

## **Appendix D – Historical Resources Documentation**

**Contains:**

- **Carey & Co., Inc., 2017. Santa Clara Civic Center Draft Historical Resources Technical Report**
- **Knapp & VerPlanck, 2011. Historic Resource Evaluation: Former San José City Hall, City Hall Annex, and Health Services Building**
- **Archives & Architecture, 2007. Preliminary Historic Report: Former City Hall, Annex, and Health Building**



Santa Clara Civic Center  
San Jose, California

## Draft Historic Resources Technical Report

August 9, 2017

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### 1. PURPOSE AND PROJECT DESCRIPTION

David J. Powers & Associates has requested Carey & Co.'s assistance in evaluating the proposed master plan for the Santa Clara Civic Center. The study area is bounded by North First Street, West Mission Street, Guadalupe Parkway, and I-880. "El Pueblo de San Jose de Guadalupe" at 801 N. First Street (APN 259-04-23) is listed on the City of San Jose Historic Inventory as a California Register Site/Structure. A previous report identified one additional potential historic resource on the project site—the former San Jose City Hall. The building was found to be individually eligible for listing under National Register of Historic Places (NRHP) and California Register of Historical Resources (CRHR) under criteria A/1 (Events), B/2 (Persons) and C/3 (Architecture) as well as for listing as a Santa Clara County Landmark under the county's Historic Preservation Ordinance.<sup>1</sup> The adjacent City Hall Annex and Health Services Building were found to lack sufficient significance to satisfy any of the federal, state or local criteria.<sup>2</sup> Two additional properties were previously evaluated and found not to be a historical resource: the Main Jail South at 180 West Hedding Street and the Richey U.S. Army Reserve Center at 155 W. Hedding Street.<sup>3</sup>

This report provides David J. Powers & Associates, the County of Santa Clara and the City of San Jose with a description of the historic resources in the vicinity of the project site, as well as

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<sup>1</sup> BFGC-IBI Group, *Evaluation of the Former San Jose City Hall Building Evaluation Analysis*, July 31, 2012.

<sup>2</sup> Ibid.

<sup>3</sup> Garavaglia Architecture, Inc., *County of Santa Clara Main Jail South, San Jose, CA, Historic Resource Evaluation – Draft*, April 1, 2015; PAR Environmental Services, Inc., *Richey Hall USAR Center DPR Form*, May 17, 2006.

impacts and mitigation measures pertaining to the proposed project's potential effects on those resources.

### ***Description of the Proposed Project***

The following description is excerpted from *Notice of Preparation of an Environmental Impact Report for the Santa Clara County Civic Center Master Plan Project*:

The proposed project is a Master Plan for near-term and long-term development of the Civic Center site with overarching goal of consolidating and modernizing County facilities to improve public service and reduce the cost of operations. Additional project goals include promoting economic development and enhancing the Civic Center as a community asset for the neighborhood and First Street corridor. The Civic Center site is the location of the County's Administrative Offices and includes the Government Administrative Building, Department of Corrections/Sheriff's Office, Old San Jose City Hall (and annex buildings), Re-entry Services, and associated parking (surface lots and structured parking). The Master Plan does not focus on that portion of the Civic Center complex that is the location of the Main Jail, the Superior Court Hall of Justice, or the District Attorney's Crime Laboratory. However, the site of the current Main Jail South (see Figure [1] – Site E) would be analyzed at a program level for future replacement of the current building with a new Department of Corrections facility.

The proposed Master Plan would be constructed in phases. The first phase of development, construction of a new Public Safety and Justice Center complex including an amenities building and central plant, will be analyzed at a project level in the EIR. Subsequent phases, which are anticipated to be analyzed at a programmatic level and may require supplemental environmental review, would include additional new County-related facilities and potential future commercial development consistent with the City of San Jose's Urban Villages planning process. The programmatic analysis will look at the maximum development scenario envisioned for the Master Plan area. Actual development may be less. An overview of the entire project is provided below. Figure [1] shows the project site and the designated planning areas (Sites A – D).

### ***Proposed Development***

Full build-out of the Master Plan would include up to approximately three (3) million square feet of new development in four phases. Sites A, B, and C would be primarily County offices. Site D is anticipated to be a mix of County offices, residential, and commercial/retail.

Phase I - Public Safety and Justice Center. This first phase, which would be analyzed in the EIR at a project level, would encompass approximately 9 acres of the Master Plan area referred to as Site A. The first phase would also encompass a small portion of Site C and most or all of West Hedding's streetscape and surroundings from North 1st Street to the Guadalupe Freeway (Highway 87). Site A would be developed with up to 750,000 square feet of office space that would be utilized for public safety and justice services, including the District Attorney's Office, Pretrial Services, the Public Defender's Office, Sheriff's Office, Department of Corrections, Adult and Juvenile Probation, and Emergency Operations Center. Up to three buildings would be constructed (totaling no more than 750,000 square feet), with a maximum height of 195 feet.

To account for the loss of surface lots resulting from implementation of the Master Plan, a multi-level parking garage with up to 2,400 parking spaces would be constructed on Site A

adjacent to the Public Safety and Justice Center office buildings. The existing County parking structure adjacent to Site A would remain. Site A would also include a Central Plant and potentially a Logistics Hub sized at a minimum to serve the Public Safety and Justice Center and potentially other County facilities and future uses throughout the Civic Center site. Landscaped plazas and pedestrian walkways would be integrated into the complex.

To accommodate the proposed Phase I development, the former U.S. Army Reserve Armory building and two storage buildings on Site A would be demolished. In addition, Phase I would also include demolition of the annex adjacent to the former San Jose City Hall on Site D. This demolition is required to provide a staging area for construction of two potentially overlapping County capital facilities projects—a previously approved jail replacement facility adjacent to the North Main Jail at the southwest corner of San Pedro and Hedding Streets and the proposed Public Safety and Justice Center described above.

Phase I would also include street improvements along West Hedding Street and North San Pedro Street, a minor realignment of Hedding Street, and a new plaza at the intersection of West Hedding Street/North San Pedro Street.

Subsequent Phases. These phases, which are anticipated to be evaluated in the EIR at a program level, would cover development of future County facilities for Finance and Government, Social Services and other potential County functions as well as future County uses and/or mixed use commercial development. It is currently anticipated that Phase II would develop the western and southern portions of Site C with office space and structured parking, Phase III would develop the remaining portion of Site C and the western half of Site B with office space and structured parking, and Phase IV (and subsequent phases if necessary) would develop the eastern half of Site B and all of Site D with mixed use development and structured parking. The EIR will also evaluate at a program level the future replacement of the existing Main Jail South building (Site E) with a new program and treatment building to be operated by the Department of Corrections.<sup>4</sup>



Figure 1. The project site and the designated planning areas.<sup>5</sup>

<sup>4</sup> County of Santa Clara Department of Planning and Development, *Notice of Preparation – County of Santa Clara Civic Center Master Plan*, March 7, 2017, 2-9.

<sup>5</sup> *Ibid.*, 5.

## 2. METHODOLOGY

Carey & Co. prepared this evaluation by conducting a reconnaissance level survey of the area properties, taking photographs, and completing archival research concerning the general area. A site visit was carried out on July 14, 2017. During the site visit Carey & Co. evaluated the existing conditions, historic features, and architectural significance of the buildings in the immediate vicinity of the project site. Carey & Co. also requested a records search at the Northwest Information Center and conducted archival research on the general history of the area, using Sanborn Fire Insurance Maps, San Jose City Directories, aerial photographs, historical photographs and newspaper articles, as well as historical references.

## 3. SUMMARY OF FINDINGS

The project area includes all the buildings on the project site, and the buildings directly across the bounding streets; a total of 40 structures. Surface parking lots are found throughout the study area on the following APNs: 230-37-037, 230-37-040, 230-37-041, 235-08-077, 235-08-078, 235-08-081, 259-04-011, 259-04-012.



Figure 2. The study area (edited from Google Earth, retrieved Jul 11, 2017).

### *Properties Listed in the Historic Resources Inventory*

None of the existing buildings in the study area are listed on the City of San Jose's Historic Resources Inventory (HRI). The site of "El Pueblo de San Jose de Guadalupe" at 801 N. First Street (APN 259-04-23) is listed on the City of San Jose Historic Inventory as a California Register Site/Structure.<sup>6</sup>

<sup>6</sup> *City of San Jose Historic Resources Inventory*, February 8, 2016, <http://www.sanjoseca.gov/DocumentCenter/View/35475> (accessed July 17, 2017).

### ***Previously Evaluated Properties***

- Former City Hall at 801 N. First Street was found individually eligible in earlier evaluations by Archives & Architecture (2007), Knapp & VerPlanck (2011), and Architectural Resources Group (2012), for listing on the NRHP, CRHR, and as a Santa Clara County Landmark. The building was rated using the City of San Jose Historic Evaluation Rating system and found to likely qualify as a City Historic Landmark. The adjacent City Hall Annex was found to lack sufficient significance to satisfy and federal, state, or local criteria. The former City Hall is identified as #1 and the City Hall Annex as #2 on Figure 2.
- Health Building at 151 W. Mission Street was found to lack sufficient integrity to satisfy and federal, state, or local criteria. In 2007, Archives & Architecture rated the Health Building using the City of San Jose Historic Evaluation Rating system (54.10 points), and found the building “would likely qualify for listing on the San Jose Historic Resources Inventory as a Structure of Merit.” Health Building is identified as #3 on Figure 2.
- Main Jail South at 885 N. San Pedro Street was evaluated by Garavaglia Architecture in 2015. The building was not found individually eligible for listing on the NRHP or the CRHR under any criterion, or as a as a Santa Clara County Landmark. Main Jail South Building is identified as #16 on Figure 2.
- Richey U.S. Army Reserve Center at 155 W. Hedding Street was evaluated by PAR Environmental Services, Inc. in 2006. The buildings were not found eligible for listing on the NRHP under any criterion. The Center is identified as #11 on Figure 2.

### ***Properties Not Listed on the Historic Resources Inventory***

- Santa Clara County West Wing at 70 W. Hedding Street (1961), identified as #4 on Figure 2. Note: All the building numbers below are shown on Figure 2.
- City of San Jose Municipal Garage & Office of Emergency Services (1959 and ca. 1990) at 825-855 N. San Pedro Street. #17 and #18
- Communications Building (1957) at 171 W. Mission Street. #21
- San Jose Police Department (1968, 1977) at 201 W. Mission Street. #20
- Hall of Justice (ca. 1960) at 200 W. Hedding Street. #13
- Juvenile Hall (ca. 1955-2006) at 840 Guadalupe Fwy. #19
- California National Guard at 251 W. Hedding Street (ca. 1955). #9
- Service Garage and Gas Station at 90 W. Younger Avenue (1962). #6
- Santa Clara County Sheriff Department at 55 W. Younger Avenue (1963). #7
  
- 1086-1098 N. First Street (1946-ca. 1960)
- 1002 N. First Street (ca. 1965)
- 990 N. First Street (ca. 1965)
- 954 N. First Street (ca. 1950)
- 940 N. First Street (1950)
- 886-890 N. First Street (ca. 1960)
- 870 N. First Street (1929)
- 858-864 N. First Street (1946-1949)
- 848 N. First Street (1928)
- 832 N. First Street (pre-1948)
- 816 N. First Street (1961)
- 798 N. First Street (ca. 1965)
- 777 N. First St Street (1961). #23
- 61 Asbury Street (ca. 1945). #24

Carey & Co. researched the history of each property and determined there are two buildings within the immediate vicinity of the project site, which may qualify for San Jose HRI listing as landmarks: *Swenson Building* at 777 N. First Street and the *Santa Clara County Administration Building, West Wing* at 70 W. Hedding Street. This determination was made after review of

Sanborn maps, building permits, city directories and aerial photographs, and after the building's integrity was assessed. 990 N. First Street would likely qualify for listing on the San Jose HRI as a Structure of Merit.

The following buildings do not possess enough age to be considered historically important as they are not 50 years old:

- Santa Clara County Administration Building East Wing at 70 W. Hedding Street (1973). #5
- VTA Light-Rail Facility at 101 W. Younger Avenue (ca. 1985-1990). #8
- Civic Center Parking Garage at 171 W. Hedding Street (1992). #10
- Santa Clara County Laboratory at 250 W. Hedding Street (2008). #12
- Santa Clara Hall of Justice at 190 W. Hedding Street (1990). #14
- Santa Clara County Main Jail [North] at 150 W. Hedding Street (1988). #15
- Santa Clara County Public Defender's Office, 120 W. Mission Street (1980). #22
- 800-812 N. First Street (1973)
- 840 N. First Street (ca. 1988)
- 852 N. First Street (1977)
- 900-914 N. First Street (ca. 1970)

During a previous study, the *former City Hall* was identified as a historic resource and appears to retain sufficient integrity. Carey & Co. determined that the *Swenson Building* at 777 N. First Street and the *Santa Clara County Administration Building, West Wing* at 70 W. Hedding Street could be potential historic resources. The proposed project has the potential to adversely impact the previously identified and potential historic resources. The report recommends mitigation measures that would reduce some these impacts to less-than-significant impacts.

## 4. HISTORIC RESOURCES IN THE PROJECT AREA

### 4.1 Historical Context

#### *Development of San Jose*

The City of San Jose developed around the pueblo of San Jose which was, in the 1790s, between First Street and the *acequia*, a waterway connecting to the Guadalupe River. Many of the structures associated with the pueblo would be located around what is today Market Street, San Pedro Street and Santa Clara Street, with pueblo lands extending to St. James Street to the north and to William Street to the south. By the 1850s the commercial district of the growing community centered at the intersection of Market and Santa Clara Streets. Surrounding this hub of commerce were agricultural lands to the north and east with residential development extending out from the commercial district.<sup>7</sup> San Jose was the financial and business center of a vast agricultural area in the 1920s. The orchards and the associated industry and infrastructure in the Santa Clara Valley were the leading sources of employment in San Jose until the early 1950s.<sup>8</sup>

Hewlett-Packard was established in 1939 in Palo Alto and continued to grow during the post-war period. IBM established its first manufacturing facility in San Jose in 1943 and expanded in the 1950s. After World War II, the economy moved away from the fruit and agricultural processing;

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<sup>7</sup> Archives & Architecture, *Historical Overview and Context for the City of San Jose*, March 30, 1992, 12-13.

<sup>8</sup> PAST Consultants LLC, *San Jose Modernism, Historic Context Statement*, June 2009, 12-14.

by the 1960s, Santa Clara County's economic base was dependent upon the electronic and defense industries.<sup>9</sup>

In 1950, A.P. "Dutch" Hamann was appointed as the new City Manager. Hamann headed an annexation program that led to the City expanding its boundaries. He also recognized the automobile's role and made automobile-related infrastructure the centerpiece of his capital improvement plans throughout his administration.<sup>10</sup> By 1958 construction of Interstate 280 began.<sup>11</sup> During the 1960s, the City continued to absorb the surrounding land. With the help of annexations and the increasing job market, the population of San Jose increased from 95,000 to over 500,000 between 1950 and the 1970s, and the city spread from 17 square miles to over 120 square miles.<sup>12</sup>

Many Modernist buildings began to appear during this period such as the remodeled First National Bank of San Jose and the Wells Fargo Building in the downtown San Jose, and commercial buildings constructed along arterial streets and expressways around the city. Hamann's tenure also produced numerous Modernist civic buildings including the buildings in the Civic Center at North First and Hedding streets.<sup>13</sup>

#### ***Development of the Santa Clara County and City of San Jose Civic Center***

Planning for a new city hall had begun as early as 1931, when a report by was prepared by planners Harland Bartholomew and Associates for the City of San Jose which recommended alternate sites for a new civic center. In 1946, the City of San Jose and the County of Santa Clara determined that existing governmental offices were inadequate or obsolete, and reconsidered the joint civic center idea.<sup>14</sup> In early 1952, the County of Santa Clara began construction of their first building at North First and Hedding Streets. Same year, San Jose citizens approved the relocation of City Hall out of downtown to First and Mission Streets. In 1955, the \$1,975,000 bond measure was approved to construct the building.<sup>15</sup> The City began construction of their new City Hall, Health Center, and Communications Building in 1956:

"The form of the new city hall area was emblematic of the era: The new public buildings were on a superblock surrounded by low-rise buildings and new landscaping (a midrise modern building was added in 1976). The city then demolished the former city hall [...] The county offices followed city hall out of downtown, as did the daily paper, the Mercury News."<sup>16</sup>

Construction of the other government buildings followed the city hall: the South Jail (1956), the Criminal – Legal Building (1956), Juvenile Detention Facilities (1957), and the County Business Office West Wing (1959).<sup>17</sup>

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<sup>9</sup> Archives & Architecture, *Historic Context Statement, County of Santa Clara*, December 2004, 46; Egon Terplan, "Shaping Downtown San Jose: The Quest to Establish an Urban Center for Silicon Valley," *The Urbanist* 522 (April 2013), <http://www.spur.org/publications/urbanist-article/2013-04-04/shaping-downtown-san-jose> (accessed July 20, 2017).

<sup>10</sup> PAST Consultants, *San Jose Modernism*, 27 and 32.

<sup>11</sup> Ibid.

<sup>12</sup> Archives & Architecture, *Historical Overview and Context for the City of San Jose*, 10-11.

<sup>13</sup> PAST Consultants, *San Jose Modernism*, 38-42.

<sup>14</sup> Archives & Architecture, *Former City Hall, Annex, and Health Building*, 15.

<sup>15</sup> PAST Consultants, *San Jose Modernism*, 41.

<sup>16</sup> Terplan, "Shaping Downtown San Jose."

<sup>17</sup> IBI Group, *Existing Conditions Memo: Santa Clara County Civic Center Master Plan*, September 28, 2012.



North First Street transformed from a residential road to a commercial artery in response to the new Civic Center. Some of the homes were converted to medical, law or real estate offices, and others were replaced by contemporary office structures.<sup>18</sup>

#### 4.2 Previously Evaluated Properties

##### *Former City Hall and Annex (259-04-023)*

This section on the former City Hall, Annex, and the Health Building is taken from the *Evaluation of the Former San Jose City Hall Building Evaluation Analysis* prepared by BFGC-IBI Group in 2012:

Knapp & VerPlanck (KVP) completed an Historic Resource Evaluation (HRE) for the building in October 2011. KVP found the former City Hall to be individually eligible for listing under National Register of Historic Places (NRHP)/California Register of Historical Resources (CRHR) Criteria A/1 (Events), B/2 (Persons) and C/3 (Architecture). KVP also found the building to be eligible for listing as a Santa Clara County Landmark under Historic Preservation Ordinance (Section C17-5) Designation Criteria A (more than 50 years old), B (retains integrity), and C1/2/3 (Events/Persons/Architecture). The building's Criterion A eligibility stemmed from its association with the transformation of San Jose from an agricultural and horticultural outpost into a major metropolis focused on high technology manufacturing, research and development. The adjacent City Hall Annex [was] found to lack sufficient significance to satisfy any of the federal, state or local criteria.<sup>19</sup>

Archives & Architecture rated the former City Hall using the City of San Jose Historic Evaluation Rating system. The building scored 144.52 points and it "would likely qualify as a City Historic Landmark." The Annex was not tallied, as it is an addition to the main city hall building.<sup>20</sup> See Appendix for building descriptions.

For purposes of this report, Carey & Co. did not find any changed circumstances that would affect the 2011 evaluation.



Figures 3 and 4. The former City hall (left) and Annex (right).

<sup>18</sup> "Civic Center Development brings big changes to N First Street," *San Jose News*, August 31, 1959.

<sup>19</sup> BFGC-IBI Group, *Evaluation of the Former San Jose City Hall Building Evaluation Analysis*, July 31, 2012, 7.

<sup>20</sup> Archives & Architecture, *Former City Hall, Annex, and Health Building*, 53.

**Health Building, 151 W. Mission Street (259-04-023)**

The following paragraph is excerpted from the *Preliminary Historic Report, Former City Hall, Annex, and Health Building* prepared by Archives & Architecture in 2007:

The original one-story Heath Building is distinctive in its own right as a work of Modern architecture, and has important associations with the final years of the Public Health function of the City administration as well as its associations with Dr. Dwight Bissell, a person important in our past. The building, however, has been irreversibly compromised by the additions constructed during the 1960s at the end of Bissell's tenure, and has lost its ability to adequately represent its period of significance.<sup>21</sup>

Knapp & VerPlanck completed an Historic Resource Evaluation for the Health Building in October 2011 and found the building "to lack sufficient significance to satisfy any of the federal, state or local criteria."<sup>22</sup> Archives & Architecture rated the Health Building using the City of San Jose Historic Evaluation Rating system, and found the building to 54.10 points: "The Health Building would likely qualify for listing on the San Jose Historic Resources Inventory as a Structure of Merit."<sup>23</sup> See reports in Appendix for building description.

For purposes of this report, Carey & Co. did not find any changed circumstances that would affect the 2007 or 2011 evaluations.



Figures 5 and 6. The original Health Building (left) and its later additions (right).

**County of Santa Clara, Main Jail South (259-04-020)**

Garavaglia Architecture, Inc. completed a Historic Resource Evaluation for the building in 2015. and did not find the Main Jail South individually eligible for listing on the National Register of Historic Places or the California Register of Historical Resources under any criterion, or as a local landmark under the County of Santa Clara Historic Preservation Ordinance. Although the jail was associated with the mid-20<sup>th</sup> century growth of the San Jose and Santa Clara County, the jail "was built to provide a functional service to the growing city and county population, but was not historically an especially visible or celebrated symbol of this municipal." The building was not found to be strongly associated with a significant person. The building is not a work of a master architect and its design does not distinguish from other mid-20th century buildings.<sup>24</sup>

<sup>21</sup> Archives & Architecture, *Preliminary Historic Report: Former City Hall, Annex, and Health Building*, rev. February 8, 2007, 5.

<sup>22</sup> BFGC-IBI Group, *Evaluation of the Former San Jose City Hall Building Evaluation Analysis*, July 31, 2012, 7.

<sup>23</sup> Archives & Architecture, *Preliminary Historic Report: Former City Hall, Annex, and Health Building*, 53.

<sup>24</sup> Garavaglia Architecture, *County of Santa Clara Main Jail South*, 2-23.

See report in Appendix for building description. For purposes of this report, Carey & Co. did not find any changed circumstances that would affect the 2015 evaluation.



Figure 7. The Main Jail South.

***Richey U.S. Army Reserve Center, 155 W. Hedding Street (230-37-038)***

PAR Environmental Services, Inc. completed a DPR form for the Center in 2006 and did not find the buildings eligible for listing on the National Register of Historic Places. The complex consists of the two-story USAR Center and two one-story storage structures. The USAR Center was designed by the Office of the State Architect and constructed by the Army Corps of Engineers in 1951. The main building was expanded in 1970 using plans created by Porter-Jensen & Associates of Santa Clara. The buildings were not found to be related to a significant period, event, or person in national, state or local history, nor to represent the work of a master builder or craftsman.<sup>25</sup>

See report in Appendix for building descriptions. For purposes of this report, Carey & Co. did not find any changed circumstances that would affect the 2006 evaluation.



Figures 8 and 9. The California National Guard buildings.

## 5. REGULATORY FRAMEWORK

The regulatory background provided below offers an overview of federal, state and local criteria used to assess historic significance. As mentioned earlier, apart from the buildings listed above,

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<sup>25</sup> PAR Environmental Services, Inc., *Richey Hall USAR Center DPR Form*, May 17, 2006.

there are no additional buildings within the immediate vicinity of the project site that satisfy the criteria for historic significance at the local, state or national levels.

### Federal Criteria

National Register Bulletin Number 15, *How to Apply the National Register Criteria for Evaluation*, describes the Criteria for Evaluation as being composed of two factors. First, the property must be "associated with an important historic context."<sup>26</sup> The National Register identifies four possible context types, of which at least one must be applicable at the national, state, or local level. As listed under Section 8, "Statement of Significance," of the National Register of Historic Places Registration Form, these are:

- A. Property is associated with events that have made a significant contribution to the broad patterns of our history.
- B. Property is associated with the lives of persons significant in our past.
- C. Property embodies the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components lack individual distinction.
- D. Property has yielded, or is likely to yield, information important to prehistory or history.<sup>27</sup>

Second, for a property to qualify under the National Register's Criteria for Evaluation, it must also retain "historic integrity of those features necessary to convey its significance."<sup>28</sup> While a property's significance relates to its role within a specific historic context, its integrity refers to "a property's physical features and how they relate to its significance."<sup>29</sup> To determine if a property retains the physical characteristics corresponding to its historic context, the National Register has identified seven aspects of integrity:

Location is the place where the historic property was constructed or the place where the historic event occurred...

Design is the combination of elements that create the form, plan, space, structure, and style of a property...

Setting is the physical environment of a historic property...

Materials are the physical elements that were combined or deposited during a particular period of time and in a particular pattern or configuration to form a historic property...

Workmanship is the physical evidence of the crafts of a particular culture or people during any given period in history or prehistory...

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<sup>26</sup> National Park Service, *How to Apply the National Register Criteria for Evaluation*, National Register Bulletin 15 (Washington, DC: United States Department of the Interior, 1997), 3.

<sup>27</sup> National Park Service, *How to Complete the National Register Registration Form*, National Register Bulletin 16A (Washington, DC: United States Department of the Interior, 1997), 75.

<sup>28</sup> National Park Service, *National Register Bulletin 15*, 3.

<sup>29</sup> *Ibid.*, 44.

Feeling is a property's expression of the aesthetic or historic sense of a particular period of time...

Association is the direct link between an important historic event or person and a historic property.<sup>30</sup>

Since integrity is based on a property's significance within a specific historic context, an evaluation of a property's integrity can only occur after historic significance has been established.<sup>31</sup>

### State Criteria

California Office of Historic Preservation's Technical Assistance Series #6, *California Register and National Register: A Comparison*, outlines the differences between the federal and state processes. The context types to be used when establishing the significance of a property for listing on the California Register are very similar, with emphasis on local and state significance. They are:

1. It 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; or
2. It is associated with the lives of persons important to local, California, or national history; or
3. It embodies the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values; or
4. It has yielded, or is likely to yield, information important to prehistory or history of the local area, California, or the nation.<sup>32</sup>

Like the NRHP, evaluation for eligibility to the California Register requires an establishment of historic significance before integrity is considered. California's integrity threshold is slightly lower than the federal level. As a result, some resources that are historically significant but do not meet NRHP integrity standards may be eligible for listing on the California Register.<sup>33</sup>

California's list of special considerations is shorter and more lenient than the NRHP. It includes some allowances for moved buildings, structures, or objects, as well as lower requirements for proving the significance of resources that are less than 50 years old and a more elaborate discussion of the eligibility of reconstructed buildings.<sup>34</sup>

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<sup>30</sup> Ibid., 44-45.

<sup>31</sup> Ibid., 45.

<sup>32</sup> California Office of Historic Preservation, *California Register and National Register: A Comparison, Technical Assistance Series 6* (Sacramento, CA: California Department of Parks and Recreation, 2001), 1.

<sup>33</sup> Ibid.

<sup>34</sup> Ibid., 2.

In addition to separate evaluations for eligibility to the California Register, the state will automatically list resources if they are listed or determined eligible for the NRHP through a complete evaluation process.<sup>35</sup>

#### *California Historical Resource Status Codes*

The California Historic Resource Status Codes (status codes) are a series of ratings created by the California Office of Historic Preservation (SHPO) to quickly and easily identify the historic status of resources listed in the state's historic properties database. These codes were revised in August 2003 to better reflect the many historic status options available to evaluators. The following are the seven major status code headings:

1. Properties listed in the National Register or the California Register.
2. Properties determined eligible for listing in the National Register or the California Register.
3. Appears eligible for National Register or California Register through Survey Evaluation.
4. Appears eligible for National Register or California Register through other evaluation.
5. Properties recognized as historically significant by local government.
6. Not eligible for listing or designation.
7. Not evaluated for National Register or California Register, or needs reevaluation.

#### **County of Santa Clara**

The Historic Preservation Ordinance of the County of Santa Clara was adopted in 2006 and updated in 2009. The Ordinance aims for the "preservation, protection, enhancement, and perpetuation of resources of architectural, historical, and cultural merit within Santa Clara County and to benefit the social and cultural enrichment, and general welfare of the people."<sup>36</sup> In order to be designated as a "landmark," a historic resource must meet the following designation criteria:

- A. *Fifty years or older.* If less than 50 years old, sufficient time must have passed to obtain a scholarly perspective on the events or individuals associated with the historic resource and/or the historic resource is a distinctive or important example of its type or style; and
- B. *Retains historic integrity.* If a historic resource was moved to prevent demolition at its former location, it may still be considered eligible if the new location is compatible with the original character of the property; and
- C. *Meets one or more of the following criteria of significance:*
  1. 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;

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<sup>35</sup> All State Historical Landmarks from number 770 onward are also automatically listed on the California Register. California Office of Historic Preservation, *California Register of Historical Resources: The Listing Process*. Technical Assistance Series 5 (Sacramento, CA: California Department of Parks and Recreation, n.d.) 1.

<sup>36</sup> County of Santa Clara, "Code of Ordinances, Division C17 – Historic Preservation," Sec. C17-2. – Purpose and intent.

2. Associated with the lives of persons important to local, California or national history;
3. 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; or
4. Yielded or has the potential to yield information important to the pre-history or history of the local area, California, or the nation.<sup>37</sup>

The Santa Clara designation criteria was used to evaluate the County properties within the project area.

### **City of San Jose Criteria**

According to the City of San Jose's Historic Preservation Ordinance (Chapter 13.48 of the Municipal Code), a resource qualifies as a City Landmark if it has "special historical, architectural, cultural, aesthetic or engineering interest or value of an historical nature" and is one of the following resource types:

1. An individual structure or portion thereof;
2. An integrated group of structures on a single lot;
3. A site, or portion thereof; or
4. Any combination thereof. (Sec. 13.48.020.C)

The ordinance defines the term "historical, architectural, cultural, aesthetic, or engineering interest or value of an historical nature" as deriving from, based on, or related to any of the following factors:

1. Identification or association with persons, eras or events that have contributed to local, regional, state or national history, heritage or culture in a distinctive, significant or important way;
2. Identification as, or association with, a distinctive, significant or important work or vestige:
  - a. Of an architectural style, design or method of construction;
  - b. Of a master architect, builder, artist or craftsman;
  - c. Of high artistic merit;
  - d. The totality of which comprises a distinctive, significant or important work or vestige whose component parts may lack the same attributes;
  - e. That has yielded or is substantially likely to yield information of value about history, architecture, engineering, culture or aesthetics, or that provides for existing and future generations an example of the physical surroundings in which past generations lived or worked; or
  - f. That the construction materials or engineering methods used in the proposed landmark are unusual or significant or uniquely effective.

