

**APPENDIX D:  
CULTURAL RESOURCES STUDY FOR THE ATHERTON  
CIVIC CENTER MASTER PLAN**





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**A Cultural Resources Study for the  
Atherton Civic Center Master Plan,  
Atherton, San Mateo County, California**

Janine M. Origer, M.A./R.P.A.

December 2014



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Atherton, San Mateo County, California**

Prepared by:



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## **ABSTRACT**

Tom Origer & Associates conducted a cultural resources study for the proposed renovation and reconfiguration of the Atherton Civic Center, San Mateo County, California. The proposed project includes demolition of 21,000 square feet of existing structures, retaining 3,700 square feet of existing structures, and building 38,000 square feet of new structures. Additionally, the project includes the removal of several heritage trees and the reconfiguration of Ashfield Road and Dinkelspiel Station Lane around the new Civic Center. The study was requested by Steve Noack, PlaceWorks, in compliance with requirements of the California Environmental Quality Act.

This study included archival research at the Northwest Information Center, Sonoma State University (NWIC File No. 14-0523), examination of the library and files of Tom Origer & Associates, field inspection of the project location, and contact with the Native American community. Field survey of the study area found no archaeological resources. The CalTrain passenger structure and the existing Town Hall appear eligible for inclusion in the California Register of Historical Resources. Documentation pertaining to this study is on file at the offices of Tom Origer & Associates (File No. 2014-120).

### **Synopsis**

Project: Atherton Civic Center Master Plan  
Location: Atherton, San Mateo County, California  
Quadrangle: Palo Alto, California 7.5' series  
Study Type: Intensive survey  
Scope: 75,000 square foot Civic Center  
Finds: Atherton Town Hall and Caltrain 'Atherton Station'

## **Project Personnel**

Janine M. Origer conducted the study. Ms. Origer has 30 years of experience in cultural resources management. She has been with Tom Origer & Associates since 1991. She has worked on both prehistoric and historical archaeological sites, and has completed research and documentation of historical buildings. Ms. Origer holds a Master of Arts in Archaeology and Heritage from the University of Leicester. She has completed extensive continuing education in regulatory compliance, planning local surveys, and identifying historical resources. She is affiliated with the California Historical Society, International Association for Obsidian Studies, Society for American Archaeology, Society of Architectural Historians, Society for California Archaeology (Secretary of the Executive Board 2004-2006), Society for Historical Archaeology, Vernacular Architecture Forum, and the Register of Professional Archaeologists (#1066030).

Julianne Mercer contributed to the preparation of the report. Ms. Mercer holds a Bachelor of Arts in History from Sonoma State University.

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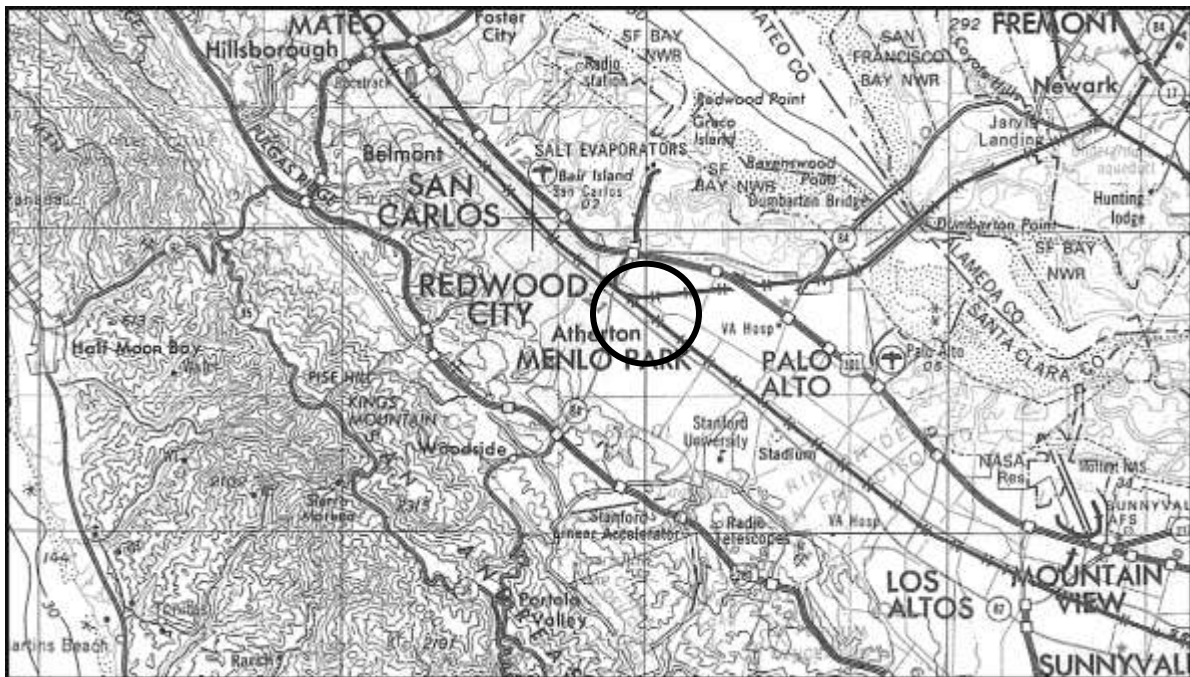
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## INTRODUCTION

