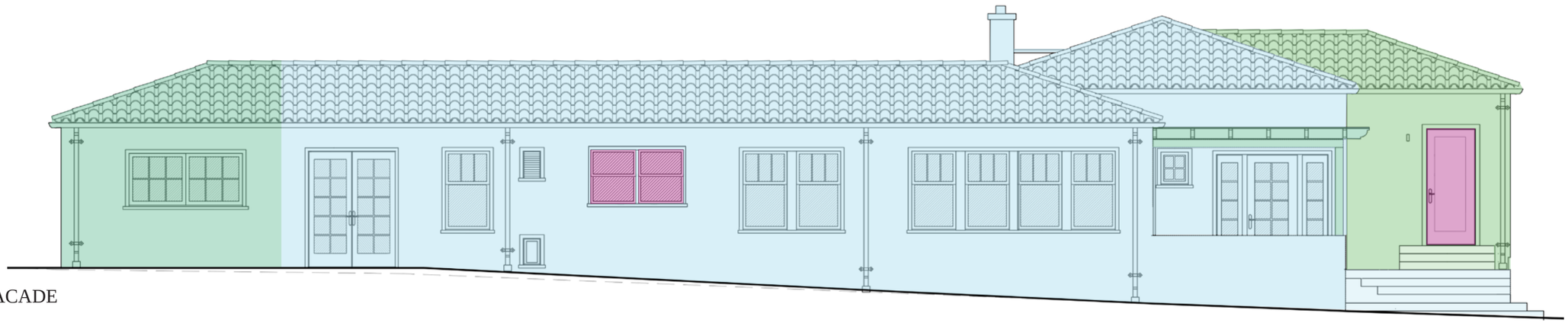
ORIGINAL 1923 CONSTRUCTION

ALTERATIONS BY THE HALSEY FAMILY

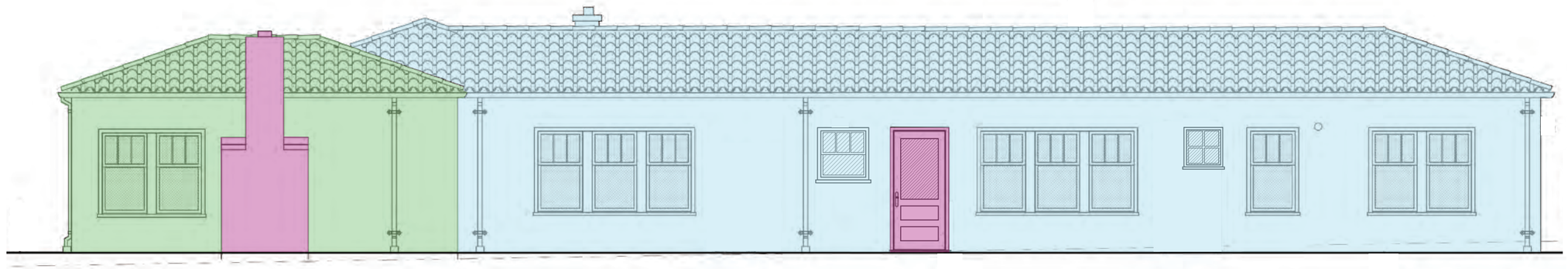
1928 Addition

Early Additions/Alterations (circa 1930s)

ALTERATIONS POST-1945



EAST FACADE



WEST FACADE

Construction Chronology Diagrams

Base drawings based on the 2015 proposed project drawings by M. Sandoval Architects, altered to reflect the existing building by Page & Turnbull, 2021. Drawings are not to scale and may contain some inaccuracies.

HALSEY HOUSE - LOS ALTOS, CALIFORNIA

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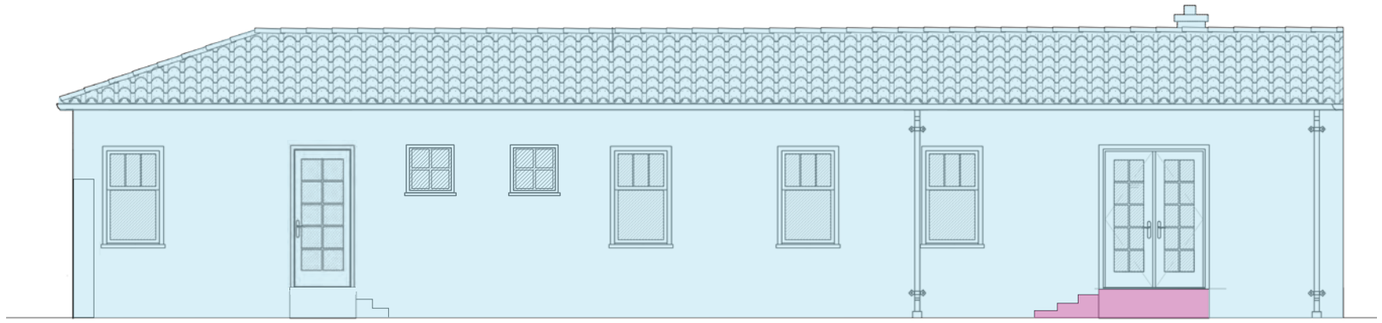
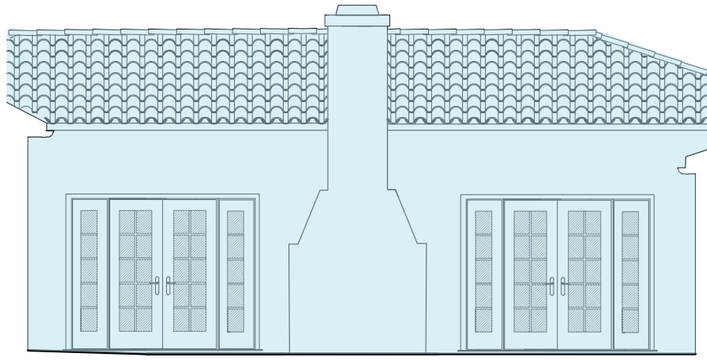
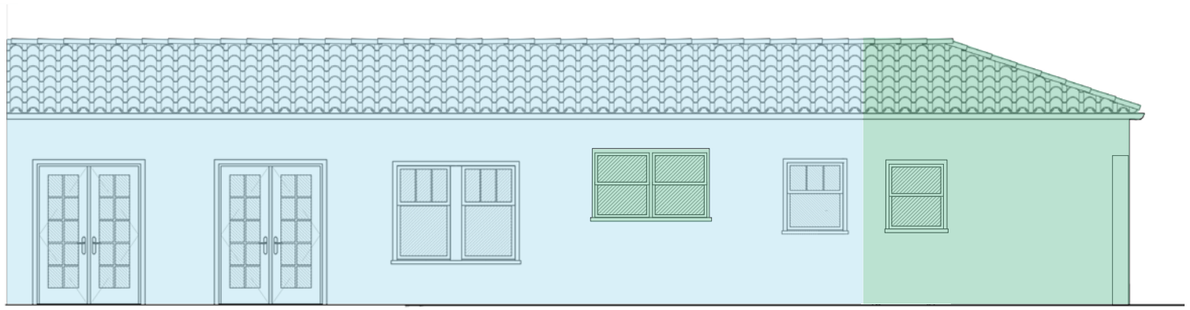


EAST-FACING WALL OF REAR COURTYARD



SOUTH-FACING WALL OF REAR COURTYARD



WEST-FACING WALL OF REAR COURTYARD

BUILDING CHRONOLOGY

ORIGINAL 1923 CONSTRUCTION

ALTERATIONS BY THE HALSEY FAMILY

1928 Addition

Early Additions/Alterations (circa 1930s)

ALTERATIONS POST-1945

Construction Chronology Diagrams

Base drawings based on the 2015 proposed project drawings by M. Sandoval Architects, altered to reflect the existing building by Page & Turnbull, 2021. Drawings are not to scale and may contain some inaccuracies.

HALSEY HOUSE - LOS ALTOS, CALIFORNIA

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ATTACHMENT 2

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

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2600 CAPITOL AVENUE, SUITE 120 SACRAMENTO, CALIFORNIA 95816 TEL 916-930-9903
170 MAIDEN LANE, 5TH FLOOR SAN FRANCISCO, CALIFORNIA 94108 TEL 415.362.5154

DAVID J. POWERS & ASSOCIATES, INC.
ENVIRONMENTAL CONSULTANTS & PLANNERS

Memorandum

To: Dave Brees, Special Projects Manager
City of Los Altos

From: Michael Lisenbee, Senior Project Manager
David J. Powers & Associates, Inc.

Date: August 25, 2021

Subject: **Halsey House – CEQA Considerations and Constraints**

It is our understanding that the City of Los Altos owns the Halsey House, a historic structure located in the Redwood Grove Nature Preserve, and is considering various options for treatment of the structure. These options include full rehabilitation, partial rehabilitation/partial demolition, full demolition, and mothballing. The City would like to be informed of the implications of each treatment option under the California Environmental Quality Act (CEQA). The following analysis includes a description of the potential impacts under CEQA for each treatment option, as well as estimated timelines and costs associated with preparation of the required CEQA documentation. The analysis is based in part upon a *Historic Resource Evaluation* (HRE) prepared by Page & Turnbull in July 2021 and a *Pricing and Feasibility Study* prepared by Architectural Resources Group in July 2021.

Background

The Halsey House, located at 482 University Avenue (APN 175-30-021), is situated within the approximately six-acre Redwood Grove Nature Preserve and is owned by the City of Los Altos. Built in 1923 for Theodore Vail Halsey and Emma Wright Halsey by an unknown architect, the Halsey House was used as a single-family residence until 1945. In 1945, the property was sold to the Besseys and the house was converted into two residential units soon after. In 1974, the property was purchased by the City of Los Altos to serve as a park. At that time, the building was converted to a nature center for educational and recreational programming. In 2008, the building was closed to the public. Since 2008, the Halsey House has been vacant.

The HRE prepared by Page & Turnbull found that the Halsey House is eligible for the California Register of Historic Places (CRHR) under Criterion 1 (Events) as an excellent example of the residential development patterns of Los Altos and for the establishment of the Redwood Grove Nature Preserve, which is a unique property developed by Emma Halsey and her Japanese gardener, Mori, in the 1920's. Page & Turnbull did not find the property significant under Criterion 2 (Persons), Criterion 3 (Design/Architecture), or Criterion 4 (Information Potential).

Additionally, Page & Turnbull reviewed the Halsey House's existing historic status as a City of Los Altos Historic Landmark and found that the building continues to meet the necessary criteria for age and physical integrity, despite the ongoing issues of the building's condition. While Page & Turnbull found the property to be eligible for the CRHR under different criteria than it was listed under as a local landmark, Page & Turnbull agrees that the property is a rare or unique example of local architecture and remains eligible to be listed as a Historic Landmark of Los Altos.

As a local Historic Landmark and as a building that is eligible for the CRHR under Criterion 1 (Events), the Halsey House is considered a historic resource under CEQA.

CEQA Considerations and Constraints

Below is a summary of the CEQA considerations and constraints for each of the four treatment options under consideration: full rehabilitation, partial rehabilitation/partial demolition, full demolition, and mothballing.

Full Rehabilitation

This treatment option consists of full rehabilitation of the structure for general recreation programming. Physical improvements would consist of general architectural and structural repairs to restore the building to a usable state.

Building plan showing areas of rehabilitation (red).