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<sup>37</sup> County of Santa Clara, "Code of Ordinances, Division C17 – Historic Preservation," Sec. C17-5. – Designation criteria.

3. The factor of age alone does not necessarily confer a special historical, architectural, cultural, aesthetic or engineering significance, value or interest upon a structure or site, but it may have such effect if a more distinctive, significant or important example thereof no longer exists.

The ordinance also provides a definition of a district: "a geographically definable area of urban or rural character, possessing a significant concentration or continuity of site, building, structures or objects unified by past events or aesthetically by plan or physical development." (Sec. 13.48.020.B)

Although the definitions listed are the most important determinants in evaluating the historic value of San Jose resources, the City of San Jose also has a numerical tally system that must be used in identifying potential historic resources. The "Historic Evaluation Sheet" requires resources to be rated according to visual quality/design; history/association; environment/context; integrity; reversibility; interior quality and conditions; and NRHP/CRHR status.

A points-based rating system is used to score each building according to the extent to which it meets the criteria listed above. The final tallies are broken into two categories:

- Potential Historic Resource (evaluate for possible status as a City Landmark/California Register resource: 33+ points,
- Non-Significant structure: 0-32.<sup>38</sup>

According to the City of San Jose's *Guide to Historic Reports*, a City Landmark is "a significant historic resource having the potential for landmark designation as defined in the Historic Preservation Ordinance. Preservation of this resource is essential."<sup>39</sup> The list of potentially historic and/or architecturally significant structures in San Jose is called the "Historic Resources Inventory."

### California Environmental Quality Act

When a proposed project may adversely affect a historical resource, the California Environmental Quality Act (CEQA) requires a city or county to carefully consider the possible impacts before proceeding (Public Resources Code Sections 21084 and 21084.1). CEQA equates a substantial adverse change in the significance of a historical resource with a significant effect on the environment (Section 21084.1). The Act explicitly prohibits the use of a categorical exemption within the CEQA Guidelines for projects which may cause such a change (Section 21084).

A "substantial adverse change" is defined as "physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of an historical resource would be materially impaired." Further, that the "significance of an historic resource is materially impaired when a project "demolishes or materially alters in an adverse manner those physical characteristics of an historical resource that convey its historical significance and that justify its inclusion in, or eligibility for inclusion in the California Register of Historical Resources;"

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<sup>38</sup> City of San Jose, *Revised Guidelines for Historic Reports*, 2-26-2010.  
<http://www.sanjoseca.gov/DocumentCenter/Home/View/668> (accessed July 10, 2017), 13.

<sup>39</sup> Ibid.



or “demolishes or materially alters in an adverse manner those physical characteristics that account for its inclusion in a local register of historical resources...” or demolishes or materially alters in an adverse manner those physical characteristics of a historical resource that convey its historical significance and that justify its eligibility for inclusion in the California Register of Historical Resources as determined by a lead agency for purposes of CEQA.”

CEQA effectively requires preparation of a mitigated Negative Declaration or an EIR whenever a project may adversely impact historic resources. Current CEQA law provides that an EIR must be prepared whenever it can be fairly argued, on the basis of substantial evidence in the administrative record, that a project may have a significant effect on a historic resource (Guidelines Section 15064). A mitigated Negative Declaration may be used where all potentially significant effects can be mitigated to a level of insignificance (Section 21080). For example, a mitigated Negative Declaration may be adopted for a project which meets the Secretary of Interior’s Standards for Rehabilitation and local historic preservation regulations, and so will not adversely affect the resource.

For the purposes of CEQA (Guidelines Section 15064.5), the term “historical resources” shall include the following:

1. A resource listed in, or determined to be eligible by the State Historical Resources Commission, for listing in, the California Register of Historical Resources (Pub. Res. Code SS5024.1, Title 14 CCR, Section 4850 et.seq.).
2. A resource included in a local register of historical resources, as defined in Section 5020.1(k) of the Public Resources Code or identified as significant in an historical resource survey meeting the requirements of Section 5024.1(g) of the Public Resources Code, shall be presumed to be historically or culturally significant. Public agencies must treat any such resource as significant unless the preponderance of evidence demonstrates that it is not historically or culturally significant.
3. Any object, building, structure, site, area, place, record, or manuscript which a lead agency determines to be historically significant or significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California, may be considered to be an historical resource, provided the lead agency’s determination is supported by substantial evidence in light of the whole record. Generally, a resource shall be considered by the lead agency to be “historically significant” if the resource meets the criteria for listing in the CRHR (Public Resources Code Section 5024.1, Title 14 CCR, Section 4800.3) as follows:
  - A. Is associated with events that have made a significant contribution to the broad patterns of California’s history and cultural heritage;
  - B. Is associated with the lives of persons important in our past;
  - C. Embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual, or possesses high artistic values; or
  - D. Has yielded, or may be likely to yield, information important in prehistory or history. (Guidelines for the California Environmental Quality Act)

## **6. EVALUATION OF HISTORIC SIGNIFICANCE**

### **6.1 Previously Surveyed Property (Additional Evaluation)**

#### ***Main Jail South***

The building was evaluated using tally sheets to determine its significance and its eligibility to be listed as a historic resource according to the City of San Jose's local significance criteria.<sup>40</sup> The building scored a 13.67 on the City's Evaluation Tally Sheet and does not appear eligible for listing on the City of San Jose's local resource inventory.

#### ***Richey U.S. Army Reserve Center, 155 W. Hedding Street (230-37-038)***

Three buildings at the Army Reserve Center do not appear eligible for listing on the CRHR. Although the buildings are associated with the mid-20<sup>th</sup> century growth of City of San Jose and Santa Clara County, they are not associated with this period in an individually significant way and do not appear to be eligible for under Criterion 1. No persons of significance are known to be directly associated with the property; thus, it does not appear to be eligible under Criterion 2. The building was designed by the office of the State Architect and constructed by the Army Corps of Engineers in 1951, and expanded in 1970 using plans created by Porter-Jensen & Associates of Santa Clara; none can be considered a master. The buildings fail to be exemplary representatives of any architectural style. They appear to be of common construction and materials with no notable or special attributes. Therefore, the buildings do not appear to be eligible under Criterion 3. The property is unlikely to yield information that is significant to history or prehistory and does not appear to be eligible under Criterion 4.

The buildings scored a 19.24 on the City's Evaluation Tally Sheet and do not appear eligible for listing on the City of San Jose's local resource inventory.

### **6.2 Properties Not Listed on the Historic Resources Inventory**

The following properties were reviewed for eligibility as potential historic resources.

#### ***Santa Clara County Administration Building, West Wing, 70 W. Hedding Street (259-04-013)***

This seven-story, Midcentury Modern style office building is T-shaped in plan. The western portion of the structure is seven stories with a single-story section projecting to the east. The reinforced concrete building has stucco cladding, vertical louvered screens, and a flat roof with a low parapet. The primary window type is aluminum-sash. The tower section of the building has a system of vertical louvers spanning from the second floor to the top of the structure. This building is connected to the office tower on the west (259-04-010) by an enclosed walkway, also known as the "connector." The overall condition of the office building is good.

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<sup>40</sup> The City of San Jose, *Revised Guideline for Historic Reports*.



Figures 10 and 11. The Santa Clara County Administration Building, West Wing.

Completed in 1961, the Santa Clara County Administration Building has been occupied by administrative offices. The building was designed by Kurt Gross and Alan M. Walter in the Modern style:

The San José architectural firm of Alan M. Walter & Associates, Inc. designed a variety of award-winning buildings in the Santa Clara Valley. In 1967, the Coast Valleys Chapter of the American Institute of Architects chose Walter's West Valley Branch Library in San José (1964, demolished) as one of the two best-designed new projects in three counties, giving it a Design Honor Award. At the same awards ceremony, the firm also won the Architects' Commendation Award for the First Congregational Church sanctuary building at Hamilton and Leigh Avenues in San José. The firm also designed some of the roughly formed concrete buildings at San José State University.<sup>41</sup>

Kurt Gross (d. 1971) studied at San Jose State College, taught at in the San Jose School system, and served in the Navy during World War II. He opened his own firm, Kurt Gross Associates in 1949. In addition to the County's Administration Building, he designed the County Health Center, the Communications Building, and many elementary schools. He served on the San Jose Planning Commission and the City Council.<sup>42</sup>

The building was constructed by Carl N. Swenson Co.<sup>43</sup> The following was taken from Carey & Co.'s 2007 Morrison Park EIR, Technical Report – Historic Resources Evaluation:

When it closed in 1986, the Carl N. Swenson Company was called one of Santa Clara County's oldest, largest and most powerful construction companies by the San Jose Mercury News. According to the Mercury, the company's growth paralleled that of Silicon Valley and the company was the builder of many of the area's most prominent landmarks including San Jose City Hall, the Santa Clara County Government Center, the San Jose Airport terminal, San Jose High School, San Jose City Hall (Old City Hall), the Santa Clara County Superior Court building, 777 N. First Street (formerly the "Swenson Building," at seven stories the City of San Jose's first high rise office building), the Stanford Hospital School of Medicine, the Air Force Satellite Test Center, the San Jose Mercury News plant, and several buildings associated with IBM, Ford Motor Co., General Motors and the Lockheed Corp. By the 1980s,

<sup>41</sup> PAST Consultants, *San Jose Modernism*, 111-112.

<sup>42</sup> "Services for Architect Kurt Gross," *San Francisco Chronicle*, August 5, 1971.

<sup>43</sup> Garaventa/Minor, Basin Research Associates, *County Administration Building (West and East Wings) DPR Form*, July 30, 1982.

the Carl N. Swenson Company's annual billings reached \$165 million, employing approximately 500 people. According to the San Jose Mercury News, probably every resident in the San Jose area has at one time or another been in a building that Swenson and his company constructed.<sup>44</sup>



Figure 12. Santa Clara County Administration Building.<sup>45</sup>

The Santa Clara County Administration Building, West Wing does not appear eligible for listing on the NRHP, CRHR, or as a Santa Clara County landmark. The Santa Clara County Administration Building, West Wing was constructed in 1961 during a major growth period for the City of San Jose and the County of Santa Clara. The building was built as part of the new joint city-county Civic center with other municipal buildings. Although the building is associated with the mid-20<sup>th</sup> century growth of San Jose and Santa Clara County and the new civic center, it is not associated with this period in an individually significant way. Therefore, it does not appear to be eligible for listing under Criterion A/1 and Santa Clara Criterion C1. No persons of significance are known to be directly associated with the property; thus, it does not appear to be eligible for listing under Criterion B/2 and Santa Clara Criterion C2. Kurt Gross and Alan M. Walter designed the building; both prominent local architects, neither can be considered a master. The building is a good example of Midcentury Modern architecture done in San Jose; however, the building fails to be an exemplary representative of the architectural style. While general contractor was Carl N. Swenson Co., a prolific contractor in San Jose and known for constructing quality buildings and influencing building trends in the area, this building is a rudimentary example of reinforced concrete construction. Therefore, the building does not appear to be eligible under Criterion C/3 and Santa Clara Criterion C3. The property is unlikely to yield information that is significant to history or prehistory and does not appear to be eligible under Criterion D/4 and Santa Clara Criterion C4.

The building scored a 35.45 on the City's Evaluation Tally Sheet. This score calls for additional evaluation of the administration building as a Candidate City Landmark.

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<sup>44</sup> Carey & Co., Inc., *Morrison Park EIR, Technical Report – Historic Resources Evaluation*, October 3, 2007.

<sup>45</sup> Heather David, "Santa Clara County Administration Building," Bay Area Modern Album (postcard, no date), Online image, <https://www.flickr.com/photos/14696209@N02/17068163948> (accessed July 21, 2017).

San Jose City Landmark Evaluation

The *Santa Clara County Administration Building, West Wing* is potentially eligible as a Candidate City Landmark as it meets two of the eight factors the Historic Landmarks Commission would consider when evaluating the building for designation as a landmark.

1. *Its character, interest or value as part of the local, regional, state or national history, heritage or culture.*

Although the building is associated with the mid-20<sup>th</sup> century growth of San Jose and Santa Clara County, as well as the new civic center, the building does not appear to be an important part of San Jose's history. This building was constructed to support an existing county building on the site that no longer met the needs of the growing population.

2. *Its location as a site of a significant historic event.*

The building was constructed during a time when the new city-county joint civic center was developing in the surrounding area. However, the building is not linked specifically to any significant historic events.

3. *Its identification with a person or persons who significantly contributed to the local, regional, state or national culture and history.*

There is no person of significance individually associated with the building.

4. *Its exemplification of the cultural, economic, social or historic heritage of the City of San José.*

While the building is a symbol of County's development in the mid-20<sup>th</sup> century, it is not important on a cultural, economic or social level within the City of San Jose.

5. *Its portrayal of the environment of a group of people in an era of history characterized by a distinctive architectural style.*

The building does not exhibit a particular architectural style that can be associated with a group of people during a particular period in history.

6. *Its embodiment of distinguishing characteristics of an architectural type or specimen.*

Within the City of San Jose the building is an example of a Midcentury Modern style administrative building, constructed of modern materials. It embodies many elements of the Modern style – flat roof, horizontal massing, modern cladding material, vertical louvered screens and aluminum-sash windows. The design is characteristic of buildings from the period and highlights modern materials. The building is a well-executed example of a Modern building within the City of San Jose. Therefore, the building appears to be eligible as a landmark because it embodies many characteristics of Modern architectural design.

7. *Its identification as the work of an architect or master builder whose individual work has influenced the development of the City of San José.*

The San Jose architects Kurt Gross and Alan M. Walter designed the Modern administrative building. Walter designed a variety of award-winning buildings in the Santa Clara Valley. Gross designed two more buildings in the civic center, the County Health Center and the Communications Building. The building was constructed by Carl N. Swenson Co. who was known for constructing quality public and commercial buildings in the city. The building is one of the architects' and the builder's finer works within the City of San Jose since the

Modern design is simple, but thoughtful. Therefore, the building appears eligible as a landmark structure.

8. *Its embodiment of elements of architectural or engineering design, detail, materials or craftsmanship which represents a significant architectural innovation or which is unique.*  
The building, while designed in a Modern style, did not make use of architectural innovations, but rather used typical modern building materials of the time. Therefore, it does not appear eligible as a landmark structure.

The *Santa Clara County Administration Building, West Wing* retains all seven aspects of integrity – location, setting, design, materials, workmanship, feeling and association. The building retains a high degree of integrity of location and setting since the building has not been moved and it remains in the civic center. Further the structure maintains a high degree of integrity of design, materials and workmanship, as limited alterations have occurred on the exterior; the main facade of the building maintains the integrity of design as little has been altered since it was first constructed in 1961. The building retains a high degree of integrity of feeling and association, as the building is clearly linked to the County. The structure should be considered a potential historic resource for purposes of CEQA as it appears potentially eligible as a landmark structure under two categories.

***Service Garage and Gas Station, 90 W. Younger Avenue (230-37-039)***

This parcel has a service station and a below-grade structure. The one-story, Midcentury Modern style service station is rectangular in plan. The building has stucco cladding and a low-pitched slanted roof. The primary window type is aluminum-sash. The large cantilevered roof to the south, shelters the filling station. Along the north side of the structure is a brick wall which extends east and west beyond the building. The most notable feature is the roof cantilever. West of the service station is a separate building, which is much larger, and primarily underground. A small, rectangular portion of the building is above ground at the northwest corner. The underground section of the building is accessed by a drive on the east side of the structure. Minimal exterior alterations have occurred to the buildings over the years. The overall condition of the structures is good.



Figure 13. Service Garage and Gas Station.

The 90 W. Younger Avenue property does not appear eligible for listing on the NRHP or CRHR. The property does not appear eligible for listing under Criterion A/1. Constructed in 1962 as a “parking and repair garage,” the building was part of the growth and development the civic

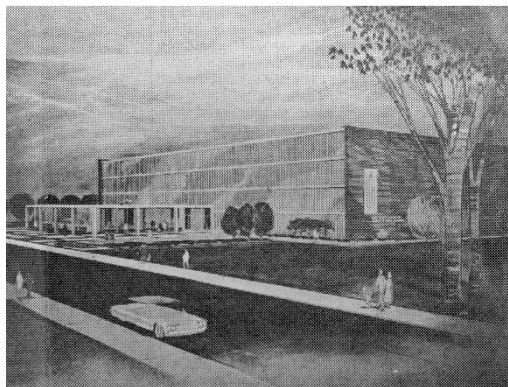
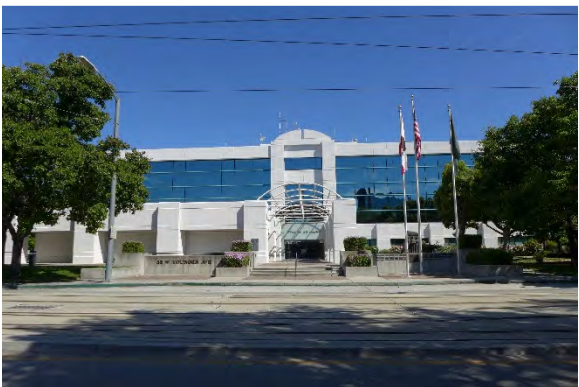
center and San Jose. However, the property is not associated with the history of the city in an individually significant way. No persons of significance are known to be associated with the property; therefore, the property does not qualify under criterion B/2. The stand-alone structure was constructed in the Midcentury Modern style; however, the building fails to be an exemplary representative of the architectural style. It appears to be of common construction and materials with no notable or special attributes. The building fails to be the work of a master, or architecturally significant in any other respect; therefore, it does not appear eligible for listing under Criterion C/3/C3. The property is unlikely to yield information that is significant to history or prehistory and does not appear to be eligible under Criterion D/4.

The building scored a 26.28 on the City's Evaluation Tally Sheet and does not appear eligible for listing on the City of San Jose's local resource inventory.

***Santa Clara County Sheriff Department, 55 W. Younger Avenue (230-36-077)***

This multi-story, contemporary style office building, constructed in 1963, is complex in plan. Single-story wings project to the north and south of the main multi-story block. The structure has stucco cladding with accents of brick veneer and a flat roof with a shaped parapet which highlights the entrance. The building's entrance features aluminum-sash windows to each side of the aluminum-sash doors. The primary window type is fixed aluminum-sash. A curtain wall is featured on the upper floors. Notable features include a steel-arched canopy supported by stucco piers at the walkway to the entrance, an open plaza area off the entrance where a memorial is located and the single-story wings projecting to the north and south of the main multi-story block. Alterations to the building include a complete remodel of the structure, finished in 1993. The overall condition of the office building is good.

Constructed in 1963 as the Santa Clara County Welfare Building, the building was designed by Higgins & Root Associates in the Modern style and constructed by Carl N. Swenson Co.<sup>46</sup> The building has been altered extensively and now houses the Santa Clara County Office of the Sheriff.



Figures 14 and 15. The Santa Clara County Sheriff Department (left) and the sketch of the Welfare Building (right).<sup>47</sup>

<sup>46</sup> Garaventa/Minor, Basin Research Associates, *Welfare; or Santa Clara County Department of Social Services DPR Form*, July 30, 1982.

<sup>47</sup> "New Welfare Building approved by County," *The Resident*, April 21, 1960.

Higgins & Root Associates, AIA was one of the most prolific local architectural firms during the mid-20<sup>th</sup> century. Initially formed in 1936, the firm comprised of William L. Higgins and Chester Root. The firm is attributed to a significant body of work in downtown San José and throughout the Santa Clara County in the post-World War II period:

The work of Higgins & Root during the thirty years following the war was rooted in the evolving modern movement in architecture of the mid-nineteenth century. Institutional buildings designed by the firm have a strong sense of functionalism and are related to the Bay Regional Style developed by San Francisco Bay Area firms such as Wurster, Bernardi and Emmons. The firm Higgins & Root continued work until World War II, when the office was closed as Root enlisted in the Army Corps of Engineers and Higgins went to work for the Donald R. Warren Company doing work for the Navy and Permanente Metals Corporation. After the war, the two partners returned to their offices in the Security Building and began to develop a substantial body of work including many local school buildings, churches, banks, hospitals, public and industrial buildings and structures.<sup>48</sup>

Notable projects of the firm include the First National Bank of San Jose, the Saratoga United Presbyterian Church, the Immanuel Lutheran Church in San Jose, the Union School District Administration Building in San José, the interior of Los Gatos Methodist Church, the Tempress Industries electronics plant in Los Gatos, and the *Sunset Magazine* headquarters in Menlo Park.<sup>49</sup>

For more information about Carl N. Swenson Co., see *Santa Clara County Administration Building West Wing* above.

The Santa Clara County Office of the Sheriff at 55 W. Younger Avenue does not appear eligible for listing on the NRHP, CRHR, or as a Santa Clara County landmark. The building was constructed in 1963 during a major growth period for the City of San Jose and the County of Santa Clara. The Welfare Building was built as part of the new joint city-county Civic Center with other municipal buildings. Although the building is associated with the mid-20<sup>th</sup> century growth of San Jose and Santa Clara County and the civic center, the building is not associated with this period in an individually significant way. Therefore, it does not appear to be eligible under Criterion A/1 and Santa Clara Criterion C1. No persons of significance are known to be directly associated with the property; thus, it does not appear to be eligible for under Criterion B/2 and Santa Clara Criterion C2. Higgins and Root designed the building, one of the most prolific local architectural firms during the mid-20<sup>th</sup> century in the Santa Clara valley, but it was extensively altered during the 1990s remodel. Constructed by Carl N. Swenson Co., a notable contractor in the San Jose area, this building does not exemplify his work. Therefore, the building does not appear to be eligible under Criterion C/3 and Santa Clara Criterion C3. The property is unlikely to yield information that is significant to history or prehistory and does not appear to be eligible under Criterion D/4 and Santa Clara Criterion C4.

The building scored an 11.08 on the City's Evaluation Tally Sheet and does not appear eligible for listing on the City of San Jose's local resource inventory.

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<sup>48</sup> Archives & Architecture, *Historic Report for the properties located at 720 West San Carlos St. and 655 Auzeais Ave., San José, Santa Clara County, California*, November 21, 2012, 8.

<sup>49</sup> PAST Consultants, *San Jose Modernism*, 128.



**Communications Building, 171 W. Mission Street (259-04-018)**

Constructed in 1957, this one-story, Midcentury Modern style communications structure is complex in plan. The building has stucco cladding, with brick veneer at the entrance wall and a flat roof. The entrance vestibule has a lower roof and a wide eave overhang, while an intermediate space has a slightly taller roof height and no overhang, and the main portion of the structure has the highest roof and a modest overhang. No windows are present on this building. Several large metal roll-up doors, along with smaller pedestrian doors, are located on the north façade. The overall condition of the communications building is good.



Figure 16. Communications Building.

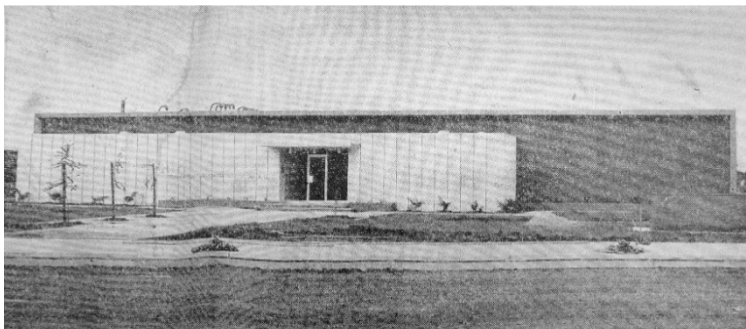


Figure 17. Communications Building in 1958.<sup>50</sup>

The City of San Jose began using radio systems in the Police Department in the 1930s. All communications services, including police, fire, public works, health and park departments, were centralized in 1948 and a separate department was created. The rapid growth of the city made it necessary to construct a modern communications building. The building was designed to be bomb-proof; baffled entrances and an outside sprinkler system were installed to protect the it from nuclear attack.<sup>51</sup> Completed in March 1958, the building was designed by Kurt Gross, AIA, and constructed by firm of George Bianchi.<sup>52</sup> For more information on the architect, see Santa Clara County Administration Building, West Wing above.

The Communications Building at 171 W. Mission Street does not appear eligible for listing on the NRHP or CRHR. Constructed in 1958 during a major growth period for the City of San Jose

<sup>50</sup> "Greater San Jose Week," *San Jose Mercury News*, March 23, 1958.

<sup>51</sup> Garaventa/Minor, Basin Research Associates, *Communications Building DPR Form*, July 30, 1982.

<sup>52</sup> *City of San Jose Civic Center* (March 19, 1958), pamphlet at San Jose Library Public Library, California Room.

and the County of Santa Clara, the building was one of the earliest structures of the new joint city-county Civic Center with the former City Hall and the Health building. Although the building is associated with the mid-20<sup>th</sup> century growth of San Jose and Santa Clara County and the new civic center, it is not associated with this period in an individually significant way and does not appear to be eligible for under Criterion A/1. No persons of significance are known to be directly associated with the property; thus, it does not appear to be eligible under Criterion B/2. Designed by local architect by Kurt Gross in the Modern architectural style, the building fails to be an exemplary representative of the architectural style. It appears to be of common construction and materials with no notable or special attributes. Therefore, the building does not appear to be eligible under Criterion C/3. The property is unlikely to yield information that is significant to history or prehistory and does not appear to be eligible under Criterion D/4.

The building scored a 24.41 on the City's Evaluation Tally Sheet and does not appear eligible for listing on the City of San Jose's local resource inventory.

***California National Guard, 251 W. Hedding Street (230-37-033)***

Constructed ca. 1955, this two-story, Modern style building is C-shaped in plan. The structure has stucco cladding, with brick veneer at the first floor around the entry and a flat roof with a raised central section. The raised section features a low-pitched gable roof. Ribbon windows adorn the north and south walls below the gable roof. The primary window type is aluminum-sash in a variety of configurations – three-lite and five-lite. The stucco is scored on the first floor. Notable features include a chimney on the eastern side of the raised gable end, the stucco banding, and the aluminum windows. At the rear of the property is a stucco clad, rectangular in plan structure. The gable end building has a standing seam metal roof. Multi-lite windows punctuate the east and west facades at regular intervals while a large roll-up metal door allows access at the southern end. Both structures are in good condition.

The building permit application from 1950 for the address specifies constructing "a one-story building to be used as motor vehicle storage facility;" both structures on site were built by 1956.<sup>53</sup>



Figure 18. The California National Guard building.

The California National Guard building at 251 W. Hedding Street does not appear eligible for listing on the NRHP or CRHR. Although the building is associated with the mid-20<sup>th</sup> century

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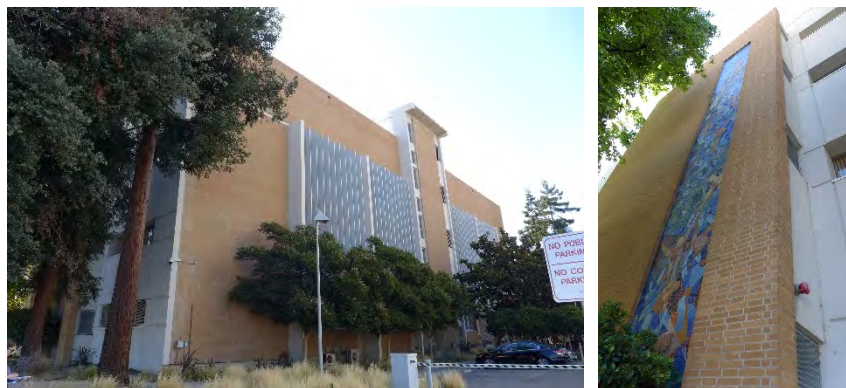
<sup>53</sup> 1956 Aerial, Historic Aerials by NETROnline, <https://www.historicaerials.com> (accessed July 20, 2017).

growth of San Jose and Santa Clara County and the new civic center, it is not associated with this period in an individually significant way and does not appear to be eligible for under Criterion A/1. No persons of significance are known to be directly associated with the property; thus, it does not appear to be eligible under Criterion B/2. No design professionals were associated with the property. The building fails to be an exemplary representative of the Modern architectural style. It appears to be of common construction and materials with no notable or special attributes. Therefore, the building does not appear to be eligible under Criterion C/3. The property is unlikely to yield information that is significant to history or prehistory and does not appear to be eligible under Criterion D/4.

The building scored a 25.33 on the City's Evaluation Tally Sheet and does not appear eligible for listing on the City of San Jose's local resource inventory.

***Hall of Justice, 200 W. Hedding Street (259-04-020)***

Constructed ca. 1960, this four-story, Midcentury Modern style office building is rectangular in plan. The structure has stucco and brick cladding, with a large mosaic exterior art piece and a flat roof with a low parapet. The primary window type is aluminum-sash, slider. The north and south sides are primarily stucco with a central bay of brick. The north façade features the mosaic art, which spans the height of the building. The stucco is scored to align with the windows and floor plates, creating a visible grid on the exterior. The west side of the building is divided into seven bays and is primarily clad in brick. The central bay projects above the roofline of the structure, identifying this as the main entrance when the building was first constructed. Windows on this façade are sheltered from the sun by vertical metal fins. On the east side, five bays of ribbon windows are exposed. Notable features include metal fins and the mosaic art. The art is signed and dated – Hedley, 1960. This building is connected to the Superior Court building by an enclosed walkway off the east façade. The overall condition of the Hall of Justice building is good.



Figures 19 and 20. Hall of Justice (left) and the mosaic detail on the north elevation (right).

Hall of Justice at 200 W. Hedding Street does not appear eligible for listing on the NRHP, CRHR, or as a Santa Clara County landmark. Constructed ca. 1960 during a major growth period for the City of San Jose and the County of Santa Clara, the building was among the earlier structures of the new joint city-county Civic Center. Although the building is associated with the mid-20<sup>th</sup> century growth of San Jose and Santa Clara County, and the new civic center, it is not associated with this period in an individually significant way and does not appear to be eligible for under Criterion A/1 and Santa Clara Criterion C1. No persons of significance are known to be directly

associated with the property; thus, it does not appear to be eligible under Criterion B/2 and Santa Clara Criterion C2. Designed in the Midcentury Modern architectural style, the building fails to be an exemplary representative of its style. It appears to be of common construction and materials with no notable or special attributes. Therefore, the building does not appear to be eligible under Criterion C/3 and Santa Clara Criterion C3. The property is unlikely to yield information that is significant to history or prehistory and does not appear to be eligible under Criterion D/4 and Santa Clara Criterion C4.

