

**TECHNICAL MEMORANDUM: BALBOA PARK STATION AREA PLAN  
ARCHEOLOGICAL CONTEXT  
(FINAL)**

**Date:** 3 November 2006

**To:** File No. 2004.1059E. – Balboa Park Station Area Plan

**From:** Randall Dean

**Topic:** an evaluation of potential presence & significance of archeological resources within the Balboa Park Station Area Plan area

**OBJECTIVES**

The purpose of this memorandum is provide background information for the environmental evaluation of the proposed Balboa Park Station Area Plan (BPSAP) regarding potential effects to legally-significant archeological resources (“significant” archeological resources as defined by CEQA §15064.5(b) and (c)(1)). To achieve this objective the memorandum provides an historic context of the Plan Area to serve as the basis for a preliminary identification and significance evaluation of archeological properties that may be present within the Plan Area. The historical and archeological information provided in this report is based on secondary archeological literature related to the Plan Area and on primary and secondary historical documentation including historic maps (U.S. General Land Office plats, U.S. Coast Surveys, Sanborn Fire Insurance maps etc.) U.S. Census Bureau population schedules, city directories, Municipal Reports, the Western Neighborhoods Project historical reports, etc). This report provides a general (program-level) discussion of the general types (“property types”) of archeological resources that may be present within the Plan Area and, thus, potentially affected by future physical projects under the proposed regulatory General Plan and Planning Code changes proposed in the BPSAP. Site-specific identification of potential archeological resources is attempted for the Phelan Loop Site and the Kragen Auto Parts site for which the BPSAP proposes specific physical projects.

The objective of this memorandum is not to provide the minimally necessary background information regarding archeological resources where that information does not already exist in archeological documentation. To the degree, that at some future time a proposed project within the Plan Area is determined to require under CEQA an environmental evaluation of its effects on archeological resources and the project site-specific information for that evaluation is not provided in this memorandum, an archeological consultant-prepared study providing such information and assessment may be required. Even in those cases, where archeological site-specific information is available and is described in this memorandum, the state of archeological information is not static and new archeological discoveries occur over time that alter assumptions upon which the potential presence of archeological resources are

predicted or upon which the significance of archeological resources is gauged. Thus, there is the possibility that at the time some future project is proposed, that the project site-specific information in this plan will not be up-to-date with the state of knowledge at that time regarding the archeological sensitivity of the project site.

## REGULATORY CONTEXT

CEQA requires that the effects of a project on an archeological resource shall be taken into consideration and that if a project may affect an archeological resource that it shall first be determined if the archeological resource is an "historical resource", that is, if the archeological resource meets the criteria for listing in the California Register of Historical Resources (CRHR). To be eligible for listing to the CRHR under Criteria A, B, or C, an archeological site must contain artifact assemblages, features, or stratigraphic relationships associated with important events, or important persons, or exemplary of a type, period, or method of construction (*CEQA Guidelines* § 15064.5(a)(1) and (3) and (c)(1) and (2)). To be eligible under Criterion D, an archeological site need only show the *potential* to yield important information (United States. Department of the Interior. 1986). An archeological resource that qualifies as a "historical resource" under CEQA, generally, qualifies for listing under Criterion "D" of the CRHR (*CEQA Guidelines* §15064.5 (a)(3)(D)). An archeological resource may qualify for listing under Criterion "D" when it can be demonstrated that the resource has the potential to significantly contribute to questions of scientific/historical importance (CA OHP. *Preservation Planning Bulletin* No. 5).

## HISTORIC CONTEXT

It is known that humans have been present within the area of land comprising San Francisco today for at least 6,000 years. The earliest peoples currently known to have inhabited the San Francisco Bay Area were comprised of widespread but sparse populations of hunter-gathers whose subsistence was based on large game, seeds and nuts as evidenced by the presence of large projectile points and milling stones (*manos* and *metates*). These peoples lived in small nomadic bands that made less use of shoreline and wetlands resources than later prehistoric populations. Soon after 2000 B.C., bayshore- and marsh-adapted people who were Utian language (Miwok-Costanoan language family) speaking people began to migrate into the Bay Area from the Central Valley, displacing the earlier Hokan language speaking populations. The new inhabitants were different than the older resident populations in a number of respects, including, language, larger and more sedentary settlements, a subsistence based on acorns, shellfish, small game, and mortuary practices, personal ornaments, and perhaps the fabrication of coiled basketry. It is assumed that the Costanoan representatives of this Utian dispersal reached the northern end of the San Francisco peninsula no later than 500 B.C.

The Costanoan tribe that occupied the northern end of the San Francisco peninsula in the late 18<sup>th</sup> century is known under the general term *Yelamu*. The *Yelamu* were divided into three semi sedentary village groups. The *Yelamu* were composed of at least five settlements (*Chutchi*, *Sitlintac*, *Amuctac*, *Tubsinte*, and *Petlenuc*) that were located within present day San Francisco. *Yelamu* may have also been the name of an additional settlement within the

vicinity of Mission Dolores. *Sitlintac* may have been located on the Bay shore near the large tidal wetlands of the Mission Creek estuary. *Chutchui* was located near the lake (*Laguna de los Dolores*) east of the current Mission Dolores, two to three miles in land. These two villages were probably the seasonally settlements of one band of the *Yelamu* who used them alternately. Another *Yelamu* band seasonally used the village sites of *Amuctac* and *Tubsinte* that were located in Visitation Valley. A third *Yelamu* band, the *Petlenuc*, may have had a small settlement near the Presidio. The *Yelamu* were allied by marriage to Costanoan groups on the east side of San Francisco Bay.