Source: Architectural Resources Group

It is assumed for the purposes of this analysis that the physical improvements would adhere to the Secretary of the Interior's *Standards for Rehabilitation* and *Guidelines for Rehabilitating Historic Buildings* and, as a result, would not affect the historic integrity of the structure. Projects that propose rehabilitation of a historic resource and adhere to the Secretary of Interior's Standards are categorically exempt under CEQA (Class 31, CEQA Guidelines Section 15331), meaning no environmental review is required.

Required CEQA Documentation: Categorical Exemption (Class 31)
Estimated CEQA Timeline: N/A
Estimated CEQA Cost: N/A

Partial Rehabilitation/Partial Demolition

This treatment option consists of demolition of the east and west wings of the structure and rehabilitation of the Entry, Main Room, Ohlone Room, and Ohlone Kitchen, along with a new building addition to house restrooms and an interior ramp. Building uses may include classes, meetings, or special events.

Building plan showing areas of rehabilitation (red), demolition (dashed), and new addition (blue).

Source: Architectural Resources Group

As described previously, the HRE prepared by Page & Turnbull determined that the Halsey House is a historic resource under CEQA. The character-defining features of the Halsey House include the original features, materials, and design elements of the building (interior and exterior) and landscape as completed in 1923 and any alterations undertaken during Emma Halsey's period of residence, which ended when she sold the property in 1945 (refer to Page & Turnbull's 2021 HRE for a full list of character defining features). The partial rehabilitation/partial demolition treatment option would demolish both wings of the structure, leaving less than half of the original structure intact. This level of demolition would remove many of the character-defining features of the building, significantly affecting the historic integrity of the structure.

It is anticipated that this treatment option would be identified as a significant unavoidable impact to a historic resource under CEQA, although a full impact assessment from a qualified historian would be required for confirmation. An Environmental Impact Report (EIR) would be required prior to any action. The EIR would include an analysis of project alternatives that would avoid the significant impact. The project would also be required to implement all feasible mitigation measures to reduce the impact to the historic resource. Mitigation would likely consist of recordation of the historic resource to Historic American Buildings Survey (HABS) standards established by the National Park Service. As described in Section 15093 of the CEQA Guidelines, in order to approve this treatment option, the City would be required to adopt a statement of overriding considerations citing the specific legal, social, technological, or other benefits that outweigh the unavoidable adverse environmental impact of the project. The statement of overriding considerations shall be supported by substantial evidence in the record and include a description of why feasible project alternatives were not selected.

Required CEQA Documentation: EIR
Estimated CEQA Timeline: 12-18 months
Estimated CEQA Cost: $100,000-$150,000

Full Demolition

Building plan showing areas of demolition (dashed).

Source: Architectural Resources Group

This treatment option consists of full demolition of the structure. As described previously, the HRE prepared by Page & Turnbull determined that the Halsey House is a historic resource under CEQA. Demolition of a historic structure is considered a significant unavoidable impact under CEQA. Similar to the partial rehabilitation/partial demolition treatment option, an EIR would be required prior to any action. The EIR would include an analysis of project alternatives that would avoid the significant impact. The project would also be required to implement all feasible mitigation measures to reduce the impact to the historic resource. Mitigation would likely consist of recordation of the historic resource to HABS standards established by the National Park Service. As described in Section 15093 of the CEQA Guidelines, in order to approve this treatment option, the City would be required to adopt a statement of overriding considerations citing the specific legal, social, technological, or other benefits that outweigh the unavoidable adverse environmental impact of the project. The statement of overriding considerations shall be supported by substantial evidence in the record and include a description of why feasible project alternatives were not selected.

Required CEQA Documentation: EIR
Estimated CEQA Timeline: 12-18 months
Estimated CEQA Cost: $100,000-$150,000

Mothballing

Building plan showing areas of mothballing (green).

Source: Architectural Resources Group

This treatment option consists of mothballing the structure. Mothballing controls the long-term deterioration of a building while it is unoccupied. This process also stabilizes the building and protects the structure from fire, vandalism, and sudden loss. An effort to achieve a successful mothballing requires securing the structure from unwanted entry and providing adequate ventilation. Some steps have already been taken to secure this structure, but additional measures will help ensure that the structure remains stable.

It is assumed for the purposes of this analysis that the physical improvements associated with mothballing would adhere to the Secretary of the Interior's *Standards for Rehabilitation* and *Guidelines for Rehabilitating Historic Buildings* and, as a result, would not affect the historic integrity of the structure. Projects that propose modifications to a historic resource and adhere to the Secretary of Interior's Standards are categorically exempt under CEQA (Class 31, CEQA Guidelines Section 15331), meaning no environmental review is required.

Required CEQA Documentation: Categorical Exemption (Class 31)
Estimated CEQA Timeline: N/A
Estimated CEQA Cost: N/A

Conclusion

In summary, two of the treatment options for the Halsey House, full rehabilitation and mothballing, would be exempt from CEQA assuming improvements/modifications to the structure adhere to the Secretary of the Interior's *Standards for Rehabilitation* and *Guidelines for Rehabilitating Historic Buildings.* The other two treatment options, partial rehabilitation/partial demolition and full demolition, would result in significant unavoidable impacts under CEQA, requiring preparation of an EIR and adoption of a statement of overriding considerations prior to approval.

ATTACHMENT 4

PRICING AND FEASIBILITY STUDY

Halsey House

City of Los Altos | *August 13, 2021*

Architecture
Planning
Conservation

Architectural
Resources Group

CLIENT:

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Lacey Bubnash
Project Architect

COST ESTIMATING:

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Los Angeles, CA 90066

Jacqueline Chan
President

ARG Project No.201100

ATTACHMENT 4

Architectural
Resources Group

Table of Contents

ATTACHMENT 4

Introduction

Halsey House courtyard (ARG, 2019)

This Halsey House Pricing and Feasibility Study has been prepared at the request of the City of Los Altos to outline a scope of work and provide cost estimates for four potential treatment options:

- Full Rehabilitation
- Partial Rehabilitation/ Partial Demolition
- Demolition
- Mothballing

Rehabilitation is one of the four treatment approaches listed in the Secretary of the Interior's Standards for the Treatment of Historic Properties (Standards) and is defined as "the process of returning a property to a state of utility, through repair or alteration, which makes possible an efficient contemporary use while preserving those portions and features of the property which are significant to its historic, architectural, and cultural values." Rehabilitation acknowledges the need to alter or add to a historic property to meet continuing or changing uses.

The rehabilitation scope in this study is based on recommendations in the 2020 Historic Structure Report (HSR), with some expanded site work recommendations to address accessibility issues at the exterior path of travel. An updated code analysis is attached as Appendix B.

Cost Summary

Budgetary costs are intended for planning purposes only and should be updated as scope is further defined. Detailed cost estimates are attached as Appendix A.

Option 1: Full Rehabilitation - $4,057,788

Option 2: Partial Rehabilitation/ Partial Demolition - $2,705,080

Option 3: Demolition - $120,861

Option 4: Mothballing - $214,566

Option 1: Full Rehabilitation

Work includes full rehabilitation of the structure for general recreation programming. Building use may include classes, meetings, special events, and limited office. Scope of work assumes interior partitions and layout will remain largely intact except for modifications related to new restroom, kitchen, and accessibility upgrades. The proposed treatments were developed in accordance with the *Secretary of the Interior's Standards for Rehabilitation.*

Construction Timeline: 12 months

Building plan showing areas of rehabilitation (red).

Site and Exterior Features

Grading and Site

- Provide new accessible walkways around building perimeter. Link to existing/new site pathways.
- Provide accessible pathway to Shoup Park.
- Regrade and restore the landscape at west elevation to eliminate water infiltration and to create a positive slope away from the building. Conceal exposed utilities.
- Clear plant growth from base of walls and upgrade site planting.
- Rehabilitate courtyard. Provide new permeable pathways and planting beds.
- Provide roof drain splash pads and compatible rain leader extensions to match existing.

Concrete Terrace

- Wash concrete at low pressure to remove dirt, debris, and stains. Use chemical cleaners if required.
- Repair cracks large enough to inhibit drainage at the patio or create a tripping hazard.

Roofing

- Remove and salvage existing clay tiles for reuse. Provide new roofing and underlayment.
- Provide new roof flashing, gutters, and downspouts.
- Remove corrugated plastic at north terrace entrance.

Exterior Walls

Stucco Walls

- Clean to remove general soiling and biological growth.
- Remove loose and deteriorated stucco.
- Patch stucco using matching materials and methods.
- Renew paint coating at entire exterior.

Option 1: Full Rehabilitation

Brick Chimney

- Clean brick to remove general soiling, biological growth, and stains.

Exterior Windows

- Rehabilitate all original windows. Clean, lubricate, and ensure all windows operate smoothly and properly.
- Remove any excess paint on glass surfaces.
- Replace cracked or broken glass and glazing compound.
- When window hardware is too damaged to be repaired or is missing, replace in kind.
- Remove unused hardware accessories.
- Provide weatherstripping at all windows.
- Provide insect screens at all windows.
- Conduct minor wood repairs of wood windows as required. Repair splits in the wood.
- Mitigate rot and moisture damage of historic wood windows through the use of wood preservative treatments, repairs, and epoxy fills. Losses may be filled as Dutchman repairs or with epoxy repair compound, shaped to match adjacent wood. Where historic wood is too damaged to be repaired, replace in-kind. New wood elements should be the same size and shape as the historic, and if possible be the same wood species.

Exterior Doors

- Rehabilitate all original doors. Clean, lubricate, and ensure all doors operate smoothly and properly.
- Remove any excess paint on glass surfaces.
- Replace cracked or broken glass and glazing compound.
- Remove unused hardware accessories.
- Replace all door hardware with compliant hardware.
- Conduct minor wood repairs of wood doors as required. Repair splits in the wood.
- Mitigate rot and moisture damage of historic wood through the use of wood preservative treatments, repairs, and epoxy fills. Losses may be filled as Dutchman repairs or with epoxy repair compound, shaped to match adjacent wood. Where historic wood is too damaged to be repaired, replace in-kind. New wood elements should be the same size and shape as the historic, and if possible be the same wood species.
- Replace south courtyard entrance door.

Air Vents

- Repair damaged air vent covers. Replace missing or failing screens.

Interior Features and Finishes

Ceiling and Walls

- Clean to remove dirt and cobwebs.
- Remove acoustic ceiling tiles throughout.
- Patch or replace any areas of material loss/ failure to match original plaster finish.
- Remove graffiti throughout and renew paint coatings.
- Patch and repair original wood trim throughout.

Floors

- Remove all carpet and resilient flooring. Assume asbestos is present.
- Inspect flooring beneath carpet at Ohlone Room and Hall adjacent to the Craft Room. Rehabilitate wood treads and risers if present.
- Fill any gaps in wood floor boards and associated baseboard and repair any areas of material loss.
- Sand smooth and refinish wood floors throughout.
- Renew paint coatings at all original wood baseboard to remain.

Doors

- Replace or modify wood thresholds that do not meet accessibility requirements.

Option 1: Full Rehabilitation

- Replace all door hardware with compliant hardware.
- Rehabilitate all original doors to remain. Clean, lubricate, and ensure all doors operate smoothly and properly.
- Renew paint coatings at doors and associated trim.

Fireplace and Chimneys

- Clean brick lining and chimneys to remove soot.
- Clean ceramic tile surround and remove surface paint at the Main Room fireplace.
- Seal flues to make fireplaces nonfunctional.