The building scored a 28.09 on the City's Evaluation Tally Sheet and does not appear eligible for listing on the City of San Jose's local resource inventory.

***City of San Jose Municipal Garage & Office of Emergency Services, 825-855 N. San Pedro Street (259-04-018)***

This four-story structure is complex in plan. This building was constructed in two phases, first the two-story parking garage was built and then the taller four-story section was added to the north. The four-story structure features parking at the two lowest levels. When the addition occurred, the parking garage was remodeled to match the larger adjoining parking and office building. The reinforced concrete structure has stucco and stone cladding, with the first two levels devoted to parking. Both the parking levels are not fully enclosed. A flat roof shelters the office portion of the building. Rectangular stucco clad masses accent the corners of the office structure and rise above the main roofline. Windows are recessed between round pilasters. Each floor of parking and office space features a wide band with a curved underside which divides the building horizontally. Access to the upper level of the parking is at the southwest corner of the structure. The overall condition of the parking garage and associated office space is good.



Figures 21 and 22. The Police Garage (left) and the Office of Emergency Services (right) buildings.

The two-story Civic Center Police Garage was built by general contractor Carl N. Swenson Co. in 1959 as the first phase of a future police building. Gould & Degenkolb of San Francisco were the consulting engineers.<sup>54</sup> The building was designed to permit the addition of a third and fourth floor to eventually provide facilities for the police personnel and their vehicles.<sup>55</sup> The addition was constructed between 1987 and 1993.<sup>56</sup> Today, the building is used as City of San Jose Municipal Garage & Office of Emergency Services.

<sup>54</sup> *Civic Center Police Garage*, pamphlet at San Jose Library Public Library, California Room.

<sup>55</sup> *Civic Center Police Garage*, pamphlet at San Jose Library Public Library, California Room.

<sup>56</sup> 1987 and 1993 aerials, Historic Aerials by NETROnline, <https://www.historicaerials.com> (accessed July 20, 2017).

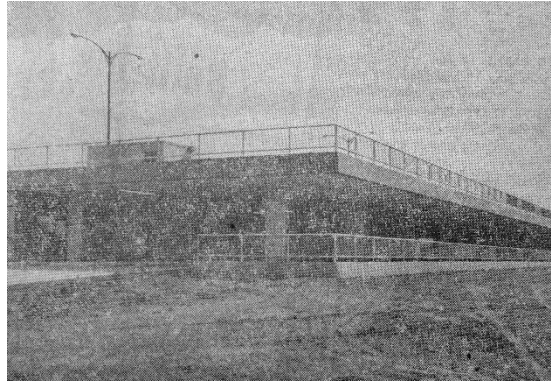


Figure 23. The garage in 1959.<sup>57</sup>

Gould & Degenkolb was founded by John J. Gould and Henry J. Degenkolb in 1956. Gould was the chief structural engineer for the San Francisco Bay Exposition company before founding his own firm. Degenkolb joined Gould's firm in 1946 as its chief engineer and later became a partner in the firm. Upon Gould's death in 1961, Degenkolb continued as president of the firm known as H. J. Degenkolb Associates in San Francisco. The firm was responsible for the structural design of several prominent San Francisco buildings, including Park Merced Towers, the Bank of California building and the Fireman's Fund international headquarters. The firm, especially Degenkolb, was known for the technical innovations and designs, as well as the earthquake-resistive structural design standards.<sup>58</sup>

For more information about Carl N. Swenson Co., see *Santa Clara County Administration Building West Wing* above. The garage and office building at 825-855 N San Pedro Street does not appear eligible for listing on the NRHP or CRHR. Constructed in 1959 and expanded in 1968, the building is associated with the mid-20<sup>th</sup> century growth of San Jose and Santa Clara County, and the new civic center. However, it is not associated with this period in an individually significant way and does not appear to be eligible for under Criterion A/1. No persons of significance are known to be directly associated with the property; thus, it does not appear to be eligible under Criterion B/2. The building fails to be an exemplary representative of its architectural style. It appears to be of common construction and materials with no notable or special attributes. Associated with Gould & Degenkolb, who are known for their technical innovations and designs, the two-story parking structure is a utilitarian building and does not represent their innovative work. General contractor Carl N. Swenson Co. completed the construction of the initial building. Swenson was a prolific contractor in San Jose and known for constructing quality buildings and influencing building trends in San Jose. However, this building does not exemplify his work. Therefore, the building does not appear to be eligible under Criterion C/3. The property is unlikely to yield information that is significant to history or prehistory and does not appear to be eligible under Criterion D/4.

The building scored a 22.25 on the City's Evaluation Tally Sheet; not enough to be considered for listing on the San Jose HRI.

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<sup>57</sup> "Dedication today for police garage," *San Jose Mercury*, June 29, 1959.

<sup>58</sup> "Henry J. Degenkolb," *San Francisco Chronicle*, December 16, 1989; William J. Hall, "Henry J. Degenkolb, 1913-1989," *National Academy of Engineering, Memorial Tributes*, Volume 4 (Washington DC: National Academy Press, 1991), 45-50.

**Juvenile Hall, 840 Guadalupe Fwy (259-04-020)**

Juvenile Hall is comprised of several buildings, all varying in scale, height, and design. This area has been continually developed and altered. The oldest structure, is multi-story and is rectangular in plan. This building is clad in stucco and is divided into bays – five on the north/south side and four on the east/west side. Two windows are located in most bays on each level on three sides of the structure. A wide overhang shelters a recessed window system on the fourth floor. Over the years additions occurred off the south side of the structure.



Figure 24. Santa Clara County Juvenile Center (Google Maps, 2017).

The Juvenile Center had developed over time with construction of multiple buildings. The Juvenile detention facilities were constructed ca. 1955. The first permit for the site is dated 1952 and the complex is visible on the 1958 aerial. The four-story office building of the County's the Juvenile Department was completed in 1968. The building housed administrators, counselors, probation officers and office staff.<sup>59</sup> The complex expanded in years with multiple additions.

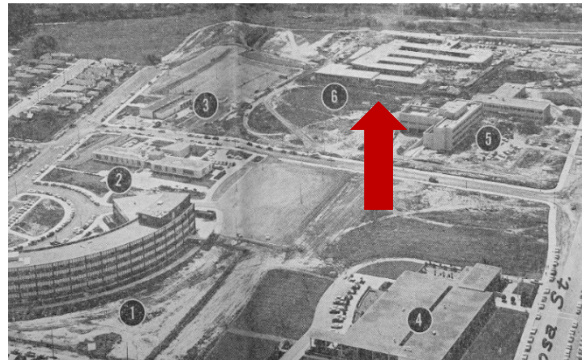
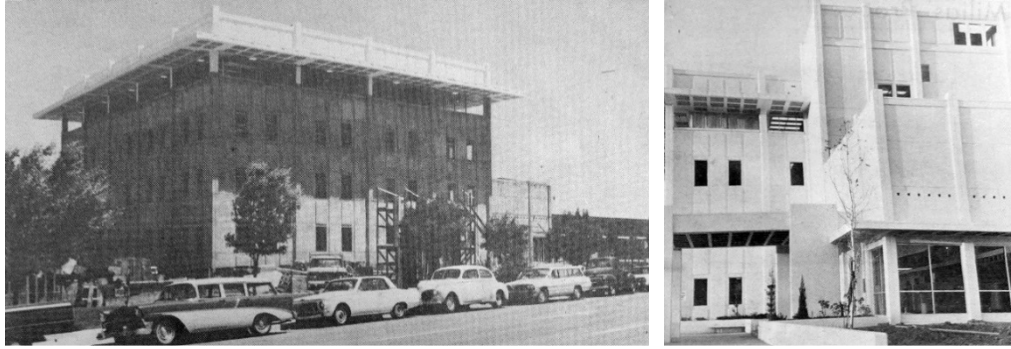


Figure 25. The detention facilities, marked by the arrow, in 1958.

<sup>59</sup> "Juvenile Center ready by Sept. 1," *Cupertino Courier*, August 2, 1967; "New Juvenile Hall dedication tomorrow," *Cupertino Courier*, January 24, 1968.



Figures 26 and 27. The four-story office building of the County's Juvenile Department in 1967<sup>60</sup>.

The Juvenile Center complex does not appear eligible for listing on the NRHP, CRHR, or as a Santa Clara County landmark. The complex's initial construction in the 1950s and 1960s is associated with the mid-20<sup>th</sup> century growth of San Jose and Santa Clara County, and the new civic center. However, it is not associated with this period in an individually significant way and does not appear to be eligible for under Criterion A/1 and Santa Clara Criterion C1. No persons of significance are known to be directly associated with the property; thus, it does not appear to be eligible under Criterion B/2 and Santa Clara Criterion C2. Comprised of multiple buildings of varying in style and design, the complex fails to be an exemplary representative of any architectural style; it appears to be of common construction and materials with no notable or special attributes. Therefore, the building does not appear to be eligible under Criterion C/3 and Santa Clara Criterion C3. The property is unlikely to yield information that is significant to history or prehistory and does not appear to be eligible under Criterion D/4 and Santa Clara Criterion C4.

The building scored an 11.61 on the City's Evaluation Tally Sheet; not enough to be considered for listing on the San Jose HRI.

***San Jose Police Administration Building, 201 W. Mission Street (259-04-018)***

This three-story, Modern style police administration building is T-shaped in plan. The reinforced concrete structure features exposed board-formed concrete on the exterior. The building is divided into bays vertically by narrow concrete projections. Horizontally the structure is visually broken up by thick bands of concrete at the floor plates. The flat roof projects beyond the walls, extending to align with the vertical projections. The entrance is marked by a board-formed concrete mass that rises beyond the height of the main roof. A board-formed wall hides a stairway leading to the entrance. The overall condition of the administration building is good.

The building was constructed in 1968 by general contractor Nicholson-Brown Inc. A three-story addition was constructed in 1977.<sup>61</sup> The 1982 DPR form by notes Welton Becket and Associates as the designer of the building.<sup>62</sup>

<sup>60</sup> "Juvenile Center ready by Sept. 1," *Cupertino Courier*, August 2, 1967.

<sup>61</sup> San Jose Online Permit Center.

<sup>62</sup> Garaventa/Minor, Basin Research Associates, *Police Administration Building DPR Form*, July 30, 1982.



Figures 28 and 29. San Jose Police Administration building.

Headquartered in Los Angeles, Welton Becket and Associates had offices in San Francisco, New York, Houston, and Chicago. Becket studied at the University of Washington. He and Walter Wurdeman moved to Los Angeles in 1933, and with Charles Plummer, formed the partnership Plummer, Wurdeman and Becket. The firm designed restaurants and shops. After Plummer's death in 1939, they continued as Wurdeman and Becket, and worked largely on defense and housing projects until the end of World War II. Their first major postwar building was the 1947 Bullocks Pasadena (now Macy's), one of the first department stores to open after the war. After Wurdeman's death in 1949, Becket renamed the firm Welton Becket and Associates. Becket was well known for his Modern style and iconic buildings in Los Angeles such as Capitol Records (1956), Parker Center (1955), Los Angeles International Airport (1959), and the Music Center (1964-67). Among his projects in the Bay Area are Stonestown Shopping Center in San Francisco (1950), Coddington Mall in Santa Rosa (1960s); the Kaiser Center in Oakland (1960), and Mutual Benefit Life Building in San Francisco (1969). Welton Becket died in 1969, yet the firm continued on through various iterations, and today is now part of AECOM.<sup>63</sup>

The Police Administration Building at 201 W. Mission Street does not appear eligible for listing on the NRHP or CRHR. Constructed in 1968 during the expansion of the joint city-county Civic Center, the building is associated with the mid-20<sup>th</sup> century growth of San Jose and Santa Clara County. However, it is not associated with this period in an individually significant way and does not appear to be eligible for under Criterion A/1. No persons of significance are known to be directly associated with the property; thus, it does not appear to be eligible under Criterion B/2. Designed in the Modern architectural style with Brutalist inspiration, the building fails to be an exemplary representative of its style. Although the building is work of Welton Becket and Associates, a well-known architectural firm in California, the firm designed more influential buildings in the Bay Area. Therefore, the building does not appear to be eligible under Criterion C/3. The property is unlikely to yield information that is significant to history or prehistory and does not appear to be eligible under Criterion D/4.

The building scored a 30.95 on the City's Evaluation Tally Sheet and does not appear eligible for listing on the City of San Jose's local resource inventory.

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<sup>63</sup> "Welton Becket," Los Angeles Conservancy, <https://www.laconservancy.org/architects/welton-becket> (accessed August 7, 2017); Kimberly Butt, Interactive Resources, *Historic Resources Evaluation: Proposed Target Store at Coddington Mall, Santa Rosa, California*, August 7, 2017, 3; Muriel Emanuel, *Contemporary Architects* (London: The Macmillan Press, 1980), 81-82.



**777 N. First Street (259-05-073)**

Completed in 1961, this eight-story, Midcentury Modern style office building is rectangular in plan. The reinforced concrete structure features stucco cladding, exposed concrete, mosaic tile and deeply recessed windows. The primary window type is aluminum-sash, fixed, with storefront window systems on the ground floor. Stair and elevator towers are located at the north and south ends of the building. A wide overhang at the street level of the east façade has a coarse aggregate concrete “v” detail attached to the end. Notable features include a wide overhang at the street, the circulation towers, the deeply recessed windows on the upper six floors of the east and west elevations, and the variety of cladding materials. The overall condition of the office building is good.



Figure 30. The office building at 777 N. First Street.

The office building was designed by John S. Bolles and constructed by general contractor Carl N. Swenson Co. Known as the *Swenson Building*, the building was cited as “San José’s first high-rise office building” in a San Jose Mercury article and *San Jose Modernism* historic context statement.<sup>64</sup> The building might be the first high-rise office building in its immediate vicinity but there are earlier high-rise office/commercial buildings in downtown San Jose. According to Heather David, the building was the first “in San Jose to feature an exterior elevator to the top floor. On the top floor was San Jose’s first rooftop restaurant and bar, Plateau 7, the place to ‘see and be seen’ for several decades.”<sup>65</sup>

For more information about Carl N. Swenson Co., see *Santa Clara County Administration Building West Wing* above.

Born in Berkeley in 1905, John S. Bolles earned a bachelor’s degree in Civil Engineering from University of Oklahoma (1926) and a master’s degree in architecture from Harvard University (1932). He joined his father’s San Francisco-based architecture practice in 1936. The two collaborated on a number of high profile projects – most notably, buildings for San Francisco’s Golden Gate International Exposition (1939-1940). He took over his father’s practice in 1939, and formed a partnership with the architect, Joseph Francis Ward in the 1940s and early 1950s. John Bolles established his own practice in 1954: San Jose’s IBM campus, an important Mid-Century Modern complex, was one of the firm’s first commissions. His other notable buildings include Candlestick Park (1960), the Paul Masson Champagne Cellars in Saratoga (1959), the

<sup>64</sup> PAST Consultants, *San Jose Modernism*, 162.

<sup>65</sup> Heather David, “From the ashes rises a tribute,” *Continuity*, Summer 2008, 5-6.

McGraw-Hill Distribution Center in Novato (c. 1962), and the General Motors Plant in Fremont (1963).<sup>66</sup>

The office building at 777 N. First Street does not appear eligible for listing on the NRHP or CRHR. Constructed in 1961, the building is associated with the mid-20<sup>th</sup> century growth of San Jose and Santa Clara County and the development of the adjacent civic center. However, it is not associated with this period in an individually significant way and does not appear to be eligible for under Criterion A/1. No persons of significance are known to be directly associated with the property; thus, it does not appear to be eligible under Criterion B/2. Designed in the Midcentury Modern architectural style, the building fails to be an exemplary representative of its style. Carl N. Swenson Co. was the general contractor for the structure. The company was known for constructing quality buildings and influencing building trends. However, this building appears to be of common construction and materials. The building is work of a well-known local architect, John S. Bolles, but he designed more influential buildings in the Bay Area. Therefore, the building does not appear to be eligible under Criterion C/3. The property is unlikely to yield information that is significant to history or prehistory and does not appear to be eligible under Criterion D/4.

The building scored a 53.68 on the City's Evaluation Tally Sheet. This score calls for additional evaluation of the administration building as a Candidate City Landmark.

#### San Jose City Landmark Evaluation

The building at 777 N. First Street is potentially eligible as a Candidate City Landmark as it meets four of the eight factors the Historic Landmarks Commission would consider when evaluating the building for designation as a landmark.

1. *Its character, interest or value as part of the local, regional, state or national history, heritage or culture.*

Although the building is associated with the mid-20<sup>th</sup> century growth of San Jose and Santa Clara County, as well as the new civic center, the building does not appear to be an important part of San Jose's history.

2. *Its location as a site of a significant historic event.*

The building was constructed during a time when the new city-county joint civic center and its immediate vicinity was developing. However, the building is not linked specifically to any significant historic events.

3. *Its identification with a person or persons who significantly contributed to the local, regional, state or national culture and history.*

The building is associated with the notable construction firm Carl N. Swenson Co. The building was known as the "Swenson Building" and still houses San Jose Headquarters of the firm together with other tenants.

4. *Its exemplification of the cultural, economic, social or historic heritage of the City of San José.*

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<sup>66</sup> Ibid.; PAST Consultants, *San Jose Modernism*, 130.

While the building represents the city's development in the mid-20<sup>th</sup> century, it is not important on a cultural, economic or social level within the City of San Jose.

5. *Its portrayal of the environment of a group of people in an era of history characterized by a distinctive architectural style.*

The building does not exhibit a particular architectural style that can be associated with a group of people during a particular period in history.

6. *Its embodiment of distinguishing characteristics of an architectural type or specimen.*

Within the City of San Jose the building is an example of a Midcentury Modern style office building, constructed of modern materials. It embodies many elements of the Modern style – flat roof, horizontal massing, stucco cladding, exposed concrete, mosaic tile, and deeply recessed aluminum-sash windows. The design is characteristic of buildings from the period and highlights modern materials. The building is a well-executed example of a Modern building within the City of San Jose. Therefore, the building appears to be eligible as a landmark because it embodies many characteristics of Modern architectural design.

7. *Its identification as the work of an architect or master builder whose individual work has influenced the development of the City of San José.*

The local architect John S. Bolles designed the Modern office building. Bolles is well-known for his IBM campus project in San Jose and Modern designs within the Bay Area. The building is one of the architects' notable works within the City of San Jose. The Modern design is simple but thoughtful. Therefore, the building appears eligible as a landmark structure as the work of a notable local architect.

8. *Its embodiment of elements of architectural or engineering design, detail, materials or craftsmanship which represents a significant architectural innovation or which is unique.*

The building was designed in a Modern style using typical modern building materials of the time. However, it was the first San Jose building to feature an exterior elevator to the top floor. The elevator tower and cabin are on the south wall.

777 N. First Street retains all seven aspects of integrity – location, setting, design, materials, workmanship, feeling and association. The building retains a high degree of integrity of location and setting since the building has not been moved and it remains in the civic/commercial setting it was built. Further, the structure maintains a high degree of integrity of design, materials and workmanship, as limited alterations have occurred on the exterior; the main facade of the building maintains the integrity of design as little has been altered since it was first constructed in 1962. The building retains a high degree of integrity of feeling and association, as it has been continually used as an office building. The structure should be considered a potential historic resource for purposes of CEQA as it appears potentially eligible as a landmark structure under two categories.

**61 Asbury Street (259-05-008)**

Built ca. 1945, this one-story, vernacular Bungalow style house is square in plan. The wood-frame building has horizontal wood siding and a steeply-pitched, asphalt shingle-clad, hipped roof. The primary window type is wood-sash, one-over-one, casement. Most windows are grouped in sets of two, three or four. The main entrance door has multi-lite sidelights. Notable features include a chimney, the exposed rafter tails, the plain wood trim surrounding the windows and a

shed roof porch off the rear. A detached one-and-a-half-story, outbuilding with a gable roof and board-and-batten cladding stands north of the house. Alterations to the house include the partial enclosure of the rear porch and the installation of screen doors. The overall condition of the house is good.

The architect/builder is unknown; the original building permit was not located at the City of San Jose's Online Permit Center.



Figures 31 and 32. 61 Asbury Street, the house (left) and the outbuilding (right).

61 Asbury Street does not appear eligible for listing on the NRHP or CRHR. The property is associated with the residential development along First Street corridor but not in an individually significant way; thus, it does not appear eligible for listing under Criterion A/1. No persons of significance are known to be associated with the property; therefore, the property does not qualify under criterion B/2. The Bungalow style house fails to be an exemplary representative of its style. It appears to be of common construction and materials with no notable or special attributes. The building fails to be the work of a master, or architecturally significant in any other respect; therefore, it does not appear eligible for listing under Criterion C/3. The property is unlikely to yield information that is significant to history or prehistory and does not appear to be eligible under Criterion D/4.

The building scored a 26.40 on the City's Evaluation Tally Sheet and does not appear eligible for listing on the City of San Jose's local resource inventory.

***1086-1096 N. First Street (235-07-064)***

Constructed in 1946 and expanded through ca. 1960, this one-story, Midcentury Modern style commercial building is U-shaped in plan. The building was expanded over the years to include additional storefronts. Today, six businesses occupy the structure, each with a separate entrance. The northern-most portion of the building varies from the rest of the structure as it has a shaped parapet with Streamline Moderne detailing. The wood-frame building has stucco cladding, with stone veneer along the foundation, rising to the overhang, and a flat roof. The primary window type is aluminum-sash. Aluminum doors are integrated into the aluminum window storefronts. One storefront entrance is recessed while all others are not. Notable features include a wide eave overhang at the sidewalk, expansive glazed storefronts, and the shaped parapet. Alterations over the years include expanding the building to the south and the installation of the stone veneer. The overall condition of the commercial building is good.

The first building permit for the structure is from 1946: an application to erect a one-story auto shop to be constructed by A. Anderson. The structure expanded over time and reached to its current footprint ca. 1960.<sup>67</sup>



Figures 33 and 34. The 1086-1096 N. First Street storefronts (left) and the parapet detail (right).

1086-1096 N. First Street does not appear eligible for listing on the NRHP or CRHR. The property is associated with the commercial development along First Street but not in an individually significant way; thus, it does not appear eligible for listing under Criterion A/1. No persons of significance are known to be associated with the property; therefore, the property does not qualify under criterion B/2. The Midcentury Modern style commercial building fails to be an exemplary representative of its style. It appears to be of common construction and materials with no notable or special attributes. The building fails to be the work of a master, or architecturally significant in any other respect; therefore, it does not appear eligible for listing under Criterion C/3. The property is unlikely to yield information that is significant to history or prehistory and does not appear to be eligible under Criterion D/4.

The building scored a 16.55 on the City's Evaluation Tally Sheet and does not appear eligible for listing on the City of San Jose's local resource inventory.

#### ***1002 N. First Street (235-07-069)***

Originally constructed ca. 1965, a Chevron gas station is located on this property. The simple, one-story, gable roof structure on the site serves as a convenience store. The stucco and stone clad building has an aluminum storefront. A new canopy sheltering the gas pumps was constructed in 2016.



Figure 35. The gas station at 1002 N. First Street.

<sup>67</sup> San Jose Online Permit Center; Historic Aerials by NETROnline.

1002 N. First Street does not appear eligible for listing on the NRHP or CRHR. The property is associated with the commercial development along First Street but not in an individually significant way; thus, it does not appear eligible for listing under Criterion A/1. No persons of significance are known to be associated with the property; therefore, the property does not qualify under criterion B/2. After construction of the new canopy in 2016, the gas station fails to be an exemplary representative of its style. It appears to be of common construction and materials with no notable or special attributes. The building fails to be the work of a master, or architecturally significant in any other respect; therefore, it does not appear eligible for listing under Criterion C/3. The property is unlikely to yield information that is significant to history or prehistory and does not appear to be eligible under Criterion D/4.

The building scored a 7.79 on the City's Evaluation Tally Sheet and does not appear eligible for listing on the City of San Jose's local resource inventory.

***990 N. First Street (235-08-001)***

Constructed ca. 1965, this two-story, Midcentury Modern commercial building is rectangular in plan. When the structure first opened it was square in plan, but by 1980 an addition matching the original construction was added to the south.<sup>68</sup> The reinforced concrete structure has exposed concrete cladding, along with an aluminum curtain wall encompassing the first floor, and a flat roof. Aluminum doors are integrated into the curtain wall system which is set back from the face of the building on each side by several feet. The most notable features of the building are the screen between the first and second floors – constructed of concrete, the screen is composed of narrow panels with scalloped ends – and the overhang at the roof which has a scalloped edge detail in concrete. Pairs of concrete columns span from the roof to the ground at regular intervals. The northern side of the building has an interior lightwell. Aside from interior modifications, limited significant exterior changes have occurred over the years. The overall condition of the building is good.



Figure 36. 990 N. First Street.

The building was occupied by Bank of Tokyo, California First Bank, and later by Union Bank of California. The architect is unknown; the original building permit was not located at the City of San Jose's Online Permit Center.

990 N. First Street does not appear eligible for listing on the NRHP or CRHR. Constructed ca. 1965, the property is associated with the commercial development along the major arterial

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<sup>68</sup> Historic Aerials by NETROnline.

entries to and from San Jose. However, it is not associated with this period in an individually significant way; thus, it does not appear eligible for listing under Criterion A/1. No persons of significance are known to be associated with the property; therefore, the property does not qualify under criterion B/2. Although the Midcentury Modern style building distinguishes from the modest commercial buildings around by its concrete screen with scalloped edge detail, it still fails to be an exemplary representative of its style. Therefore, it does not appear eligible for listing under Criterion C/3. The property is unlikely to yield information that is significant to history or prehistory and does not appear to be eligible under Criterion D/4.

The building scored a 32.95 on the City's Evaluation Tally Sheet. This score calls for additional evaluation of the administration building as a Candidate City Landmark.

*San Jose City Landmark Evaluation*

- 1. Its character, interest or value as part of the local, regional, state or national history, heritage or culture.*

This building was constructed during a time when N. First Street was developing as a major commercial artery. Although the building is associated with the mid-20<sup>th</sup> century growth of San Jose and Santa Clara County, as well as the new civic center, the building does not appear to be an important part of San Jose's history.

- 2. Its location as a site of a significant historic event.*

The building was constructed during a time when the new city-county joint civic center was developing in the surrounding area. However, the building is not linked specifically to any significant historic events.

- 3. Its identification with a person or persons who significantly contributed to the local, regional, state or national culture and history.*

There is no person of significance individually associated with the building.

- 4. Its exemplification of the cultural, economic, social or historic heritage of the City of San José.*

While the building is a symbol of city's commercial development in the mid-20<sup>th</sup> century, it is not important on a cultural, economic or social level within the City of San Jose.

- 5. Its portrayal of the environment of a group of people in an era of history characterized by a distinctive architectural style.*

The building does not exhibit a particular architectural style that can be associated with a group of people during a particular period in history.

- 6. Its embodiment of distinguishing characteristics of an architectural type or specimen.*

Within the City of San Jose the building is an example of a Midcentury Modern style commercial building, constructed of modern materials. It embodies many elements of the Modern style – flat roof, horizontal massing, modern cladding material, incorporated concrete screen, and aluminum curtain wall. The design is characteristic of buildings from the period and highlights modern materials. The building is a well-executed example of a Modern building within the City of San Jose. Therefore, the building appears to be eligible as a landmark because it embodies many characteristics of Modern architectural design.

7. *Its identification as the work of an architect or master builder whose individual work has influenced the development of the City of San José.*

The designer of the subject property is unknown. The original building permit was not located at the City of San José's Online Permit Center.

8. *Its embodiment of elements of architectural or engineering design, detail, materials or craftsmanship which represents a significant architectural innovation or which is unique.*

The building, while designed in a Modern style, did not make use of architectural innovations, but rather used typical modern building materials of the time. Therefore, it does not appear eligible as a landmark structure.

990 N. First Street does not appear potentially eligible as a Candidate City Landmark as it only meets one of the eight factors the Historic Landmarks Commission would consider when evaluating the building for designation as a landmark. The building would likely qualify for listing on the San Jose Historic Resources Inventory as a Structure of Merit.

***954 N. First Street (235-08-080)***

Constructed ca. 1950, this two-story, Midcentury Modern apartment building is rectangular in plan. The ten-unit wood-frame building has stucco cladding, with accents of horizontal wood cladding and a rolled asphalt-clad, flat roof. The primary window type is vinyl-sash, slider. A full-width balcony shelters the main entrance to the first-floor units, while a wide overhang with rectangular wood supports shelters the second level. Notable features include a wide eave overhang and the stairs to the balcony. A detached one-story, multi-car carport with a flat roof stands east of the apartment structure. Exterior alterations to the apartment building appears to be limited to window replacement. The overall condition of the apartment structure is good.



Figure 37. The apartment building at 954 N. First Street.

954 N. First Street does not appear eligible for listing on the NRHP or CRHR. The property is associated with the residential development along First Street but not in an individually significant way; thus, it does not appear eligible for listing under Criterion A/1. No persons of significance are known to be associated with the property; therefore, the property does not qualify under criterion B/2. The Midcentury Modern style apartment building fails to be an exemplary representative of its style. It appears to be of common construction and materials with no notable or special attributes. The building fails to be the work of a master, or architecturally significant in any other respect; therefore, it does not appear eligible for listing under Criterion C/3. The property is unlikely to yield information that is significant to history or prehistory and does not appear to be eligible under Criterion D/4.



The building scored a 17.05 on the City's Evaluation Tally Sheet and does not appear eligible for listing on the City of San Jose's local resource inventory.

***940 N. First Street (235-08-079)***

Constructed in 1950, this two-story, Minimal Traditional apartment building is rectangular in plan. The four-unit, wood-frame structure has stucco cladding, with brick veneer along the first floor on the front facade and a low-pitched, asphalt shingle-clad, hipped roof. The primary window type is vinyl-sash, slider. Full-height wood posts accent the southwest corner of the building and the stairs to the second-floor units. Notable features include brick stairs to the upper level, the full-height wood posts, and the brick cladding. A detached one-story, multi-car carport with a flat roof and stucco cladding stands east of the apartment building. Alterations to the apartment structure appear to be limited to window replacement. The overall condition of the apartment structure is good.