Within less than two months after the arrival of the Spanish who had begun construction of the first Mission Dolores, all of the *Yelamu* villages in San Francisco were attacked and burned by an expedition sent by the *Jsalson* tribe, the Costanoan tribe of the San Mateo area. The *Yelamu* survivors abandoned all of the San Francisco settlements seeking refuge with other groups in East Bay and Marin. Until they were missionized in the late 18<sup>th</sup> century, the *Yelamu* only returned to San Francisco for occasional hunting.

The eastern part of the Plan Area lies within the upper drainage basin of Islay Creek, a southern tributary of Islais Creek. Islay Creek may have flowed year-round since it was the source of Geneva Lake, historically located in the area around Cayuga and Niagara Avenues and is identified as dry in the summer in 19<sup>th</sup> century maps, as was the upper reaches of Islais Creek that drained Len Canyon (Sanborn Map Col. 1899.) The topographic setting of the western part of the Plan Area is a depression between the lower southern slope of Mt. Davidson and the slightly relieved area to the south. The alluvial terraces and upper slopes of the headwaters of Islay Creek within the eastern part of the Plan Area may have provided desirable seasonal prehistoric occupation sites. It has also been suggested (Shoup, 1992) that the gap south of Mt. Davidson could have been a travel corridor for prehistoric groups between San Francisco Bay and Islais Creek estuary and the marine and faunal resource-rich ecological zones of the Pacific Ocean shoreline and the marshlands of Lake Merced. The archeological record left by this transhumant activity may be "small ephemeral activity loci" such as has been encountered in the Sutro headlands or the more substantial deposits of a settlement site.

The earliest European settlement relevant to the history of the Plan Area was the original mission of San Francisco de Asís constructed in 1776. The first mission was a temporary structure constructed near the headwater lake of Mission Creek, named by the Spanish "*Laguna de Nuestra Senora de los Dolores*". The *Yelamu* Costanoan settlement of *Chutchui* was probably located near the mission site. The location of the first mission is not known but there is evidence to suggest that it was in the vicinity of the Fourteenth and Mission Streets to the north of *Laguna de los Dolores*. Historians' opinions of the location and extent of the *Laguna Dolores* are inconsistent. However, allowing that the size of the "lake" would have varied both seasonally and from year to year, the *Laguna de los Dolores* was generally south of Fifteenth Street east of Guerrero Street (or perhaps Mission Street), north of Twentieth Street (or of Sixteenth Street) and west of Howard Street. The second Mission Dolores was of wood and mud (*palizada*) construction. The identification of the location of the second mission, as for the first mission, must rely on conflicting evidence but the more widely held belief is that it also was situated in the vicinity of Fourteenth and Mission Streets within the Project Area. The second mission was in use for at least eight years but possibly longer. The third mission constructed in San Francisco (the existing adobe Mission Dolores) was

constructed over a period of several years beginning in 1782. At the period of its peak expansion and activity, approximately 1814 to 1817, the Mission Dolores complex included at least forty-three buildings and is known to have covered an area that extended at least from Guerrero Street to Church Street and Fifteenth Street to Dolores Creek south of Eighteenth Street. However, the location of many of the known buildings and structures associated with Mission Dolores (for example, the mission prison, school, one of the two tanneries, one of the two mills, forge, and bathhouse) is not known, thus, the geographical extent of the whole mission complex may have been larger than described here. Mission Dolores also maintained *asistencias* in San Mateo, San Pablo and San Rafael. The *asistencias* in San Mateo and San Pablo were agricultural, that is, they were large grain and cattle farming operations. The *asistencia* in San Rafael was, in fact, another mission where most of the Indian neophytes were eventually transferred because of the missionaries belief that the cold, windy, foggy climate of San Francisco was responsible for the high mortality rate of the Mission Dolores neophytes and that the climate of San Rafael was more healthy. At the period of greatest "occupancy" the Mission Dolores complex contained over 1200 neophyte Indians, and also soldiers, servants (including neophytes from other missions as distant as Baja California), and Spanish, Mexican, English and American craftsmen/artisans.

All settlement, buildings, structures, and specialized activities during the Spanish-Mexican period were not confined to the Mission Dolores area. Various adobe houses are known to have been present along San Jose Road, near Precita Creek, west of Potrero Avenue, and even on Potrero Hill. The adobe Old Wall and rock Doss Wall were located at the base of the west slope of Potrero Hill. By the early 1850s, there were more than 50 adobe buildings in there extending south from 14<sup>th</sup> Street to Precita Creek and near the Plan Area.. A number greater than were present when the mission was at its peak level of activity. There were also an unknown number of wood frame residences constructed by this time.

The Plan Area lies within lands that Mission Dolores legally held in trust from the time the mission was established in 1776 until the mission was secularized and its properties dissolved in the mid 1830s. José Cornelio Bernal, the mayordomo of the mission, was a principal beneficiary of the parceling up of the mission's property. In 1839, Bernal acquired the one square league land-grant known as *Rincon de las Salinas y Potrero Viejo*, which encompassed the area south of Islais Creek, including the Plan Area east of San Jose Avenue. In 1845, José de Jesus Noé acquired the San Miguel Rancho which encompassed Twin Peaks and Mount Davidson extending south to the current Ocean Avenue. Neither Noé nor Bernal are known to have constructed any improvements within the Plan Area.