Vertical Circulation

- Provide handrails with compliant extensions at all stairs.

Restrooms

- Provide new restrooms. Assume four toilet compartments; one accessible.

Kitchen

- Remove cabinets, counters, sinks, and appliances from all kitchens.
- Provide new kitchenette at location of East Kitchen with compliant counters, cabinets, sink, and refrigerator.

Structural

- Add structural plywood over existing 1x roof sheathing to strengthen roof diaphragm
- Strengthen existing shear walls and add new shear walls to resist lateral forces.
- Add sill bolts from shear walls to foundation walls
- Add connections between beams, posts, and footings in crawlspace
- Provide continuous ties at roof diaphragm
- Provide positive anchorage of reinforced brick chimneys to the roof diaphragm and brace chimneys back to roof diaphragm

Building Systems

- Provide new energy-efficient electric heating and cooling systems. Ensure visible equipment and accessories are compatible with the historic nature of the building.
- Replace entire plumbing system, including all piping. Replace plumbing fixtures with low-water consumption fixtures.
- Provide a new fire alarm and protection systems.
- Replace entire electrical service and distribution.
- Replace all light fixtures with new LED style lighting, modern digital dimmers, motion sensing lighting controls, and automatic daylight dimming.

Option 2: Partial Rehabilitation/Partial Demolition

Work includes demolition of the east and west wings, rehabilitation of the Entry, Main Room, Ohlone Room, and Ohlone Kitchen, and a new building addition to house restrooms and an interior ramp. Building use may include classes, meetings, or special events. The proposed rehabilitation scope is in accordance with the *Secretary of the Interior's Standards for Rehabilitation.*

Construction Timeline: 12 months

Demolition

- Salvage historic fabric from wings. Features may include windows, doors, and hardware.
- Disconnect and cap utilities at wings
- Demolish wing structures. Transport and legally dispose of debris off-site.

Rehabilitation

Site

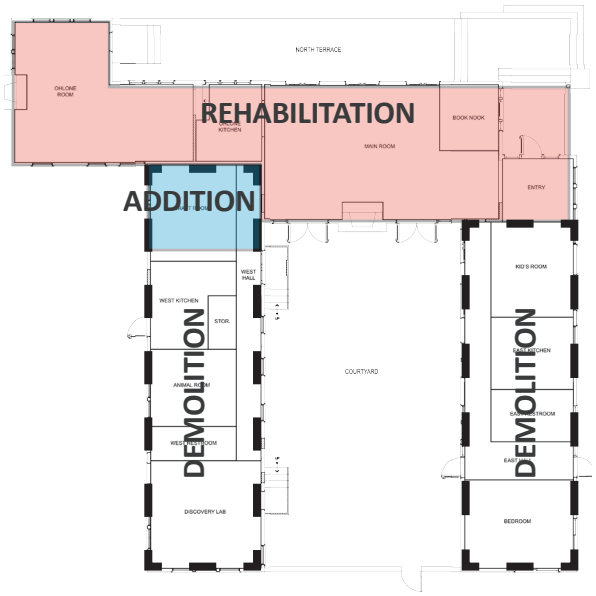
- Provide new accessible walkway to building entrances. Link to existing/new site pathways.
- Provide accessible pathway to Shoup Park.
- Upgrade site planting adjacent to retained structure.
- Restore natural landscape at area of demolition.

Concrete Terrace

- Wash concrete with low pressure to remove dirt, debris, and stains. Use chemical cleaners if required.

Roofing

- Modify existing roof framing at areas of demolition.
- Remove and salvage existing clay tiles for reuse. Provide new roofing and underlayment.
- Provide new roof flashing, gutters, and downspouts.
- Remove corrugated plastic at north terrace entrance.



Building plan showing areas of rehabilitation (red), demolition (dashed), and new addition (blue).

Stucco Walls

- Patch existing walls at areas of demolition.
- Clean to remove general soiling and biological growth.
- Remove loose and deteriorated stucco.
- Patch stucco using matching materials and methods.
- Renew paint coating at entire exterior.

Fireplaces and Chimneys

- Clean to remove general soiling, biological growth, and stains.
- Clean ceramic tile surround and remove surface paint at the Main Room fireplace.
- Seal flues to make fireplaces nonfunctional.

Windows and Doors

- Rehabilitate all original windows and doors. Clean, lubricate, and ensure all operate smoothly and properly.

Option 2: Partial Rehabilitation/ Partial Demolition

- Remove any excess paint on glass surfaces.
- Replace cracked or broken glass and glazing compound.
- When window hardware is too damaged to be repaired or is missing, replace in kind.
- Remove unused hardware accessories.
- Provide weatherstripping at all windows.
- Provide insect screens at all windows.
- Replace or modify wood thresholds that do not meet accessibility requirements.
- Replace all door hardware with compliant hardware.
- Conduct minor wood repairs of wood windows and doors as required. Repair splits in the wood.
- Mitigate rot and moisture damage of historic wood windows and doors through the use of wood preservative treatments, repairs, and epoxy fills. Losses may be filled as Dutchman repairs or with epoxy repair compound, shaped to match adjacent wood. Where historic wood is too damaged to be repaired, replace in-kind. New wood elements should be the same size and shape as the historic, and if possible be the same wood species.

Ceiling and Walls

- Remove acoustic ceiling tiles throughout.
- Patch or replace any areas of material loss/ failure to match original plaster finish.
- Remove graffiti throughout and renew paint coatings.
- Patch and repair original wood trim throughout.

Floors

- Remove all carpet.
- Fill any gaps in wood floor boards and associated baseboard and repair any areas of material loss.
- Sand smooth and refinish wood floors throughout.
- Renew paint coatings at wood baseboard to remain.

Vertical Circulation

- Provide handrails with compliant extensions at all stairs.
- Provide compliant ramp between Ohlone Kitchen and Ohlone Room in new building addition.

Restrooms

- Provide two new accessible single occupancy restrooms in new building addition.

Kitchen

- Provide new kitchenette at Ohlone Kitchen with compliant counters, cabinets, sink, and mini refrigerator.

Structural

- Add structural plywood over existing 1x roof sheathing to strengthen roof diaphragm
- Strengthen existing shear walls and add new shear walls to resist lateral forces.
- Add sill bolts from shear walls to foundation walls
- Add connections between beams, posts, and footings in crawlspace
- Provide continuous ties at roof diaphragm
- Provide positive anchorage of reinforced brick chimneys to the roof diaphragm and brace chimneys back to roof diaphragm.

Building Systems

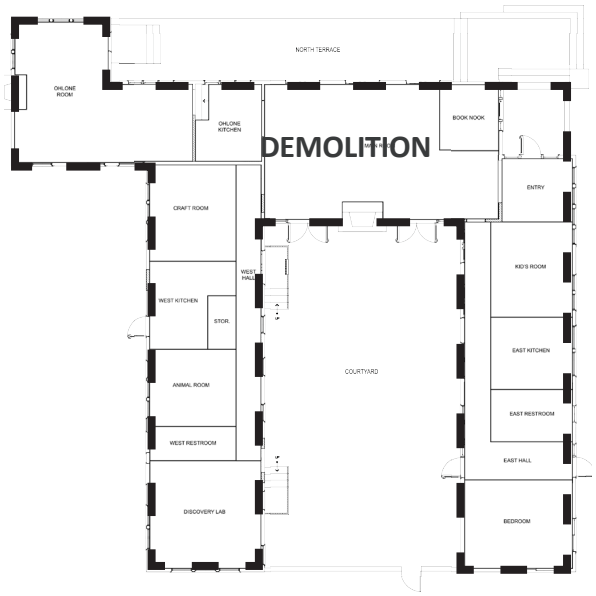
- Provide new energy-efficient electric heating and cooling systems. Ensure visible equipment and accessories are compatible with the historic nature of the building.
- Replace entire plumbing system, including all piping. Replace plumbing fixtures with low-water consumption fixtures.
- Provide a new fire alarm and protection systems.
- Replace entire electrical service and distribution.
- Replace all light fixtures with new LED style lighting, modern digital dimmers, motion sensing lighting controls, and automatic daylight dimming.

Option 3: Demolition

Work includes full demolition of the structure.

Construction Timeline: 4 month

- Salvage historic fabric in good condition. Features may include windows, doors, and hardware.
- Disconnect and cap utilities
- Demolish structure. Transport and legally dispose of debris off-site.
- Clear and level site. Restore natural landscape.



Building plan showing areas of demolition (dashed).

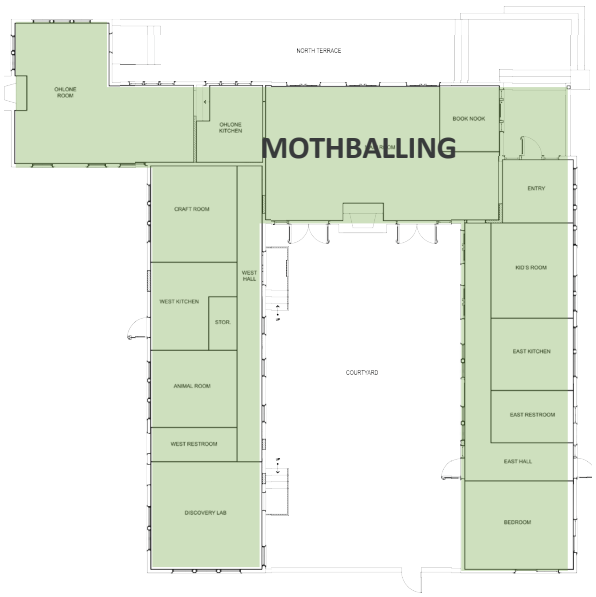
Option 4: Mothballing

Mothballing controls the long-term deterioration of a building while it is unoccupied. This process also stabilizes the building and protects the structure from fire, vandalism, and sudden loss. Some steps have already been taken to secure this structure, but additional measures will help ensure that the structure remains stable. While mothballing may protect a building up to ten years, success is largely dependent on continued monitoring and maintenance.

The proposed scope is consistent with National Park Service *Preservation Brief 31: Mothballing Historic Buildings*.

Construction Timeline: 4 month

- Prepare Maintenance and Monitoring Plan. Include maintenance chart defining regular tasks and frequency.
- Consider adding a fence and gate to secure the site.
- Add motion-sensored site lighting to deter vandalism and ensure site safety.
- Clear vegetation and dried plant materials in and around the structure to reduce the fire fuel and prevent additional deterioration of the structure.
- Establish a fire prevention plan for the site.
- Regrade west elevation (as much as feasible) to minimize water flow against foundation and wood framing.
- Patch roof to prevent water intrusion. This will prevent further damage to the interior finishes and potential mold and mildew growth.
- Repair or replace damaged or missing downspouts and gutters.
- Inspect exterior walls, eaves, and other exterior surfaces to detect potential leaks, holes or other damage. Any penetrations through the walls or into the crawl space should be either covered or filled to prevent water or pest intrusion. Such repairs should be executed with processes and materials that maintain the water tightness of the exterior envelope of the building, without damaging the original materials.
- Repaint exterior surfaces where paint has severely failed and deterioration is active.
- Replace, repair, or supplement plywood protection on window and door openings. Paint plywood to prevent moisture intrusion through the wood. Ensure one door remains easily accessible for frequent building inspection.
- Ensure building interior is ventilated to prevent mold and mildew growth. Ventilation can be accomplished by adding standard metal vents with insect screens to select window protection boards.