This report describes a cultural resources survey for the proposed renovation and reconfiguration of the Atherton Civic Center, San Mateo County, California (Figure 1). This study was prepared for Steve Noack, PlaceWorks, in compliance with requirements of the California Environmental Quality Act. Documentation pertaining to this study is on file at Tom Origer & Associates (File No. 2014-120).

The proposed project consists of renovating and reconfiguring the existing 75,000 square foot Civic Center in Atherton. It includes demolition of approximately 21,000 square feet of building space, including the Town Administration building, Police Department, Police Garage, Permit Center, Library, storage facility, and Public Works offices. Buildings to be retained include the 1,700 square foot Council Chambers and the 2,000 square foot existing Public Works yard. A new 25,000 square foot Town Administration building, a 1,300 square foot Police ancillary building, and a 9,000 square foot library are proposed as well. Additionally, the project includes the removal of several heritage trees and the reconfiguration of Ashfield Road and Dinkelspiel Station Lane around the new Civic Center.



**Figure 1.** Project vicinity (adapted from the 1970 San Francisco 1:250,000-scale USGS map).

## REGULATORY CONTEXT

The California Environmental Quality Act (CEQA) requires that cultural resources be considered during the environmental review process. This is accomplished by an inventory of resources within a study area and by assessing the potential that cultural resources could be affected by development.

This cultural resources survey was designed to satisfy environmental issues specified in the CEQA



and its guidelines (Title 14 CCR §15064.5) by: (1) identifying all cultural resources within the project area; (2) offering a preliminary significance evaluation of the identified cultural resources; (3) assessing resource vulnerability to effects that could arise from project activities; and (4) offering suggestions designed to protect resource integrity, as warranted.

## **Resource Definitions**

Cultural resources are classified by the State Office of Historic Preservation (OHP) as sites, buildings, structures, objects and districts, and each is described by OHP (1995) as follows.

**Site.** A site is the location of a significant event, a prehistoric or historic occupation or activity, or a building or structure, whether standing, ruined, or vanished, where the location itself possesses historic, cultural, or archaeo-logical value regardless of the value of any existing structure.

**Building.** A building, such as a house, barn, church, hotel, or similar construction, is created principally to shelter any form of human activity. "Building" may also be used to refer to a historically and functionally related unit, such as a courthouse and jail, or a house and barn.

**Structure.** The term "structure" is used to distinguish from buildings those functional constructions made usually for purposes other than creating human shelter.

**Object.** The term "object" is used to distinguish from buildings and structures those constructions that are primarily artistic in nature or are relatively small in scale and simply constructed. Although it may be, by nature or design, movable, an object is associated with a specific setting or environment.

**District.** A district possesses a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development.

## **Significance Criteria**

When a project might affect a cultural resource, the project proponent is required to conduct an assessment to determine whether the effect may be one that is significant. Consequently, it is necessary to determine the importance of resources that could be affected. The importance of a resource is measured in terms of criteria for inclusion on the California Register of Historical Resources (Title 14 CCR, §4852(a)) as listed below. A resource may be important if it meets any one of the criteria below, or if it is already listed on the California Register of Historical Resources or a local register of historical resources.