From the late 18<sup>th</sup> century to the mid-19<sup>th</sup> century, the only "improvement" made within the Plan Area was the San José Road. Mission period "roads" were simply foot and cart paths whose actual alignment shifted over time depending on topographic changes (such as rock or mud slides or the shift of a watercourse), weather events, such as flooding, and, in the absence of trail markers, travelers' inability to discern the last used route. For almost fifty years, the San José Road was the nearly sole means of communication between the missions of the north Bay, Mission Dolores and the San Rafael Mission and the missions of the South Bay, the San José and Santa Clara Missions, since little use was made of watercraft for transits within the Bay until the mid-1830s. Within the Plan Area, the San José Road alignment ran along the shoulder of the southern slope of Mount Davidson, well above the long, narrow valley of the year-around flowing "Islay" Creek whose course is traced today by

Cayuga Avenue and Capistrano Street. By the beginning 1850s, the County had laid out along the opposite, eastern side of Islay Creek, a new, more even-grade San José Road, later known as the "County and Telegraph Road," and even later as "Mission Street". The original Mission period trail became known as the "Old San José Road".

By the beginning 1850s, Carmen Cibrian de Bernal, the wife of José Cornelio Bernal, the original claimant of the *Rancho de las Salinas*, had an adobe house constructed in an isolated pocket in the southwest corner of the land-grant, near the existing intersection of Alemany Boulevard and Ocean Avenue. Shortly afterward two additional houses, possibly adobe, were constructed close by Carmen Bernal's adobe, perhaps, for other members of the Bernal family (Hendry and Bowman. 1940, Shoup et al. 1992). The "Bernal Reservation" may have been the only habitations near the Plan Area in the early 1850s. The Bernal adobe, two other houses, and accessory structures, like an adobe oven, remained in place and in use until 1900 and, for the most part, at least as late as 1915 (Sanborn Map Co. 1899, 1913-1915).

In the early 1850s, little settlement had occurred in the southwestern part of San Francisco, aside from the Carmen Bernal compound on Islay Creek and Abbey's dairy farm further south on the Old San José Road near the City boarding, the only other settlement was around Lake Merced. Francisco de Haro had purchased the 2100 acres rancho that included Lake Merced from José Antonio Galindo in 1837. De Haro constructed a house on the south side of the lake where he died in 1849. By the early 1850s, Alfred Green, George Green, Lovett and other had begun farming on the northern end of the lake, perhaps sheep or dairy farming since the area was known for its perennial green slopes. Lake Merced was originally only accessible by the "Road to Port Suello" over Twin Peaks, a route now followed by Portola Avenue (Humphreys 1853). . Between 1853 and 1855, a small, one-story, wood-frame saloon-resort-like establishment was constructed near the end of the finger of land that projected toward the center of the lake. The Lake House, as the small establishment was called, was the prototype for several others and some much grander and stylishly designed, out-fitted with magnificent belvederes and large stables, constructed along what would become Ocean Avenue or near the shore. The resorts all bore simple names that associated them only with the sea and shore, sub-textually severing them from civilization and the urban world; names such as Ocean House (1855), Pacific House (by 1863), Ocean View House (later 1850s), Beach House (by 1863), and Rockaway House. To provide easier access to the Lake House, around the San Miguel Hills (Twin Peaks and Mt. Davidson), a road was constructed connecting Lake House to the Old San José Road, known as the Lake House Road. The current alignment of Ocean Avenue within the Plan Area follows the original route of the Lake House Road. During the 1850s and 1860s, the popular recreational circuit for San Francisco's urban residents was to travel by the plank roads of Mission or Folsom Street to Mission Dolores, then follow the Old San José Road to Lake House Road, which by the mid-1860's had become re-christened as "Ocean House Road" and follow shoreward. Near to or at the sea one could stop for a rest and refreshments at one of the sea-side resorts, such as the Ocean House where a belvedere offered a panoramic view of the coastline, sea, and the Great Sand Bank. From here, the excursionists followed the sliver of narrow road that ran between the San Miguel Hills and the vast sand dune field to the highlands of the Cliff House. From the Cliff House, the return trip to town was by Point Lobos Road past the vast, monumentally adorned cemeteries that lined the route, providing the travelers with further excuses to prolong the

day. The circuit was so popular that an Ocean House Omnibus left Portsmouth Square Plaza daily at 10 a.m. The importance of the Ocean House Road corridor as a resort and recreational zone removed but easily accessible from the city continued to shape the character of the area, including the Plan Area until the end of the 19th century.

The first known settlement within the Plan Area was that of a farmer, Schmidt, who held a large tract of land south of Ocean Avenue from possibly Harold Avenue to a point west of Orizaba Avenue. Schmidt's farmhouse appears to have been located in the southern half of the block bounded by Ocean, De Montfort, Jules, and Faxon Avenues. Although Schmidt sold off much of his property during the 1860s, his farming operation appears to have continued to at least the beginning of the 1870s (Goddard 1869, Wackenreuder 1861).

During the latter 1850's, the expanding merchant and middle class of San Francisco believed that society and government had an ethical and religious responsibility to provide surrogate parental care for children who either lacked parents or whose parents were too destitute or morally unfit to provide an acceptable level of parental care. It was commonly accepted that the best vehicle for providing a suitable alternative child-rearing environment was institutional, just as the Almshouse (1867) addressed the problem of pauperized families or the Magdalan Asylum, that of prostitutes, or the Sailors Home (1854), that of ailing or impoverished sailors. But the first population of need addressed was that of parentless or partially parentless children. So during the 1850s, several orphanages were established in San Francisco – the Protestant Orphans' Asylum (1851), the Ladies Protection and Relief Society orphanage (1854), and the Orphan (Roman Catholic) Asylum (1852). Even though the local Jewish community did not found an orphanage until 1871, in 1850 the Eureka Benevolent Society had been established to financially assist Jewish widows and orphans (The San Francisco Morning Call. 1893). In 1859, the City established a House of Refuge (also known as the "Industrial School") for children from families viewed as too impoverished, neglectful, or morally dissolute to be fit parents. The Board of Supervisors chose for the site for a House of Refuge a site as distant from the City but yet within its jurisdiction as possible purchasing a 100 lot in the extreme southern corner of Horner's Addition. The site today is that of San Francisco City College and Balboa Park. The sites selected for all of these types of charitable institutions (nearly all were isolated and remotely situated from the city) show their ambivalent purpose of both providing assistance but relocating the assisted out-of-view of the ordinary life of morally respectable urban residents. In 1875 the City constructed a House of Correction under the Sheriff's Dept. on the northern part of the Industrial School site. The House of Correction was intended as a correctional/rehabilitation facility for slightly older youths than the Industrial School. In 1891 when the San Francisco Industrial School was closed it was converted to a City women's jail.