Building plan showing areas of mothballing (green).

Option 4: Mothballing

- Remove all debris from the interior, including furniture, equipment, appliances, and broken glass from doors and windows.
- Broom clean all floors. Remove carpets that are wet and/or show signs of moisture. Moist carpets can promote mold and mildew growth and rot in the wood sub floor.
- Use proper methods to remove any birds, animals or insects, droppings and carcasses from the structure interiors, including the attic and crawl space.
- Document, catalog, and store for safekeeping any historic elements removed from their original location. This includes trim, doors, windows or any other elements to be saved. Loose elements should be either secured in place or cataloged and removed to storage.
- Establish a building file. Record all activities pertaining to the mothball plan and maintain copies in a building file.

Appendix A: Cost Estimate

ATTACHMENT 4

Thursday, August 12, 2021

KPJ Consulting

Halsey House

Feasbility Cost Studies (Option 1-4)

Los Altos, California

for

Architectural Resources Group, Inc.

ph 213 800 1568, e jchan@kpjconsultingusa.com

Halsey House
Feasbility Cost Studies (Option 1-4)
Los Altos, California
Feasbility Cost Studies **August 12, 2021**

TABLE OF CONTENTS

Halsey House
Feasbility Cost Studies (Option 1-4)
Los Altos, California
Feasbility Cost Studies **August 12, 2021**

AT A GLANCE

This Cost Plan Report

The following Cost Plan Report has been prepared to help establish, review and manage a realistic project scope, budget and cost. This report should be reviewed, revised and updated as each project nears the completion of design prior to bidding and construction. This is a measured cost plan based on programming information and industry experience, making assumptions on approximate quantities rather than a specific dollar-per-square-foot basis. Therefore, this cost plan is intended to be a guide and starting point for the development of these projects requiring subsequent review and cost analysis based on the state of documentation, program, and design process at the time of active development. It is the responsibility of the client to insure this revision process occurs at time of project.

This report is based on historical cost data derived from a number of sources including but not limited to bids data and past cost estimates of similar building types. However, specific responses to documents, designs, and programs will vary, based on each contractor's assessment of the current market, material prices and workload. It is conceivable that local and smaller general contractors may offer more competitive bidding than other general contractors with higher off-site costs and employed supervisors. The goal of this Cost Plan Report is to help you establish a "fair price" price for each project in consideration. Actual bid prices may vary. The basis for this cost analysis is derived from experience, qualifications, and best practice judgements from KPJ Consulting, a professional cost consultant familiar with the construction industry. However, KPJ Consulting cannot and does not guarantee that proposals, bids, or actual construction costs will not vary from this or subsequent cost estimates for these projects.

In addition, this cost analysis does not include allowances for potential cost saving techniques of the construction process. Techniques such as the implementation of a negotiated bid contract, construction management contract, or a non-traditional form of procurement may assist in reducing or increasing project costs, based on accelerating the project schedule or limiting competitive risk for the selected contractor. However, these results are on a case by case basis specific to the general contractor and any City protocol that may exist regarding design and construction on your facility.

Scope of Cost Plan

The scope of work based on recommendations in the ARG July 2021 Feasbility Study, with some expanded site work recommendations to address accessibility issues at the exterior path of travel.

Specific Inclusions - PC Allowances, Provisional & other allowances

Option 1: Full Rehabilitation.
Option 2: Partial Rehabilitation/ Partial Demolition.
Option 3: Demolition.
Option 4: Mothballing.

AT A GLANCE

Assumptions made in the Cost Plan

This cost plan was prepared under the following assumptions:

1. Competitive Design-Bid-Build procurement will be utilized with 4 or more general contractors.
2. Work can take place during normal and off business hours.
3. Prevailing wage labor rate structure.
4. All repair/ replacement is a "guess-timate" at this point, and may change during construction after more of the deterioration is revealed.
5. All furniture will be remove, relocate and store by Owner.
6. Mid range quality finishes.
7. The new interior finishes are not required to comply with historic fabric.

Phasing Plan and Schedule

Option 1: estimated 12 months construction duration.
Option 2: estimated 12 months construction duration.
Option 3: estimated 4 months construction duration.
Option 4: estimated 4 months construction duration.

Exclusions

Costs for the following items are excluded from this report. These items should be considered, checked and confirmed during design, and prior to bidding and construction. Allowances for their costs may need to be added to the project cost. Please refer also to the 'Detailed Trade Costs' section of this Cost Plan report for other specific exclusions.

1. Professional design and consulting fees. Suggest budgeting 15% of construction cost.
2. General building permit including plans and permits for fire alarm system unless noted.
3. Testing fees unless noted.
4. Owner's field inspection costs.
5. Construction / project manager's fees.
6. Plan check fees and building permit fees unless noted.
7. Furnishings, fixtures and equipment (FF&E) / Group II.
8. Owner-furnished items.
9. Building signage beyond code-required signage.
10. Artwork and interior plants.
11. Construction contingency unless noted.
12. Move-in costs, relocation costs or maintenance costs after move-in.
13. Financing, land and due diligence costs.
14. Tier 2 or complete seismic upgrades unless noted.

AT A GLANCE

15 Title 24 energy compliance.
17 Remove and relocate on site furniture.
18 Re grading and new/extensive modification of existing utility.
19 Hazardous materials testing costs.
20 Escalation beyond 2021.
21 Improvements related to Flood Hazard Reduction.

Material & Escalation Index

An estimate of future escalation is not included in this Cost Plan to capture increasing margins which will likely be higher than average labor and material cost growth. Escalation may differ regionally, with lagging regions taking longer to experience higher escalation. Therefore, we recommend Client to carry escalation of 7% annually.

Due to COVID-19, Associated General Contractors of America has been tracking the PPIs (BLS Producer Price Indexes) from May 2020 to May 2021 for six widely used materials. The index for lumber and plywood more than doubled, rising 111%. The PPI for steel mill products jumped 76%; for copper and brass mill shapes, 60%; and for aluminum mill shapes, 49%. Thus, contractors whose purchases are weighted toward any of these broad classes of materials are likely to have experienced even greater total increases in costs than the overall PPI for inputs suggests.

Furthermore, according to AGC, extended and uncertain delivery times for construction items have been an even bigger problem for many contractors than the extreme price increases. Currently, there are delays at every stage of the supply chain. In the face of such volatility and uncertainty, many producers are drastically shortening the duration to hold their prices. This is very problematic for contractors, who must typically guarantee a cost to an owner long before placing a firm order for materials. Some contractors report receiving price-increases notices from steel producers the day after they took effect. Others have been told they will not be quoted a price for lumber until it is loaded on a truck for shipment to the contractor.

Yet another cause of higher prices and tighter supply is trade policy actions imposed in 2018-2020. Tariffs or quotas on steel and aluminum from many countries, along with tariffs on hundreds of parts and materials from China, drove up the cost of many construction products and limited the number of suppliers, which has led to longer delivery times. Failure to renew a longstanding softwood lumber agreement with Canada has added to lumber costs.

These following events of steep and fast-rising costs for various materials, compounded by major supply-chain disruptions and stagnant or falling demand for projects—a combination that threatens the profit margin of many contractors and potentially puts the contractor out of business. Therefore limiting the pool of contractors and sub-contractors; reducing the competitiveness of bids.

However, we do not know if problems might be short or long-term. As these events are unprecedented and rapidly unfolding, it is impossible to predict the impact they will have on the future of the construction industry, both nationally and in the Northern CA area. The Owner is advised to monitor the market closely in the months leading to bid and assess any apparent changing material availability, lead times, pricing levels, risks, and other uncertainties and adjusts bidding strategies and alternates.

AT A GLANCE

Contingency

As the needs and priorities of your department change over time, this may impact the scope and character of the projects identified in this cost plan. These changes during design, documentation, and construction many result in additional costs to the project in question. To help maintain the estimated project budget and account for these unexpected or undefined costs, a 15% Design Contingency is included in this report.

Report Preparation

It is assumed that correct professional confidentiality will be observed in relation to this document.

Halsey House
Feasbility Cost Studies (Option 1-4)
Los Altos, California
Feasbility Cost Studies

August 12, 2021

Total Construction Cost Summary

Item	Scope	Area SF	Cost / SF	Total
Option 1: Full Rehabilitation				
	TOTAL ESTIMATED CONSTRUCTION COST	**3,500 SF**	$1,159	**$4,057,788**
Option 2: Partial Rehabilitation/ Partial Demolition				
	TOTAL ESTIMATED CONSTRUCTION COST	**1,738 SF**	$1,556	**$2,705,080**
Option 3: Demolition				
	TOTAL ESTIMATED CONSTRUCTION COST	**3,500 SF**	$35	**$120,861**
Option 4: Mothballing				
	TOTAL ESTIMATED CONSTRUCTION COST	**3,500 SF**	$61	**$214,566**

Halsey House
Feasbility Cost Studies (Option 1-4)
Los Altos, California
Feasbility Cost Studies **August 12, 2021**

Option 1: Full Rehabilitation

Elemental Format	Quantity	Unit	Unit Cost	Total
Site and Exterior Features				
Grading and Site				
Provide new accessible walkways around building perimeter. Link to existing/new site pathways. 450'L	8,100	SF	$28.00	$226,800
Provide accessible pathway to Shoup Park. 400'L	6,000	SF	$28.00	$168,000
Regrade and restore the landscape at west elevation to eliminate water infiltration and to create a positive slope away from the building. Conceal exposed utilities.	305	SF	$23.00	$7,015
Clear plant growth from base of walls and upgrade site planting.	61	LF	$8.00	$488
Upgrade site planning adjacent to structure	1,000	SF	$23.00	$23,000
Rehabilitate courtyard. Provide new permeable pathways	1,049	SF	$45.00	$47,205
Planting beds	501	SF	$23.00	$11,523
Provide roof drain splash pads and compatible rain leader extensions to match existing.	6	EA	$70.00	$420
Concrete Terrace				
Wash concrete at low pressure to remove dirt, debris, and stains.	821	SF	$3.00	$2,463
Repair cracks large enough to inhibit drainage at the patio or create a tripping hazard. (5% of surface area)	41	SF	$100.00	$4,105
Roofing				
Remove and salvage existing clay tiles for reuse. Provide new roofing and underlayment.				
Remove, clean and reinstall 2/3 clay tiles	2,333	SF	$15.00	$35,000
Remove, clean and install 1/3 new single layer clay tiles	1,167	SF	$38.00	$44,333
New underlayment and insulation	3,500	SF	$12.60	$44,100
Provide new roof flashing, gutters, and downspouts.				
Roof flashing	450	LF	$42.00	$18,900
Gutters	450	LF	$50.00	$22,500
Downspouts	182	LF	$62.00	$11,284
Remove corrugated plastic at north terrace entrance.	1	LS	$400.00	$400
Exterior Walls				
Stucco Walls				
Allowance for dry rot or termite repairs	1	LS	$3,500.00	$3,500
Clean to remove general soiling and biological growth	5,400	SF	$6.00	$32,400
Remove loose and deteriorated stucco. (15% of surface area)	810	SF	$14.00	$11,340
Patch stucco using matching materials and methods.	810	SF	$22.00	$17,820
Renew paint coating at entire exterior.	5,400	SF	$3.60	$19,440
Brick Chimney				
Clean brick to remove general soiling, biological growth, and stains.	2	EA	$1,200.00	$2,400
Exterior Windows	660	SF	$130.00	$85,800
Rehabilitate all original windows. Clean, lubricate, and ensure all windows operate smoothly and properly.				incl. above
Remove any excess paint on glass surfaces.				incl. above
Replace cracked or broken glass and glazing compound.				incl. above
When window hardware is too damaged to be repaired or is missing, replace in kind.				incl. above