Figure 38. The apartment building at 940 N. First Street.

940 N. First Street does not appear eligible for listing on the NRHP or CRHR. The property is associated with the residential development along First Street but not in an individually significant way; thus, it does not appear eligible for listing under Criterion A/1. No persons of significance are known to be associated with the property; therefore, the property does not qualify under criterion B/2. The Minimal Traditional style apartment building fails to be an exemplary representative of its style. It appears to be of common construction and materials with no notable or special attributes. The building fails to be the work of a master, or architecturally significant in any other respect; therefore, it does not appear eligible for listing under Criterion C/3. The property is unlikely to yield information that is significant to history or prehistory and does not appear to be eligible under Criterion D/4.

The building scored a 16.13 on the City's Evaluation Tally Sheet and does not appear eligible for listing on the City of San Jose's local resource inventory.

***886-890 N. First Street (249-02-073)***

Constructed ca. 1960, this three-story, Midcentury Modern office building is complex in plan. The structure has stucco cladding, with areas of brick detailing, and a glazed curtain wall system. The majority of the curtain wall, aside from the first-floor level, is hidden behind a series of horizontal metal louvers. Rolled asphalt roof cladding covers the flat roof. The primary window type of the stucco clad section of the building is vinyl-sash, slider. A fabric awning shelters an entry door at the northern most door of the primary façade. Notable features include the metal louvers and the curtain wall system. Alterations to the office building include window

replacement and the installation of the fabric awning. The overall condition of the structure is fair.



Figures 39 and 40. 886-890 N. First Street.

The building at 886-890 N. First Street was constructed at a time when N. First Street was transforming from a residential artery to a commercial one in response to the new Civic Center. Constructed by the Sierra-Pacific Construction Corp., the building was one of the largest office buildings around the civic center at the time of its completion.<sup>69</sup>

886-890 N. First Street does not appear eligible for listing on the NRHP or CRHR. The property is associated with the commercial development along First Street but not in an individually significant way; thus, it does not appear eligible for listing under Criterion A/1. No persons of significance are known to be associated with the property; therefore, the property does not qualify under criterion B/2. The Midcentury Modern style apartment building fails to be an exemplary representative of its style. It appears to be of common construction and materials with no notable or special attributes. The building fails to be the work of a master, or architecturally significant in any other respect; therefore, it does not appear eligible for listing under Criterion C/3. The property is unlikely to yield information that is significant to history or prehistory and does not appear to be eligible under Criterion D/4.

The building scored a 20.77 on the City's Evaluation Tally Sheet and does not appear eligible for listing on the City of San Jose's local resource inventory.

#### ***870 N. First Street (249-02-009)***

Constructed in 1929 and altered over time, this one-story, Midcentury Modern commercial building is irregular in plan. The wood-frame building has stucco cladding, with portions of the stucco scored on the front façade creating a grid, and a large storefront aluminum window system at the entry. A curved awning shelters most of the main façade – including the door and windows. The building has had multiple additions over the years, transforming this former house into a small commercial building. Several remnants of the original house are still visible around the structure – the cross-gable roof behind the flat roof and parapet addition towards the street, the double hung wood windows on the secondary façades, and the exposed rafter tails on the sides. At the rear, another flat roof addition was added to the structure. Notable features include a recessed entry door, the scored stucco and the original wood windows on the older part of the building. The overall condition of the commercial structure is good.

<sup>69</sup> "Civic Center development brings big changes to N First Street," *San Jose News*, August 31, 1959.



Figure 41. 870 N. First Street.

The first available building permit on file dates from 1929 and notes G.S. Carpenter as the contractor. The single-family house was converted to offices in 1960 and received an addition and alterations.

870 N. First Street does not appear eligible for listing on the NRHP or CRHR. The property is associated with the residential and commercial development along First Street but not in an individually significant way; thus, it does not appear eligible for listing under Criterion A/1. No persons of significance are known to be associated with the property; therefore, the property does not qualify under criterion B/2. The Minimal Traditional style apartment building fails to be an exemplary representative of its style. It appears to be of common construction and materials with no notable or special attributes. The building fails to be the work of a master, or architecturally significant in any other respect; therefore, it does not appear eligible for listing under Criterion C/3. The property is unlikely to yield information that is significant to history or prehistory and does not appear to be eligible under Criterion D/4.

The building scored a 12.58 on the City's Evaluation Tally Sheet and does not appear eligible for listing on the City of San Jose's local resource inventory.

#### ***858-864 N. First Street (249-02-008)***

Two structures are present on this property. The building nearest First Street has two units and is a single-story, while the rear structure is two stories and houses a single unit over a garage. Both buildings are Minimal Traditional in style and have asphalt shingle-clad, hipped roofs. The front wood-frame building has stucco cladding with brick veneer under the window sills. The structure is T-shape in plan and features a shed roof over the entrances. The rear two-story building is also stucco clad with a wood stair way and deck leading to the entrance above the ground level garages. The primary window type, on both buildings, is vinyl-sash, slider or wood-sash, fixed. Originally the property was residential; today the property is commercial housing several businesses. The overall condition of the property is good.

864 N. First Street was constructed in 1946 by contractor Ed Bertola as a single-family residence, and 858-862 N. First Street in 1949 as a two-family residence. The buildings were converted to offices ca. 1980.<sup>70</sup>

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<sup>70</sup> San Jose Online Permit Center, <https://www.sjpermits.org>.



Figure 42. The front façade of 858-864 N. First Street.

The buildings at 858-864 N. First Street do not appear eligible for listing on the NRHP or CRHR. The property is associated with the residential and commercial development along First Street but not in an individually significant way; thus, it does not appear eligible for listing under Criterion A/1. No persons of significance are known to be associated with the property; therefore, the property does not qualify under criterion B/2. The Minimal Traditional style buildings fail to be an exemplary representative of its style. They appear to be of common construction and materials with no notable or special attributes. The buildings fail to be the work of a master, or architecturally significant in any other respect; therefore, they do not appear eligible for listing under Criterion C/3. The property is unlikely to yield information that is significant to history or prehistory and does not appear to be eligible under Criterion D/4.

The building scored a 19.96 on the City's Evaluation Tally Sheet and does not appear eligible for listing on the City of San Jose's local resource inventory.

***848 N. First Street (249-02-072)***

Constructed in 1928, this one-story, vernacular building is likely irregular in plan. This brick structure originally functioned as a house, but today it serves as a restaurant. Lush vegetation obscures most of the structure. A gable roof and a flat roof cover the building. A large brick paved patio, enclosed by a brick and wrought iron fence faces the street. The overall condition of the structure is fair.



Figure 43. 848 N. First Street.

Originally constructed as a dwelling in 1928 by contractor Clyde Abander, the building was converted to a "sandwich shop" in 1978.

848 N. First Street does not appear eligible for listing on the NRHP or CRHR. The property is associated with the residential and later commercial development along First Street but not in an individually significant way; thus, it does not appear eligible for listing under Criterion A/1. No persons of significance are known to be associated with the property; therefore, the property does not qualify under criterion B/2. The vernacular building fails to be an exemplary representative of its style. It appears to be of common construction and materials with no notable or special attributes. The building fails to be the work of a master, or architecturally significant in any other respect; therefore, it does not appear eligible for listing under Criterion C/3. The property is unlikely to yield information that is significant to history or prehistory and does not appear to be eligible under Criterion D/4.

The building scored a 20.10 on the City's Evaluation Tally Sheet and does not appear eligible for listing on the City of San Jose's local resource inventory.

***832 N. First Street (249-02-074)***

Constructed pre-1948, this two-story, vernacular Tudor Revival style apartment complex is U-shaped in plan. The wood-frame building has stucco cladding, with timber detailing under projecting window bays and a steeply-pitched, asphalt shingle-clad, hipped roof with gable roofs at projecting windows. The primary window type is vinyl-sash, multi-lite, single-hung. Wood shutters highlight select windows. All units appear to be accessed from a lush central garden courtyard. A detached one-story, multi-car garage with a flat roof and stucco cladding stands east of the apartment building. Alterations appear to be limited to window replacements. The overall condition of the apartment complex is good.

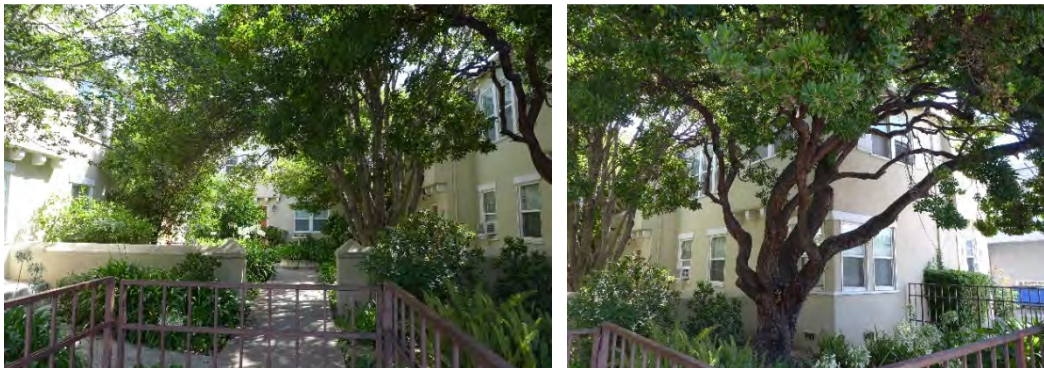


Figure 44. The apartment building at 832 N. First Street.

The building appears on the 1948 aerial photographs of the city, but the construction date is unknown. The architect or builder of the property cannot be identified; the original building permit was not located at the City of San Jose's Online Permit Center.

832 N. First Street does not appear eligible for listing on the NRHP or CRHR. The property is associated with the residential development along First Street but not in an individually significant way; thus, it does not appear eligible for listing under Criterion A/1. No persons of significance are known to be associated with the property; therefore, the property does not qualify under criterion B/2. The vernacular Tudor Revival style apartment complex fails to be an exemplary representative of its style. It appears to be of common construction and materials with no notable or special attributes. The building fails to be the work of a master, or architecturally significant in any other respect; therefore, it does not appear eligible for listing

under Criterion C/3. The property is unlikely to yield information that is significant to history or prehistory and does not appear to be eligible under Criterion D/4.

The building scored a 19.81 on the City's Evaluation Tally Sheet and does not appear eligible for listing on the City of San Jose's local resource inventory.

***816 N. First Street (249-02-064)***

Constructed in 1961, this two-story, Midcentury Modern style commercial building is rectangular in plan. The CMU, steel and wood structure has stucco cladding on the upper level and a rolled asphalt-clad, flat roof. At the front of the structure, the ground floor is enclosed by an aluminum-sash window storefront system and CMU, while the rear of the structure is open and used for covered parking. An open steel stair leads to the second floor. The primary window type on the upper floor is vinyl-sash, slider. The second floor does extend beyond the first floor on both sides of the structure. A large business sign adorns the blank upper level stucco wall facing the street. Alterations to the commercial structure include window and door replacement. The overall condition of the commercial building is good.



Figure 45. 816 N. First Street.

816 N. First Street does not appear eligible for listing on the NRHP or CRHR. The property is associated with the commercial development along First Street but not in an individually significant way; thus, it does not appear eligible for listing under Criterion A/1. No persons of significance are known to be associated with the property; therefore, the property does not qualify under criterion B/2. The Midcentury Modern commercial building fails to be an exemplary representative of its style. It appears to be of common construction and materials with no notable or special attributes. Built by A.G. Satanaino, the building fails to be the work of a master, or architecturally significant in any other respect; therefore, it does not appear eligible for listing under Criterion C/3. The property is unlikely to yield information that is significant to history or prehistory and does not appear to be eligible under Criterion D/4.

The building scored a 13.37 on the City's Evaluation Tally Sheet and does not appear eligible for listing on the City of San Jose's local resource inventory.

***798 N. First Street (249-01-066)***

Constructed ca. 1965, this two-story, Midcentury Modern style bank is irregular in plan. The second floor of the building is centered on the structure, is one-bay wide, has no windows and is clad in stone. The building has stucco and rock cladding and a rolled asphalt-clad, flat roof. The primary window type is fixed, aluminum-sash. The storefront window system wraps around the

north and west façades. Stucco clad beams support the wide overhangs of the building. The beams align with posts that divide the façades into bays. Notable features include the wide overhangs, a rock clad wall screening the parking lot from the street and the variety of cladding materials. The overall condition of the bank building is good.



Figure 46. The bank building at 798 N. First Street.

The architect or builder of the property cannot be identified; the original building permit was not located at the City of San Jose's Online Permit Center. A Wells Fargo Bank first occupied the building.

798 N. First Street does not appear eligible for listing on the NRHP or CRHR. The property is associated with the commercial development along First Street but not in an individually significant way; thus, it does not appear eligible for listing under Criterion A/1. No persons of significance are known to be associated with the property; therefore, the property does not qualify under criterion B/2. The Mid-century Modern bank building fails to be an exemplary representative of its style. It appears to be of common construction and materials with no notable or special attributes. The building fails to be the work of a master, or architecturally significant in any other respect; therefore, it does not appear eligible for listing under Criterion C/3. The property is unlikely to yield information that is significant to history or prehistory and does not appear to be eligible under Criterion D/4.

The building scored a 29.01 on the City's Evaluation Tally Sheet and does not appear eligible for listing on the City of San Jose's local resource inventory.

### **6.3 Buildings less than 50 years old**

In general, buildings less than 50 years old can be considered historic resources only if they constitute an exceptional achievement in architecture or engineering, or are of otherwise exceptional importance.

#### ***Santa Clara County Administration Building, East Wing, 70 W. Hedding Street (259-04-010)***

This thirteen-story, contemporary style office building is primarily square in plan with a one-story wing off the southwest corner of the structure. The majority of the south and west sides of the tower are clad in corten steel with a glazed curtain wall accenting the southwest corner. The north and east facades feature glazed curtain walls. Metal ribbon windows punctuate the corten at most floors. The roof is flat. The primary window type is aluminum-sash. The single-story wing is clad in steel and features aluminum doors. Alterations to the structure include the "connector"

which is the enclosed walkway connecting this building to 90 W. Hedding Street. The overall condition of the office building is good.



Figure 47. The Santa Clara County Administration Building, East Wing.

Completed in 1975, the Santa Clara County Administration Building East Wing has been occupied by administrative offices. The 13-story tower was designed by architectural firm Hoover Associates and Caudill, Rowlett & Scott, and constructed by Lathrop Corp. The building replaced the one-story County public works building which was built in the early 1950s.

***900-914 N. First Street (235-08-074)***

Constructed ca. 1970, this one-story, contemporary commercial building is mostly square in plan with the southwest corner of the structure built at an angle. The street facades are divided into bays by projecting stucco clad partitions. The multi-tenant building has stucco and brick cladding and a rolled asphalt-clad, flat roof. A tall stucco clad soffit highlights the roof line. Aluminum storefront window and door systems are present in some bays. Limited exterior alterations have occurred over the years. The overall condition of the commercial structure is good.



Figures 48 and 49. 900-914 N. First Street.

***852 N. First Street (249-02-069)***

Constructed in 1977, this three-story, contemporary style office building is rectangular in plan. The reinforced concrete structure has brick cladding, with a deeply recessed window system on the main façade and a rolled asphalt-clad flat roof with a low parapet. The primary window type is fixed, aluminum-sash. The entrance to the structure is recessed, highlighted by curved



building corners. A large awning shelters the entrance. The windows on the side façades are rhythmic and recessed only slightly. The overall condition of the office building is good.



Figure 50. The 852 N. First Street building.

***840 N. First Street (249-02-071)***

Constructed ca. 1988, this one-story, contemporary style restaurant is rectangular in plan. The structure has stucco and brick cladding and a rolled asphalt-clad, flat roof with a low parapet. The primary window type is vinyl-sash, multi-lite. The building is divided into bays by full-height, almost round, pilasters. Projecting bands at the parapet add detail to the top of the structure. The recessed entrance is accessed by concrete steps from the parking lot on the south side of the building. The overall condition of the restaurant is good.



Figure 51. The restaurant building at 840 N. First Street.

***800-812 N. First Street (249-02-068)***

Constructed in 1973, this two-story, Midcentury Modern office building is rectangular in plan. The reinforced concrete structure has concrete brick and stucco cladding and a rolled asphalt-clad, flat roof with a low parapet. The primary window type is fixed, aluminum-sash. The windows are narrow, spanning the full-height of the building with an aluminum panel at the floor plate. The paired windows are separated by a thin column of concrete bricks. The arraignment of the windows also divides each façade into bays. A wide stucco soffit highlights the roofline. The overall condition of the office building is good.



Figure 52. 800 N. First Street.

***120 W. Mission Street (259-05-069)***

Constructed in 1980, this three-story, contemporary office building is square in plan. The structure has brick cladding and a flat roof with a low parapet. Copper cladding adorns the parapet. The primary window type is fixed aluminum-sash. All windows are hexagonal or octagonal in shape. The octagonal windows span both the first and second floors in height. Concrete stairs access the entry door off Mission Street, while brick stairs access the western entry off the parking lot. A below-grade driveway leads to a lower level on the southern façade. Two large metal roll-up garage doors are located off the driveway area. The overall condition of the office is good.



Figure 53. The 120 W. Mission Street building.

The building was designed by Skip Darragh of Barry Swenson Builders and constructed by Valley Associates (structural engineers).<sup>71</sup>

***VTA Light-Rail Facility at 101 W. Younger Avenue (230-37-036)***

Constructed ca. 1985-1990, the VTA Light Rail Facility at 101 W. Younger Avenue consists of a number of buildings – one large primary structure, three medium-sized support structures and a handful of small buildings. All buildings are utilitarian in design and were purpose built for the maintenance of the VTA rail cars. The primary building is two-story, rectangular in plan with the upper portion clad in metal panels. The metal cladding has horizontal ribs running the length of each panel. Exposed concrete is visible on the lower part of the walls. Metal roll-up doors punctuate the walls and allow VTA rail cars into the building. Metal-sash, multi-lite windows

<sup>71</sup> Garaventa/Minor, Basin Research Associates, *State Compensation Building DPR Form*, July 30, 1982.

create a clear story at the second-floor level at the central portion of the structure. Two of the medium sized buildings are clad similar to the main structure; however, all are a single story. The other medium sized building is stucco clad. Two of these moderately sized buildings are rectangular in plan and one is irregular in plan. The smaller buildings are all rectangular in plan and vary in cladding, but most of these structures appear to be temporary and not attached to a foundation. The overall condition of the VTA complex is good.



Figure 54. VTA Light Rail Facility.

***Santa Clara County Main Jail at 150 W. Hedding Street (259-04-020)***

Constructed in 1988, this multi-story, contemporary style jail is complex in plan. The concrete structure has a central core surrounded by three rectangular wings which are not as tall as the core. Two, two-story wings of the building front W. Hedding Street. Each side of the building features windows which are metal-sash. Three-part windows on the towers are recessed. Horizontal scoring delineates each floor in the concrete facade, while vertical score lines divide the building into bays. Accessed by concrete stairs, the entrance to the structure is recessed and covered. The overall condition of the jail is good.



Figure 55. Santa Clara County Main Jail.

The following history of the building is excerpted from Garavaglia Architecture's HRE:

In 1986, County of Santa Clara was planning or working on more than 800 million dollars' worth of construction projects, with 200 million dollars going toward county jail improvements alone, including the construction of a new 13-story jail tower adjacent to the 1958 jail. In 1987, a new County of Santa Clara Department of Correction was established. This department took over management of the county jails from the County Sheriff. At the

time that the Department of Correction was created, the County of Santa Clara operated the sixth-largest county jail system in the United States. The expansions in the late 1980s increased the county jail system's capacity from 2,994 inmates to 4,220 inmates. The new County of Santa Clara Main Jail North, which opened in 1988, was designed to house 720 inmates in single cells. [...] Management of the county jail system transferred back to the County Sheriff's Department in 2010.<sup>72</sup>

***Santa Clara Hall of Justice at 190 W. Hedding Street (259-04-020)***

Constructed in 1990, this six-story, contemporary style Superior Court building is rectangular in plan. The structure has stucco and stone cladding and a flat roof with a shaped parapet at the entrance. The primary window type is fixed, aluminum-sash. Windows are grouped together to create long expanses of glazing, which are punctuated by a single smaller fixed window at each end. The main, north, façade is divided into two parts vertically, by a recessed band of windows. The western side features a centrally located bowed projection that spans the height of the structure. Additionally, a single-story entrance vestibule projects towards W. Hedding Street and is topped by a metal dome. The rear, or south, façade is identical to the north, minus the bowed section. Both the east and west facades fewer windows. An enclosed walkway off the west side of the building connects this structure with the Hall of Justice. The overall condition of the Superior Court building is good.



Figure 56. Santa Clara Hall of Justice.

***Civic Center Parking Garage at 171 W. Hedding Street (230-37-034)***

Constructed in 1992, this five-story, parking garage structure is basically rectangular in plan. The structure is divided into three parts. The reinforced concrete structure has stucco cladding at each floor where a half-height wall encloses the parking areas. The corners of the structure are curved and the building elevation is further broken into three parts by these curves. The most notable feature of the parking garage is the raised, stucco clad pedestrian walkway that spans West Hedding Street from the third floor on the north side of the street to a stair tower on the south side of the street. The overall condition of the parking structure is good.

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<sup>72</sup> Garavaglia Architecture, 17-18.



Figure 57. Civic Center Parking Garage.

***Santa Clara County Laboratory at 250 W. Hedding Street (259-04-020)***

Constructed in 2008, this multi-story, modern office building is wedge-shaped in plan. The structure is clad in aluminum panels with ribbons of windows at each floor above the ground floor. The ground floor features CMU block with a rough finish. Metal louvered awnings shelter the windows on the south and west sides of the structure. The entrance of the building is marked by expansive glazing for the full-height of the structure and a slight overhang. The overall condition of the office structure is good.



Figure 58. Santa Clara County Laboratory at 250 W. Hedding Street.

None of these buildings in the study area are architecturally exceptional, and thus they are not considered historic resources at this time.

**6.4 Historic District Analysis**

Civic Center was previously reviewed by Archives & Architecture for its potential eligibility as a historic district:

Civic Center clearly represents a distinct "place" within greater San Jose and Santa Clara County, planned originally to house the major governmental operations of the County Administration as well as the municipal operations of the county's largest city. The joint planning for this center broke down however in the 1950s, and the resulting center is only partially integrated in both form and function. While a distinct institutional landscape exists that is understandable by the casual visitor, much of the area west of North San Pedro Street has restricted access due to the nature of the uses, being the location of police, sheriff, jail,

and court facilities. The eastern half of Civic Center is disjointed by restricted parking areas that are located where an integrated civic plaza had once been planned. Because of both the lack of physical distinction that the center has overall, and the fact that the majority of buildings within the area are contemporary, it would not appear that the larger site and its smaller subareas [...] have significance as a potential historic district.<sup>73</sup>

After visiting the site, researching the history of the civic center and the individual buildings, Carey & Co. concurs with this conclusion. The county of Santa Clara and City of San Jose made a great effort in the 1950s and 1960s to create a joint civic center in blocks bounded by West Mission Street to the south, North First Street to the east, I-880 to the north, and Guadalupe Freeway to the west. In 2005, the civic center lost one of its major components when the City of San Jose abandoned its offices in the former City Hall and returned downtown.

## 7. IMPACTS AND MITIGATION MEASURES

Historical resources include properties eligible for listing on the National Register of Historic Places, the California Register of Historical Resources, or a local register of historical resources (as defined in Public Resources Code §5020.1(k)). According to Public Resources Code §15064.5(b), a project would have a significant effect on a historic resource if it would “cause a substantial adverse change in the significance” of that resource. Specifically, “[s]ubstantial adverse change in the significance of an historical resource means physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of an historical resource would be materially impaired.”

### *Project Site Impacts*

**Impact 1.** The Civic Center Master Plan includes the proposed demolition of the City Hall Annex, which is connected to the former City Hall, a historic resource under CEQA.

Demolition of the Annex, a property that does not appear eligible for listing on the NRHP, CRHR, or local listing, would have no direct impact on historic resources at the site. However, activities associated with the demolition of the Annex could potentially damage the former City Hall. *Less-than-Significant with Mitigation*

City Hall Annex is connected to the former City Hall, a historic resource, by a four-story hyphen. When the Annex and the hyphen would be demolished, precautions should be taken to protect the former City Hall during demolition, so that removal of the Annex and the hyphen does not physically impact the adjoining historic resource. Mitigation Measure -1 would reduce this potentially significant impact on historic resources to a less-than-significant level.

**Mitigation Measure 1:** Prepare a Historic Property Protection Plan in Conjunction with Demolition of the City Hall Annex.

**1a.** A registered structural engineer, with a minimum of five years of experience in the rehabilitation and restoration of historic buildings, shall review excavation and shoring plans prepared for the proposed project, if such plans are required. The structural engineer shall prepare a report of findings, recommendations, and any related design modifications necessary to retain the structural integrity of the former City Hall. The

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<sup>73</sup> Archives & Architecture, *Former City Hall*, 53.

structural engineer shall consult with a historic preservation architect, meeting the Secretary of the Interior's Professional Qualifications Standards for Historic Architecture.<sup>74</sup>

**1b.**A historic preservation architect shall prepare designs and specifications for protective barriers required to protect the exposed walls of the former City Hall from potential damage caused by demolition activities and removal of the connector. All documents prepared in accordance with this Measure shall be reviewed and approved by a designated representative of the City or County.

**1c.** A historic preservation architect shall prepare designs and specifications for reconstructing the portion of the former City Hall that will be exposed when the connector to the Annex is removed. All documents prepared in accordance with this Measure shall be reviewed and approved by a designated representative of the City or County.

**1d.** Prior to the start of demolition, a historic preservation architect and a structural engineer shall undertake an existing condition study of the former City Hall. The purpose of the study would be to establish the baseline condition of the building prior to demolition and construction, including the location and extent of any visible cracks or spalls. The documentation shall take the form of written descriptions and photographs, and shall include those physical characteristics of the resources that convey its historic significance and that justify its inclusion on, or eligibility for inclusion on, the National Register, California Register, and local register. The documentation shall be reviewed and approved by a designated representative of the County and/or the City Planning Department's preservation planner assigned to the project.

The historic preservation architect and structural engineer shall monitor the former City Hall during demolition and any changes to existing conditions would be reported, including, but not limited to, expansion of existing cracks, new spalls, or other exterior deterioration. Monitoring reports shall be submitted to the general contractor in charge of construction and a designated representative of County on a periodic basis. The structural engineer shall consult with the historic preservation architect, especially if any problems with character-defining features of the historic resource are discovered. If, in the opinion of the structural engineer in consultation with the historical architect, substantial adverse impacts to historic resource related to demolition activities are found during demolition, the monitoring team shall inform the general contractor in charge of construction and a designated representative of the County. The County shall adhere to the monitoring team's recommendations for corrective measures, which could include halting demolition in situations where demolition activities would imminently endanger historic resource. The County shall establish the frequency of monitoring and reporting.

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<sup>74</sup> The minimum professional qualifications in historic architecture are a professional degree in architecture or a State license to practice architecture, plus one of the following:

1. At least one year of graduate study in architectural preservation, American architectural history, preservation planning, or closely related field; or
2. At least one year of full-time professional experience on historic preservation projects. Such graduate study or experience shall include detailed investigations of historic structures, preparation of historic structures research reports, and preparation of plans and specifications for preservation projects.

Site visit reports and documents associated with claims processing shall be provided to the general contractor in charge of construction and a designated representative of the County.

**1e.** The historic preservation architect shall establish a training program for the contractor and construction workers involved in the project that emphasizes the importance of protecting historic resources. This program shall include information on recognizing historic fabric and materials, and directions on how to exercise care when working around and operating equipment near the historic structures, including storage of materials away from historic buildings. It shall also include information on means to reduce vibrations, and monitoring and reporting of any potential problems that could affect the historic resources in the area. A provision for establishing this training program shall be incorporated into the contract, and the contract provisions shall be reviewed and approved by the general contractor in charge of demolition and a designated representative of the County.

Implementation of Mitigation Measure 1 would avoid significant impacts caused by demolition activities, and the impact would be less-than-significant.

**Impact 2.** After the demolition of the Annex, the site would be used as a staging area for construction projects. The staging activities could potentially damage the adjacent former City Hall, a historic resource under CEQA. *Less-than-Significant with Mitigation*

The site of the Annex would be used as a staging area for construction of two potentially overlapping County capital facilities projects—a previously approved jail replacement facility adjacent to the North Main Jail at the southwest corner of San Pedro and Hedding Streets and the proposed Public Safety and Justice Center. The staging activities may result in potentially significant adverse impacts to the former City Hall which is within 200 feet of the staging area.

**Mitigation Measure 2:** Mark the limits of the staging area near the former City Hall. The historic preservation architect shall inform the contractor about the limits of the staging area, whose purpose shall be to keep equipment and construction activities away from the former City Hall. The historic preservation architect and contractor shall mutually agree on the method of physically demarking the staging area. The construction crews shall be instructed that no vehicle access, travel, equipment staging, storage, or other construction-related work shall occur outside the flagged areas to ensure that the known historic resource is not inadvertently damaged during the project.

Implementation of Mitigation Measure 2 would avoid significant impacts caused by staging activities, and the impact would be less-than-significant.