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#### *The San Francisco House of Refuge or Industrial School*

The House of Refuge (later known as the "Industrial School") opened in 1859 and occupied a 100-acre lot now occupied by San Francisco City College and Balboa Park. The first children's institutions on the West Coast were orphanages operated by religious or benevolent societies (Protestant Orphan Asylum, est. 1851, Ladies Relief Society, Catholic Orphanage est. 1852). The "House of Refuge" concept emerged on the East Coast decades

earlier, in New York, Philadelphia, and Boston, in response to a perceived responsibility of society to provide for the educational and moral needs of children from indigent or “dissolute” households (Macallaire 2003). In the 1850s, the prosperous merchant class and expanding middle class of San Francisco became troubled by the sudden growth in the juvenile population among the lower classes and by a fear that it would develop into a large permanent poor and criminal class. The school was intended, as stated in the inaugural address for the institution, for the “large class of feeble, helpless, thoughtless, guileless children, who either have no parents, or such as do not deserve the name” (Industrial School Dept. 1859). The House of Refuge concept was based on the theory that benign intervention early in the life of a child of morally inferior or impoverished parents could prevent the child’s involvement into crime (Macallaire. 2003). Laws at the time permitted the City to assume custody of children on the mere basis of vagrancy, homelessness, or committal of petty crimes. Thus, most children committed to the San Francisco Industrial School during its 33-year existence were non-delinquents

Although the City had acquired property for the school in 1856, city budgetary deficits delayed construction of the Industrial School for several years. As was the case, with the earlier Houses of Refuge on the East Coast, the San Francisco institution was based on a penitentiary-congregate model – large fortress-like building with three or floor of individual cells or large open dormitories, and a daily long and laborious routine for the inmates (Macallaire 2003). Initially only the main building and one wing of the Industrial School was built although the original plan designed by Reuben Clarke was for two wings. The main building was composed of three stories. The second and third stories constructed of brick had living quarters for the superintendent and other resident school officers. The ground floor, of stone construction, contained the staff dining room, kitchen, and servants’ rooms. The inmate wing had three floors each with 16 small brick cells (5 ½ ft. by 7 ½ ft). The cells of the upper two floors opened onto a metal catwalk. Each cell had a metal bed that folded into the wall. The wing also had an inmate dining room and hospital ward. Three wells were bored and provided potable and irrigation water at least until the school was connected to the Spring Valley Water Co. flume west of the site. Although the Industrial School was a municipal institution, it was expected to achieve a certain level of financial self-sufficiency, thus, much of the inmates’ time was assigned to the agricultural cultivation of the school’s 100 acres. Although a primary motive for the creation of the Houses of Refuge was to provide an education and skills training to disadvantaged children, the development of good educational or vocational facilities at the Industrial School did not occur until its latter years. School routine was severe – rising at 5:30 a.m., farm work from 6 a.m. to noon, work again until 2:30 and school both before and after supper until bedtime at 9 p.m. There were no playgrounds, gymnasium, or workshops. The children inmates wore a distinctive form of clothing of gray cloth. Although initially corporal punishment was proscribed, flogging eventually becoming an accepted practice. Recalcitrant or older youth were indentured to merchant ships. Escapes were frequent. In 1860, a twelve-foot high fence was constructed enclosing the buildings into a compound of 400 ft. by 400 ft. In the late 1860s there were two grand jury investigations which disclosed the occurrence of several cases of severe floggings and beatings, the use of brutal forms of punishment, excessive deprivation, and sexual abuse of some of the girl inmates by the school staff.

Inmates of the Industrial School were in the large majority boys (on average 84%) and represented nearly all ages from 3 to 18 but with most boys between 10 to 16 years of age.

During the economic downtown in San Francisco in the 1860s, when anti-Chinese sentiment was strong, Chinese youth represented the largest inmate ethnic group, followed by boys of Australian birth or parentage. Between 1860 and 1869, only 13% of the boy inmates were of foreign-birth (Industrial School Dept. 1859-1868)

The girl inmates were housed in the second wing after it was constructed in 1863. Since girls were not expected to perform farming duties, they generated income for the institution by sewing and laundering. Following the sexual abuse scandals, the City arranged to transfer all girl inmates to the Magdalan Asylum maintained by the Sisters of Mercy. The Magdalan Asylum (where part of S.F. General Hospital is located), had been created in 1859 as a shelter for former prostitutes. A new wing was constructed to the Magdalan Asylum to separately house the Industrial School girls in 1868.

During the 1880's facing continued public and press criticisms of the level of neglect and abuse of child inmates, the Industrial School upgraded its education curriculum to more closely approximate that of public education and expanded the training program to include a shoemaker, carpenter, and tailor. With the creation of State operated reform schools at Ione and Whitter, the San Francisco Industrial School was closed in 1892 (Macallaire. 2003).