Halsey House
Feasbility Cost Studies (Option 1-4)
Los Altos, California
Feasbility Cost Studies **August 12, 2021**

Option 1: Full Rehabilitation

Elemental Format	Quantity	Unit	Unit Cost	Total
Remove unused hardware accessories.				incl. above
Provide weatherstripping at all windows.				incl. above
Provide insect screens at all windows				incl. above
Conduct minor wood repairs of wood windows as required. Repair splits in the wood.				incl. above
Mitigate rot and moisture damage of historic wood windows through the use of wood preservative treatments, repairs, and epoxy fills.				incl. above
Losses may be filled as Dutchman repairs or with epoxy repair compound, shaped to match adjacent wood. Where historic wood is too damaged to be repaired, replace in-kind.				incl. above
New wood elements should be the same size and shape as the historic, and if possible be the same wood species.				incl. above
Exterior Doors				incl. above
Storefront glazed wood door and frames, double	2	EA	$2,000.00	$4,000
Single solid core wood door and frames, single	7	EA	$1,200.00	$8,400
Rehabilitate all original doors. Clean, lubricate, and ensure all doors operate smoothly and properly.				incl. above
Remove any excess paint on glass surfaces.				incl. above
Replace cracked or broken glass and glazing compound.				incl. above
Remove unused hardware accessories.				incl. above
Replace all door hardware with compliant hardware.				incl. above
Conduct minor wood repairs of wood doors as required.				incl. above
Repair splits in the wood.				incl. above
Mitigate rot and moisture damage of historic wood through the use of wood preservative treatments.				incl. above
repairs, and epoxy fills. Losses may be filled as Dutchman repairs or with epoxy repair compound, shaped to match adjacent wood.				incl. above
Where historic wood is too damaged to be repaired, replace in-kind. New wood elements should be the same size and shape as the historic, and if possible be the same wood species.				incl. above
Replace south courtyard entrance door. 3' x 5' wood gate	1	EA	$2,000.00	$2,000
Air Vents				
Repair damaged air vent covers. Replace missing or failing screens. 3'x 3'	8	EA	$695.00	$5,560
Interior Features and Finishes				
Ceiling and Walls				
Clean to remove dirt and cobwebs.	3,500	SF	$0.20	$700
Remove acoustic ceiling tiles throughout.	1,400	SF	$2.80	$3,920
Patch or replace any areas of material loss/ failure to match original plaster finish include new gyp board. (70% of ceiling area)	2,450	SF	$35.00	$85,750
Remove graffiti throughout and new interior paint.	3,500	SF	$4.20	$14,700
Patch and repair original wood trim throughout.	1,050	LF	$14.40	$15,120
Floors				
Remove all carpet and resilient flooring.	3,500	SF	$1.40	$4,900

Halsey House
Feasbility Cost Studies (Option 1-4)
Los Altos, California
Feasbility Cost Studies **August 12, 2021**

Option 1: Full Rehabilitation

Elemental Format	Quantity	Unit	Unit Cost	Total
Assume asbestos is present. Abate. (850 SF)	1	LS	$20,000.00	$20,000
Inspect flooring beneath carpet at Ohlone Room and Hall adjacent to the Craft Room. Rehabilitate wood treads and risers if present.	630	SF	$1.00	$630
Fill any gaps in wood floor boards and associated baseboard and repair any areas of material loss.	630	SF	$3.00	$1,890
Sand smooth and refinish wood floors throughout; minimum four coats or more	3,500	SF	$15.77	$55,195
Renew paint coatings at all original wood baseboard to remain.	1,050	LF	$1.74	$1,827
Doors				
Single solid core wood door and frames, single	16	EA	$1,200.00	$19,200
Replace or modify wood thresholds that do not meet accessibility requirements.				incl. above
Replace all door hardware with compliant hardware.				incl. above
Rehabilitate all original doors to remain. Clean, lubricate, and ensure all doors operate smoothly and properly.				incl. above
Renew paint coatings at doors and associated trim.				incl. above
Fireplace and Chimneys				incl. above
Clean brick lining and chimneys to remove soot	2	EA	$1,192.00	$2,384
Clean ceramic tile surround and remove surface paint at the Main Room fireplace.	2	EA	$400.00	$800
Seal flues to make fireplaces nonfunctional.	2	EA	$100.00	$200
Vertical Circulation				
Provide new handrails with compliant extensions at all stairs.	20	LF	$220.00	$4,400
Restroom				
Provide new restrooms. Assume four toilet compartments; one accessible.	168	SF	$900.00	$151,200
Kitchen				
Remove cabinets, counters, sinks, and appliances from all kitchens.	120	LF	$8.00	$960
Provide new kitchenette at location of East Kitchen with compliant counters, cabinets, sink, and refrigerator.	12	LF	$1,185.00	$14,220
Structural				
Add structural plywood over existing 1x roof sheathing to strengthen roof diaphragm.	3,500	SF	$8.50	$29,750
Strengthen existing shear walls and add new shear walls to resist lateral forces.	7,920	SF	$6.50	$51,480
Add sill bolts from shear walls to foundation walls. @18" oc x 2EA	675	EA	$125.00	$84,375
Add connections between beams, posts, and footings in crawlspace.	350	EA	$150.00	$52,500
Provide continuous ties at roof diaphragm. @18" oc x 2EA	675	EA	$75.00	$50,625
Provide positive anchorage of reinforced brick chimneys to the roof diaphragm and brace chimneys back to roof diaphragm. 8 per Chimney	16	EA	$125.00	$2,000

Halsey House
Feasbility Cost Studies (Option 1-4)
Los Altos, California
Feasbility Cost Studies **August 12, 2021**

Option 1: Full Rehabilitation

Elemental Format	Quantity	Unit	Unit Cost	Total
Building Systems				
Provide new energy-efficient electric heating and cooling systems. Ensure visible equipment and accessories are compatible with the historic nature of the building. (Allow heat pump for heating and fan coil for cooling).				
Piping, valves and specialties	3,500	SF	$2.00	$7,000
Split systems elec integrated heat pump (1 unit)	1	EA	$25,000.00	$25,000
Air distribution ductwork	3,500	SF	$20.00	$70,000
Diffusers, registers and grilles	3,500	SF	$1.00	$3,500
Thermostats	3,500	SF	$1.00	$3,500
Unit ventilation	3,500	SF	$0.20	$700
Replace entire plumbing system, including all piping. Replace plumbing fixtures with low-water consumption fixtures.				
4 WC, 4 LAV, 1 Sink, 1 HB	10	FX	$15,000.00	$150,000
Provide a new fire alarm and protection systems.	3,500	SF	$2.00	$7,000
Replace entire electrical service and distribution.				
Main normal power	15	KVA	$1,500.00	$22,500
Machine and equipment power	3,500	SF	$2.00	$7,000
User convenience power	3,500	SF	$3.00	$10,500
Telecom and security system	3,500	SF	$3.00	$10,500
Replace all light fixtures with new LED style lighting, modern digital dimmers, motion sensing lighting controls, and automatic daylight dimming.	3,500	SF	$30.00	$105,000
Subtotal: Direct costs	***3,500 SF***		*$557.46*	**$1,951,122**
Markups				
General Conditions (12 months)	25.00	%	$1,951,122	$487,781
General Requirements (12 months)	35.00	%	$1,951,122	$682,893
Bonds	2.00	%	$1,951,122	$39,022
Insurance	1.50	%	$1,951,122	$29,267
Contractor's Overhead & Profit	6.00	%	$3,190,085	$191,405
Design contingency	20.00	%	$3,381,490	$676,298
Cost escalation				NA
Total	***3,500 SF***		*$1,159.37*	***$4,057,788***

Halsey House
Feasbility Cost Studies (Option 1-4)
Los Altos, California
Feasbility Cost Studies **August 12, 2021**

Option 2: Partial Rehabilitation/ Partial Demolition

Elemental Format	Quantity	Unit	Unit Cost	Total
Demolition				
Salvage historic fabric from wings. Features may include windows, doors, and hardware.	1	LS	$3,000.00	$3,000
Disconnect and cap utilities at wings.	1	LS	$3,000.00	$3,000
Demolish wing structures. Transport and legally dispose of debris off-site.	1,762	SF	$12.00	$21,144
Asbestos abatement	1,762	SF	$12.00	$21,144
Rehabilitation				
Site				
Provide new accessible walkways around building perimeter. Link to existing/new site pathways. 250'L	4,500	SF	$28.00	$126,000
Provide accessible pathway to Shoup Park. 400'L	6,000	SF	$28.00	$168,000
Upgrade site planting adjacent to retained structure	1,000	SF	$23.00	$23,000
Restore natural landscape at area of demolition.	1,762	SF	$23.00	$40,526
Concrete Terrace				
Wash concrete at low pressure to remove dirt, debris, and stains.	821	SF	$3.00	$2,463
Roofing				
Modify existing roof framing at areas of demolition.	1,780	SF	$6.00	$10,680
Remove and salvage existing clay tiles for reuse. Provide new roofing and underlayment.				
Remove, clean and reinstall clay tiles	1,780	SF	$15.00	$26,700
New underlayment and insulation	1,780	SF	$12.60	$22,428
Provide new roof flashing, gutters, and downspouts.				
Roof flashing	300	LF	$42.00	$12,600
Gutters	300	LF	$50.00	$15,000
Downspouts	112	LF	$62.00	$6,944
Remove corrugated plastic at north terrace entrance.	1	LS	$400.00	$400
Stucco Walls				
Allowance for dry rot or termite repairs	1	LS	$3,500.00	$3,500
Patch existing walls at areas of demolition.	636	SF	$14.00	$8,904
Clean to remove general soiling and biological growth	3,600	SF	$6.00	$21,600
Remove loose and deteriorated stucco (15% of surface area).	540	SF	$14.00	$7,560
Patch stucco using matching materials and methods.	540	SF	$22.00	$11,880
Renew paint coating at entire exterior.	4,500	SF	$3.60	$16,200
Fireplaces and Chimneys				
Clean brick to remove general soiling, biological growth, and stains.	2	EA	$1,192.00	$2,384
Clean ceramic tile surround and remove surface paint at the Main Room fireplace.	2	EA	$400.00	$800
Seal flues to make fireplaces nonfunctional.	2	EA	$100.00	$200
Windows	344	SF	$130.00	$44,720
Rehabilitate all original windows. Clean, lubricate, and ensure all windows operate smoothly and properly.				incl. above
Remove any excess paint on glass surfaces.				incl. above
Replace cracked or broken glass and glazing compound.				incl. above