An important historical resource is one which:

1. Is 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.

2. Is associated with the lives of persons important to local, California, or national history.
3. It embodies the distinctive characteristics of a type, period, region or method of construction, or represents the work of a master or possesses high artistic values.
4. It has yielded, or may be likely to yield, information important to the pre-history or history of the local area, California, or the nation.

In addition to meeting one or more of the above criteria, eligibility for the California Register requires that a resource retains sufficient integrity to convey a sense of its significance or importance. Seven elements are considered key in considering a property's integrity: location, design, setting, materials, workmanship, feeling, and association.

Additionally, the OHP advocates that all historical resources over 45 years old be recorded for inclusion in the OHP filing system (OHP 1995:2), although the use of professional judgment is urged in determining whether a resource warrants documentation.

## **PROJECT SETTING**

### **Study Area Location and Description**

The project site is located in the town of Atherton approximately 30 miles south of San Francisco, as shown on the Palo Alto, California 7.5' USGS topographic map (Figure 2). The study area is bound by the Caltrain rail corridor, to the east across Dinkelspiel Station Lane, Maple Avenue to the south, and Fair Oaks Lane to the north. El Camino Real runs northwest to southeast beyond existing residences located just to the southwest of the project site.

There are no fresh water sources within a mile of the project area. The terrain of the study area is generally level to gently sloping.

Soils within the study area belong to the Botella-Urban land complex (Kashiwagi and Hokholt 1991:Sheet 9). These soils were formed in alluvium from various types of rocks and are found in stream terraces, old flood plains and alluvial streams (Kashiwagi and Hokholt 1991:20). Botella-Urban soils support annual grasses, forbs, and scattered oaks. Botella soils are deep and well-drained. Urban lands consist of areas covered in asphalt, concrete, buildings and other structures. These soils are used for urban and recreational development (Kashiwagi and Hokholt 1991:21).

### **Cultural Setting**

Archaeological evidence indicates that human occupation of California began at least 12,000 years ago (Erlandson 2007:53). Early occupants appear to have had an economy based largely on hunting, with limited exchange, and social structures based on extended family units. Later, milling technology and an inferred acorn economy were introduced. This diversification of economy appears coeval with the development of sedentism, population growth, and expansion. Sociopolitical complexity and status distinctions based on wealth are also observable in the archaeological record, as evidenced by an increased range and distribution of trade goods (e.g., shell beads, obsidian tool stone), which are possible indicators of both status and increasingly complex exchange systems.