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One of the most historically distinctive features of the area is the French Swiss dairy farming community that settled along Islay Creek, perhaps as early as the late 1850s and maintained major dairy operations at least until the early 1900s. It was the presence of these French Swiss families that was responsible for the place names "Geneva Avenue" and "Geneva Lake" (a natural lake on the upper reaches of Islay Creek between Geneva, Mount Vernon, and Delano Avenues and Alemany Blvd.) The earliest of these Swiss farmers (Crochet, Lacrouts, Roche, Ruer, Theller) may have settled on the western slopes along Islay Creek, opposite the Bernal family ranch, by the early 1860s or shortly before (Wackenreuder 1861, Goddard 1869. This group of farms was to the northeast of the Plan Area. The only farm in the area at this time documented to have been a dairy farm is that of the Thurber brothers (Albert, Isaac, and Martin). Thurber's dairy was located on Old San José Road just north of Balboa Park between Paulding Street and Nantucket Avenue. By 1868 George Smart from New York took over the Thurber dairy. Smart, only 26 with a his wife, Rebecca, in 1870 employed ten dairy laborers including several Swiss. By the 1870's Smart's brother, James, had joined him in the business and by 1880, the dairy was known as the New York Dairy. The New York Dairy remained in operation at least to 1905 and relocated to 19<sup>th</sup> Street either during the period 1905-1907 or 1907-1915. In any case, the dairy's buildings and accessory structures were yet standing vacant in 1915 (Crocker-Langley. 1900, 1905, 1907; D.M. Bishop. 1875; Langley 1863, 1864, 1868, 76-77, 1880, 188-1885; Sanborn Map Co. 1888, 1899, 1913-1915; U.S. Census 1880, 1900).

Near the New York Dairy on Old San José Road was a dairy farm operation that dated at least from 1868. Initially this dairy business was comprised of the two adjoining dairy farms of William Megilligan and Charles Healey. Healey appears to have left the venture after 1875 for in its final years in the early 1880's, Megilligan appears to have partnered with Samuel Clark. In 1869 Clark had a large dairy farm in Glen Canyon near the headwaters of Islais

Creek (Goddard. 1869). Although assumedly not Swiss, Clark began dairy farming in the Glen Canyon area at the time when a number of Swiss dairy farmers relocated from Cow Hollow to the Glen Park area (VerPlanck. 2001).

During the 1880's two French Swiss brothers, Ambrose and Frank Furrer, had established the *Eureka Dairy* within the Plan Area. The Eureka Dairy was located on the block bounded by San José Road, Niagara Avenue, Tara Street, and Geneva Avenue. Because city directories identify the location of the dairy as being both the western and eastern side of this block, the Furrer property may have been transected by the Southern Pacific Railroad line but with the farmhouse located at 2224 San José Road (Sanborn Map Co. 1899). By 1900, the operation of the dairy appears to have been in the hands of Fred Furrer, perhaps a son of one of the brothers. Fred had come to the U.S. in 1886 at the age of 22 and married Emma, also from Switzerland. By 1900, they had three children ages three through nine.

Other member of the Furrer family, Casper, Simon, Louis, and Joseph, operated several other dairies in San Francisco since the 1870's located in Cow Hollow and Bernal Heights. By 1915 most of the Furrer dairy property on San Jose Avenue had been acquired by the Southern Pacific Railroad Co. for a railway car paint shop. Part of the site had been leased or sold to the Blanchard & Brown Asphaltum Plant. The Furrer farmhouse and accessory structures remained at that time (2332 San Jose Avenue) but the rest of the San Jose Avenue frontage had been sub-divided into single family residential lots (Sanborn Map Co. 1913-1915).

During the latter quarter of the 19<sup>th</sup> century many of the dairies located in the northern part of San Francisco, especially in Cow Hollow relocated to available farm tracts above Islay Creek and to Glen Park (which following the Rock Gulch explosion of the dynamite factory in 1869 was unoccupied). Many of these new dairy farmers were also Swiss, creating a first place-name for the area, "Little Switzerland" (VerPlanck 2001).

During the 1870's farming was the most common land use within the Plan Area. The 1880 census notes several dairy farms along Ocean House Road of diverse origin including Scottish, Irish, French, and Californian Hispanic. Farmsteads along Ocean House Road were probably too far removed from the road to be within the Plan Area but as is evident in the 1899 Sanborn, the farms along San José Road and Geneva Avenue were more geographically concentrated and several of the sites of these farm operations are within the eastern part of the Plan Area. At least some of the farms along San José Avenue were occupied by young Italian families (Sanborn Map Co. 1899; U.S. Census 1880, 1900).

A railway connection between San Francisco and San José was proposed in the late 1850s. The most practical route for a wide gauge tract was assumed to be the alignment of the *Camino Real*, the Old San José Road, which although not the most direct route, would be less expensive than a more technologically and topographically challenging alignment along the Bay. To facilitate the shipping of produce to markets in San Francisco and San José, the Industrial School negotiated rights of right-of-way with the San Francisco and San José Railroad Co. through the institution's property in return for a rail stop near the school (Macallaire. 2003). The railroad was in operation from 1860 until it was purchased in 1868 by the Southern Pacific Railroad Co.. In the early 1900's, the municipal railway agency had acquired properties to the south of the former Industrial School site for train car

maintenance and repair facilities. During the 1950's and 1960's Interstate 280 was constructed by the State along the former Southern Pacific Railroad alignment and the former urban railway corporation yards between Ocean and Geneva Avenues were acquired and developed by the Bay Rapid Transit District for the Balboa Park Station.