Option 2: Partial Rehabilitation/ Partial Demolition

Elemental Format	Quantity	Unit	Unit Cost	Total
When window hardware is too damaged to be repaired or is missing, replace in kind.				incl. above
Remove unused hardware accessories.				incl. above
Provide weatherstripping at all windows.				incl. above
Provide insect screens at all windows				incl. above
Doors				
Exterior storefront glazed wood door and frames, double	2	EA	$2,000.00	$4,000
Exterior single solid core wood door and frames, single	7	EA	$1,200.00	$8,400
Interior single solid core wood door and frames, single	7	EA	$1,200.00	$8,400
Replace or modity wood thresholds that do not meet accessibility requirements.				incl. above
Replace all door hardware with compliant hardware.				incl. above
Conduct minor wood repairs of wood windows as required. Repair splits in the wood.				incl. above
Mitigate rot and moisture damage of historic wood windows through the use of wood preservative treatments, repairs, and epoxy fills.				incl. above
Losses may be filled as Dutchman repairs or with epoxy repair compound, shaped to match adjacent wood. Where historic wood is too damaged to be repaired, replace in-kind.				incl. above
New wood elements should be the same size and shape as the historic, and if possible be the same wood species.				incl. above
Interior Features and Finishes				
Ceiling and Walls				
Remove acoustic ceiling tiles throughout.	1,400	SF	$2.80	$3,920
Patch or replace any areas of material loss/ failure to match original plaster finish.	380	SF	$35.00	$13,300
Remove graffiti throughout and renew paint coatings.	1,780	SF	$4.20	$7,476
Patch and repair original wood trim throughout.	480	LF	$14.40	$6,912
Floors				
Remove all carpet.	450	SF	$1.40	$630
Assume asbestos is present. Abate. (850 SF)	1	LS	$20,000.00	$20,000
Fill any gaps in wood floor boards and associated baseboard and repair any areas of material loss.	450	SF	$1.00	$450
Sand smooth and refinish wood floors throughout.	450	SF	$3.00	$1,350
remain.	480	LF	$1.74	$835
Vertical Circulation				
Provide handrails with compliant extensions at all stairs.	20	LF	$220.00	$4,400
Provide compliant ramp between Ohlone Kitchen and Ohlone Room in new building addition.	25	SF	$85.00	$2,125
Restroom				
Provide two new accessible single occupancy restrooms in new building addition includg new strip footing.	100	SF	$2,000.00	$200,000
Kitchen				
Provide new kitchenette at Ohlone Kitchen with compliant counters, cabinets, sink, and mini refrigerator.	5	LF	$1,185.00	$5,925

Halsey House
Feasbility Cost Studies (Option 1-4)
Los Altos, California
Feasbility Cost Studies **August 12, 2021**

Option 2: Partial Rehabilitation/ Partial Demolition

Elemental Format	Quantity	Unit	Unit Cost	Total
Structural				
Add structural plywood over existing 1x roof sheathing to strengthen roof diaphragm.	1,780	SF	$8.50	$15,130
Strengthen existing shear walls and add new shear walls to resist lateral forces.	4,752	SF	$6.50	$30,888
Add sill bolts from shear walls to foundation walls.@18" oc x 2EA	400	EA	$125.00	$50,000
Add connections between beams, posts, and footings in crawlspace.	180	EA	$150.00	$27,000
Provide continuous ties at roof diaphragm.@12" oc x 2EA	400	EA	$75.00	$30,000
Provide positive anchorage of reinforced brick chimneys to the roof diaphragm and brace chimneys back to roof diaphragm. 8 per Chimney	16	EA	$125.00	$2,000
Building Systems				
Provide new energy-efficient electric heating and cooling systems. Ensure visible equipment and accessories are compatible with the historic nature of the building. (Allow heat pump for heating and fan coil for cooling).				
Piping, valves and specialties	1,780	SF	$2.00	$3,560
Split systems elec integrated heat pump (1 unit)	1	EA	$25,000.00	$25,000
Air distribution ductwork	1,780	SF	$20.00	$35,600
Diffusers, registers and grilles	1,780	SF	$1.00	$1,780
Thermostats	1,780	SF	$1.00	$1,780
Unit ventilation	1,780	SF	$0.20	$356
Replace entire plumbing system, including all piping. Replace plumbing fixtures with low-water consumption fixtures.				
2 WC, 1 LAV, 1 Sink, 1 HB	5	FX	$15,000.00	$75,000
Provide a new fire alarm and protection systems.	1,780	SF	$2.00	$3,560
Replace entire electrical service and distribution.				
Main normal power	15	KVA	$1,500.00	$22,500
Machine and equipment power	1,780	SF	$2.00	$3,560
User convenience power	1,780	SF	$3.00	$5,340
Telecom and security system	1,780	SF	$3.00	$5,340
Replace all light fixtures with new LED style lighting, modern digital dimmers, motion sensing lighting controls, and automatic daylight dimming.	1,780	SF	$30.00	$53,400
Subtotal: Direct costs	***1,738 SF***		*$748.39*	**$1,300,694**
Markups				
General Conditions (12 months)	25.00	%	$1,300,694	$325,174
General Requirements (12 months)	35.00	%	$1,300,694	$455,243
Bonds	2.00	%	$1,300,694	$26,014
Insurance	1.50	%	$1,300,694	$19,510
Contractor's Overhead & Profit	6.00	%	$2,126,635	$127,598
Design contingency	20.00	%	$2,254,233	$450,847
Cost escalation				NA
Total	***1,738 SF***		*$1,556.43*	***$2,705,080***

Halsey House
Feasbility Cost Studies (Option 1-4)
Los Altos, California
Feasbility Cost Studies **August 12, 2021**

Option 3: Demolition

Elemental Format	Quantity	Unit	Unit Cost	Total
Demolition				
Salvage historic fabric from wings. Features may include windows, doors, and hardware.	1	LS	$6,600.00	$6,600
Disconnect and cap utilities.	1	LS	$3,000.00	$3,000
Demolish structure. Transport and legally dispose of debris off-site.	3,500	SF	$12.00	$42,000
Clear and level site. Add groundcovers.	3,500	SF	$4.50	$15,750
Assume asbestos is present. Abate. (850 SF)	1	LS	$20,000.00	$20,000
Subtotal: Direct costs	***3,500 SF***		*$24.96*	**$87,350**
Markups				
General Conditions (4 months)	10.00	%	$87,350	$8,735
General Requirements (4 months)	12.00	%	$87,350	$10,482
Bonds	2.00	%	$87,350	$1,747
Insurance	1.50	%	$87,350	$1,310
Contractor's Overhead & Profit	5.00	%	$109,624	$5,481
Design contingency	5.00	%	$115,105	$5,755
Cost escalation				NA
Total	***3,500 SF***		*$34.53*	***$120,861***

Halsey House
Feasbility Cost Studies (Option 1-4)
Los Altos, California
Feasbility Cost Studies

August 12, 2021

Option 4: Mothballing

Elemental Format	Quantity	Unit	Unit Cost	Total
Mothballing and Maintenance				
Prepare maintenance and monitoring plan	1	LS	$3,000.00	$3,000
Consider adding a fence and gate to secure the site.	500	LF	$35.00	$17,500
Add motion-sensored site lighting to deter vandalism and ensure site safety.	4	EA	$600.00	$2,400
Allowance for electrical upgrade or connection.	1	LS	$4,000.00	$4,000
Reconnect service.	1	LS	$1,500.00	$1,500
Clear vegetation and dried plant materials in and around the structure to reduce the fire fuel and prevent additional deterioration of the structure.	1,000	SF	$2.30	$2,300
Establish a fire prevention plan for the site.	1	LS	$1,000.00	$1,000
Regrade west elevation (as much as feasible) to minimize water flow against foundation and wood framing.	305	SF	$23.00	$7,015
Patch roof to prevent water intrusion. This will prevent further damage to the interior finishes and potential mold and mildew growth. (20% of roof area)	700	SF	$25.00	$17,500
Repair or replace damaged or missing downspouts and gutters.	200	LF	$62.00	$12,400
Inspect exterior walls, eaves, and other exterior surfaces to detect potential leaks, holes or other damage.	1	LS	$1,200.00	$1,200
Any penetrations through the walls or into the crawl space should be either covered or filled to prevent water or pest intrusion.	100	SF	$55.00	$5,500
Such repairs should be executed with processes and materials that maintain the water tightness of the exterior envelope of the building, without damaging the original materials.				incl. above
Repaint exterior surfaces where paint has severely failed and deterioration is active.	5,400	SF	$3.60	$19,440
Replace, repair, or supplement plywood protection on window and door openings. Paint plywood to prevent moisture intrusion through the wood. Ensure one door remains easily accessible for frequent building inspection.	945	SF	$6.50	$6,143
Ensure building interior is ventilated to prevent mold and mildew growth. Ventilation can be accomplished by adding standard metal vents with insect screens to select window protection boards.	6	EA	$695.00	$4,170
Remove all debris from the interior, including furniture, equipment, appliances, and broken glass from doors and windows.	3,500	SF	$0.25	$875
Broom clean all floors.	3,500	SF	$0.25	$875
Remove carpets that are wet and/or show signs of moisture. Moist carpets can promote mold and mildew growth and rot in the wood sub floor.	850	SF	$1.40	$1,190
Assume asbestos is present. Abate. (850 SF)	1	LS	$20,000.00	$20,000
Use proper methods to remove any birds, animals or insects, droppings and carcasses from the structure interiors, including the attic and crawl space.	1	LS	$1,200.00	$1,200
Document, catalog, and store for safekeeping any historic elements removed from their original location.	1	LS	$6,600.00	$6,600
This includes trim, doors, windows or any other elements to be saved. Loose elements should be either secured in place or cataloged and removed to storage.				

Halsey House
Feasbility Cost Studies (Option 1-4)
Los Altos, California
Feasbility Cost Studies **August 12, 2021**

Option 4: Mothballing

Elemental Format	Quantity	Unit	Unit Cost	Total
Establish a building file. Record all activities pertaining to the mothball plan and maintain copies in a building file.				
Subtotal: Direct costs	***3,500 SF***		*$38.80*	**$135,808**
Markups				
General Conditions (4 months)	20.00	%	$135,808	$27,162
General Requirements (4 months)	12.00	%	$135,808	$16,297
Bonds	2.00	%	$135,808	$2,716
Insurance	1.50	%	$135,808	$2,037
Contractor's Overhead & Profit	6.00	%	$184,019	$11,041
Design contingency	10.00	%	$195,060	$19,506
Cost escalation				NA
Total	***3,500 SF***		*$61.30*	***$214,566***

Appendix B: Updated Code Analysis

Requirements for Work

APPLICABLE CODES, LAWS, AND REGULATIONS

Compliance with prevailing building codes is not required for existing buildings, unless they undergo an addition, alteration, repair, or change in use or if a code deficiency presents a distinct hazard to life safety. This report assumes that the Design Scheme A scope of work outlined in the Feasibility Study for the Adaptive Reuse of the Historic Halsey House, dated October 26th, 2015 will be undertaken in the future and provides guidance for this. The following preliminary analysis by Architectural Resources Group outlines the larger code, fire protection, life safety, and accessibility issues that currently exist at the Halsey House.

The governing building codes for any proposed work include:

- 2019 California Building Code (CBC)
- 2019 California Historical Building Code (CHBC)

Additional applicable codes, laws, and directives include:

- California Electrical Code
- California Mechanical Code
- California Plumbing Code
- California Energy Code
- California Fire Code
- California Existing Building Code
- 2010 ADA Standards for Accessible Design

The prevailing code, the CBC, prescribes solutions to conditions based on new construction models. When conformance with prevailing code would adversely affect the historic character of a qualified historic building, the CHBC may be invoked as a means to preserve historic fabric and explore solutions that meet the intent, but not necessarily the letter, of the prevailing codes. The CHBC is a performance-based code, which allows for alternative solutions to be condifered in achieveing the intended life-safety objectives of more prescriptive building codes in order to preserve historic features. As a local historic landmark listed within the City of Los Altos Historic Resources Inventory, the Halsey House is considered a historic building under the CHBC and the provisions within should apply.