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# HISTORIC RESOURCE EVALUATION

Former San José City Hall, City Hall Annex,  
and Health Services Building

San José, California



Prepared By

**Knapp & VerPlanck**  
PRESERVATION ARCHITECTS

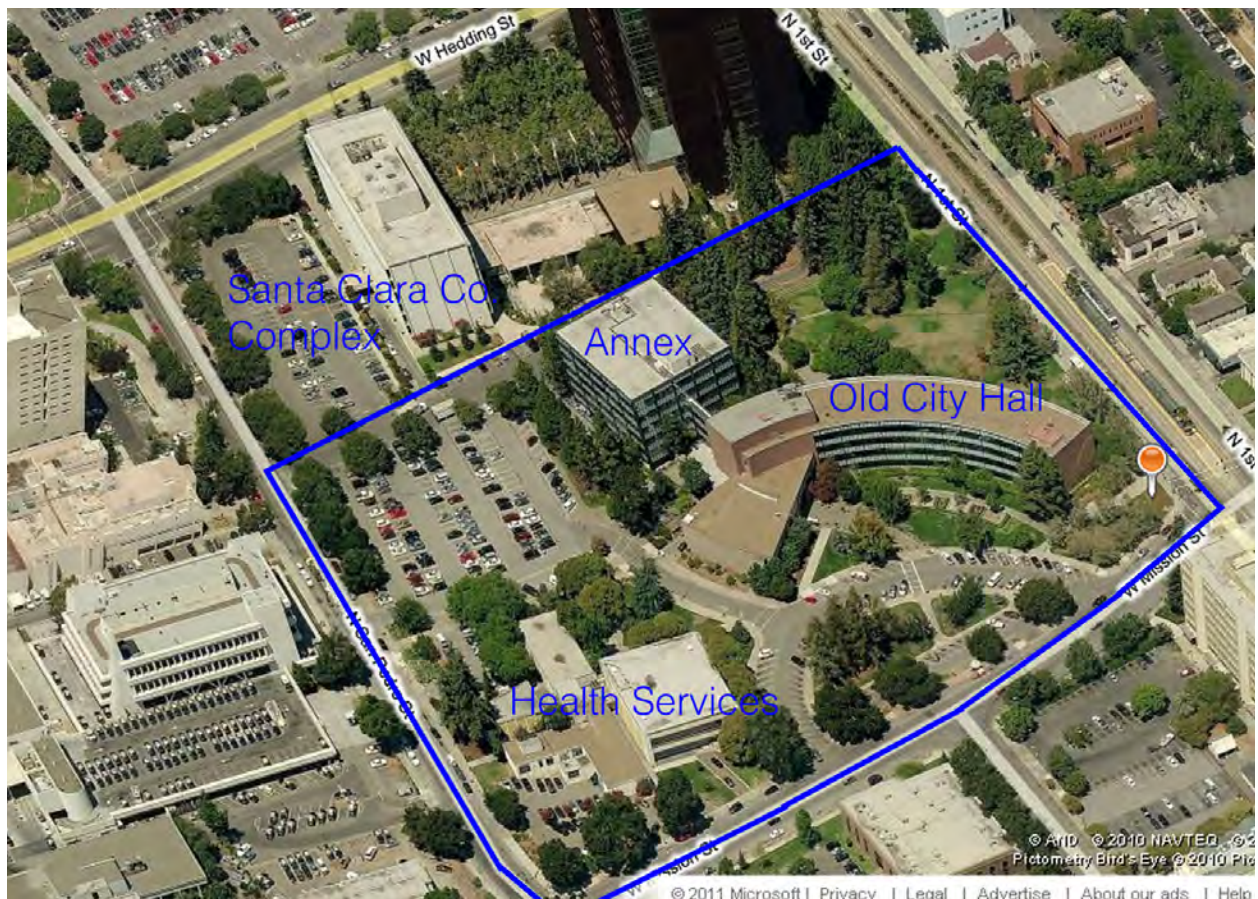
October 31, 2011

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## I. Introduction/Executive Summary

Knapp & VerPlanck Preservation Architects (KVP) prepared this Historic Resource Evaluation (HRE) for the County of Santa Clara (County) Planning Office. The subject of this report is a County-owned property located at the northwest corner of North First Street and West Mission Street in San José, California (**Figure 1**). The property (APN 259-04-006) contains three buildings and several parking lots situated within a landscaped, park-like setting. The three buildings are: Former San José City Hall (1958), San José Health Services Building (1958 and 1964), and City Hall Annex (1976). The property comprises what was once the City of San José's (City) portion of the joint City/County Civic Center. The Civic Center was developed incrementally by both the City and the County from the early 1950s until the 1970s. In 2005, the City of San José opened the new San José City Hall at 200 East Santa Clara Street, marking the return of City administration to downtown San José for the first time in nearly half a century. Former San José City Hall and its Annex have remained vacant since then. In June 2011, the City conveyed the subject property to the County.



**Figure 1. Aerial of former San Jose City Hall site**  
Source: Bing.com; annotated by KVP Architects

The County hired KVP in July 2011 to evaluate the potential architectural and historical significance of the subject property, in particular Former San José City Hall, which was identified as a potentially National Register of Historic Places (National Register) and California Register of Historical Resources (California Register)-eligible property in a preliminary assessment (*Preliminary*

*Historic Report*) prepared by Archives & Architecture for the City of San José in December 2006. That report determined the building eligible for listing in the National Register of Historic Places (National Register) and the California Register of Historical Resources (California Register) under Criterion A/1 (Events) for its “intact representation of important community development in the history (sic) San José.” In addition, the report found the building eligible under National Register and California Register Criterion B/2 (Persons) for its association with San José City Manager A.P. “Dutch” Hamann “whose leadership during the 1950s (is) manifested in the construction of the 1958 City Hall building.” Finally, the report finds Former San José City Hall eligible for listing in the National Register and California Register under Criterion C/3 (Design/Construction) as a “distinctive representative of Cold War Era, Modern architecture.”<sup>1</sup> The Archives & Architecture report also appears to determine that the Health Services Building is not eligible for listing under Criterion B/2 for its associations with Dr. Dwight Bissell because the building has been altered to a degree that it no longer retains sufficient integrity.

Upon completion of independent research, field work, and analysis, KVP reached the conclusion that Former San José City Hall appears individually eligible for listing in the National Register under Criteria A (Events), B (Persons), and C (Design/Construction) and in the California Register under the corresponding Criteria 1 (Events), 2 (Persons), and 3 (Design/Construction). KVP did not find any of the other buildings or landscapes on the property eligible for listing in any register. In addition, KVP reached the conclusion that Former San José City Hall appears eligible for listing as a Santa Clara County Landmark under Historic Preservation Ordinance (Section C17-5) Designation Criteria A, B, and C (1), (2), and (3). The site also contains a plaque placed by the State Department of Parks and Recreation, in cooperation with the San José Historic Landmarks Commission, as the first site of *El Pueblo de San José de Guadalupe* (California Historical Landmark No. 433). While there is the slim possibility that the property may contain archaeological remnants of the former *Pueblo de San José de Guadalupe*, this cannot be proven without completing archaeological testing, which is beyond the scope of this report.

## II. Methodology

### A. Qualifications

Christopher VerPlanck and Alex Bevk of Knapp & VerPlanck prepared this HRE. Mr. VerPlanck is a principal and co-founder of KVP; he has 14 years experience documenting properties throughout California and Arizona. Mr. VerPlanck was a partner in the firm of Kelley & VerPlanck Historical Resources Consulting from 2007 until 2010. In 1999, he founded the Cultural Resources Studio at Page & Turnbull Architects in San Francisco. From 1997 until 1999, he was the Preservation Coordinator at San Francisco Architectural Heritage. He holds an M.Arch.H. in Architectural History and a Certificate in Historic Preservation from University of Virginia’s Graduate School of Architecture and a BA in History from Bates College.

Staff historian Alexandra Bevk served as Preservation Project Manager at San Francisco Architectural Heritage from 2008 until 2011. Ms. Bevk holds an MS in Historic Preservation from the University of Pennsylvania and a BA in Art History and Classics from the University of Wisconsin. Ms. Bevk also holds a Certificate in Cultural Landscape Preservation and Management from the University of California, Berkeley.

<sup>1</sup> Archives & Architecture, *Preliminary Historic Report: Former City Hall, Annex, and Health Building; 801 North First Street. – 161 West Mission St.; San José, Santa Clara County, California* (San José: Prepared for General Services Department, City of San José: 2006), 5.

## B. Methods

KVP prepared this HRE according to the governing standards of the fields of architectural history and historic preservation, including *National Register Bulletin 15: "How to Apply the National Register Criteria for Evaluation"* and *National Register Bulletin 16: "How to Complete the National Register Registration Form."* Additional bulletins consulted include: *National Register Bulletin 22: "Guidelines for Evaluating and Nominating Properties That Have Achieved Significance within the Past Fifty Years,"* *National Register Bulletin 28: "Cultural Resource Management Guideline,"* and *National Register Bulletin 32: "Guidelines for Evaluating and Documenting Properties Associated with Significant Persons."* The HRE was also prepared according to applicable sections from the California Public Resources Code governing the California Register and the County's Historic Preservation Ordinance (Division C17 of the County Ordinance Code).

Although this HRE builds upon the research and documentation contained within the 2006 Archives & Architectural preliminary report, the HRE serves as a freestanding document and not a peer review or an addendum to the existing report. Upon reviewing the 2006 Archives & Architecture report, KVP determined that the pre-construction history of the property was well-documented, especially the historical context sections for San José's Spanish, Mexican, and early American periods; San José's administration history; as well as the history of the development of the San José/Santa Clara County Civic Center. The history of the design, commission, and construction of Former San José City Hall, the Health Services Building, and City Hall Annex was also fully developed and did not require further research. In consultation with Santa Clara County Planning Office staff we agreed that the HRE would briefly summarize those completed areas of study and that KVP would not conduct additional research in those areas. KVP determined that the 2006 Archives & Architecture report did not present a very thorough architectural context for Modernism in the Bay Area and San José. In order to evaluate the significance of the property properly under Criterion C/3 (Design/Construction), KVP conducted more detailed research into regional Modernism and has provided the context for the movement to assist with the evaluation of the buildings and the site under Criterion C/3 (Design/Construction).

KVP completed the site survey of the subject property on August 3, 2011. Mr. VerPlanck and Ms. Bevk surveyed and photographed the entire site, including all landscape features and the exteriors and the interiors of all three buildings: Former San José City Hall, the Annex, and the Health Services Building.

KVP's research included a search of the California Historical Resource Information System (CHRIS). KVP submitted a records request to the Northwest Information Center (NWIC) at Sonoma State University on August 4, 2011. KVP received the requested information on August 22, 2011. The information included Department of Parks and Recreation (DPR) 523 forms prepared in 1982 by Basin Research Associates for each of the buildings that comprise the former San José/Santa Clara County Civic Center, as well as maps indicating the location of various recorded historical and archaeological resources within the boundaries of the property (an area bounded by West Hedding Street to the north, North First Street to the east, West Mission Street to the south, and North San Pedro Street to the west). The survey by Basin Research was completed as part of a Section 106 review project conducted as part of a federally funded widening of West Hedding Street. Additional research included Modernism in the Bay Area and San José during the postwar era, and in particular the development of Modernist civic centers.

Upon completion of the HRE, and at the request of County staff, KVP did not update the DPR



523 forms prepared for the subject property by Archives & Architecture in 2006. KVP also did not update the City of San José's historic rating tally sheets prepared in 2006 by Archives & Architecture or evaluate the eligibility of the property for listing in the City of San José Historic Resources Inventory because the property is currently owned by the County and is governed by the codes and requirements of the County. KVP evaluated the property and its constituent buildings under the designation criteria of the Historic Preservation Ordinance of the County (Sec. C17-5) and for listing in the County Heritage Resource Inventory, in addition to the National Register and the California Register designation criteria.

### III. Summary of Existing Historic Status

#### A. Prior Determinations of Eligibility

The subject property (APN 259-04-006) is listed as California Historical Landmark No. 433 and is listed in the San José Register of Historical Resources as the location of the original *El Pueblo de San José Guadalupe (Pueblo)*. A plaque located on the property (within the redwood grove in the northern part of the parcel) commemorates this location as the original *Pueblo*. The site of the original *Pueblo* is also listed as a California Historical Landmark (number 433). It must be noted that California Historical Landmarks with numbers including 770 and above are automatically listed in the California Register. Those with numbers below 770 must be re-evaluated.<sup>2</sup> The site will need to be re-evaluated by a qualified archaeologist to determine its potential significance.

#### B. Original Location of *El Pueblo de San José de Guadalupe*

KVP attempted to locate any extant documentation that might confirm the historical location of the original *Pueblo*, as historians have not agreed on this question and the location has not been physically located through archaeological investigation. Most standard secondary sources on San José's early history place the founding of the *Pueblo* in 1777 on the banks of Guadalupe Creek, approximately one-and-a-half miles north of downtown San José. Historian Frederick Hall believed the *Pueblo* was located near "a bridge on the road to Alviso."<sup>3</sup> This bridge is generally thought to have been located on the block of North First Street, between Taylor and Asbury streets (700 block), approximately one block southeast of the present-day Civic Center. A more recent source cited in the 2006 Archives & Architecture report places the *Pueblo* at the intersection of Taylor and North First streets, where Guadalupe Creek probably flooded the original *Pueblo* in the 1790s, forcing its inhabitants to relocate.<sup>4</sup> Prominent historian Clyde Arbuckle believed that the *Pueblo* was located somewhere within 400 yards of Guadalupe Creek, between Hobson and Hedding streets.<sup>5</sup> Regardless, the bursting of the bank of Guadalupe Creek around the intersection of Taylor and North First Streets in the 1790s was likely responsible for the relocation of the *Pueblo*.

<sup>2</sup> California Public Resources Code, Section 5024.1.

<sup>3</sup> Frederick Hall, as quoted in: Archives & Architecture, *Preliminary Historic Report: Former City Hall, Annex, and Health Building; 801 North First Street. – 161 West Mission St.; San José, Santa Clara County, California (San José: Prepared for General Services Department, City of San José: 2006)*, 12.

<sup>4</sup> Alan K. Brown, Phd, as quoted in: Archives & Architecture, *Preliminary Historic Report: Former City Hall, Annex, and Health Building; 801 North First Street. – 161 West Mission St.; San José, Santa Clara County, California (San José: Prepared for General Services Department, City of San José: 2006)*, 12.

<sup>5</sup> Archives & Architecture, *Preliminary Historic Report: Former City Hall, Annex, and Health Building; 801 North First Street. – 161 West Mission St.; San José, Santa Clara County, California (San José: Prepared for General Services Department, City of San José: 2006)*, 12.

KVP believes the location of the *Pueblo* around the intersection of Taylor and North First streets is plausible. This would put it approximately one block southeast of the subject property. Nevertheless, respected historians disagree and it is possible that the *Pueblo* was located in the Civic Center. This possibility was apparently sufficient for the State Department of Parks and Recreation and the San José Historic Landmarks Commission to designate the property a California Historical Landmark. A plaque erected on the property in 1977 reads:

FIRST SITE OF EL PUEBLO DE SAN JOSE DE GUADALUPE  
WITHIN A YEAR AFTER THE OPENING OF THE FIRST OVERLAND ROUTE FROM MEXICO TO  
ALTA CALIFORNIA, GOVERNOR FELIPE DE NEVE AUTHORIZED THE ESTABLISHMENT OF THE  
FIRST CIVIL SETTLEMENT IN THE STATE ON LANDS INCLUDING AND SURROUNDING THE  
PRESENT CIVIC CENTER. LIEUTENANT JOSE JOAQUIN MORAGA, WITH 14 SETTLERS AND  
THEIR FAMILIES, ARRIVED IN THE SANTA CLARA VALLEY TO FOUND EL PUEBLO DE SAN JOSE  
DE GUADALUPE ON NOVEMBER 29, 1777  
CALIFORNIA REGISTERED HISTORICAL LANDMARK NO. 433

Nevertheless, without archaeological evidence or reliable archival data, such as historic maps or deeds (neither of which appear to survive from 1777), it is impossible to determine with certainty where the San José *Pueblo* was originally located.

## IV. Architectural Description

### A. Former San José City Hall

#### *Overview*

Former San José City Hall, dedicated to the citizens of San José in 1958, is a four-story, approximately 106,000 square-foot, reinforced-concrete and masonry veneer, International Style office building.<sup>6</sup> The building comprises the arc-shaped office block, the two-story wedge-shaped cafeteria/Council Chambers wing at the west end, and the originally one-story hyphen connecting the building to the City Hall Annex (**Figure 2**). The exterior walls are clad in a mix of porcelain enamel and glass panels with steel mullions, brick veneer, and split-face concrete block. The interior spaces range from the double-height main lobby, to small partitioned offices, to the plywood paneled Council Chambers. Aside from the lobby and the Council Chambers, as well as several toilet rooms, the interior spaces and finishes have been heavily modified throughout the building, but the exterior facades and the layout of the landscape appear intact.

#### *Exterior*

The curved exterior curtain walls on the north and south side of the office wing are clad in alternating rows of porcelain enamel and glass panels with steel mullions extending from ground to roof. On the south side, there are 12 bays divided by thick steel mullions, each further subdivided into five window bays by thinner steel mullions, with one porcelain enamel spandrel above a fixed glass panel per story (**Figure 3**). On the north side, there are 16 bays divided into six window bays by thin steel mullions. There are porcelain enamel spandrels above a fixed glass panel and an operable steel sash hopper window on each story. Because the north



**Figure 2. Aerial of Former San José City Hall**  
Source: Bing.com

6 "Exciting Design of New City Hall, San Jose, California," *Architect & Engineer* (April 1960).



**Figure 3. Curtain wall of glass and enamel panels on north façade**  
Source: KVP Architects



**Figure 4. Brick veneer on west façade**  
Source: KVP Architects

façade is convex, these window bays are narrower than those on the south elevation, which is concave. The east and west walls are clad in brick veneer laid in a modified common bond, with the overlap between courses one quarter of the width of the brick (**Figure 4**). The bricks have a rough texture and measure 3 ¾" x 15". The west end of the office wing is clad in brick at the area where the office block meets the two-story cafeteria/Council Chambers wing. The east wall is brick veneer with a single glass swinging door on the first floor. The roof is flat.

The two-story, wedge-shaped west wing is clad in porcelain enamel panels and glass, with steel mullions on the south side, square split-face concrete block on the west side, and stucco on the north side. The south side has an asymmetrical entrance bay, flanked on the east by a single bay with double-height fixed glass panels that abut the curved curtain wall of the four-story office block. At the far right of this bay is a brick clad pier that angles in flush with the office block. The pier rises above the roof of the two-story west wing, continuing as the brick veneer of the office block.

The double-height entrance bay contains a recessed entrance containing four pairs of swinging aluminum doors surmounted by four transoms consisting of smaller, rectangular lights located directly above the doors, with larger fixed windows situated above (**Figure 5**). The entrance is flanked to either side by piers faced in square split-face concrete block; the eastern pier extends into the lobby and curves inward until it aligns with the office block near the elevator bank. The four bays to the west of the entrance bay contain a mix of porcelain aluminum panels and fixed glass.



**Figure 5. Double-height entrance bay**  
Source: KVP Architects



**Figure 6. Concrete block facing on cafeteria/Council Chambers wing**  
**Source: KVP Architects**

**Figure 7. Rear wall on cafeteria/Council Chambers wing**  
**Source: KVP Architects**

Each bay comprises three vertical sections divided by thin steel mullions. The bays on the first floor level have pairs of vertical fixed glass panels topped by a fixed glass transom. The upper floor repeats this pattern, but with taller vertical panels and a taller transom. A band of aqua-colored fascia panels extends across the upper portion of the cafeteria/Council Chambers wing. Above the main entrance there are holes in the fascia where the lettering spelling 'SAN JOSE CITY HALL' was once attached. The roof of the cafeteria/Council Chambers wing is flat.



**Figure 8. Rear entry canopy**  
**Source: KVP Architects**

The western wall of the cafeteria/Council Chambers wing is convexly curved and clad in the same square split-face concrete block used elsewhere on the exterior and within the main lobby of the building. There are no windows on this elevation, although there is a narrow segment of concrete block that extends outward from the wall that partially encloses an open-riser exterior stair. The north (rear) wall of the cafeteria/ Council Chambers wing is exposed concrete coated in a skim coat of stucco. It is punctuated by a band of metal ribbon windows along the second floor level, where it illuminates the corridor that provides access to the council chamber inside the building (**Figures 6 & 7**).

The one-story rear entry canopy has walls faced in square split-face concrete block. The canopy is slightly arched over an exterior vestibule. The eave of the canopy has been covered with a deep modular fascia (**Figure 8**).



**Figure 9. First floor lobby stair**  
Source: KVP Architects



**Figure 10. 1960s image of lobby stair**  
Source: Sourisseau Academy for State and Local History

### *Interior: Main Lobby*

Upon entering Former San José City Hall through the main entrance, the first space one encounters is a prominent double-height lobby space featuring black terrazzo floors, square split-face concrete block on the east and west walls, and a dramatic extruded aluminum stair with open risers and a mahogany hand rail (**Figure 9**). The railing is marked 'Wooster Products, Wooster, Ohio'. Beneath the stair is a garden containing granite blocks and tropical plants. Historic photographs depict a pool in this area that formerly extended beyond the window wall to the exterior (**Figure 10**). The gypsum-board ceiling is 23 feet above the lobby floor and finished in acoustical materials. At the north end of the lobby is a public information/reception desk that appears to date to ca. 2000. Despite this alteration, the lobby maintains the majority of its original materials and has high integrity.

### *Interior: Corridors*

The south side of the office block features a concave-curved single-loaded corridor on each floor level. Offices line the north side of each corridor (**Figure 11**). The south walls of the corridors embody the inside surface of the steel-framed window walls that comprise the south exterior wall. There are heaters along the lower portion of this wall. The north walls are gypsum board with wallpaper and 6" base moldings. The north walls are punctuated by office doors. Some of the doors have transom windows; some have been filled in with wood; and most have heating vents above them. The ceiling of the corridors is 16' high.



**Figure 11. First floor corridor (typical)**  
Source: KVP Architects

*Interior: Elevators*

Elevator banks are located at each end of the corridor in the main office block. The public elevators are located at the west end of the office block, above the main lobby. These public elevators are paired and have steel flanges and an aluminum call box and floor indicator. These elevators no longer operate so KVP could not survey the interiors of their cabs. There is a Cutler mail drop to the right of the elevator bank on the west side of the office block. An original backlit light box sign directs visitors down the hall to the Council Chambers at the second floor level of the office block (**Figure 12**). The elevators at the east end of the corridors in the office block were probably originally for staff. These elevators have a painted metal enclosure and the cabs have carpeted floors and tiled walls. Some retain their original flush-mounted light fixtures.



**Figure 12. Original light box sign on second floor lobby**  
Source: KVP Architects

*Interior: Toilet Rooms*

Each floor level of the office wing has two banks of toilet rooms - one men's and one women's. The floors are tile and walls are also tile with gypsum board above. The toilet rooms retain their original fixtures.

*Interior: First-floor Offices*

The first-floor offices are located between the corridor and the northern façade of the building. This area consists of a network of



**Figure 13. 1990s era office spaces on first floor**  
Source: KVP Architects

small offices, conference rooms, and office pools. These office spaces have been heavily modified and are finished exclusively in 1990s-era materials such as carpeted flooring, gypsum board walls, hollow-core wood doors, aluminum door frames, and suspended acoustical ceilings (**Figure 13 & 14**). The only original materials that remain exposed in this area are the exposed concrete columns and the painted steel sash windows along the north side.



**Figure 14. 1990s era office spaces on first floor**  
Source: KVP Architects



**Figure 15. Original office spaces on second floor**  
Source: KVP Architects



**Figure 16. Original office spaces on second floor**  
Source: KVP Architects

### *Interior: Second Floor*

On the second floor, the corridor space mirrors the first floor, although the doors are paired wood with glazed center panels. Resembling the first floor, the majority of the office spaces on the second floor appear to have been replaced with 1990s-era finishes. In contrast to the first floor there is a small area containing several original offices along the north wall. These have painted metal-baked enamel partition walls and privacy glass windows on the south walls of the offices, solid-core wood doors with glazed upper panels and aluminum hardware, and 6" metal baseboards (**Figures 15 & 16**). Glazed transoms divide the offices. The walls appear to be demountable. There is also an original vault in Room 217 – Utility Billing Payments.

### *Interior: Third and Fourth Floors*

The third and fourth floors of the office block are similar to the first and second floors. Like the lower floors, most of the original floor plan and finishes on the third and fourth floors have been replaced with 1990s-era finishes. Several original offices remain within one area along the north wall of the third floor level. The fourth floor level has been completely remodeled and retains no significant historical materials or finishes.

### *Interior: Cafeteria*

The cafeteria occupies the entire first floor level of the two-story cafeteria/Council Chambers wing. This space is subdivided into a conference room in the southwest corner, a dining area in the south portion, and an industrial kitchen, prep rooms, offices and bathrooms in the north area. The dining room was heavily remodeled in 1986 (**Figure 17**). The floors are linoleum or carpet over concrete



**Figure 17. Cafeteria on first floor of wedge wing**  
Source: KVP Architects



and the walls are mostly gypsum board although original split-face concrete block is exposed along portions of the south wall. The kitchen area contains various preparation areas and contemporary kitchen equipment. There is a large outdoor dining patio located at the northern end of the cafeteria, where the west wing abuts the rear hyphen.

*Interior: Council Chambers*

The second floor of the cafeteria/Council Chambers wing houses the Council Chambers. The chamber is accessed by a curved corridor located along the north side of the wing. The doors that enter the chamber are walnut-veneer plywood and they feature brushed aluminum hardware and push bars. There is a secondary stair to the west end of the corridor that leads down to the first floor level and a secondary exit.

The irregularly shaped Council Chambers are paneled in walnut-veneer plywood. The space measures roughly 80' (north-south) by 60' (east-west). The room has a two-tiered, curved dais at its east end, with council member seats above and staff desks below (**Figure 18 & 19**). The floors are carpet and red linoleum over concrete, and the height of the ceiling's acoustical tile is 15' on average. The ceiling is barrel-vaulted at its apex, with circular vents and wood-frame box fixtures jutting into the space from above. Additional lighting and video equipment was inserted into the ceiling in the 1980s. The original plywood chairs of the audience seating remain



**Figure 18. Council Chambers**  
Source: KVP Architects

in place, although some have been removed to provide space for wheelchairs (**Figure 20**). A back-of-house area is located to the east of the Council Chambers; this space contains a conference room, men's and women's toilet rooms, an electronic equipment room, and a small office /storage area. The only windows in this space include a row of fixed steel-frame windows visible on the south exterior (**Figure 21**). In general, the Council Chambers appear to have very few alterations over time and aside from the main lobby, it is the only significant interior space remaining in the building.



**Figure 19. Detail of Council Chambers dais**  
Source: KVP Architects



**Figure 20. Original seating from Council Chambers**  
Source: KVP Architects



**Figure 21. Windows on south wall of Council Chambers**  
Source: KVP Architects

## B. City Hall Annex



**Figure 22. North façade of former San José City Hall Annex**  
Source: KVP Architects

### *Exterior*

Built almost two decades later, between 1974 and 1976, City Hall Annex (Annex) is similar in construction and detailing to the original City Hall building, although it is much more utilitarian in design, featuring none of the innovative planning or expressive massing and detailing of the original structure. It is a six-story, rectangular-plan, reinforced-concrete office building clad in alternating rows of porcelain enamel panels and glass divided by concrete piers extending from the ground to the roof parapet (**Figure 22**). These piers have been painted black to match the steel mullions of City Hall. Functioning as a giant “file cabinet,” the Annex is square in plan and all of the exterior elevations are basically identical. The Annex is linked to Former San José City Hall by a four-story linking wing, or “hyphen.” The hyphen was originally one-story and part of Former San José City Hall. In 1976, three stories were added to its roof, linking each floor of the office block with the new Annex to the north.

The first-floor level of the Annex is recessed one bay behind the plane of the concrete piers, creating a sidewalk-level arcade around most of the four sides of the building (**Figure 23**). The recessed exterior walls of the first floor level are clad in split-face concrete blocks that are similar in color and texture to those used on City Hall, but those used on the Annex are slightly rectangular in shape. The concrete block wall extends outward along the east wall of the hyphen, creating a wall enclosing an outdoor patio space (**Figure 24**).



**Figure 23. Recessed first floor exterior walls**  
Source: KVP Architects



**Figure 24. Exterior split face concrete block garden wall**  
Source: KVP Architects

The upper five floors of the Annex share a similar palette of materials as Former San José City Hall, including porcelain-enamel panels and fixed glass window walls. Each exterior façade of the Annex is divided into five structural bays demarcated by the concrete piers. Each bay is further subdivided into six individual window bays by thin aluminum mullions. Within each bay a porcelain-enamel spandrel panel alternates with a fixed glass window and an operable steel awning sash. The roof of the Annex is flat and covered in asphalt and gravel.



**Figure 25. First floor hyphen connection to former San José City Hall Annex**  
Source: KVP Architects

#### *Interior*

The interior of the Annex is accessed by the four-story hyphen that connects it to Former San José City Hall. The hyphen is clad on both sides with the same window wall system of the Annex proper, with concrete piers and thin aluminum mullions demarcating each bay. The only exception to this is the first floor level of the hyphen, which was originally part of City Hall. This area has black terrazzo flooring that continues the aesthetic of the main lobby into the Annex (**Figure 25**). The other floors are carpet over concrete. The ceilings feature suspended acoustical T-bar systems.

Designed as an addition to Former San José City Hall, the Annex does not have a ceremonial lobby of its own. Designed primarily as a place to house cubicles, each floor is basically identical to the others. There is an elevator/stair lobby located at the southeast corner of each floorplate, near the hyphen. The stairs are concrete with metal pipe railings. The elevators are utilitarian. Men's and women's toilet rooms are located opposite the stair/elevator lobbies at the southwest corner of each floor. The toilet rooms are tiled and utilitarian, featuring 1970s-era finishes. The rest of each floor level is undifferentiated office space. Largely devoid of partitions, the offices feature carpeted concrete flooring and exposed aluminum-frame window walls with gypsum board panels at the bottom (**Figure 26**). Concrete piers intersect the space at regular intervals corresponding to the building's structural grid. The sixth floor contains what were originally the Mayor's office and the City Councilors' offices. This floor is differentiated from the first through fifth floors by virtue of its network of individual offices divided by demountable partitions. This space appears to retain most of its 1970s-era finishes and materials (**Figure 27**).



**Figure 26. Second floor office spaces (typical)**  
Source: KVP Architects

**Figure 27. Sixth floor partitioned office spaces**  
Source: KVP Architects

## C. Health Services Building



**Figure 28. Aerial of Health Services Building**  
Source: Bing.com

### *Exterior*

As originally designed and constructed from 1957 until 1958, the Health Services Building was T-shaped in plan with its primary façade facing east toward Former San José City Hall. A wedge-shaped auditorium wing, attached to the west (rear) wall of the Health Services Building, housed a classroom/auditorium. In 1964, the City built a large, two-story wing (square in plan) on the east façade of the building. This addition, which is much larger than the original building and of a different architectural character, reoriented the building, and its primary entrance, from east-west to north-south. Presently there is a loading dock and parking area at the southwest corner of the property. Located next to it is a small “bump-out” addition of an unknown date (**Figure 28**).