It appears that other than the major youth reformatory institutions of the Industrial School and the House of Correction and a small number of farming tracts of mostly dairy ranches, the Plan Area was little developed until the Ingleside Race Track opened in 1895. Speculative residential subdivision schemes had been proposed in the late 1860s for the area south of Ocean Avenue, opposite the Industrial School (the site of City College and Balboa Park) but these appear to have been soon aborted. Even as late as 1915, some streets in the eastern part of the Plan Area, such as Geneva Avenue, were not opened or improved. In 1895, the Pacific Coast Jockey Club was formed with Alfred Spreckels as president. The club constructed a new harness and thoroughbred horse racing course, the Ingleside Racing Track, south of Ocean House Road (Dobkin 2004). The first documented formal horse race in San Francisco was held near Mission Dolores in 1847 (La Bounty 2000). By 1857 there were two race tracks, the Union Race Course and the Pioneer Race Course, south of Laguna de los Dolores, between 20<sup>th</sup> and 26<sup>th</sup> Street and east of Mission Street (U.S. Coast Survey. 1857). In the 1860's, the Ocean View Race Course was developed north of Lake Merced on Ocean House Road, south Stern Grove today. In 1873, the Pacific Jockey Club began holding races at the Bay District race track in the current Bayview District. The racetrack at Ingleside was constructed in the context of a competitive flurry of horse racetrack development resulting from the rising popularity of the sport and the growing size of the offered purses in the 1880's and 1890's. The Ingleside Race Track was intended to incorporate larger and more lavish facilities than its rivals. The Grand Stand had three levels with bar, restaurant, barber and betting ring. There was an ornate two-story clubhouse and a long covered pedestrian passageway to a small depot for a Southern Pacific Railroad passenger spur line that extended to the racing grounds. There were 24 horse stables and 12 jockey houses with two separate jockey dining facilities. The Ingleside Race Track was located south of Ocean Avenue and west of Ashton Avenue. The race track entrance, Grand Stand, and clubhouse were located between Ocean Avenue and Urbano Drive between Victoria Street and Cerritos Avenue. It does not appear any improvements associated within the racetrack were constructed within the part of the Plan Area located within the Ingleside Race Track grounds. The Ingleside Race Track was the last venue for horse racing in San Francisco (La Bounty. 2000). The Tanforan race tract was opened by a local rival jockey club in 1899 in San Bruno in San Mateo County (Dobkin 2004). In 1900 the first auto race in California was held at the Ingleside track. In 1906 the Ingleside Racetrack closed. Following the earthquake of 1906, the stables were converted into temporary hospitals until 1908. During this time the former race course was known as "Camp Ingleside". In 1910, the Urban Realty Development Co. developed the former raceway as a single family residential subdivision, Ingleside Terraces.

By the late 1890s, a dog racing track, Ingleside Coursing Park, had opened where the former San Francisco Public Utilities Commission reservoirs west of the City College campus are located. Principally for greyhound racing, the raceway entrance and grandstand were located near the intersection of Ocean Avenue and Brighton Avenue.

At the end of the 19<sup>th</sup> century, little residential or commercial developed had occurred in the general Plan Area. In 1899 among the 80 lots along Ocean Avenue between Ashton and Harold Avenues, 65 of the lots were still vacant. Further south along the minor interior streets were small farms, but along Ocean Avenue there were principally saloons and club rooms catering to the horse- and dog-race gambling set who had come from town for the day. Just as in the urban neighborhoods of San Francisco, most of the petit commerçants (small businessmen), such as saloon keepers, were German. Of the eleven saloons in the Plan Area in 1900, six of the saloon keepers were German and three more were children of German parents. Three of these were women saloon keepers, perhaps, explained by the fact that two of them were widowed. Of the few farms in the area in 1900, in addition to the dairy farms along San José Road, there were five Italian farm households, perhaps tenant farmers. There was also one German and one English farming family on Ocean Avenue. By 1915, although perhaps half of the lots within the Plan Area were still undeveloped, single family residential and small-scale commercial development was beginning to typify the development pattern of the western part of the Plan Area. The noticeable increase in development of the area may reflect a post-earthquake preference of displaced households to rebuild new homes in an area of more open topography as could be found in the southern and western part of the city. In any event, there was a clear change in land uses by the 1910's. The number of saloons had fallen to five and there were more than a dozen stores, and more than three times as many single family houses. On the eastern end of the Plan Area along San José Road and Geneva Avenue, low density industrial uses on large sites became the dominant land use. The former Eureka Dairy site was now occupied by the United Railroad railway car repair and paint shops, and two asphalt plants were located between Tara and San José Avenues and between Niagara and Ocean Avenues. Along Geneva Avenue was the Moore Boode Gravel Co.. The Spring Valley Lumber yard took up the entire block east of San José Avenue opposite the railway corporation yard.

### **Historic Context: Phelan Loop Site**

Although no prehistoric sites have been recorded in the immediate vicinity of this site, small ephemeral activities such as temporary foraging or tool-making encampments of prehistoric groups may have occurred, even on a regular basis, within the project site. The first known improvement was the construction of Lake House Road (later, Ocean Avenue) by the mid-1850's. On a 100-acre site to the west, the San Francisco Industrial School and its farming operation was in operation from 1859. By the beginning of the 1860's the Phelan Loop Site was part of a section of land of over 100 acres with two structures (probably a farmhouse) constructed to just to the north of the Phelan Loop parcel. Probably at least one of the structures was a farmhouse (Wackenreuder. 1861). By 1869 it appears the houses had been razed absent or abandoned. No other development is documented for the project site, until the construction of a dog-racing track, the Ingleside Coursing Park, in the 1890's. The project site was within the lower southeast corner of the Coursing Park property and contained kennel structures. By 1913-1915, there were three long, one-story shed or shed-like buildings on the project site. One of the buildings was used as a dwelling (Sanborn Map Co. 1899, 1913-1915).