Although not a building code, the Americans with Disabilities Act (ADA) is a federal civil rights law enacted in 1990 that prohibits discrimination based on disability. The ADA developed the ADA Standards for Accessible Design to implement the legislation through design requirements. In 2010, new design guidelines were released for new or altered facilities covered by the ADA. The 2010 ADA Standards for Accessible Design have been used in this analysis.

The Halsey House is also subject to any local laws or ordinances passed by the City of Los Altos or the County of Santa Clara. As part of the structure lies within a flood plain, some flood-related mitigation may be required.

CODE REQUIREMENTS

Type of Construction

The Halsey House is constructed with a mix of combustible and non-combustible materials. The concrete foundation and roofing are constructed of non-combustible concrete and clay tile, respectively; however the roof and floor structure and interior walls are constructed of combustible wood framing. As such, the building is considered Type V construction. Type V-B is described in CBC Section 602.5 as “that type of construction in which the structural elements, exterior walls and interior walls are of any materials permitted by this code.” Type V-A requires 1-hour

rated interior bearing walls, floor construction, and roof construction, while V-B requires no fire-resistance rating of these elements.

Occupancy Group

Chapter 3 of the CBC defines the different types of uses for each occupancy group. As a former residence with a proposed use as a community recreation facility, the Halsey House would fall into the Assembly (or A) occupancy group. The CBC further characterizes assembly occupancies by the density of the crowds to be expected in that use. Community halls, lecture halls, and other assembly uses intended for recreation purposes are categorized as Assembly Group A-3.

Allowable Area and Height

For non-sprinklered A occupancies of Type V-B construction per Table 504.3 of the CBC, the height limit is capped at one story with a maximum allowable building height, in feet above grade plane, of 40 feet and maximum allowable area of 6,000 square feet. At one story, 17 feet in height, and 3,400 square feet in size, Halsey House is currently below code limits.

Occupant Load and Egress Paths

Chapter 10 of the CBC establishes the number of allowable occupants in the building (the occupant load) based on the different building functions and the area of each within the building. The number of required exits and the required width for each exit path is then determined from the occupant loads being served.

The proposed reuse of the Halsey House has multiple functional uses: assembly spaces including the community, family, meeting, and kitchen/break rooms, business spaces which includes the offices, and smaller accessory storage and mechanical spaces[1]. The Family Room has an occupant load of 30 net square feet per occupant, the meeting rooms and Kitchen have an occupant load of 15 net square feet per occupant, the Community Room has an occupant load of 7 net square feet per occupant, and the reception area has an occupant load of 5 net square feet per occupant. The accessory spaces have an occupant load of 300 gross square feet per occupant, while the offices have an occupant load of 150 gross square feet per occupant. Applying these ratios to the area of the building interior, the total occupant load for the proposed scheme is 189 occupants.

Floors of a building or individual rooms of Assembly occupancy type with an occupant load exceeding 49 are required to have two exits. An occupancy of 189 persons would require a minimum of two exit doors. Additionally, the occupant load of the community room exceeds 49 occupants and would require at least two exits from this room alone. This should not pose an issue, as the number of existing doors for the community room and the entire bulding exceeds these requirement for safe exiting. The building code also stipulates minimum required widths for the exiting doorways based on occupant load, and this is also far exceeded by the existing doors.

A minimum level of illumination and exit signage is required for all exit paths serving a discharge of more than 49 occupants. The illumination must be provided by lights connected to an emergency power system that will operate when the building power fails. There are no exit signs or emergency lighting at the building, although exit signs are not required in rooms or areas that only require one exit. Main exterior exit doors that are obviously and clearly identifiable as exits need not have exit signs where approved by the building official.

Exit doors also have technical requirements for thresholds to reduce tripping hazards and maximum opening force limits to operate the latching hardware and overcome any door-closer device. The existing doors appear to have raised wood thresholds that would need to be modified or replaced to meet current accessibility requirements. The existing hardware at any doors to be used for the purpose

1 Calculations are based on room layout and use in M. Sandoval Architects' Proposed Floor Plan dated 8/16/15, with the modification that restrooms are located within the existing building footprint rather than an addition.

of exiting would also need to be replaced as twisting of the wrist to operate is not permitted. The existing exit hardware is standard residential door knobs.

Toilet Fixtures

Chapter 4 of the CPC provides the minimum number of plumbing fixtures based on the occupancy group and the number of occupants (Table 422.1). Based on this table, if the Halsey House is converted to an A-3 occupancy, the total occupants per the plumbing code would be 114, and the minimum plumbing fixture requirements will total four water closets, one urinal, two lavatories, one drinking fountain, and one service sink.

Human Safety (Egress)

The means of egress from the Halsey House are generally compliant with the CBC. Compliant elements include hallway widths, doors, number of exits, and length of travel to the exits. As the interior will undergo extensive modifications for its new use, hallway widths will need to comply with regular code requirements. As previously noted, there are several existing exterior doors with sufficient width that when provided with appropriate hardware and thereshold modifications will allow for safe egress from the building. A minimum 32" clear width is required at doorways. Interior doors within the Halsey House provide 28-32" clear width currently. At the stairs along the north elevation terrace, handrails are not present. Per the CBC, new handrails with extensions are required.

Fire Protection

When a building undergoes a change in use, the installation of fire protection systems including fire alarms, smoke detectors, and sprinklers are required. Per section 8-403 of the CHBC, any new wall and ceiling finishes must conform to the regular code. Provided the installation of an automatic fire sprinkler system, existing finishes may remain without modification to increase their fire-resistance rating.

Energy Conservation

New buildings and major renovations are required to meet California's Title 24 Building Energy Efficiency Standards. Mechanical, electrical and plumbing throughout will require upgrading to meet current code requirements.

Hazardous Materials Abatement

Lead is typically an issue in buildings painted prior to 1978. Due to the building's age, lead paint is likely to be found throughout the interior and exterior finishes of the Halsey House. Lead testing and abatement should be undertaken prior to any demolition work. Asbestos is also potentially present, typically in insulation or previous floor coverings. As the materials are friable and will be further disturbed during demolition work, insulation and any resilient tiles or mastics should be tested before any work is conducted.

Mold growth was also noted within several areas of the interior. Remediation is recommended.

Universal Accessibility

Accessibility requirements are governed by chapter 11B of the CBC and by the ADA. Due to the extent of renovation required for the Halsey House, full accessibility is required by code.

Due to the change in level between the interior floor plate and exterior grades and the change in level between areas within the building, universal access does not exist to and within the Halsey House. The building currently does not provide a high level of physical access for visitors and staff and is not in compliance with the ADA and as such, provisions for an accessible path of travel will be required.

Rehabilitation will require an accessible path of travel to Halsey House and modifications (doors, sloped surfaces, ramps, lift) to provide an accessible route through the building.

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DATE: **September 7, 2021**

TO: **Dave Brees, Project Manager**

FROM: **Steve Golden, Acting Floodplain Administrator**

SUBJECT: **HALSEY HOUSE FEASIBILITY STUDY FLOODPLAIN MANAGEMENT REVIEW**

This memorandum is in response to the Halsey House Feasibility Study (Architectural Resources Group (ARG), August 13, 2021) with the objective of providing preliminary requirements and recommendations with regard to Chapter 12.60 Floodplain Management. Please be aware that City Council recently adopted an ordinance to repeal and replace Chapter 12.60 in its entirety (August 24th), so should any references be made to Chapter 12.60 or should you review Chapter 12.60 provisions, please be sure to review the recently adopted ordinance and not the published ordinance that was repealed.

Summary

The Halsey House is within regulated flood areas. Any proposed improvements would need to be completed in compliance with Chapter 12.60 Floodplain Management. However, given the current historic listing of the structure, improvements that do not change the footprint of the structure would be exempt from floodplain provisions that would normally require further compliance with flood resistant building designs (so long as the structure keeps its historic listing). That being said, the City should explore ways to reduce flood risk and potential damage by implementing certain flood resistant building design and construction methods.

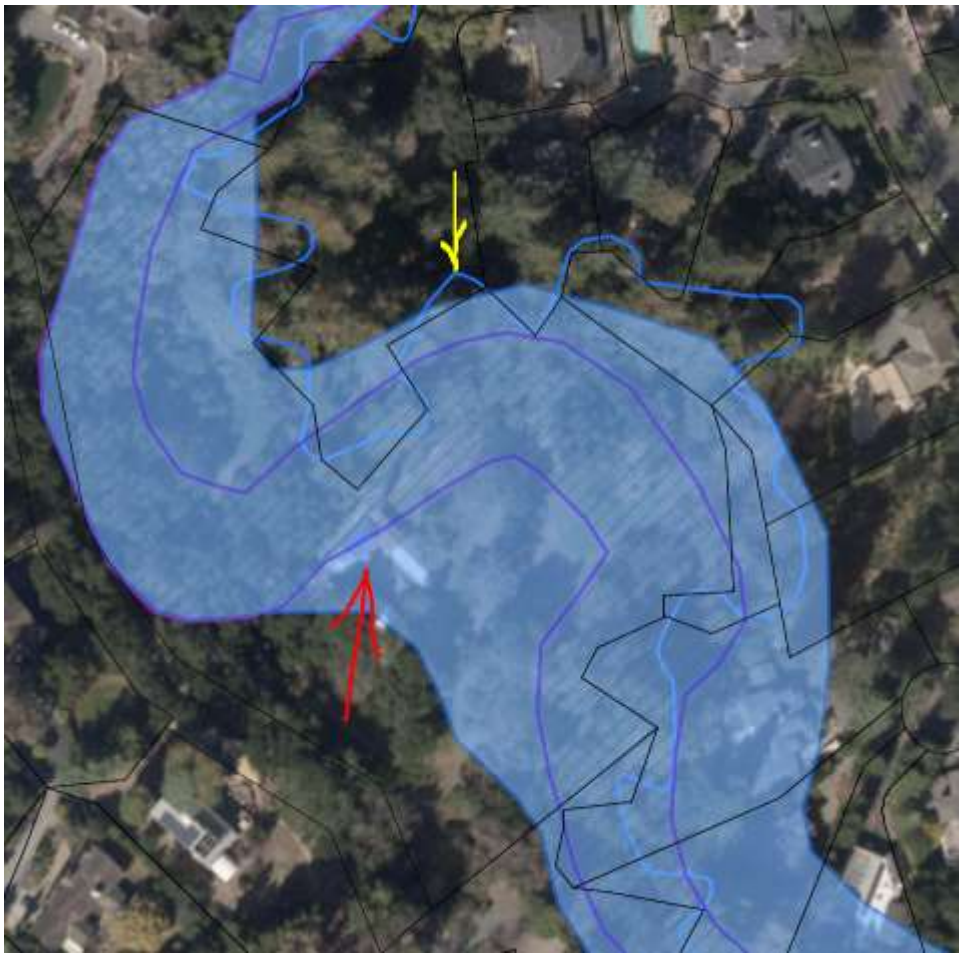
Discussion

Currently, the Halsey House is within a Special Flood Hazard Area (SFHA) [i.e. 100-year flood zone] and a Regulatory Floodway (see further discussion below) and any proposed improvements to the Halsey House shall be reviewed and determined to be in compliance with Chapter 12.60 Floodplain Management of the Municipal Code and National Flood Insurance Program (NFIP) technical guidelines. Included below are preliminary floodplain management requirements and recommendations based on the four Halsey House treatment options presented by ARG in their feasibility study (full rehabilitation; partial rehabilitation/partial demolition; demolition; or mothballing). Please be aware that both the location of the Halsey House in relation to the current Flood Insurance Rate Map (FIRM) and the historic nature of the building complicate interpretation and implementation of floodplain management requirements.