Before the 1964 addition, the Health Services Building comprised three, one-story wings that converged at a central lobby. The two original north and south wings are rectilinear in plan and built of reinforced-concrete with a Roman brick foundation wall and rough-finished, stucco-coated concrete exterior walls above. The exterior walls are framed by a projecting concrete ledge above the foundation and capped by a concrete coping along the entire length of the building. Portions of these exterior elevations survive along the north and west sides of the building. In these areas the windows are full-height and contain vertically proportioned fixed steel-frame units (**Figure 29**). The north wing has grouped window units while the south side has individual windows. Some are concealed by operable metal brises-soleil. The Roman brick foundation wall is slightly recessed, creating a cantilevered mass on all sides that extends above its low base (**Figure 30**).



**Figure 29. South façade**  
Source: KVP Architects



**Figure 30. Cantilevered wall over foundation**  
Source: KVP Architects

The rear, wedge-shaped auditorium of the Health Services Building has small saw-tooth projections on its outer corners which house egress doors. The side walls are finished in rough-textured stucco embellished with vertical concrete bands and has no windows (**Figure 31**). This section of the building is capped by a shed roof that slopes down slightly toward the main building.

The original entrances to the Health Services Building are located within the building and remain intact between the original building and the lobby of the 1964 addition. The entrance has full-height aluminum frame units containing pairs of hinged glazed doors with transoms. Wide concrete steps lead to each of the entrances (**Figure 32**).



**Figure 31. Exterior façade of telescoping rear projection**  
Source: KVP Architects



**Figure 32. Original rear entrance**  
Source: KVP Architects



**Figure 33. Cast concrete balconies and parapets**  
Source: KVP Architects

The 1964 addition is roughly square in plan and is nearly twice as high as the original building. The addition has a concrete perimeter foundation. Its east and west façades are concrete and coated in a rough-textured stucco tinted ochre. The north and south façades enframed window walls consist of an alternating arrangement of aqua-colored, porcelain-enamel spandrel panels and fixed glass windows. The first and second floors are demarcated by a cast-concrete band that creates a balcony on both façades. The concrete bands are slightly concave in section and are finished in a rough exposed gravel aggregate (**Figure 33**). The main entrance to the 1964 addition is located on the north façade. Accessed by a low stair, the entrance contains two pairs of hinged aluminum and glass doors (**Figure 34**).



**Figure 34. L-shaped main stair**  
Source: KVP Architects



*Interior: 1958 Section*

The interior of the Health Services Building is divided into two main sections corresponding to the original 1958 building and the 1964 addition. The western portion, which dates to 1958, is one-story and divided into a series of rooms that open off of a central lobby area. This section of the building has carpeted concrete floors, gypsum board walls, and suspending acoustical ceilings. There are pairs of wood glazed doors with aluminum hardware that open from the central lobby into the surrounding wings, offices and corridors. The toilet rooms are tiled and appear original.

*Interior: 1964 Addition*

The eastern portion dates to 1964. It is a two-story structure with a large lobby at the northwest corner that provides access to former clinic space on the first floor and offices and laboratories on the second floor. The main lobby space is the most significant interior space in the building (**Figure 35**). The floors and walls are white terrazzo and the windows are fixed aluminum. The elevators are housed within a terrazzo-finished wall. A large plaque in the lobby commemorates the dedication of the addition in 1964. On the second floor of the addition, the floors are carpeted and the walls are gypsum board. The bathrooms in the addition seem to be original, with tile floors and wainscot, aluminum mirrors, and original fixtures.



**Figure 35. Interior hyphen connection to original Health Services Building from addition**  
Source: KVP Architects

## D. Landscape



**Figure 36. Aerial of Santa Clara County/San José Civic Center (note: Crime Lab not constructed at time of aerial photo)**

Source: Bing.com; annotated by KVP Architects

There are no known original landscape plans that have survived from the time of construction of any of the buildings on the Civic Center site and unfortunately most historic photographs of the site focus on the buildings and not on the original landscape features. The following description is based solely on current conditions and on what few details could be gleaned from historic photographs.

### *Spatial Organization*

The Former San José City Hall building, City Hall Annex, and Health Services Building occupy an approximately 10-acre site, comprising what is the southern half of a superblock bounded by West Hedding Street on the north, North First Street on the east, West Mission Street on the south, and North San Pedro Street on the west. The site is relatively flat, with a slight raise in elevation from south to north.

The site is part of the larger joint County of Santa Clara and City of San José Civic Center, which includes nine other buildings<sup>7</sup> (**Figure 36, clockwise from northwest**): 1) Santa Clara County Crime Lab, 2) Santa Clara Hall of Justice,<sup>8</sup> 3) Santa Clara County Corrections,<sup>9</sup> 4) Santa Clara County Administration,<sup>10</sup> 5) San José Communications Building,<sup>11</sup> 6) San José Police Department,<sup>12</sup> 7) San José Police Garage,<sup>13</sup> and 8) Santa Clara County Juvenile Hall & Medical Center.

<sup>7</sup> Six of the buildings were part of the original Civic Center design: the County Administration Building, the Communications Building, the San Jose Police Department, the Police Garage, the Santa Clara County Corrections, and the Santa Clara Hall of Justice.

<sup>8</sup> Originally Santa Clara County Criminal Courts and Law Enforcement Offices, 1957, Frank C. Treseder.

<sup>9</sup> 1956-58, Frank C. Treseder with de Lappe & Van Bourg.

<sup>10</sup> 1959, Associated Architects of Santa Clara County with Lawrence Gentry, Kurt Goss, Hollis Logue, and Allan M. Walter; and 1973-76 addition, Albert A. Hoover & Associates.

<sup>11</sup> 1956-58, Kurt Gross.

<sup>12</sup> 1968-69, Welton Becket & Associates.

<sup>13</sup> 1958, Donald Haines.

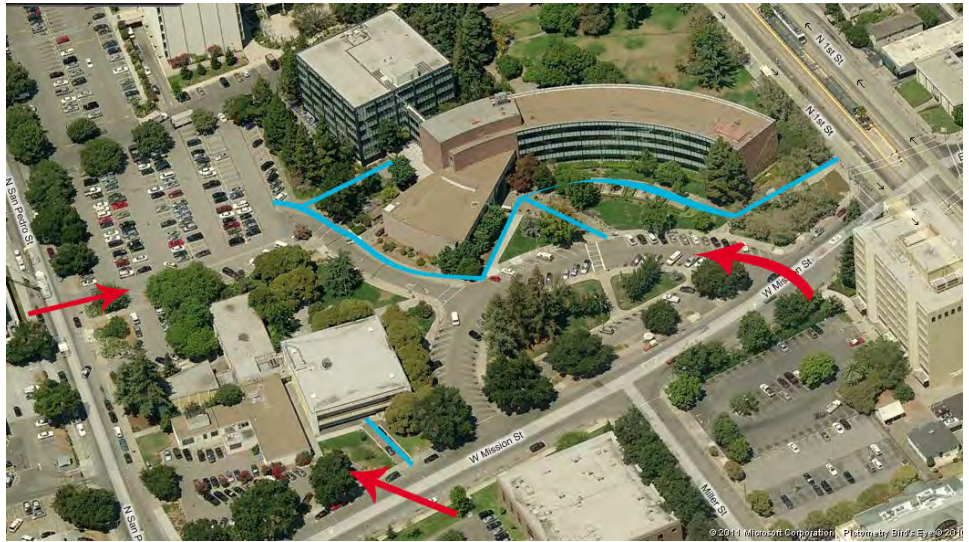
### *Circulation*

There are three primary vehicular access points to the site: a semicircular drive off West Mission Street, a small parking lot near the southwest corner of the Health Services Building, and a large parking lot at the northwest corner. There are additional angled parking spots along the semicircular drive off West Mission Street. A driveway connects the semicircular drive to the large parking lot.

Pedestrian sidewalks bound the site along the west, south, and east property lines, and connect to walkways penetrating the site. Primary walkways lead to the entrance of Former San José City Hall, to the parking lot west of Former San José City Hall, and to the south side of the Health Services Building. There is also a walkway from the large parking lot at the northwest corner of the site that provides access to the hyphen connecting Former San José City Hall to the Annex (**Figure 37**). North of Former San José City Hall there is a biomorphic pattern of paved walkways threading throughout a landscaped park area, with a clearing near a redwood grove east of the Annex. All of the original walkways are paved in a decorative pebble aggregate concrete with thin, smooth concrete banding between the individual slabs (though some areas have been recently replaced with a finer aggregate concrete) (**Figure 38**).

### *Vegetation*

North of Former San José City Hall is a park-like space surrounded by vegetation. This area is mostly level with some gentle graded knolls near its center. The majority of the space is sod lawn panels with maples and London plane trees along North First Street (**Figure 39**). The park also features conifers of various species, ginkgo trees, and what appear to be black walnut or pistachio trees. The lawn area is separated from the County buildings by a redwood grove that wraps around along the northern boundary of the subject property and along the east wall of the Annex. The redwood grove features extensive ivy beds as ground cover (**Figure 40**).



**Figure 37. Circulation patterns, vehicular (red) and sidewalks (blue)**  
Source: KVP Architects



**Figure 38. Decorative pebble aggregate concrete pathways at the former San José City Hall**  
Source: KVP Architects



**Figure 39. Sloped lawn and maple trees north of Former San José City Hall**  
Source: KVP Architects



**Figure 40. Redwood grove north of Former San José City Hall**  
Source: KVP Architects

Historic photos show young saplings lining the north side of Former San José City Hall (**Figure 41**). Based on the size of the existing black walnut and/or pistachio trees in this area, these appear to be original plantings. Historic photographs also show a concrete walkway that extends from North First Street into the park area (**Figure 42**). This feature has been replaced with lawn. Aerial photographs of the site from the 1960s do not show the redwood grove or its associated features (**Figure 43**). Based on this evidence it is presumed that these landscape elements were added in conjunction with construction of the Annex in 1974.



**Figure 41. Young saplings c1960s**  
Source: Sourisseau Academy for State and Local History



**Figure 42. North side with concrete path c1960s**  
Source: Sourisseau Academy for State and Local History



**Figure 43. Aerial photo of site c1960s**  
Source: Sourisseau Academy for State and Local History

On the east side of Former San José City Hall box hedges separate the building from the adjoining walkways. A small area near the door on this elevation contains some ornamental flowering shrubs and a lone pine tree, possibly a Bishop pine.



**Figure 44. Ornamental shrubs along south façade**  
Source: KVP Architects

The main entrance to Former San José City Hall, on the south side of the cafeteria/Council Chambers wing, has several formally designed landscaped elements. The area between the walkway and the south façade contains ornamental shrubs and juniper foundation plantings (**Figure 44**). On the other side of the walkway, there are three seating areas, each of which consists of benches surrounding a planter box containing what appears to be a pistachio tree. Each seating area is defined by a box hedge, and a row of ornamental roses forms the southern boundary of the entire arrangement (**Figure 45**). Located to the right of the main entrance are several flowering ornamental trees and shrubs. The area to the left of the entrance contains another type of flowering ornamental hardwood trees and ivy groundcover (**Figure 46**). The remainder of the landscaped area to the south of Former San José City Hall is mostly devoted to grass lawn panels.



**Figure 45. Seating areas around planting box**  
Source: KVP Architects



**Figure 46. Flowering ornamental hardwood trees**  
Source: KVP Architects

Based on historic photographs, the landscaped areas surrounding Former San José City Hall have been changed. While the landscaping retains its general layout, the vegetation has changed. Historic photographs illustrate an array of low-lying arid-climate plantings, such as yuccas and oleander bushes, with other desert-like shrubbery near the entrance and in other planting beds (**Figure 47 & 48**). Where the seating areas are now located originally had juniper foundation plantings. There are several young saplings and what appear to be birds-of-paradise to the left of the main entrance in these historic photographs. Presently there are only two trees and the current spacing of the existing trees does not correspond to what appears in the photograph. The area surrounding the Health Services Building has much sparser vegetation. Along the



**Figure 47. Original plantings c1960s**

**Source: Sourisseau Academy for State and Local History**



**Figure 48. Original plantings c1960s**

**Source: Sourisseau Academy for State and Local History**

east side of the 1964 addition, facing Former San José City Hall, there are four glossy privet trees with ivy beds planted as ground cover. There is a small redwood grove at the west end of the wedge-shaped auditorium wing and a single purple-leaf plum tree in the courtyard adjoining the auditorium (**Figure 49**). Several California pepper trees surround the secondary entrance on the north side of the building. The rest of the plantings are ornamental shrubs and grass lawn panels.



**Figure 49. Plantings near the Health Services Building**  
**Source: KVP Architects**

### *Small-Scale Features*

There are many small-scale features built into the landscape on the site. On the north side of Former San José City Hall, a stepped and curved concrete retaining wall separates the redwood grove from the County buildings. This element does not exist in the historic aerial photographs and it was presumably added when the County Building was constructed in 1976. Light standards line the walkway on the north side of Former San José City Hall. These do not appear to be original because they are not visible in historic photographs.

There is a small cluster of benches on the east side of the building which appear to be recent additions. On the south side of the building, the three seating areas each have three benches; they are positioned in a U-shaped formation surrounding a stacked masonry planter. Although the planters appear to be original, the benches appear to have been replaced. Historic photographs depict the benches as having stacked masonry block bases bridged with slatted wood seats. The existing benches have wood legs with a solid wood seat. An L-shaped bench near the main building entrance appears to have been replaced in the same manner. There is a telephone booth near the entrance dating from 1977 and a kiosk structure added sometime after that.

The small-scale features of the Health Services Building include various picnic tables and benches. None of them seem to be original.

## V. Historic Context

### A. Pre-Contact Period: -1769

The first inhabitants of the Santa Clara Valley were the Costanoan, or Ohlone, who settled in this area over 1,000 years before the Spanish arrived. The Ohlone were a Penutian-speaking people related both linguistically and culturally to the Coast Miwok of Marin County. Aboriginal groups of the San Francisco and Monterey Bay area came to be known collectively as Costanoans, a word derived from the Spanish word *Costeño*, meaning ‘coast people.’ Today the term “Ohlone” is favored by their descendants. The territory of the Ohlone stretched from the southern edge of the San Francisco Bay south to Point Sur, and from the Pacific Ocean east to the crest of the Diablo Mountains.<sup>14</sup>

The Ohlone of Santa Clara Valley lived in small, half-spherical dwellings built out of redwood and branches covered with a thatch of grass and earth. Between 50 and 100 people lived in several huts, which together formed a tribelet, or village. Each group maintained its own lands and operated independently in food-gathering operations, though they occasionally cooperated with other tribelets in the area and traded with more distant groups. For sustenance the Ohlone depended in large part on acorns gathered from the once-abundant oaks that formerly existed in the Santa Clara Valley floor. They also fished, gathered shellfish, and hunted game in the rich tidal marshes ringing San Francisco Bay. Much like their counterparts in other parts of California, the Ohlone would frequently set fire to hillsides and level grasslands to encourage the growth of plants that they liked to eat. The ethnographic record indicates that the Ohlone generally had plenty of food, which allowed them time to engage in other pursuits, including basket weaving, the manufacture of personal ornaments, and participation in religious rituals geared toward maintaining the abundance of their rich land.<sup>15</sup>

Perfectly adapted to the climate, flora, and fauna of the Santa Clara Valley, the lifestyle of the Ohlone remained largely unchanged for generations, until the arrival of the Spanish during the latter part of the eighteenth century. Under the banner of “the Sacred Expedition”, in 1769, José de Galves, *Visitador-general* of New Spain, commanded Gaspar de Portolá to explore the remote Spanish territory of Alta California and to establish military outposts, or “*presidios*,” at San Diego and Monterey. Portolá was also to assist Franciscan priest Father Junípero Serra with the establishment of a mission at San Diego. This settlement pattern of building secular settlements and military outposts next to the Franciscans missions would continue for the next 50 years, eventually extending Spanish settlements up the coast of California, from San Diego to San Rafael.<sup>16</sup>

### B. Spanish Period: 1769 – 1821

*El Pueblo de San José de Guadalupe* was established in 1777 by José Joaquín Moraga. This first civilian settlement in Alta California was chartered by the King of Spain and platted on the eastern banks of the Guadalupe River, adjacent to the lands of Misión Santa Clara. As a civilian pueblo, San José’s primary function was to grow crops and supply other provisions to the military presidios at Monterey and San Francisco. After floodwaters destroyed it on several occasions,

14 Stephen Payne, *Santa Clara County: Harvest of Change* (Sun Valley, CA: American Historical Press, 2008), 11.

15 Ibid, 13.

16 There were 21 missions in all, including 20 established by the Spanish and one established under Mexican rule (Mission San Francisco Solano in Sonoma).

the *Pueblo* was relocated approximately one-and-a-half mile south to higher ground in 1791, to a site corresponding with today's Plaza de César Chávez. For more than 80 years under Spanish and Mexican rule, San José grew slowly, despite the discovery that crops flourished in the area because of its extremely rich soils and ideal climactic conditions. Gradually, the settlement became a center of trade for the sparsely populated hinterlands located between San Francisco and Monterey. Although some agricultural production did exist, the mainstays of the local economy were cattle hides and tallow.<sup>17</sup>

### C. Mexican Period: 1822 – 1846

Following Mexican independence in 1822, the new Mexican government opened up Alta California to colonization – mainly by Mexican veterans of the War of Independence, but also foreigners willing to convert to Catholicism and become naturalized Mexican citizens. The secularization of the missions by the Mexican government in 1834, combined with the relaxation of immigration restrictions, led to an increasing influx of American immigrants arriving in Alta California. In contrast to the earlier American immigrants, who were mostly sailors or merchants who arrived by ship, most of those who came after 1834 were farmers who made their way to California overland, taking the dangerous and grueling passage over the Sierra Nevada Range. Within a decade, their numbers began to transform the demographic makeup of San José and much of the rest of Alta California. As local agricultural production expanded beyond the traditional Spanish/Mexican economy of hides and tallow to the more lucrative crops of wheat and wine grapes, San José began to evolve into a prosperous commercial/agricultural settlement of adobe residences and wood-frame stores, saloons, and hotels. The annexation of California by the United States in 1849, and the ensuing Gold Rush, further transformed San José, and it soon became the primary supply center for miners taking the overland route to the gold fields. Many erstwhile miners, recognizing the rich soil and temperate climate of the Santa Clara Valley, returned to San José to settle after trying their luck in the Sierras.<sup>18</sup>

### D. Early American Period: 1847 – 1869

John Burton, the first American *alcalde* (mayor) of San José, commissioned a survey of the *Pueblo* not long before California was annexed by the United States. In 1848, surveyor Chester Lyman laid out a gridiron-pattern of streets east of the original *Pueblo*. It was in this area—bounded by St. John Street to the north, Fourth Street to the east, San Fernando Street to the south, and Market Street to the west—that the new commercial and retail district developed. The first businesses were located close to the old *Pueblo* along Post and Market streets. Following statehood in 1850, the designation of San José as California's first state capital caused the newly incorporated city to grow at a feverish pace for a short time. Although the state capital was eventually relocated in 1852, the growth of San José resumed in 1864 with the completion of the San Francisco and San Jose Railroad. Five years later, San José was connected by rail to the rest of the United States by a Central Pacific trunk line operating between Niles (now part of Fremont) and downtown San José. Because of these developments, San José became connected to the greater national and world economies through the shipment of local agricultural products worldwide.<sup>19</sup>

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17 Christopher VerPlanck, "Downtown San Jose Historic Context," in: *San Jose Downtown Historic District Design Guidelines* (San José: San José Redevelopment Agency, 2003).

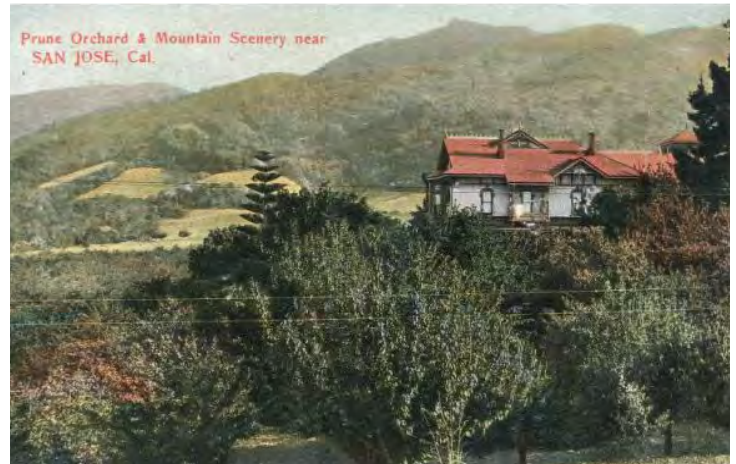
18 Ibid.

19 Ibid.



### E. Horticultural Period: 1870 – 1918

The half-century between 1870 and 1918, the period in which the majority of downtown San José was constructed, not coincidentally corresponds with the most important era of horticultural expansion in the Santa Clara Valley. Although pioneer horticulturalists had planted orchards as early as 1852, it was not until the 1870s that vast sections of the valley floor in San José and the surrounding areas of Santa Clara, Los Gatos, Saratoga, Campbell, Evergreen, Milpitas and elsewhere had been planted in groves of plums, cherries and apricots (Figure 50). By the late 1870s, fruit production dominated the regional economy. Promotional literature published in eastern newspapers extolled the benefits of the most ideal fruit-growing region in the world. Other industries related to horticultural production, such as canneries, box and can makers, and machine shops, grew up alongside the orchards and helped to balance the local economy (Figures 51 & 52). Fruit production, which consisted largely of apricots and prunes, peaked in the 1920s in the “Valley of Heart’s Delight,” as the Santa Clara Valley was known, and remained a mainstay of the regional economy until after the Second World War.<sup>20</sup>



**Figure 50. Postcard of Prune orchard in San José c1900**  
**Source: San José Public Library California Room**



**Figure 51. Cannery Peach Pitters c1890**  
**Source: Museum of Los Gatos**



**Figure 52. Fruit canning processing room (undated)**  
**Source: Los Gatos Public Library**

<sup>20</sup> Christopher VerPlanck, “Downtown San Jose Historic Context,” in: *San Jose Downtown Historic District Design Guidelines* (San José: San José Redevelopment Agency, 2003).

The rapid development of San José during the late nineteenth and early twentieth centuries largely resulted from the growing wealth of the local horticultural industry. The burgeoning economy required supporting businesses such as banks, hardware stores, restaurants, saloons, and large hotels to accommodate visiting ranchers. Between the late 1860s and the early 1890s, commercial development crept eastward along Santa Clara and San Fernando Streets to Third and Fourth Streets. Today, clusters of buildings dating from the 1860s still exist along South First Street (**Figure 53**). The growing prosperity of the region also led to the construction of civic buildings such as the Santa Clara County Courthouse (1866), at 161 North First Street; St. Joseph's Cathedral (1875-85), at 90 South Market; San José Post Office (1893), at 110 South Market Street; and a new brick City Hall (1889) on the site of what is now Plaza de César Chávez.<sup>21</sup>



**Figure 53. San José in 1875**  
Source: Bancroft Library

The development of modern infrastructure and transportation systems further enabled San José's rapid growth. Electrical service came to the city in 1881; during that same year, the famous San José Light Tower was erected over the intersection of Market and Santa Clara streets. In 1887, Samuel Bishop built the first electrical streetcar line in America when he began running cars between San José and Santa Clara. The 1880s witnessed the construction of some of the finest commercial buildings in downtown San José, several of which still stand. In contrast, the early 1890s brought difficult times; in 1892, a major fire burned down a substantial portion of downtown. Despite the national Panic of 1893 and ensuing depression the destroyed buildings were quickly rebuilt.<sup>22</sup>

By 1905, local streetcar lines and interurban lines connected downtown San José with vast sections of the agricultural and suburban hinterlands. Every day, thousands of citizens flocked downtown for most of their banking, shopping, entertainment, and government needs. As the population of San José grew to almost 50,000 in the early twentieth century, the city began to change in character from a semi-rural market town into an important Bay Area urban center in its own right, ranking in population only to San Francisco, Oakland, and Berkeley. During the first three decades of the twentieth century, commercial development spread north of Santa Clara Street, east of Third Street, and south of San Fernando street. The size of buildings also increased as the development of steel-frame and concrete construction enabled speculators to construct early skyscrapers, the most notable of which were the seven-story Garden City Bank (1908), at South First and East San Fernando streets; the 10-story First National Bank Building (1910), at 20 West Santa Clara Street; and the 13-story Bank of America Building (1927), at 12 South First Street.<sup>23</sup>

21 Ibid.

22 Ibid.

23 Christopher VerPlanck, "Downtown San Jose Historic Context," in: *San Jose Downtown Historic District Design Guidelines* (San José: San José Redevelopment Agency, 2003).

## F. Interwar Period: 1918 – 1945

Between World Wars I and II, the horticultural industry continued to dominate San José and the Santa Clara Valley's economy. Improvements in shipping technology, coupled with a nationwide increase in demand for fruit, led to the formation of many new canning, drying, and shipping companies. Innovative machinery such as fruit peelers and pitters, pressure cookers, and

coolers (which would later be used in other food processing markets) made processing plants some of the largest and most successful businesses in San José in the 1920s (**Figure 54**). During the Second World War, there was a great demand for canned and dried fruit for overseas servicemen and women, with most of it produced in Santa Clara County. The agricultural businesses, both orchards and the related industrial facilities, were the leading sources of employment in San Jose until 1952.<sup>24</sup>



**Figure 54. Boxing prunes c1940**  
Source: History San José Research Library

San José's population reached 57,651 residents in 1930.<sup>25</sup> During the early years of the Great Depression, population growth temporarily slowed and construction activity steadily declined along with the falling demand for housing. To address the national housing slump, Congress passed the National

Housing Act in 1934, creating the Federal Housing Administration (FHA) to act as the main federal agency handling mortgage insurance. The FHA produced a series of publications on residential house design. These publications aimed to facilitate new low-cost housing construction by promoting standardized design standards for residential subdivisions. Subdivisions embodying characteristics of FHA design principals began to appear in San José in the late 1930s, both as infill construction in older established neighborhoods, and as new development surrounding the city's core.

The 1930s saw an increase in commercial and institutional building types, spurred on by President Franklin D. Roosevelt's New Deal programs with money available through the Works Progress Administration (WPA). A new post office and civic auditorium were completed downtown – both designed in the regionally appropriate Spanish Colonial Revival Style. By 1937, the city saw a steep rise in building permits in conjunction with a local building boom spurred on by the growth of the local defense industry. At the same time, motor vehicle registration also rose dramatically, a hint to California's growing idependency on automobiles.<sup>26</sup>

<sup>24</sup> PAST Consultants, LLC, *Historic Context Statement for San Jose Modernism* (San Jose: Preservation Action Council of San Jose, 2009), 13.

<sup>25</sup> *Ibid.*, 14.

<sup>26</sup> *Ibid.*, 20.

## G. Postwar Economic and Political History of San José: 1946-

The December 7, 1941 attack on Pearl Harbor signaled the beginning of a permanent shift away from the fruit industry toward the production of wartime materials. Northern California housed multiple military training centers, and nearby Mountain View's Moffett Field Naval Air Station served as an important base of operations for the United States Navy. Food production companies shifted their operations toward the production of armored and amphibious vehicles for the war effort. Other industries, such as cement and magnesium plants, opened and operated in Santa Clara County as well.<sup>27</sup> The shift in economy toward defense and technology continued as the need for vacuum tubes and associated electronics became established for applications in radar and aircraft. The Santa Clara County Board of Supervisors and the San José City Council even hired public relations consultants to visit industrial leaders throughout the nation and sell the virtues of manufacturing in Santa Clara County.<sup>28</sup> These early industries laid the groundwork for what would become the greatest electronics manufacturing region in the United States – Silicon Valley.



**Figure 55. Aerial of Santa Clara Valley c1940**  
Source: Santa Clara University

### *San José Capital Improvements and Urban Planning*

By 1960, the County Planning Department estimated that each new industrial job brought between eight and ten new residents while providing another 1.5 non-manufacturing jobs.<sup>29</sup> The booming industrial sector, and concomitant growth in suburban housing tracts, nurtured an expansionist climate as the city government began to undertake the first large-scale planning efforts in San José's history (**Figure 55**). In 1948, City Manager O.W. Campbell submitted the City's first Six-Year Capital Improvement Plan. The plan was the first attempt to grapple with planning for significant future growth, and included investment in city infrastructure and departments. Many civic buildings were designed and built under the plan, including post offices and fire stations. When Campbell stepped down in 1949, the 1948-1954 Capital Improvement Plan would serve as the primary blueprint behind the city's transformation during the postwar period.

### *A.P. "Dutch" Hamann*

Anthony Peter "Dutch" Hamann was sworn in as Campbell's replacement as City Manager on March 27, 1950 - the 100-year anniversary of San José's official incorporation as a city (**Figure 56**). Appointed by a pro-growth City Council ready to embrace San Jose's expansion potential, Hamann began an aggressive annexation program. Aiming to make San José the commercial and industrial leader of the region, Hamann's pro-development policies resulted in the annexation of 1,419 outlying acres by the end of 1969.<sup>30</sup>

27 Ibid, 22.

28 Stephen Payne, *Harvest of Change*, 171.

29 Ibid, 175.

30 PAST Consultants, LLC, *Historic Context Statement for San Jose Modernism*, 27.

As these lands were annexed to the city their value for commercial, industrial, or residential development increased substantially. As property values rose, taxes increased based on the “highest and best use” of the land. Ranchers, falling under significant economic pressure, had little choice but to sell their lands to developers or industries bent on expansion. Consequently, the process of suburbanization became a self-perpetuating phenomenon; as vast tracts of orchards made way for tract homes, shopping centers, and office parks, the suburban frontier pushed out even further, leading to subsequent annexations and development.



**Figure 56. A.P. “Dutch” Hamann (left) with former San Jose Mayor Robert Doerr (right), c1960s**  
**Source: Sourisseau Academy for State and Local History**

In 1952, Hamann produced a report entitled: *Planning San José: Background for Planning*. This report, which was a blueprint for low-density suburban development, outlined recommendations for accommodating the expansion of the city into the rural hinterlands

of the Santa Clara Valley. The document acknowledged the influence of the automobile, stating that the Downtown Central Business District “isn’t growing as it should,” allegedly due to traffic and parking constraints.<sup>31</sup> The neighborhood shopping center was identified as the model for the future, and Hamann placed automobile-related infrastructure as a top priority for his capital improvement plans. In the same year, city voters approved a bond issue for the expansion of auto-related infrastructure, including parking lots, street and highway improvements; as well as buildings to serve the increasingly far-flung suburban tracts, particularly fire stations and schools.