## Historic Context: Kragen Auto Parts Site

Although no prehistoric sites have been recorded in the immediate vicinity of this site, small ephemeral activities such as temporary foraging or tool-making encampments of prehistoric groups may have occurred, even on a regular basis, within the project site. The first known improvement was the construction of Lake House Road (later, Ocean Avenue) by the mid-1850's. On a 100-acre site to the west, the San Francisco Industrial School and its farming operation was in operation from 1859. By the beginning of the 1860's the Kragen Auto Parts Site was part of a section of land of over 100 acres with two structures (probably a farmhouse) constructed outside and to the northeast of this site.. No other development is documented for the project site, until the construction of the dog racing tract, Ingleside Coursing Park, in the 1890's. The Kragen Auto Parts Site contained Grandstand of the race track. The Grandstand facility was two-story and included a dining-room, kitchen, bar, betting ring and several seating platforms. By 1913-1915, the race track grandstand structure has been replaced with a one-story dwelling (1140 Ocean Avenue) attached to several large shed buildings (Sanborn Map. Co. 1899, 1913-1915).

## ARCHEOLOGICAL CONTEXT

### *San Francisco*

A sizable archeological literature exists for San Francisco and there has been a considerable amount of archeological field investigation. Most of this documentation has been more descriptive than analytic in its treatment of archeological resources and most field projects have been initiated as salvage archeological efforts rather than the implementation of research or area-wide preservation plans. Until recent years, archeologists in San Francisco have primarily concentrated on a small range of archeological resources, specifically prehistoric sites, Gold Rush period structural remains and deposits, buried Gold Rush period storeships, structural remains associated with the Spanish/Mexican Presidio, the foundations of the former City Hall complex, and deposits associated with Chinese households or merchants. A number of archeological data recovery projects have also been conducted in former cemetery sites involving the removal of a large number of burials. However, in most cases little archeological analysis of cemetery features, human remains or of the burials themselves has resulted, in part because of inconsistencies in State laws regarding the status and appropriate treatment of discovered human remains and the failure to coordinate a plan of action among interested city departments. A significant research void in past archeological work in San Francisco has been domestic and commercial deposits after 1860 due to a failure by archeologists to develop appropriate research frameworks for such deposits and by the mistaken view of many archeologists, sometimes expressed in the literature, that the information value of the archeological record of a historical phenomenon diminishes in proportion to the existence of a written record of the historical phenomenon. Since these archeologists believed that there is generally a good documentary record for persons and other historical phenomena after 1860, it was often concluded that archeological remains after 1860 had less or redundant information value. In reality, archeological deposits of the late 19<sup>th</sup> century or early 20<sup>th</sup> century may have significant research value independent of the existence of a good associated historical record for several reasons, one

of which is that the archeological record lacks the bias and intentionality that are intrinsic to the written record.

### *Plan Area*

There has been almost no archeological study of the Plan Area in the past. The area was ignored in Nelson's Bay Area shellmound survey in the early 1900s. There have been no large urban archeological research designs, often associated with transportation projects, done within the Plan Area nor any archeological studies done in conjunction with the CEQA evaluation of private sector projects (Northwest Information Center. File. No. 06-156). In the mid-nineties, an archeological sensitivity study (Shoup and Hatoff. 1992) was prepared for a San Francisco Fire Department proposal to extend the city's high pressure water supply system (AWSS Connection project) in certain streets within and near the Plan Area. Within the Plan Area, the project included the right-of-way of Ocean Avenue between Onondaga Avenue and San Fernando Way. The archeological sensitivity study concluded that there were only two areas of prehistoric archeological concern (along the former alignment of Islais Creek) and one area of historical archeological concern (the area around the former Carmen Bernal adobe) within the project area (Shoup and Hatoff. 1992). None of the areas identified as archeologically sensitive are within the Plan Area. An archeological monitoring program was conducted for the AWSS Connection project resulting in several reports (Voss. March 28, 1994, May 25, 1994). The only archeological feature observed within the Plan Area was a redwood utility conduit encountered 2.5 ft. bsg near the intersection of Ocean and Plymouth Avenues (Voss. May 25, 1994). The report did not attempt to further identify the feature in terms of age and historical associations.

This past neglect of archeological investigation within the Plan Area may be due to several factors: comparatively weaker development pressure that might prompt archeological studies and a former favoritism that the local archeology community had towards certain types of archeological resources (prehistoric and Gold Rush period archeological sites) coupled with an unawareness of how extensive Mexican Period occupation of the city was and of the large variety of 19<sup>th</sup> century urban archeological property types that exist in San Francisco. In any event, it is a commonplace in archeology that the lack of archeological research of an area is not, in itself, an indication that the area has no intrinsic archeological significance since often other factors may be responsible for the dearth of information. Regulatory compliance with CEQA or Section 106 of the National Historic Preservation Act requires that potential effects on archeological properties of soils disturbing/modifying activities be evaluated within an adequate research context that takes into account current and evolving historical and archeological literature.

### *Archeological Context: Phelan Loop Site*

There has been no prior archeological research of the Phelan Loop Site. The area around this section of Ocean Avenue has been identified as having potential sensitivity for small, temporary prehistoric activity sites associated with groups who may have traversed this corridor linking the resource-rich wetlands of Lake Merced and the coastline with more permanently occupied prehistoric settlements along San Francisco Bay (Shoup, Hatoff, and

Morgan. 1982). During the 1890's the site was occupied by the kennels of the Ingleside Coursing Park, a dog racing track.

#### *Archeological Context: Kragen Auto Parts Site*

There has been no prior archeological research of the Kragen Auto Parts Site. The area around this section of Ocean Avenue has been identified as having potential sensitivity for small, temporary prehistoric activity sites associated with groups who may have traversed this corridor linking the resource-rich wetlands of Lake Merced and the coastline with more permanently occupied prehistoric settlements along San Francisco Bay (Shoup, Hatoff, and Morgan. 1982). During the 1890's the site was occupied by the Grandstand and other structures of the Ingleside Coursing Park, a dog racing track.