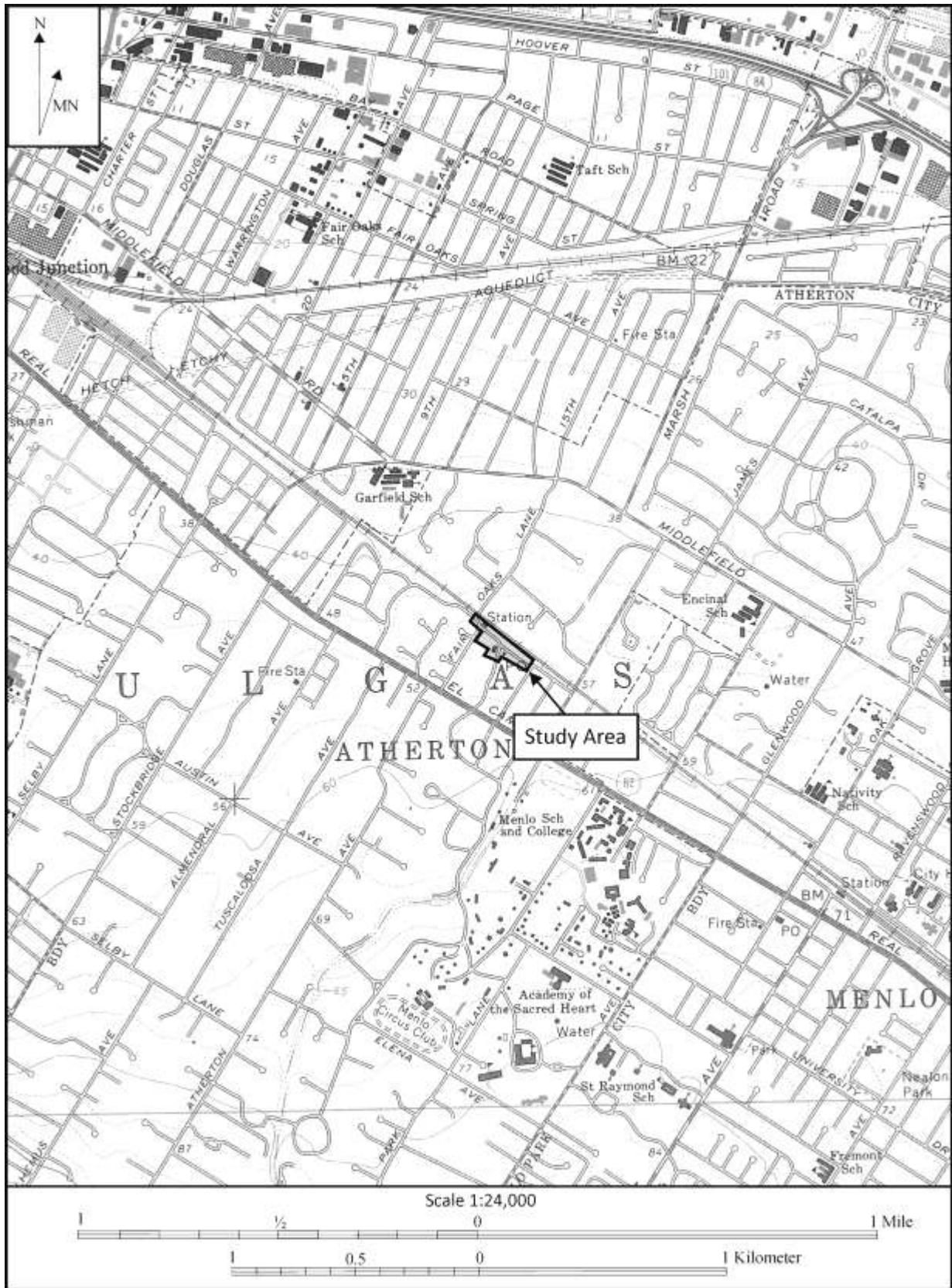


Figure 2. Study location (adapted from the 1973 Palo Alto 7.5' USGS topographic quadrangle).

At the time of European settlement, the study area was included in the territory controlled by the Costanoan also called the Ohlone (Levy 1978:485). The Ohlone/Costanoan were hunter-gatherers who lived in rich environments that allowed for dense populations with complex social structures (Barrett 1908; Kroeber 1925). They settled in large, permanent villages about which were distributed seasonal camps and task-specific sites. Primary village sites were occupied throughout the year and other sites were visited in order to procure particular resources that were especially abundant or available only during certain seasons. Sites often were situated near fresh water sources and in ecotones where plant life and animal life were diverse and abundant.

Historically, Atherton was part of the 35,240-acre Spanish land grant Rancho de las Pulgas. In 1795, the Spanish Governor of California, Diego de Borica, made the provisional grant of the Las Pulgas to José Darío Argüello. In 1866, Atherton was known as Fair Oaks. In 1923, the community incorporated to preserve its residential character. At the time, neighboring Menlo Park was planning to incorporate, including the Atherton area, but the residents preferred to remain separate, excluding commercial development. Because the name Fair Oaks was already taken by another California city, the residents opted to rename the town "Atherton" after one of its first property owners, Faxon Dean Atherton.

## **STUDY PROCEDURES AND FINDINGS**

### **Native American Contact**

The State of California's Native American Heritage Commission, the Amah Mutsun Tribal Band of Mission San Juan Bautista, the Coastanoan Rumsen Carmel Tribe, the Indian Canyon Mutsun Band of Costanoan, the Muwekma Ohlone Indian Tribe of the San Francisco Bay Area, the Ohlone Indian Tribe, the Trina Marine Ruano Family, Jakki Kehl, Katherine Erolinda Perez, Don Hankins and Linda G. Yamane were contacted in writing. A log of contact efforts is provided at the end of this report (Appendix A).