By the late 1950s, traffic congestion had become one of the growing city’s greatest problems. Hamann proposed the construction of new parkways and widened arterial streets. To do this he tapped federal funding from the Federal-Aid Highway Acts of 1952 and 1956, which made millions of dollars available for the country’s interstate highway system. The funding would be used to construct the Sinclair Freeway, or Interstate 280, to tie San José into the larger regional system being built within the San Francisco Bay Area.<sup>32</sup>

In addition to expanding the size of San José nearly eight times over and increasing the population by 400%, Hamann’s 19-year career as City Manager created an impressive portfolio of civic improvements, including an expanded fire protection program, connection of San José to the larger state and federal highway systems, expansion of the Municipal Airport, a modern wastewater treatment plant, Kelley and Coyote River parks, as well as an expanded library system.

One of Hamann’s most high-profile public projects was the new \$2.5 million City Hall on the southern portion of the joint City/County Civic Center at North First Street and West Mission Street.<sup>33</sup> Designed in a stark International Modernist style, the new City Hall was located one mile-and-a-half north of downtown San José, the historic location of the City’s administration. The new Civic Center location

31 Ibid, 28.

32 Ibid, 32.

33 Ibid, 38.

at the southern edge of the rapidly growing high-technology corridor along North First Street was probably more than just an accident of history. Under the leadership of City Manager Hamann, high technology manufacturing and research and development had unprecedented access and influence, and perhaps the decision to abandon downtown reflected San José's reorientation away from the horticultural past and toward its future as the high technology capital of the world. From 1958 until his retirement in 1969, Dutch Hamann (and his political ally Mayor and later Councilman George Starbird) worked out of his suite on the fourth floor of Former San José City Hall, overseeing the transformation of San José from the center of the "Valley of Heart's Delight" into the capital of "Silicon Valley."<sup>34</sup>

### *City and County Relationship*

As early as 1953, annexation plans created conflicts with other communities in Santa Clara County, in particular Sunnyvale, Mountain View, and Los Altos. When Santa Clara County attempted to create infrastructure that would serve the entire valley, the City of San José blocked the proposal and refused to allow connections to services such as the sewage plant to areas that were not yet annexed to the city, essentially forcing outlying areas to join the City in order to get services.<sup>35</sup>

In the early 1950s, because of San José's annexation program, coupled with several defensive incorporations of new cities to avoid being annexed by San José (such as Milpitas, Cupertino, and Campbell) the County adopted a total of 17 different zoning ordinance and building code amendments. On June 25, 1953, Santa Clara Mayor W. J. Nickolson invited elected officials from across the county to join discussions to resolve the issues present in the county. The participating governments agreed to form the Inter-City Council of Santa Clara County. In the following years the Inter-City Council would try to form a super-zoning commission with regional authority to regulate uncontrolled growth and oversee all zoning in Santa Clara County. In 1963, the California State Legislature created a Local Agency Formation Commission (LAFCO) for every county to control urban sprawl and better govern the formation of new cities or annexations. In Santa Clara County, the local LAFCO comprised appointees from all cities and unincorporated areas. The net effect of LAFCO's activities was an end to the aggressive annexation efforts of San José.<sup>36</sup>

### *Post-Hamann Years*

Tiring of the growth-at-any-cost outlook of the Hamann administration, in the late 1960s San José's electorate elected a slow-growth majority on the City Council. Sensing that political winds were shifting, Hamann retired on December 1, 1969. By 1973, the County Board of Supervisors ruled that no more urban development would be allowed in unincorporated areas, forcing all new development within the city limits.<sup>37</sup> A new comprehensive county-wide general plan was adopted in 1980, which included further limitations on development in the mountainous regions surrounding the valley floor. Additionally the California State Legislature passed the Williamson Act (California Land Conservation Act), in 1965, in an effort to preserve remaining agricultural lands and agricultural production. Through these combined efforts Santa Clara County preserved thousands of acres for agriculture. Nevertheless, by the mid-1980s, agricultural land accounted for only one third of the county's area, mostly located in the southeast near Gilroy.<sup>38</sup>

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34 "Exciting Design of New City Hall, San Jose, California," *Architect & Engineer* (April 1960).

35 Stephen Payne, *Harvest of Change*, 180.

36 *Ibid*, 181.

37 *Ibid*, 182.

38 *Ibid*. 184.

### *Silicon Valley*

Although Silicon Valley got its start in the research laboratories in nearby Stanford University, the industrial component of the high technology industry in Santa Clara County flourished in San José, mostly due to the pro-business efforts of City Manager Hamann. For example, when International Business Machines (IBM) was looking to build a combined research and development and manufacturing campus in the region, City Manager Hamann steered the company to the rural Santa Teresa district, an area of cherry and plum orchards in the southeast corner of Santa Clara Valley. When the area met with approval from IBM, Hamann annexed Santa Teresa and built the infrastructure required by IBM to build what would become the IBM Cottle Road facility (**Figure 57**).<sup>39</sup>



**Figure 57. Advertisement for IBM's Cottle Road facility 1962**

**Source: San José Silicon Valley Chamber of Commerces**

Santa Clara Valley's history with technological innovation started with the manufacture of electronic components for war materials, reaching its initial peak in 1943. After the Second World War, continued demand from the U. S. Department of Defense brought in thousands of technology jobs through the 1950s and 60s. By 1971, the manufacturing industry in the region had shifted from vacuum tubes to the development of integrated circuits and silicon chips for computers and small electronics.<sup>40</sup>



**Figure 58. Professor Fred Terman, Jr.**  
**Source: Stanford University**

The start of the technology boom in Santa Clara County can be traced back to Professor Fred Terman, Jr. of Stanford University's Department of Electrical Engineering (**Figure 58**). Under Terman, Stanford became one of the leaders in the electronics field. Two of his students, William Hewlett and David Packard, became friends during their senior year. The duo began making electronic test equipment in a one-car garage in Palo Alto.<sup>41</sup> By the Second World War, Hewlett and Packard obtained multiple government contracts, and in 1947 the Hewlett-Packard Company incorporated.

Stanford established the Stanford Research Institute (SRI) in 1946, and began to lease land to Varian Associates (founded by fellow Stanford graduates, brothers Russell and Sigurd Varian, with a specialization in radar development) and Hewlett-Packard. It was Terman, then the dean of the Engineering School, who developed the idea for the Stanford Industrial Park in 1956. The high-

<sup>39</sup> Ward Winslow, *The Making of Silicon Valley: A One Hundred Year Renaissance* (San José: 1995).

<sup>40</sup> PAST Consultants, LLC, *Historic Context Statement for San Jose Modernism*, 48.

<sup>41</sup> Stephen Payne, *Harvest of Change*, 173.

technology industrial park was established on university property, and was further expanded by the addition of Sylvania, Philco-Ford, General Electric, and Lockheed's Research Laboratory.<sup>42</sup> Other companies specializing in defense contracts and computer technology laid roots in the area, including Fairchild Semiconductor, IBM, and Intel.

By the late 1960s, many industries, realizing their dependency on defense spending, began exploring non-defense fields. Previous defense contractors such as Lockheed and Philco-Ford diversified their products into petroleum, highway planning, and oil pipelines. Later, the personal computer industry took off in the mid-1970s with the introduction of Apple computers, created by high school friends Steven Wozniak and Steven Jobs. After building computers with low-cost components to be sold on a contract basis, a user-friendly version catapulted the company into success and revolutionized the personal computer industry.<sup>43</sup>

The Santa Clara Valley housed over 3,000 electronics firms by 1980.<sup>44</sup> The successful industry brought thousands of people to the area and created a staggering population change. In 1950, the county had 290,547 residents; by 1986, the population was 1,403,100.<sup>45</sup>

## H. Modernism in San José: 1946 -

### H.1 Brief history of Postwar Modernism in General

The origin of Modernism cannot be pinned to one specific influence, since a variety of factors created the ideal conditions for a dramatic change in architectural aesthetics during the early twentieth century. Drawing on the work of the proto-Modernist pioneers who harnessed the power of reinforced-concrete, steel, iron, and glass (such as Louis Sullivan and Frank Lloyd Wright), postwar Modernists utilized these materials in new and experimental ways. It was these materials that enabled open floor plans and large expanses of glass that characterize the style. Beyond aesthetics, the Modern Movement indicates an attitude: "a determination to break with the past and free the architect from the stifling rules of convention and technique."<sup>46</sup> Still, some historians consider Modernism a strictly aesthetic reaction and a rejection of the excesses of the Victorian and Edwardian eras.

Regardless of the precise formative factors, what is now regarded as Modernism derived its initial characteristics from transformations following the First World War in Europe during the 1920s and 1930s. In addition to a rejection of the culture that had ushered in the horror that was the First World War, there was a desire to create a new architecture for the incipient machine age and to express the shifts in the contemporaneous social and political spheres three-dimensionally. These aspirations were then matched with an aesthetic of light and openness.

#### *Bauhaus*

The face of early twentieth century Modernism was altered by the role played by the Bauhaus and its protégés throughout the 1920s and 1930s. Formed as an amalgamated state school of

42 Ibid.

43 Ibid, 175.

44 PAST Consultants, LLC, *Historic Context Statement for San Jose Modernism*, 51.

45 Stephen Payne, *Harvest of Change*, 178.

46 Bose, Sudip. "What is Modernism?" *Preservation: The Magazine of the National Trust for Historic Preservation* Volume 60, no. 3 (May/June 2008): 36.



fine art and craft in Germany, the Bauhaus was directed by Walter Gropius, and concentrated on the design of objects for mass production. Elements of design that were traditionally reserved for the architecture of the old nobility – decorative ornamentation and labor-intensive materials – were rejected in favor of an “expressed structure.” The machine-made parts of the building would be exposed, clearly visible from the outside and concealing nothing. By the early 1920s, German architect Ludwig Mies van der Rohe pushed Modernism even further, utilizing glass as a structural element that could achieve even greater openness and transparency. In 1930, Mies took over as director of the Bauhaus, but the rise of Nazism and the Second World War ended the institution. Its founders and followers, including Gropius, Mies, and Marcel Breuer, left Germany and many settled into academic jobs in the United States. Their design philosophy of deriving maximum effect from a minimal use of form had a profound impact on the development of architectural principles in this country and helped to shape the postwar American landscape.

### *International Style*

The movement that was to become known as the International Style gelled after the First World War on both sides of the Atlantic. The work in Southern California by Viennese architects Rudolph Schindler and Richard Neutra introduced the new ideas of informality and minimalist interiors through the open plan. The Modernists championed the use of inexpensive, mass-produced materials, and experimentation with standardized components. But perhaps most revolutionary was the linkage of the building with nature. The open architecture embraced its surroundings and began to blur the boundaries between indoor and outdoor spaces, as “the careful consideration of the site, skillful manipulation of daylight and sunlight, and the imaginative use of landscaping” fell under the responsibility of the architect.<sup>47</sup>

In 1932, a landmark exhibition at the Museum of Modern Art (MoMA) titled “Modern Architecture: International Exhibition” brought the designs of the European masters to an American audience. MoMA director Alfred Barr, head of the Architecture and Design Department Philip Johnson, and architectural historian Henry-Russell Hitchcock curated the show, which coined the term ‘International Style’, representing an academic acknowledgement of this evolution in design ideology. After the Second World War Modernism hit the American mainstream. These innovations reflected a larger postwar trend of engaging a new consumer society with a Modernist aesthetic, driven by technology and innovation (**Figure 59**).<sup>48</sup> Former San José City Hall is an embodiment of this trend of Modernism being used by City Manager Dutch Hamann to express the city’s forward-looking stance.

### *Expressionism*

The International Style was only one of many branches of Modernism. Advancements in Scandinavia brought a gentler approach to form and materials through the work of Alvar Aalto and Arne Jacobsen. Although these designers were best-known for their pioneering furniture

47 Andrew Weaving, *Living Modern* (San Francisco: Chronicle Books, 2002), 16.

48 Weaving, *Living Modern*, 19.



**Figure 59. Example of building technology advertisement from the 1950s**  
Source: Modern Ridgewood

and product designs, their buildings echoed the new shapes drawn from nature through the use of curved walls, sculptural structural elements, and a return of traditional materials such as timber and brick (**Figure 60**). The results were a mixture of warmth, richness, and personality. The hard-line functionalism of the International Style became softened, loosened, and tempered with the fresh and organic work of the 1950s. Several aspects of Former San José City Hall's design, including its curved walls, brick and split-face concrete block, etcetera, hint at the influence of this more organic side of postwar Modernism.



**Figure 60. Alvar Aalto's Baker House dormitory, constructed 1947**  
Source: Massachusetts Institute of Technology

In the late 1950s, orthodox Modernist geometries gave way to the more expressive and monumental works of a second generation of Modern architects, including Eero Saarinen, Oscar Niemeyer, and Louis Kahn. The strictures of the International Style gave way to more elemental geometric forms and exploration of natural materials. During this time, various regional schools of design were beginning to take shape. In Northern California, the Second Bay Region Tradition applied Modernist principles to the organic materials pioneered by early San Francisco Bay Area architects. Although located in the heartland of the Bay Region Tradition, Former San José City Hall does not embody the principles of the Bay Region Tradition. Nevertheless, Former San José City Hall's careful integration into its site is probably a reflection of its regional context.

Acting as a constant throughout these evolutions was the idea of embracing nature and merging indoors with outdoors. Within Modernism lies an architectural realism that reflects the strong interrelation between interior and exterior. Walls of glass lightened buildings throughout the 1940s, all made possible by new technologies. With the huge windows creating a view, the landscape became as important as the interior. The glass could act as an extension of the plan, translating architectural elements into plazas and plantings, and mirroring the natural topography of the land. Former San José City Hall does this quite effectively with its curved south wall embracing a landscaped park-like setting, as well as the landscape feature that originally extended from the south entrance into the lobby area.

## H.2 Brief history of Modernism in the Bay Area

At the turn of the twentieth century, the English Arts and Crafts movement had manifested itself in California through its counterparts, the Craftsman and Mission Revival styles. Both styles highlighted a deep connection with the surrounding landscape and a focus on handcraft over the machine.<sup>49</sup> In the San Francisco Bay Area, a particular focus on local materials, such as redwood, led to a stylistic regionalism (**Figure 61**). Spearheaded by architects Bernard Maybeck, Julia Morgan, and Willis Polk, the "Bay Region Style," a term coined by architectural and social historian Lewis Mumford in 1947, often joined aspects of traditional Beaux-Arts planning with California vernacular forms and materials, such as the Mexican adobes, early American-period

49 Mark Trieb, *Appropriate: The Houses of Joseph Esherick* (San Francisco: William Stout Publishers, 2007), 25.

frame houses and barns, and an emphasis on site and locally sourced materials.

While the works of Maybeck, Morgan, and Polk comprise what has been come to known as the First Bay Region Tradition, later architects married Craftsman forms with Modernist principles, such as open floor plans and the deconstruction of confining rooms popularized by the Bauhaus and the International Style. Architects of the Second Bay Region Tradition, which developed around the middle of the twentieth century, include William Wurster, Gardner Dailey, and John Funk (**Figure 62**). In the 1949 “Domestic Architecture of the San Francisco Bay Region” exhibition at the San Francisco Museum of Art, Mumford stated Second Bay Region architects “have absorbed the universal lessons of science and the machine, and have reconciled them with human wants and human desires, with full regard for the setting of nature, the climate and topography and vegetation.”<sup>50</sup>



**Figure 61. Bernard Maybeck “Sunbonnet House” in Palo Alto, constructed 1899**  
Source: PAST Heritage

In general, Second Bay Region Tradition buildings are characterized by wood cladding, large expanses of glass, overhanging eaves, and flat or low-pitched roof forms. They embraced open floor plans and allowed for more light-filled spaces than buildings of the First Bay Region Tradition. Buildings of the Second Bay Region Tradition were generally small in scale. Most significantly the designs adapted to the landscape and climatic conditions (often times built into the earth) and were traditionally built of locally sourced redwood and sometimes stone. The effect of “stained redwood and expansive use of glass resulted in luminous, earthy dwellings in keeping with emerging indoor-outdoor lifestyles.”<sup>51</sup>



**Figure 62. A William Wurster house in San Francisco**  
Source: San Francisco Chronicle

Former San José City Hall is not an example of the Second Bay Region Tradition; its design embodies characteristics of the International Style and Expressionism, styles that thrived in Southern California during this same period. Although not located in Southern California, San José’s development during the postwar period more closely matched its counterparts in the southern part of the state and this may have something to do with its rejection of the fine-grained and naturalistic Second Bay Region Tradition favored in San Francisco and the urbanized East Bay.

50 Ibid, 27.

51 San Francisco City and County Planning Department, *San Francisco Modern Architecture and Landscape Design 1935-1970 Historic Context Statement* (San Francisco: SF Planning Dept, 2011), 110.

### H.3 Brief History of Modernism in San José

In 2009, the Preservation Action Council of San José commissioned a context statement on San José Modernism from Past Consultants, LLC. The resulting *Historic Context Statement for San José Modernism* has since been adopted by the City of San José. The following is a summary of prevalent Modernist building types and architectural styles found in San José that were identified in the Historic Context Statement.

#### *Building Types*

The huge growth in San José between 1940 and 1969 produced numerous examples of Modernist buildings of every functional type: civic, industrial, commercial, and religious. Commercial buildings in particular were designed to accommodate the automobile, including shopping centers, drive-in restaurants, automobile sales and repair facilities, service stations, and drive-in banks and theaters.<sup>52</sup> The increase in population also caused an enhanced need for professional services, with medical and dental offices often constructed in Modernist designs. Modernism was also, by far, the most popular choice for the design of civic buildings such as schools, fire stations, libraries, as well as the buildings constructed in the new joint City/County Civic Center at North First and West Hedding streets. With a few notable exceptions, Modernism was not as popular with the design of tract housing in San José. As an inherently conservative building type designed with traditional conceptions of “home” (not to mention resale) in mind, Modernism was probably too much of a gamble for most residential builders.

#### Retail

The rapid expansion of the San José required an increase in services outside of the old downtown. Retail construction consequently blossomed on numerous arterial roadways and at important intersections throughout the city. The construction of an integrated system of arterials, county expressways, and freeways that occurred in the 1950s and 1960s, coupled with the population's increased dependence on automobiles, helped shape the retail construction pattern. Automobile-related conveniences, such as off-street parking and drive-through windows, became key consideration in the design of retail spaces. Freestanding retail stores, such as drive-in banks, restaurants, service stations, and grocery stores, were often set off the street with parking accommodations in front. In contrast, equally popular retail strips comprised a series of attached buildings, with a larger or more impressive building at the end to attract passing motorists, and significant parking lots.

Although it is clearly not a retail structure, Former San José City Hall embodies the incorporation of the automobile into its design. In contrast to the old City Hall, which was located downtown and close to streetcar networks, the new facility was located within a part of the city poorly served by public transit. A private automobile was all but necessary to use the building and the site plan included abundant surface parking.

#### Industrial Parks

The influx of technology and electronic companies resulted in a building boom to house the new industries. In addition to Stanford Industrial Park in Palo Alto, dozens of private companies established their own corporate and industrial campuses to house offices and manufacturing. The best example illustrating this trend is IBM's previously mentioned Cottle Road campus – established in the mid-1950s when the company purchased 210 acres of orchards to develop

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52 PAST Consultants, LLC, *Historic Context Statement for San José Modernism*, 42.

a campus for its manufacturing and research and development operations. IBM hired John S. Bolles & Associates to design the campus, which would be the first to utilize Modernist design concepts. At the request of IBM's president, the Cottle Campus "was intended to integrate art, nature and work to foster better employee care and comfort, which would lead to greater employee efficiency."<sup>53</sup> To this end, the final campus plan included ample open space (including a remnant of an orchard), landscaping, and extensive public art. The plan has continued to influence corporate campuses to this day, with most having a park-like setting surrounded by landscape and featuring amenities for employees, such as cafeterias, fitness facilities, and daycare. Many of the later industrial parks that opened along North First Street in the 1960s and 1970s adhered to this general concept, although none approach the IBM campus in regard to quality design.

Industrial parks typically highlighted landscape elements, with plazas and ample designed open spaces. These buildings were usually part of a large complex, constructed with large budgets and designed by well-known architects. Of all the types of Modernist buildings discussed in this section Former San José City Hall probably most closely embodies the characteristics of the corporate office park.

### Educational

The 1933 Field Act dramatically affected school design in California, as it required the Division of the State Architect to oversee the planning, design, construction and alteration of public schools pursuant to seismic standards. In addition to creating new earthquake-resistant facilities, San José had to accommodate a growing influx of students. As early as the late 1940s, local schools had become severely overcrowded, with half-day double school sessions and classes held in school corridors, homes, and elsewhere to accommodate all the students. The majority of pre-1933 schools were demolished instead of retrofitted. With the help of voter-approved bond measures, San José hired well-known architects, such as Ernest J. Kump, Jr., who designed San José High School (now the San José High Academy) in 1952 (**Figure 63**). San José State University also expanded after the war, with a \$12 million expansion plan to accommodate a student body that had more than doubled.<sup>54</sup>



**Figure 63. San José High Academy**  
Source: PAST Consultants, LLC

Designs for schools were quick to incorporate innovative ideas in space planning. Many schools were designed in the International Style, integrating landscaping and open recreation areas.<sup>55</sup> Ease of expansion was another hallmark of Modernist school design. Many schools employed the finger plan with outdoor circulation (made possible by the state's temperate climate) which allowed additional classrooms to be added easily and inexpensively.

53                    Ibid, 52.

54                    Ibid.

55                    Ibid, 95.

### Civic Buildings

Despite the increased outward growth, downtown San José was not without its own mid-century development. San José's first urban renewal site, Park Center, began in the late 1950s, but construction did not begin until 1968. The City acquired properties within a 13-block area bounded by San Fernando Street to the north, San Carlos Street to the south, Market Street to the east, and Almaden Boulevard to the west. The Park Center Plaza project was intended to reinvigorate San José's downtown in response to the disinvestment that accompanied suburban expansion. Six major national and West Coast banks: Bank of America, Wells Fargo, Union Bank, United California Bank, Security Pacific National Bank, and Bank of California, funded the construction of regional corporate headquarters buildings in the 24-acre Plaza complex.<sup>56</sup>

In addition to financial headquarters, the Park Center Plaza project initiated the construction of several civic buildings, including the former Dr. Martin Luther King, Jr. Main Library (completed in 1970 and designed by Norton S. Curtis and Associates) and the San José Center for the Performing Arts (completed in 1972 and designed by Taliesin Associated Architects of Scottsdale, Arizona). Other urban renewal projects include the San Antonio Plaza (directly abutting the Park Center Plaza), a pedestrian mall that enclosed three blocks of San Antonio Street.

In regard to their styling, most of the private and civic buildings constructed in downtown San José as part of the urban renewal projects were designed in various offshoots of Modernism, including Brutalism (Dr. Martin Luther King Jr. Library) and a more generic glass curtain walled Corporate Modernism, which was used on many of the private office buildings erected in the area.

## **H.4 Design of Civic Centers in the Postwar California**

Former San José City Hall was constructed in the joint City/County Civic Center serving both San José and Santa Clara County. It was one of a dozen or so civic centers built from the ground up in the San Francisco Bay Area after the Second World War. Indeed, civic center development took off throughout California in the 1950s and 60s, as hundreds of municipalities in the fast-growing state built new civic complexes in response to growing demand for services and growing tax revenues. If built for a small city, a civic center typically consisting of a city hall, a police building, and maybe a library or a fire station. If a county seat, a civic center might be more elaborate, typically consisting of a city hall and other city buildings, a county administration building, courthouse, and jail; and if important enough, maybe also a state or federal building. Projects varied in size, from large projects of statewide importance such as the State Capitol Mall in Sacramento or the Los Angeles Civic Center to smaller suburban communities like Compton, Newport Beach, and Palo Alto. While the architectural qualities of these civic centers varied wildly, most were designed in Modernist styles appropriate to the progressive outlook of California's affluent and optimistic postwar society.

In Fresno, architect Ernest Kump designed one of the earliest Modernist civic centers with his Fresno City Hall of 1940. This building earned Fresno national acclaim when the Museum of Modern Art in New York included it in an exhibition of the most significant buildings constructed in the United States between 1932 and 1942.<sup>57</sup> Innovative features included an interior ramp system instead of elevators, movable interior partitions, and a windowless and sky-lit city Council Chambers. The building still stands and is listed on Fresno's Local Register of Historic Places.

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<sup>56</sup> Ibid, 46.

<sup>57</sup> Elaine Stiles, City of Fresno Historic Preservation Program, *New Deal Fresno* (Fresno, CA: City of Fresno Planning Department, 2008).

Civic Center development in Southern California also reflected Modernist ideals, particularly in Inglewood and Santa Ana. Inglewood's 1954 City Hall was a low-rising horizontal concrete structure with ribbon windows (**Figure 64**); it was torn down prior to the new Inglewood Civic Center redevelopment of the early 1970s. Orange County undertook a massive Modernist civic center redevelopment in the late 1960s, including a 1968 county courthouse designed by Richard Neutra, with Santa Ana City Hall added in 1973. Los Angeles was also in the process of building out its massive Civic Center during the post-Second World War II era. Although the Los Angeles Civic Center had been started much earlier, it was not fully built out until after 1950, when the City of Los Angeles, Los Angeles County, the State of California and the Federal Government began erecting monolithic International-style office buildings on superblocks throughout the 12-block tract located between Pershing Square and Chinatown.



**Figure 64: 1954 Inglewood City Hall**  
Source: Inglewood Public Library

Donald F. Haines, architect of San José City Hall, was instrumental in the development of the Daly City Civic Center, dedicated in 1967. His firm of Donald Francis Haines - Zaven Tatarian & Associates was responsible for the New Formalist design that included concrete columns and fins, glare-reducing glass, and marble spandrels (**Figure 65**). The internal arrangement includes a general reception area in the center of a central mall that acts as the nucleus for traffic circulation to the various departments. In the center of the mall, "a stairway rises to the second floor with the whole area crowned by a plexiglass dome to admit natural light and ventilation."<sup>58</sup>



**Figure 65. Current view of Daly City Civic Center**  
Source: City of Daly City

In Santa Clara County, the civic center complexes that were built in this period tended to be smaller-scale, reflecting the lingering rural and semi-rural conditions that survived into the late 1970s in places. Campbell, Sunnyvale, and Saratoga all acquired tracts of land and built new master-planned complexes to house their city hall and other services, usually a library. These buildings were typically designed on a small residential scale, typically one or two stories in height, with low-pitched roofs, sprawling site plans, and landscaped public spaces.

In Santa Clara County, Palo Alto has one of the best-developed examples of a Modernist civic

<sup>58</sup> Samuel Chandler, *Gateway to the Peninsula: a History of the City of Daly City, San Mateo County, California* (Daly City, CA, 1973), 102.

center. Originally constructed in 1952 in Rinconada Park, Palo Alto's old city hall was a smaller, suburban-scaled Modernist structure located outside of the city's downtown. The complex also included a swimming pool and a library. In 1968, Palo Alto constructed a new civic center downtown, consisting of an eight-story, 112,000 square foot, concrete-frame high-rise designed by Edward Durrell Stone. The City retained its 1952 city hall, which presently houses the Palo Alto Art Center. The library and recreation center remain in use in their original locations.

As a county seat and the governmental center for a fast-growing and urbanizing county, the joint Santa Clara County/San José Civic Center was the biggest and most important all new civic center constructed in the South Bay, and likely the entire Bay Area, during the post-Second World War era. Like many of its smaller neighbors, like Palo Alto, the new joint County/City civic center employed a Modernist design, although in contrast to them it avoided the Second Bay Region Tradition in favor of a severe International Style vocabulary more in keeping with the contemporary Los Angeles Civic Center.<sup>59</sup>

## **I. Development of the Santa Clara County/San José Joint Civic Center: 1946 – 1955**

### *Former Land Use*

The site of Former San José City Hall abuts the Guadalupe River. As mentioned above, it was reputedly the original location of the original San José Pueblo, established ca. 1777. It is believed that the site was subject to repeated flooding, forcing the relocation of the *Pueblo* about one mile-and-a-half south in the 1790s. By the middle of the nineteenth century, most of the land comprising what is now the joint City/County Civic Center was owned by Gideon Woodward, a rancher. By 1865, Woodward had sold the land to Joseph O'Keefe, who used it as a stock ranch, running both horses and cattle. The property continued to be used for agricultural purposes until the late 1940s. Prior to the City acquiring the land in 1948 it was in use as a truck farm operated by the Franco Brothers.<sup>60</sup> The site also included 16 acres of vacant land that had been bequeathed to the City by Dr. Herman Knoche for use as a playground. The City entered into a legal dispute with Dr. Knoche's heirs to overturn the legal encumbrances on the land that reserved it for parkland. In 1954, the City of San José obtained court approval to buy land for a playground elsewhere and bought out the reversionary interest in the property from the heirs for \$30,250. The agreement was finalized on March 15, 1955 and the property ready for development.<sup>61</sup>

Initial discussions regarding a new City Hall for San José started as early as the 1930s. A joint planning committee formed by the City and the County commissioned the firm of Harland Bartholomew & Associates to prepare a report entitled *Civic Center Sites for San José*. The firm's initial recommendations called for a new Civic Center in downtown San José, preferably near the historic Market Plaza, where the existing City Hall was located. The City Council adopted this plan but the County did not, and the development of a civic center question was put on hold during the Depression and through the Second World War.

In 1946, a group called the Citizens' Planning Council of Greater San José prepared a report on the long-range goals for the city in the decades after the Second World War. At the same

<sup>59</sup> Christopher VerPlanck, *Los Angeles Civic Center, Los Angeles, California* (San Francisco: Page & Turnbull, September 1, 2006).

<sup>60</sup> Archives and Architecture, *Preliminary Historic Report: Former City Hall, Annex, and Health Building* (City of San Jose: 2006), 13.

<sup>61</sup> Archives and Architecture, *Preliminary Historic Report: Former City Hall, Annex, and Health Building* (City of San Jose: 2006), 14.



time, the City and County began to revisit the potential for developing a joint City/County Civic Center. The County's Council on Intergovernmental Relations (CIR) surveyed office space needs throughout Santa Clara County, including federal, state, and city agencies. After discovering that existing offices were inadequate or obsolete, the CIR drafted a plan to meet space needs for the next few decades.