### **Significance of Expected Archeological Resources in Project Area**

The prehistoric and historical contexts of the Plan Area suggest that that expected archeological resources within the Plan Area may have important research value and would, therefore, be legally-significant under CEQA. Although no archeological research design has been prepared for the Plan Area, research themes developed for expected/encountered archeological resources within other parts of San Francisco of the same property types as those of expected archeological properties within the Plan Area, indicate the resources within the Plan Area could contribute significant data to questions regarding prehistoric resource management practices and settlement distribution, 19<sup>th</sup> century farming on the urban margin, ethnic farming practices, Victorian treatment of children especially from pauperized households, and 19<sup>th</sup> century saloons and the German community. Some of the archeological property types that may be present within the Plan Area represent archeological remains and associated research issues that have not previously been addressed or only partially addressed in San Francisco. These new archeological properties include 19<sup>th</sup> century immigrant French Swiss dairy farming communities, 19<sup>th</sup> century elite recreational facilities, and Houses of Refuge movement. A case could be made that Ocean Avenue (Lake House Road, Ocean House Road) represented during the period between the 1850's and 1906, an historic suburban recreational corridor providing upper-middle class to elite amusements for urban visitors. The Ocean Avenue amusements thematically varied over time ranging from seaside resorts to horse/dog racing parks. Final evaluation of the significance of any archeological resource/property type, that is eligibility evaluation for listing to the CRHR/NRHP, will require the identification of an appropriate research context for the resource/property type.

### **Significance of Expected Archeological Resources in Project Area: Special Cases**

The archeological literature for San Francisco has sometimes given special attention to the question of the significance of archeological resources associated with prehistoric populations or with the Mission Dolores complex. Several archeologists have noted that although there are many critical themes within current archeological and historical investigations to which prehistoric archeological resources would make important

contributions, there are other grounds for which such archeological resources are significant. These archeologists regard archeological deposits with these associations as legally-significant whether or not they possess, in their own right, any research-value because these deposits have special characteristics that make them, otherwise, legally significant, such as their scarcity (San Francisco prehistoric sites) or importance to Indigenous Peoples (sites traditionally important to Native American communities).

## **EXPECTED ARCHEOLOGICAL PROPERTY TYPES**

Based on previous archeological research and historical documentation, various types of archeological resources are expected to be present within the Project Area. On the basis of certain shared historical, typological, and functional attributes these archeological resources can be grouped into specific archeological property types. Archeological property types expected within the Project Area include:

### *Prehistoric Period:*

Occupation site: - remains of prehistoric occupation, including human burials, may be present within the eastern part of the Plan Area towards the historic loci of "Islay" Creek and Geneva Lake.

Transhumant activity sites – archeological evidence of small ephemeral activity loci (temporary encampment, tool-making or foraging sites, etc. ) may be present within the western part of the Plan Area

### *Historical Period:*

#### Schmidt's farmstead ( 1860's-1870's)

Schmidt had a ranch along the southside of Ocean Avenue. The farmhouse appears to have been located closer to De Montfort Avenue. Informationally material domestic/agricultural archeological deposits/features include artifact-filled hollows such as privies, wells, cisterns, trash pits, and sheet refuse.

#### House of Refuge (San Francisco Industrial School) (1859-1891)

Originally the House of Refuge had control over a 100-acre site that includes the main campus of City College and Balboa Park. The principal building was three-stories with two wings and was located on the south half of the existing college campus. Informationally material archeological institutional/agricultural deposits/features include structural foundations, wall/fence remains including escape egresses, artifact-filled hollows (such

as privies, wells, cisterns, and trash pits), inmate caches, evidence of farming practices, and sheet refuse.

#### Eureka Dairy (c. 1876-c. 1906)

The Eureka Dairy was owned by the French Swiss brothers, Ambrose and Frank Furrer. The dairy was located on the block bounded by San Jose Avenue, Niagara Avenue, Tara Street, and Geneva Avenue. Informationally material archeological domestic/agricultural deposits/features including artifact-filled hollows (such as privies, wells, cisterns, and trash pits), structural foundations, evidence of farming practices, and sheet refuse.

#### Ingleside Race Track (1895-1906)

The horse race track occupied a large site mostly outside and southwest of the Plan Area, south of Ocean Avenue and west of Ashton Avenue. No known racetrack improvements were constructed within the Plan Area, with the probable exception of the perimeter fence. Informationally material recreation facility archeological deposits/features include structural foundations, trash pits, and sheet refuse.

#### Ingleside Coursing Park (fl. 1890's)

Dog racing course located on the north side of Ocean Avenue on a large site adjoining the San Francisco Industrial School property on the west. The former race track was on the current site of Balboa Reservoir. The former Grand Stand was located on the current Kragen Auto Parts Site and the dog kennels and other structures were on the Phelan Loop site. Informationally material archeological deposits/features include structural foundations, domestic deposits associated with dog keeper, trash pits, and sheet refuse.

#### Ocean Avenue Saloons and Club Rooms (1890's – c. 1910)

Saloon, saloon keeper residences, and club rooms located along the south side of Ocean Avenue. Most of these establishments were operated by persons of German birth or descent, perhaps from the same region. Informationally material commercial/domestic archeological deposits/features include artifact-filled hollows (such as privies, wells, cisterns, and trash pits).

#### Farmsteads (1870's – c.1900)

Dairy and produce farmers were located along Ocean Avenue and perhaps along San Jose Avenue within the Plan Area from the 1870s through the end of the 1900s. The ethnic and tenant/owner composition of the farming community within the Plan Area may have changed over this

period. Informationally material domestic/agricultural archeological deposits/features include artifact-filled hollows such as privies, wells, cisterns, trash pits, and sheet refuse.

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