Regulated Floodway and SFHA Designation

The effective FIRM for the Halsey House currently shows the structure is in both a *Regulatory Floodway* and an area designated as a *Special Flood Hazard Area* (SFHA) AE (i.e. 100-year flood area). The figure below is a map excerpt generated from the digital FIRM data overlayed on a current aerial photo (2020). The hatched area is the Regulatory Floodway, the light blue transparent area is designated as a SFHA AE (includes the Regulatory Floodway plus additional flood areas), and the light blue solid line is the centerline of Adobe Creek mapped

by Valley Water (indicated with the yellow arrow). The red arrow is the location of the Halsey House building. Since the Halsey House encroaches within the Regulatory Floodway and the area designated SFHA AE, regulatory requirements for both of these zones shall apply. Be aware that there are specific regulatory requirements for development within a Regulated Floodway (typically called a "no-rise certification") in addition to flood resistant construction requirements (e.g. foundation designed to resist flood loads, lowest floors elevated, flood damage-resistant materials, etc) in compliance with California Building Standards Code which are typically applied to development within the AE flood zone.



As seen in the figure above, the flood zone mapping in this area doesn't seem to coincide well with the GIS data provided by Valley Water for the centerline of the creek. It is possible that the data used for FIRM mapping purposes in this location doesn't reflect accurate ground level data. In these situations, there is a process called a Letter of Map Change (LOMC) in which FEMA (and only FEMA) could officially revise or amend the map based on "ground truth" data provided by a licensed land surveyor. In this specific occurrence, a map change applied through FEMA would be considered a Letter of Map Revision (LOMR) since a Regulatory Floodway is involved. The City could request a Letter of Map Revision (LOMR) from FEMA with data provided by a licensed land surveyor which may result in removing this area from the Regulatory Floodway and/or SFHA AE designation. At best, a LOMR could result in completely removing

the structure from both Regulatory Floodway and SFHA; removing from the Regulatory Floodway, but remain in the SFHA; or at worst, the structure may remain in both.

Recommendation #1. Conduct site reconnaissance with engineers/surveyors.
Further site reconnaissance should be completed by civil engineers and/or licensed land surveyor to provide a better approximation regarding the accuracy of the FEMA map in relation to the existing site. A topographic survey would follow based on the site reconnaissance.

Recommendation #2. Obtain a topography survey and review/consider for LOMR application based on the results to remove the structure from regulated flood areas.
The City should hire a licensed land surveyor to complete a topographic survey of the Halsey House and vicinity to obtain site specific topography, to compare the ground truth elevation data with the FIRM, and for further use to determine specific designs for flood resistant building compliance. If the ground elevation data is inconsistent with the FIRM and would likely result in changes to the flood mapping, the City should direct the land surveyor to submit an application for a Letter of Map Revision (LOMR) to FEMA for review. Upon FEMA's determination and issuance of a LOMR, the structure maybe removed from the Regulatory Floodway, or SFHA designated AE, or both. If removed from these designations, it will potentially reduce certain restrictions for developing within the regulatory floodway and/or eliminate specific building design requirements for flood resistance.[1] Regardless if a LOMR is applied for or not, a topographic survey of the existing structure would further inform the level of improvements required to comply with certain flood resistant building design standards (i.e. determine existing finished floor elevation in relation to base flood elevation, etc) or be voluntarily implemented. Even if removed from a regulated flood area (i.e. 100-year flood area), it doesn't completely eliminate flood risk and the City may consider certain design techniques to reduce potential flood damage that could still occur during more extreme weather events.

Compliance with Municipal Code Chapter 12.60 and NFIP Guidelines and Standards
Below is terminology and summarized regulatory requirements for compliance with Chapter 12.60 of the Municipal Code and NFIP guidelines and standards based on the Halsey House structure currently within the Regulatory Floodway and within a SFHA AE designated zone.

Substantial Improvement
The NFIP uses a threshold called substantial improvement (SI) to determine whether or not certain regulatory requirements apply. SI means any reconstruction, rehabilitation, addition, or other improvement of a structure, the cost of which equals or exceeds 50 percent of the market value of the structure[2] before the "start of construction" of the improvement. This term includes structures that have incurred "substantial damage," regardless of the actual repair work performed. The term does not, however, include any alteration of a "historic structure," provided that the alteration will not preclude the structure's continued designation as a "historic structure."

Historic Structure
Historic structure means any structure that is:

[1] See further discussion below. Even if not required to be in compliance per regulations, the City may elect to design/construct the building to be flood resistant to reduce potential flood damages.
[2] There is a detailed list of what items are included as costs when completing improvements. Market value can be obtained from the current tax assessor assessment value for the structure only or by obtaining a current market appraisal from a CA licensed appraiser for the structure only.

(a) Listed individually in the National Register of Historic Places (a listing maintained by the Department of Interior) or preliminarily determined by the Secretary of the Interior as meeting the requirements for individual listing on the National Register;

(b) Certified or preliminarily determined by the Secretary of the Interior as contributing to the historical significance of a registered historic district or a district preliminarily determined by the Secretary to qualify as a registered historic district;

(c) Individually listed on a state inventory of historic places in states with historic preservation programs which have been approved by the Secretary of the Interior; or

(d) Individually listed on a local inventory of historic places in communities with historic preservation programs that have been certified either:

(1) By an approved state program as determined by the Secretary of the Interior or
(2) Directly by the Secretary of the Interior in states without approved programs.

Pre-FIRM

Pre-FIRM describes a structure that was constructed before the first effective FIRM were established in the City (July 16, 1980). The Halsey House is considered a Pre-FIRM structure.

Regulatory Floodway Encroachment Requirements

Pursuant to Section 12.60.280 of the Municipal Code and 44 CFR § 60.3(d)(3), the City shall "prohibit encroachments including fill, new construction, substantial improvements, and other development within the adopted regulatory floodway unless it has been demonstrated through a hydrologic and hydraulic analyses that the proposed encroachment would not result in any increase in flood levels within the community during the occurrence of the base flood discharge." This is completed through a "no-rise" or "no-impact" certification process.[3]

However, the City must examine the proposals for work on buildings that are located in floodways to determine whether the work constitutes Substantial Improvement. If a building is located in a floodway, bringing it into compliance may involve a floodway encroachment analysis. The NFIP regulations require that this analysis be performed for any work that encroaches into a floodway [44 CFR § 60.3(d)(3)]. If the analysis indicates any increase in the base flood elevation (BFE), the City must not allow the proposed work. The analysis that is performed to delineate floodways takes into consideration existing encroachments and obstructions (including buildings) that were present at the time the data were collected for the analysis. This means that proposals for work on existing buildings that are located in a floodway are evaluated based on whether the exterior dimensions (footprint) of the original buildings will be increased, as follows:

No change to footprint. Substantial improvement that does not expand the footprint might be an interior-only renovation or an added story. If the actions necessary to bring the building into compliance do not increase the exterior dimensions, a floodway encroachment analysis is not required. Note that enclosing a deck that is below the BFE to change it to livable space should be treated as an addition even though the work does not

[3] More information can be provided regarding this very detailed technical process, however, should the City require this analysis, the City should engage with a consultant that is experienced with this analysis. It is likely that the City would also seek outside review by Valley Water who has expertise and experience reviewing hydrologic and hydraulic analyses in this capacity, which the City does not currently have. The City has an existing relationship with Valley Water to conduct this type of peer review.

increase the footprint; the addition becomes an encroachment in the floodway and an analysis must be prepared.

Increase in footprint, substantial improvement. If work that increases the footprint (including an increase in fill, if used for elevation) involves an addition (or a combination of interior work and an addition) is determined to be a substantial improvement, the building must be brought into compliance. In this case, a floodway encroachment analysis is required because the exterior dimensions will be increased. A permit for the increase in footprint cannot be issued if the analysis indicates any increase in the BFE. An option that may decrease the effects of encroachment is to elevate additions on open foundations (piers or columns).

Increase in footprint, non-substantial improvement. Must review all proposed development in SFHAs and authorize the development by issuing permits. Development includes additions that do not constitute substantial improvements. If located in a floodway, a proposal to expand the exterior dimensions of a building with an addition that is not a substantial improvement must be supported with a floodway encroachment analysis.

Although the NFIP regulations do not require that the addition be elevated and meet all other requirements of the NFIP, the addition may be a potential encroachment into the floodway that must be evaluated. If the floodway analysis indicates any increase in the BFE, a permit cannot be issued for the addition.

<u>New Construction or Substantial Improvements within an AE Zone</u>
If construction is considered new construction or a substantial improvement, the following basic requirements would be required consistent with Chapter 12.60 and Building Code requirements:

- Proposed site is reasonably safe from flooding:
  - Anchored foundation
  - Use of flood resistant materials
  - All public utilities and facilities, such as sewer, gas, electric, communications, and water systems are located and constructed to minimize or eliminate flood damage. Utilities and service facilities designed to prevent floodwater entry and accumulation.
  - Adequate drainage is provided to reduce exposure to flood hazards
  - Methods and practices to minimize damage

- Elevate or floodproof finished floor one foot above Base Flood Elevation (BFE; to be determined)

- Areas beneath lowest floor have openings (i.e. flood venting per minimum prescriptive standards)

Option #1. Complete Rehabilitation
Assuming that the rehabilitation of the structure can retain the local historic listing and the footprint of the building remains the same (i.e. no further encroachment into the floodway), an encroachment analysis including a "no-rise" certification would not be required. If an addition is proposed, then an encroachment analysis would be required as well as a no-rise certification. Additionally, if the structure can retain the local historic listing, any improvements to the building would not constitute substantial improvement. While additions to historic structures do not require compliance with substantial improvement requirements, the City should carefully consider the benefits of implementing measures to minimize flood damage. It is recommended to review FEMA's *Floodplain Management Bulletin: Historic Structures* (FEMA P-46-2) which provides further guidance for historic structures

Option #2. Partial Rehabilitation/Demolition
Similar to Option #1, however, the proposed "Addition" should really be characterized as "replaced" or "rebuilt" floor area and would need to be placed within the existing footprint of the building so it would not be considered an "addition" pursuant to NFIP guidelines. Also, the partial rehabilitation would need to ensure that the historic listing is maintained.

Option #3. Demolition
Complete removal of the building would eliminate any potential encroachment into the floodplain and no further analysis would be required. However, be aware that if a new structure is proposed to be constructed to replace the Halsey House, it would not be considered a historic building and therefore would be required to comply with all Floodplain Management regulations should the structure be located within a SFHA and/or Regulatory Floodway (the location of a new structure may consider building outside of a SFHA to reduce risk and avoid flood resistant construction requirements if possible).

Option #4. Mothball
It is assumed that the work included in "mothballing" the structure would not be considered substantial improvement since the alterations would be completed on a historic structure. However, the City should consider further degradation of the building that may subsequently occur that would preclude or remove the structure from the local historic listing. Should that occur, any further work on the building could be considered substantial improvements and if the costs over exceed 50 percent of the market value, then the structure would need to be brought up to the current building standards per NFIP requirements.