### **Archival Study Procedures**

Archival research included examination of the library and project files at Tom Origer & Associates. A review (NWIC File No.14-0523) was completed of the archaeological site base maps and records, survey reports, and other materials on file at the Northwest Information Center (NWIC), Sonoma State University, Rohnert Park. Sources of information included but were not limited to the current listings of properties on the National Register of Historic Places (National Register), California Historical Landmarks, California Register of Historical Resources (California Register), and California Points of Historical Interest as listed in the Office of Historic Preservation's *Historic Property Directory* (OHP 2012).

The Office of Historic Preservation has determined that structures older than 45 years should be considered potentially important historical resources, and former building and structure locations could be potentially important historic archaeological sites. Archival research included an examination of historical maps to gain insight into the nature and extent of historical development in the general vicinity, and especially within the study area. Maps ranged from hand-drawn maps of the 1800s (e.g., GLO plats) to topographic maps issued by the United States Geological Survey (USGS) and the Army Corps of Engineers (USACE) from the early to the middle 20th century.

In addition, ethnographic literature that describes appropriate Native American groups, county histories, and other primary and secondary sources were reviewed. Sources reviewed are listed in the "Materials Consulted" section of this report.

### **Archival Study Findings**

Archival research found that the study area had not been subjected to previous cultural resources study. One historical structure, the Atherton Caltrain passenger shelter, has been recorded within the study area. Two additional cultural resources have been recorded within one-half mile of the project area. These include the Main House at Holbrook-Palmer Park, and one of the buildings on the Menlo School Campus.

There are no ethnographic villages noted near the study area (Barrett 1908; Kroeber 1925).

The Atherton station appears on early maps of the area, while the Town Hall and library do not appear until the mid-century (GLO 1908, USGS 1899, 1930, 1953, 1961). There are two buildings depicted on the 1899 edition of the USGS map in the vicinity of the library and Town Hall, however, they appear to be slightly south of the current building locations. The existing railroad station was evaluated for inclusion in the National Register of Historic Places and appears eligible under Criterion C for its architectural design (Snyder 1983).

### **Field Survey Procedures**

Janine Origer completed a field survey of the Master Plan area on December 9, 2014. The study area was examined intensively. Visibility ranged from good to poor, with vegetation, paving, and fill material being the chief hindrances. Small patches of vegetation were cleared, as needed, so that the ground could be inspected.

Buildings within the study area were photo-documented, and assessed for their potential to be eligible for listing in the California Register of Historical Resources.

Based on the distribution of known cultural resources and their environmental settings, it was anticipated that prehistoric archaeological sites were somewhat unlikely to be found within the study area. The lack of nearby fresh water being an important limitation. Prehistoric archaeological site indicators expected to be found in the region include but are not limited to: obsidian and chert flakes and chipped stone tools; grinding and mashing implements such as slabs and handstones, and mortars and pestles; bedrock outcrops and boulders with mortar cups; and locally darkened midden soils containing some of the previously listed items plus fragments of bone, shellfish, and fire affected stones. Historic period site indicators generally include: fragments of glass, ceramic, and metal objects; milled and split lumber; and structure and feature remains such as building foundations and discrete trash deposits (e.g., wells, privy pits, dumps).

### **Field Survey Findings**

No archaeological sites were found within the study area.

There are ten buildings or structures within the study area. Of these, three are of sufficient age to be potentially eligible for inclusion in the California Register of Historical Resources.

The railroad passenger shelter was evaluated for inclusion in the National Register of Historic Places in 1983, and found eligible for its architectural style. Because it is eligible for the National Register, it is also eligible for inclusion in the California Register of Historical Resources.

The Town Hall dates to 1928. The building was designed by John White, a notable architect in the San Francisco Bay area, who was responsible for designing several landmark buildings. The adjacent library building was also designed by White, as a residence for the police chief. Both buildings are 'Spanish eclectic' in style, with tile roof, stucco cladding, and some arched windows and gate openings.

The Town Hall is 'T' shaped in plan, with the Town Council chambers taking up the central rectangle, and offices occupying the wings to the side. One of these spaces was the original police department and jail for the town. The Town Hall is essentially unchanged from its original design, and appears eligible for inclusion in the California Register of Historical Resources.

The library was originally constructed as a residence, but was converted to the Town library in 1968 when the police chief retired. Significant episodes of enlarging the building to accommodate its new functions have had an adverse impact on the integrity of the building (Anderson Brule Architects 2010). It does not appear eligible for inclusion in the California Register of Historical Resources.

## RECOMMENDATIONS

### Known Resources

No prehistoric or historic-era archaeological sites were found within the study area, and no resource-specific recommendations are warranted.

The railroad station and the Town Hall appear eligible for inclusion in the California Register of Historical Resources. If possible, these buildings should be retained. If they cannot be retained, formal documentation, comparable to Historic American Building Survey standards should be completed. If modifications to eligible buildings are needed to enhance safety or functionality, or in the process of removing other buildings or trees in the Civic Center area, those modifications should meet *The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring and Reconstructing Historic Buildings* (Weeks and Grimmer 1995). Detailed below are the Secretary's Standards for Preservation and Rehabilitation, as it is believed that these treatments are most likely for the Town Hall building. While there is substantial overlap in the Standards, there are differences, and the Guidelines also vary.

### *The Secretary of the Interior's Standards for Preservation*

1. A property will be used as it was historically, or be given a new use that maximizes the retention of distinctive materials, features, spaces, and spatial relationships. Where a treatment and use have not been identified, a property will be protected and, if necessary, stabilized until additional work may be undertaken.

2. The historic character of a property will be retained and preserved. The replacement of intact or repairable historic materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.
3. Each property will be recognized as a physical record of its time, place, and use. Work needed to stabilize, consolidate, and conserve existing historic materials and features will be physically and visually compatible, identifiable upon close inspection, and properly documented for future research.
4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.
5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.
6. The existing condition of historic features will be evaluated to determine the appropriate level of intervention needed. Where the severity of deterioration requires repair or limited replacement of a distinctive feature, the new material will match the old in composition, design, color, and texture.
7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.
8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.

***The Secretary of the Interior's Standards for Rehabilitation***

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.
4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.
5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.
6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials.

Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.

7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.
8. Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
9. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.
10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

All proposed work should be evaluated for compliance with the Standards prior to any alterations to the buildings.

### **Accidental Discovery**

There is the possibility that buried archaeological deposits could be present, and accidental discovery could occur. In keeping with the CEQA guidelines, if archaeological remains are uncovered, work at the place of discovery should be halted immediately until a qualified archaeologist can evaluate the finds (§15064.5 [f]). Prehistoric archaeological site indicators include: obsidian and chert flakes and chipped stone tools; grinding and mashing implements (e.g., slabs and handstones, and mortars and pestles); bedrock outcrops and boulders with mortar cups; and locally darkened midden soils. Midden soils may contain a combination of any of the previously listed items with the possible addition of bone and shell remains, and fire affected stones. Historic period site indicators generally include: fragments of glass, ceramic, and metal objects; milled and split lumber; and structure and feature remains such as building foundations and discrete trash deposits (e.g., wells, privy pits, dumps).

The following actions are promulgated in Public Resources Code 5097.98 and Health and Human Safety Code 7050.5, and pertain to the discovery of human remains. If human remains are encountered, excavation or disturbance of the location must be halted in the vicinity of the find, and the county coroner contacted. If the coroner determines the remains are Native American, the coroner will contact the Native American Heritage Commission. The Native American Heritage Commission will identify the person or persons believed to be most likely descended from the deceased Native American. The most likely descendent makes recommendations regarding the treatment of the remains with appropriate dignity.

### **SUMMARY**

Tom Origer & Associates completed a cultural resources survey of proposed renovation and reconfiguration of the Atherton Civic Center of Atherton, San Mateo County. This study was prepared for Steve Noack, PlaceWorks, in compliance with requirements of the California



Environmental Quality Act. No cultural resources are within the proposed project area. Documentation pertaining to this study is on file at Tom Origer & Associates (File No. 2014-120).

## MATERIALS CONSULTED

Anderson Brule Architects

2010 San Mateo County Library: Atherton Library Needs Assessment.

Crosby Group

2009 *Structural Evaluation Report for Atherton Council Chambers, 94 Ashfield Road, Atherton, California.*

Erlandson, J. M., C. R. Torben, T. L. Jones, and J. F. Porcasi

2007 One If by Land, Two If by Sea: Who Were the First Californians?, In *California Prehistory: Colonization, Culture, and Complexity*, edited by T. L. Jones and K. A. Klar, AltaMira Press, Lanham, MD.

General Land Office

1856 Plat of the Rancho de las Pulgas.

Hibma, M.

2012 *Architectural Eligibility Evaluation for the Main House, Holbrook-Palmer Park, 150 Watkins Avenue, Atherton, San Mateo County, California.* Document on file at the Northwest Information Center, Sonoma State University, Rohnert Park

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1990 *Historic Spots in California.* 4th edition, Stanford University Press. Stanford.

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Jennings, C. W., J. L. Burnett

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Kashiwagi, J. H., L. A. Hokholt

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Kroeber, A.

1925 *Handbook of the Indians of California.* Bureau of American Ethnology, Bulletin 78, Smithsonian Institution, Washington, D.C.

Levy, R.

1978 Costanoan. In *California*, edited by R. Heizer, pp. 485-. Handbook of North American Indians, Vol. 8, W. Sturtevant, general editor. Smithsonian Institution, Washington, D.C.

Moratto, M.

1984 *California Archaeology.* Academic Press, San Francisco.

Office of Historic Preservation (OHP)

1995 *Instructions for Recording Historic Resources*. Office of Historic Preservation, Sacramento.

2012 *Historic Property Directory*. Office of Historic Preservation, Sacramento.

State of California Department of Parks and Recreation

1976 *California Inventory of Historic Resources*. Department of Parks and Recreation, Sacramento.

United States Army Corps of Engineers

1940 Palo Alto 7.5' quadrangle. Corps of Engineers, Washington D.C.

United States Geological Survey

1899 Palo Alto 7.5' quadrangle. Geological Survey, Washington, D.C.

1930 Palo Alto 7.5' quadrangle. Geological Survey, Washington, D.C.

1953 Palo Alto 7.5' quadrangle. Geological Survey, Washington, D.C.

1961 Palo Alto 7.5' quadrangle. Geological Survey, Washington, D.C.

1973 Palo Alto 7.5' quadrangle. Photorevision of 1961 edition. Geological Survey, Washington, D.C.

Weeks, K. and A. Grimmer

1995 *The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring and Reconstructing Historic Building*. United States Department of the Interior, National Park Service. Heritage Preservation Services, Washington D.C.

## **APPENDIX A: Native American Contact**

**Native American Contact Efforts  
Atherton Civic Center Master Plan, Palo Alto County**

<b>Organization</b>	<b>Contact</b>	<b>Letters</b>	<b>Results</b>
Native American Heritage Commission		10/23/14	Response received on 11/03/14 via facsimile. Sacred land search indicates no resources within study area and additional list of contacts was provided.
	Jakki Kehl	11/13/14	No response received as of the date of this report.
	Katherine Erolinda Perez	11/13/14	No response received as of the date of this report.
	Don Hankins	11/13/14	No response received as of the date of this report.
	Linda G. Yamane	11/13/14	No response received as of the date of this report.
Amah Mutsun Tribal Band of Mission San Juan Bautista	Irene Zweirlein Michelle Zimmer	11/13/14	No response received as of the date of this report.
Coastanoan Rumsen Carmel Tribe	Tony Cerda	11/13/14	No response received as of the date of this report.
Indian Canyon Mutsun Band of Costanoan	Ann Marie Sayers	11/13/14	No response received as of the date of this report.
Muwekma Ohlone Indian Tribe of the San Francisco Bay Area	Rosemary Cambra	11/13/14	No response received as of the date of this report.
Ohlone Indian Tribe	Andrew Galvan	11/13/14	No response received as of the date of this report.
Trina Marine Ruano Family	Ramona Garibay	11/13/14	No response received as of the date of this report.