Five local architects from the Coast Counties Association of Architects assisted with the planning work, including Birge M. Clark, William F. Hempel, Edward M. Kress, Chester Root, and Ralph Wyckoff. Their recommendations provided the framework for the new Civic Center plan. The framework included the following recommendations: consolidated functions, including a post office, civic auditorium, library, fire station, and hospital; multiple buildings as opposed to a monolithic building; a campus comprising a minimum of 12 acres with an additional 28 acres set aside for parking; a site surrounded by streets instead of bounding a public square (essentially ruling out downtown); a location close to city center but somewhat removed from it so that "the buildings could become the center of a well coordinated, integrated and balanced working plant with ideal parking and traffic patterns"; a site near highways; and with a total construction cost of between \$6 and \$8 million.<sup>62</sup> The group of architects recommended that the Civic Center be located at North First and Rosa (now West Hedding) streets.

On March 9, 1947, the *San José Mercury Herald* published an editorial with "Ten Valid Reasons Why Civic Center Project Should Be Built," in an effort to convince the public at large to support the project. At the request of City and County officials, architects Birge M. Clark and Walter Stromquist and planning consultant Earl O. Mills compiled their Civic Center Report, which reaffirmed the North First Street site as the most desirable. The report stated that San José's municipal functions should be housed in a non-historicist building with a simple, direct, and functional style, and highlighted the modern demand for flexibility, ample natural light, and expansive fenestration.<sup>63</sup>

Initially a skyscraper form was considered, but ultimately rejected in favor of a low-to-mid-rise structure to ensure more efficient circulation among departments. Public accessibility was as much a major concern, as avoidance of downtown traffic was a priority. In 1950, County voters approved the North First Street site in a countywide referendum.<sup>64</sup>

In 1951, the San José Planning Commission requested the preparation of another report by consultants Harland Bartholomew & Associates, authors of the 1931 report *Civic Center Sites for San José*. This report reiterated the firm's earlier recommendation for a downtown site. In order to resolve the ongoing dispute over location, the City Council decided to submit the question to city voters. In the run up to the election, the *San José Mercury* repeated its support for the North First Street location.<sup>65</sup>

Despite persuasive arguments by the San José Planning Commission and the Downtown Merchants Association for a downtown location, the city's electorate voted for the North First and Rosa Street site on May 5, 1952. Eight days later, the City Council directed City Manager A.P. "Dutch" Hamann to prepare an analysis of the various municipal facilities that should be relocated to the new site. Completed in July of that year, Hamann's analysis outlined the financial and programmatic parameters of the project. Meanwhile, in early 1952, the County of Santa

62 Archives and Architecture, *Preliminary Historic Report: Former City Hall, Annex, and Health Building*, 15.

63 Ibid, 17.

64 Ibid.

65 Ibid.

Clara began developing its northern part of the Civic Center site. This building no longer stands; it was soon replaced in 1959 by the County's seven-story County Administration building at 70 West Hedding Street. Designed by Lawrence Gentry, Kurt Goss, Hollis Logue, and Allan M. Walter, in a Modernist idiom; the County Administration Building still stands, albeit in conjunction with a large 1976 high-rise and breezeway addition designed by Albert A. Hoover & Associates **(Figure 66)**.<sup>66</sup>



**Figure 66. Current view of Original Santa Clara County Administration Building**  
Source: KVP Architects

Tension remained between the City and the County even after San José decided to construct the new San José City Hall in the joint City/County Civic Center. At issue was the master planning of the site and what agency would occupy various sections of the site.

Architect Ernest Curtis, an early supporter of the Civic Center project, was hired to help mediate between the City and the County, but he died from cardiac arrest soon after the groundbreaking of City Hall.<sup>67</sup> His son Norton Curtis would go on to manage the project over the next few years, and would later serve as the architect of record for City Hall Annex.<sup>68</sup>

## **J. Planning and Construction of City Hall and the Health Services Building: 1955 – 64**

### *San José City Hall*

The planning process continued for two years and in January 1956, San José City Council approved Hamann's financial plan for a lease-purchase agreement and directed that an architect be selected. Councilman Parker Hathaway recommended that the City select Donald Francis Haines. Unbeknownst to Councilman Hathaway, Hamann had already solicited Haines, personally assuring him that he would be the selected architect. Hamann's reasons for selecting Haines are unknown, but the decision created a controversy amongst more established local architects who felt that they had been excluded from this very high-profile commission.<sup>69</sup>

Apparently unbeknownst to Hamann, the proposed general obligation bond measure to fund the project required a two-thirds approval of city voters. When this fact became known, Hamann told Haines that the City could not enter into a contract with him and asked him to submit a proposal in competition with other architects for the contract. Other firms that entered the competition included Binder & Curtis (architects of the Civic Auditorium and the San José Water Works); Kress, Goudie & Kress; Hollis Logue, Jr. (who would eventually get the Health Services Building contract); Frank C. Treseder; Ralph Wyckoff (architect of the Anglo-California National Bank

<sup>66</sup> Basin Research Associates, *Historic Resources Inventory P-43-000724: County Administration Building (West and East Wings)* (State of California Department of Parks and Recreation, 1982).

<sup>67</sup> Archives and Architecture, *Preliminary Historic Report: Former City Hall, Annex, and Health Building*, 25.

<sup>68</sup> Norton S. Curtis Architect AIA and Associates, Floor Plan – 2nd thru 4th Floor, City Hall Annex, City of San Jose, 22 August 1974 (Santa Clara County)

<sup>69</sup> Archives and Architecture, *Preliminary Historic Report: Former City Hall, Annex, and Health Building*, 25.

Building and the Civic Center County Jail); and Angus McSweeney. In the end the City Council voted unanimously to hire Haines and his services were formally retained on May 16, 1955.<sup>70</sup>

Following passage of a bond measure by city voters, in November 1955 the City Council voted unanimously to demolish the existing 1889 City Hall following the completion of the new City Hall. The demolition of the old City Hall was controversial because some residents claimed that it was historically significant **(Figure 67)**. Meanwhile, the Planning Commission criticized the arc-like profile of Haines' design. Some commissioners advocated for a more traditional building oriented toward an internal plaza. In response to these criticisms it was decided to reorient the convex curtain wall from the south to face north in order to protect the building's occupants from solar heat gain.<sup>71</sup> The area to



**Figure 67. 1887 San José City Hall**  
Source: History San José

the south of the building would then be designed as a landscaped plaza containing seating areas and other more traditional features that would recall the setting of the 1889 City Hall.

Haines' estimated that the construction of the building, including furnishings, would cost \$2,013,114. The City Engineer recommended the well-connected local contracting firm of Carl N. Swenson Co., Inc. to build it. Following groundbreaking, which took place on June 28, 1956, construction took approximately two years. In an effort to ensure that the building was completed on schedule, the contractor poured the 3,500 cubic yard foundation in one continuous pour that took place over a 29-hour period. The contractor set up three local transit batch plants on site and used 15 6-cubic yard trucks to haul the concrete to the location where the next stage of the pour would occur.<sup>72</sup>

Haines' design was quite innovative. City Hall was laid out in three major sections articulated in plan and elevation as three distinct volumes. The largest section was the arc-shaped office block. Measuring 400 feet along its convex north wall, 320 feet along its concave south wall, 60 feet wide, and 52 feet tall, the office section was designed to hold between 400 and 600 employees within its total 106,000 square feet. Taking into account that San José was an incredibly fast-growing city, the offices were designed with metal interior movable partitions that could be easily taken down and reassembled elsewhere should needs change.<sup>73</sup> The building featured the latest in office building technology, including ductwork embedded in the concrete floor slabs, uniformly positioned fluorescent light fixtures to facilitate the rearrangement of office partitions, and what was for that time a very efficient HVAC system.<sup>74</sup>

70 Ibid.

71 Ibid, 19.

72 City of San José, *City of San Jose Civic Center – Dedicatory Ceremony* (San José: brochure dated March 27, 1958), n.p.

73 Ibid.

74 Ibid.

The office block, designed with its graceful curve, was the main character-defining feature of the Former San José City Hall. The building became an example of Dutch Hamann's "progressive" management style. In 1961, *Look Magazine* ran a series on America's "best" cities. An article on San José included a photograph of Dutch Hamann silhouetted against City Hall, which Hamann viewed as the foremost symbol of post-Second World War-era San José. In a 1960 article in *The American City*, Hamann described Former San José City Hall as the "nerve center" of the city....an "arc-shaped, modern City Hall structure where modern ideas meet modern needs in an atmosphere conducive to big thinking to meet big problems."<sup>75</sup>



**Figure 68. Lobby at City Hall**  
Source: Sourisseau Academy for State and Local History



**Figure 69. Call button sign in Council Chamber**  
Source: KVP Architects

Former San José City Hall was also aesthetically pleasing to many of those who commissioned and used it. The interior lobby featured attractive rough-textured concrete block walls, a gracefully swooping aluminum stair, and a tropical garden that extended from the lobby to the outside (**Figure 68**). The Council Chambers were outfitted with walnut veneer plywood and with the latest in technological gadgetry (**Figure 69**).<sup>76</sup> Another innovative feature of the Council Chambers was its clear-span auditorium, with no columns or other objects to interfere with the seated public viewing the proceedings.

Upon completion of the new City Hall, the old 1889 City Hall located downtown was demolished. In its early years, the new City Hall housed virtually all of the City's municipal departments, including the Police Department, Juvenile Justice Division, City Clerk, City Attorney, City Manager, Planning Department, Department of Public Works, Construction Department, City Survey Department, Airport Engineering, and many others. As designed by Haines, the interior of the new building was easily reconfigured for shifting patterns of use and it appears that this was done multiple times. Only two small areas containing the original metal demountable office partitions exist today. By the early 1970s, City Hall had become overcrowded and many agencies had rented private office space elsewhere. In response the City commissioned City Hall Annex in 1973 (described in more depth below).

<sup>75</sup> Archives and Architecture, *Preliminary Historic Report: Former City Hall, Annex, and Health Building*, 21.

<sup>76</sup> City of San José, *City of San Jose Civic Center – Dedicatory Ceremony* (San José: brochure dated March 27, 1958), n.p.

With the opening of the Richard Meier-designed Civic Plaza on East Santa Clara Street in 2005, the 1958 City Hall closed. For several years it continued to house data processing operations as well as a handful of other City functions. These operations ended when the City transferred the property to the County.

### ***Health Services Building***

San José has a history of prioritizing health services as a city policy. The first Health Department and Boards of Health were created in the 1850s in response to a nationwide cholera epidemic. In 1876, the position of Health Officer was created to deal with concerns involving small pox, Asiatic cholera, and yellow fever. Many physicians served part-time as health officers, with other inspectors and sanitation officers serving on staff.<sup>77</sup>

Dr. H. C. Brown became the first full-time Health Officer in the 1920s. He was credited with establishing the best public health department in the state of California. By the time Dr. Brown stepped down in 1942, the Health Services Department employed its first public health nurse, the first “well-baby” clinic established, and the first immunization clinic for children held. Dr. Dwight Bissell was appointed San José’s Health Officer following Dr. Brown. Dr. Bissell focused his career on promoting quality health practices for the public.<sup>78</sup>

Dr. Bissell was serving as Health Officer when the new Health Services Building was constructed at the Civic Center in 1957. Designed by Hollis L. Logue, Jr. and built by Harrod & Williams, the building cost \$357,000 to construct. The newly completed Health Services Building contained offices, clinic rooms, a laboratory, and a classroom, and was designed to evenly distribute traffic flow throughout its interior spaces. The windows were designed to always remain closed for sanitary purposes, so the building was equipped with air-conditioning.

The City prepared a study entitled *Project Office Space Requirements* almost immediately after the Health Services Building was completed. The study developed expansion plans to suit the space needs of an ever-expanding City administration and recommended that the Health Services Building be expanded. Following these recommendations, the City built a two-story addition on the east side of the Health Services Building in November 1964. Designed by architect Wilfred Blessing and constructed by Nielson & Nielson, the addition was financed by a 1961 city bond and a \$545,000 grant in Hill-Burton funds.<sup>79</sup>

The building housed the Health Department until the early 1970s. By that time, City employee health functions were handled by the Personnel Department, and other departments eventually took over the space. The Parks and Recreation Department, City Attorney, and Police Department all occupied the building at some point.

## **K. Planning, Design, and Construction of City Hall Annex: 1973 – 1977**

Initial discussions on additional administrative space began within a few years of City Hall opening. The City Planning Commission and Dutch Hamann each had differing ideas on the future vision of the joint City/County Civic Center. The City Planning Department envisioned a matching building to be built on the south side of West Mission Street. This structure would also have a concave façade that would mirror the existing south façade of City Hall. In addition to this, the City Planning Commission recommended the construction of a parking structure. Hamann

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77 Ibid, 23.

78 Ibid.

79 Ibid, 25.

disagreed with the Planning Commission and claimed that an alternate site a block to the west would be better.<sup>80</sup>

With revived public interest in moving City Hall back downtown, the San José City Council undertook a feasibility study in the early 1970s to build a new 15-story tower downtown. At the same time, Santa Clara County needed to expand its facilities in the Civic Center, and the County proposed to take over City Hall. The County Board of Supervisors supported the idea but many Santa Clara County taxpayers saw the move as a subsidy to the City and opposed the plan. City residents agreed and passed a charter amendment that required voter approval for any relocation proposal. The County eventually began a capital improvements program that resulted in the building of an 11-story tower at the southwest corner of North First and Hedding streets, completed in 1976.<sup>81</sup>

Since relocation of City Hall now required voter approval, the City decided in 1973 that additional space at the existing site would be required. Then-City Manager Ted Tedesco and Public Works Director Anthony R. Turturici proposed a six-story addition northwest of City Hall. Designed by Norton S. Curtis, construction of City Hall Annex began in November 1974. The first four floors were finished first. These floors housed the Building, Planning, and Public Works departments, which had been leasing space elsewhere at that time. The top two floors were finished around 1977, eventually housing the Information Systems Department and the Mayor's and City Council member offices in 1980.<sup>82</sup>

## L. Donald Francis Haines (Architect for City Hall)

Donald F. Haines, AIA was the founding principal of Donald Francis Haines & Associates, founded in 1953 in San José. Born in Hawaii in 1915, Haines studied at the University of Arizona as an undergraduate prior to graduating with a degree in architecture from the University of Minnesota. His architecture career began in the LaCrosse, Wisconsin offices of Boyum, Schubert & Sorenson. Prior to the Second World War, the firm's work largely consisted of school buildings, presumably on which Haines would have assisted.<sup>83</sup>

During the Second World War, Haines worked for the US Navy in Hawaii on a number of projects. After the war he joined the New York firm of York & Sawyer as coordinator of plans for the Army's Tripler General Hospital in Honolulu.<sup>84</sup> In 1948, Haines relocated to Redwood City and began working as a project manager for the San Francisco-based architecture firm of Angus McSweeney. This firm specialized in large-scale housing projects, such as the Stonestown Apartments in San Francisco and Baker Beach residences in the San Francisco Presidio, as well as school buildings, such as Fair Oaks Elementary School near Redwood City.<sup>85</sup>

In 1953, Haines opened his own firm, Donald Francis Haines & Associates, with offices in San José. Two years later, Haines received the commission for San José City Hall, as well as the

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80     Ibid, 22.

81     Ibid.

82     Ibid.

83     American Institute of Architects, Architects Roster Questionnaire 1949: Boyum, Schubert, and Sorensen (American Institute of Architects Archives, 1949).

84     Archives and Architecture, *Preliminary Historic Report: Former City Hall, Annex, and Health Building*, 19.

85     American Institute of Architects, Architects Roster Questionnaire 1953: Angus McSweeney (American Institute of Architects Archives, 1953).

San José Civic Center Police Garage, also located in the joint City/County Civic Center. Upon the completion of San José City Hall, Haines closed his San José office and reopened his head office in 1956, in San Francisco. Haines opened a branch office in Stockton in 1960. Much of the firm's work consisted of public school design. Haines made Zaven Tatarian his partner in 1963 and the firm's name changed to Donald Francis Haines - Zaven Tatarian & Associates.

During the 1960s, Haines' firm designed several notable government buildings, including the Daly City Civic Center and the Main Post Office in Oakland.<sup>86</sup> The firm also earned several important educational commissions, including the Health Center, Mathematics and Science Building, and the Robert E. Mott Physical education building at California Polytechnic State University - San Luis Obispo. All the Cal Poly buildings were constructed in 1958 in reinforced-concrete and brick with dramatic geometric shapes.

Donald Haines retired in 1970, and two years later Earle C. Ipsen joined as a principal, changing the firm name to Haines, Ipsen & Associates. In 1990, Zaven Tatarian retired, and the name changed once more to HTI INC., Architects. The most recent work of the firm focused primarily on K-12 schools and other educational projects. The firm filed for bankruptcy in 2009 and has since closed.

### **M. Hollis L. Logue, Jr (Architect for Health Services Building)**

Hollis Lyon Logue, Jr, AIA was born in 1920 in Fort Wayne, Indiana. He graduated with a Bachelor's degree in Architecture from the University of Illinois, Champaign-Urbana, where he won the Rome Prize for an island airbase design in 1942. When Logue enlisted in the Navy during the Second World War, he was stationed at Moffett Field Naval Air Station. Like so many, he remained in San José after the war, where he obtained his Masters Degree in Urban Planning from San José State University

Logue received his architectural license in 1947 and he opened his first office in the Burrell Building in 1949. He was one of the founding members of the Santa Clara Valley Chapter of the AIA. The firm is credited with a wide array of projects, including automobile dealerships, university housing at the College of Notre Dame in Belmont, California; Terminal C at San José International Airport, and the Hiller Aviation Museum in San Carlos, California.<sup>87</sup> Logue was also co-designer of the 1959, seven-story, reinforced-concrete County Administration Building (west wing) in the joint City/County Civic Center.<sup>88</sup>

Logue's involvement in local city planning and building was extensive, as he was a member of the first Planning Commission of the City of Campbell, CA, one of five commissioners of the original Redevelopment Agency of the City of San José, a member of the Planning Commission of San José and a member of Code Enforcement Appeals Commission of San José.

### **N. Wilfred E. Blessing (Architect for the Health Services Building Addition)**

Wilfred Edwin Blessing, FAIA was born in Santa Barbara in 1923. He received both his BA and

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86 PAST Consultants, LLC, *Historic Context Statement for San José Modernism*, 124.

87 Obituary of Hollis L. Logue, Jr, San Jose Mercury News (San Jose, CA), September 24, 2010.

88 Archives and Architecture, *Preliminary Historic Report: Former City Hall, Annex, and Health Building*, 25.

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M.Arch from UC Berkeley in 1949 and 1951, respectively. During graduate school, Blessing worked at the firms Meyer & Evers and E.G. Bangs. Upon graduation he began work as a draftsman at Reynolds & Chamberlain. From 1952 to 1953, Blessing was job captain at the architecture firm of Hertzka & Knowles. In 1953, he started his own firm, Blessing & Shaw. A year later, Blessing ventured out on his own as Wilfred E. Blessing, AIA, Architecture and Landscape Architecture. Early work during the 1950s included small residential projects and churches, with a few office buildings.

The project list for Blessing's firm is quite extensive, including commercial buildings, such as the Ferrari Building in Santa Clara, the Electro-Skill Corporation Building in San José, and the Santa Clara County United Fund Building. Civic and institutional projects include the Cupertino Library (1970) and the Social Sciences Building at San José State University, where he also taught classes in architecture.<sup>89</sup>

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89 American Institute of Architects, *American Architects Directory*: Third edition, 1970,



## VI. Determination of Eligibility

In this chapter KVP evaluates whether Former San José City Hall, or any other element of San José's portion of the joint City/County Civic Center appears eligible for listing in the National Register, the California Register, or the County of Santa Clara Heritage Resource Inventory.

### A. National Register of Historic Places

The National Register is the nation's inventory of historic resources. It 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. Any resource over fifty years of age that appears eligible under at least one of the four significance criteria and, if it retains sufficient historic integrity, can be eligible for listing in the National Register. A resource under fifty years of age can be eligible if it is demonstrated that it is of "exceptional importance" or if it is a contributor to a historic district. National Register criteria are defined in depth in *National Register Bulletin Number 15: How to Apply the National Register Criteria for Evaluation*. There are four criteria under which a structure, site, building, district, or object can be considered eligible for listing in the National Register.

**Criterion A (Event):** Properties associated with events that have made a significant contribution to the broad patterns of our history;

**Criterion B (Person):** Properties associated with the lives of persons significant in our past;

**Criterion C (Design/Construction):** Properties that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant distinguishable entity whose components lack individual distinction; and

**Criterion D (Information Potential):** Properties that have yielded, or may be likely to yield, information important in prehistory or history.

A resource can be considered significant on a national, state, or local level to American history, architecture, archaeology, engineering, and culture.

#### *Criterion A*

Based on the research presented in this HRE Former San José City Hall appears individually eligible for listing in the National Register under Criterion A (Events) for its association with "events that have made a significant contribution to the broad patterns of our history." Specifically, the building was conceived and built at a key moment in the history of San José, as it transitioned from a small agricultural center into a major industrial and research community focused on defense and high technology-related industries. The replacement of agriculture with high technology lured hundreds of thousands of new residents to San José. In response, developers uprooted thousands of acres of productive orchards to make way for housing developments, shopping centers, industrial parks, and new civic buildings. This was a deliberate transformation, engineered and nurtured by prominent civic and business leaders – chief among them City Manager A. P. "Dutch" Hamann.

The relocation of City Hall from downtown San José, where the seat of government had been since the eighteenth century – to what had until recently been a rural backwater one mile and-a-half north of downtown - made a strong statement. With Hamann’s encouragement San José effectively turned its back on its agricultural past and embraced its future as the worldwide capital of high technology. Admittedly, there were pragmatic reasons for building City Hall outside of San José’s traditional downtown, including traffic congestion and concerns over growing blight as businesses defected to the new suburban shopping centers. In various quotes by Hamann and Mayor (later Councilman) George Starbird, the new City Hall was clearly a deliberate attempt to discard San José’s old civic identity (symbolized by its 1889 Victorian City Hall) in exchange for a modern symbol of progress “symbolizing San Jose’s new era” in this once-agricultural region.<sup>90</sup>

During the early 1950s, San José was not widely known outside the San Francisco Bay Area. Hamann believed that the city needed a new and progressive identity in order to attract corporate and high technology businesses to the city. This forward-looking attitude was clearly expressed by San José Councilman (formerly Mayor) George Starbird in the June 28, 1956 groundbreaking for San José’s new City Hall:

...San José only stands on the threshold of enormous expansion and dynamic growth. You people in the City administration and you business leaders of our City have indeed during the time I have served the City, all come to the same conclusion as is evident from your attitudes: that attempts to recapture the atmosphere of easy going, country living and let-come-what-may policies, are pointless—our area is on the march. From now on in, our motto should be: “The future will belong to those who prepare for it.”<sup>91</sup>

In his concluding remarks, City Councilman Starbird described the growth that the city had undergone since the construction of the last City Hall in 1889, including how the school budget had gone up from \$162,000 to \$15,356,000, how the number of employees had grown from 47 to 2,141, and assessed valuation increased from \$14,476,000 to \$176,455,000.<sup>92</sup>

Councilman Starbird concluded his remarks with the following vision:

From the humble beginnings of that dusty sleepy Spanish town, has risen the City as we know it now. And this building we are beginning today will be the symbol of our ambitions, a wonderful, imagination-inspiring structure whose corner stone we are figuratively laying today.

Much of what Councilman Starbird and City Manager Hamann predicted soon bore fruit. San José did become the center of America’s (and later the world’s) high technology industry. Known as “Silicon Valley,” the industrial complex and associated housing and commercial districts edged out what was left of the “Valley of Heart’s Delight” in the 1970s. By 1990, San José had surpassed San Francisco as the largest city in the San Francisco Bay Area. In 2010 it claimed the title of the tenth-largest American city. It remains at the center of one of the richest and most innovative regions in the world.

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90 “City Hall Symbolizes San Jose’s New Era,” *American City* (April 1960).

91 Mayor George Starbird, as quoted in Archives & Architecture, *Preliminary Historic Report: Former City Hall, Annex, and Health Building; 801 North First Street. – 161 West Mission St.; San José, Santa Clara County, California* (San José: Prepared for General Services Department, City of San José: 2006), 9.

92 Ibid.

Nevertheless, unlimited growth came with significant downsides, including overcrowded schools and roadways, disappearing open space, pollution and degraded environmental conditions, as well as the loss of historical buildings and landscapes, as symbolized by the controversy over the demolition of San José's 1889 City Hall. The move of the City's administration to North First Street was controversial in 1958, and it remained so for the next 40 years. By the late 1960s, a slow-growth majority emerged on the City Council and A.P. Hamann was essentially compelled to retire in 1969. The election of Democrat Norman Mineta as Mayor in 1969 set the stage for reigning in the runaway growth enabled by Starbird and Hamann. Mineta, the first Asian-American to be elected mayor of a major mainland American city, oversaw the adoption of San José's first General Plan in 1974. This plan included urban growth boundaries that limited the expansion of the city into what was left of its rural hinterlands.

Although it took several more decades to realize, the slow-growth coalition that elected Mayor Mineta, and later Janet Gray Hayes, who served as America's first female mayor of a major American city from 1975 until 1982, eventually prevailed in the ongoing effort to move City Hall back downtown in 2005.

Former San José City Hall represents a short but very important stage in the development of San José, when the city seemingly grew overnight from a small regional agricultural center of fewer than 100,000 people in 1950 into a major American city of almost half a million people. During this time, San José's economy transitioned from one based primarily on agricultural products to one based on manufacturing, research, and software and hardware development. It remains the center of this industry. City Hall was built to serve the needs of a fast-growing city. More important, City Hall was designed to symbolize the arrival of San José on the national and international stage. The Modernist design of the building represented the aspirations of the City's leadership to stake claim to a new identity as a progressive (in the older sense of the word), pro-business, and "high-tech" community.

The period of significance for Criterion A is 1958-1969, beginning with the building's completion and occupation and ending with the retirement of Dutch Hamann.

Neither the Health Services Building nor the City Hall Annex appear individually eligible for listing in the National Register under Criterion A. Although the San José Health Department appears to have been an important and long-serving municipal department in San José, and to have been of some importance for its innovative public health programs, most of these achievements appear to have taken place before the Health Services Building was constructed. Although the original section of the Health Services Building was completed at the same time as Former San José City Hall, it is not closely associated with the patterns of development that characterized San José during the 1950s and 1960s.

City Hall Annex was completed in 1975-76, almost two decades after Former San José City Hall was completed in 1958. City Hall Annex is not associated with the context of economic and population expansion in San José (1950-70) and it is only 35 years old, making it ineligible for listing in the National Register unless the case could be made for exceptional significance. Nevertheless, the building was the location of the office of Mayor Janet Gray Hayes, well-known as the first elected female mayor of any major city in the United States. When she was mayor, City Hall (as well as the Annex) was an important venue for the 1981 strike of municipal workers in support of equal pay for female workers. The strike was summarized by Mayor Hayes as "the civil rights issue of the '80s." Hayes led a predominantly female city council, leading to San José's nickname as "the feminist capital of the world."<sup>93</sup>

93 "Upping the Ante Over Equal Pay in San Jose," *Time Magazine* (July 20, 1981).

**Criterion B**

Former San José City Hall is also likely eligible for listing in the National Register under Criterion B for its association with City Manager A.P. “Dutch” Hamann. This individual was significant in the deliberate transformation of San José from the center of America’s stone fruit industry into the capital of high technology. Closely allied with industrialists and residential and commercial developers, Dutch Hamann’s annexations resulted in the accelerated departure of ranchers and orchardists and the development of the former orchard lands with office parks and residential housing tracts during the 1950s and 1960s. Their pro-growth and pro-business policies strengthened and nurtured a burgeoning high technology sector that had taken root in the Santa Clara Valley during the Second World War, ensuring that San José would eventually become the manufacturing center of Silicon Valley.

The period of significance for Criterion B is 1958-1969, beginning with the building’s completion and occupation and ending with the retirement of Dutch Hamann.

Neither the Health Services Building nor City Hall Annex appear eligible under Criterion B. The association of the Health Services Building with Health Officer Dr. Dwight Bissell is not compelling given that he does not appear in general histories of San José that KVP consulted for this report. It seems that Dr. Bissell’s contributions to the public health of San José were important but these achievements do not appear to rise to the level for eligibility for listing in the National Register.

City Hall Annex has provided offices for various important government personnel but the building is only 35 years old, making it ineligible for listing in the National Register.

**Criterion C**

Former San José City Hall appears eligible for listing in the National Register under Criterion C (Design/Construction) as a building that “embod(ies) the distinctive characteristics of a type, period, or method of construction.”<sup>94</sup> Completed in 1958, Former San José City Hall is a very early example of an International Style, glass curtain wall office building in the San Francisco Bay Area. The building predates by a year several famous glass curtain wall office buildings, including SOM’s Crown-Zellerbach Building (1959) in San Francisco (**Figure 70**) and Welton Becket’s Kaiser Center (1959) in Oakland (**Figure 71**).<sup>95</sup> Former San José City Hall was constructed only four years after SOM’s Lever House in New York City, which is recognized as the first International Style, glass curtain wall skyscraper in the United States.

Former San José City Hall also embodies some aspects of the Expressionist school, with its pinwheel-like arrangement of geometrical volumes, its distinctive curved north and south façades, and its three separately articulated sections; the curved office block, the wedge-shaped cafeteria/city Council Chambers, and the rear hyphen.



**Figure 70. SOM’s Crown Zellerbach Building**  
Source: postcard

<sup>94</sup> United States Department of the Interior, National Park Service, *National Register Bulletin 15: “How to Apply the National Register Criteria for Evaluation* (Washington, D.C.: rev. ed. 1998). 17.

<sup>95</sup> The Crown-Zellerbach Building is San Francisco Landmark No. 183 and the Kaiser Center has been evaluated as being individually eligible for listing in the California Register.

In many ways Former San José City Hall resembles a smaller and more modest version of Welton Becket's Kaiser Center. Both buildings share long, gracefully curving façades and simple, grid-like fenestration composed of alternating enameled aluminum panels and glazing. In addition, both feature narrow, windowless end walls. There are also some differences between the two buildings. Similar to Kaiser Center, the elevator core of Former San José City Hall is at the rear (north side) of the building, but in contrast to the Kaiser Center, the primary façade of Former San José City Hall is concave as opposed to convex. Former San José City Hall also has a single-loaded corridor on the south side of the building to spare its occupants from solar heat gain. In contrast, Kaiser Center has a double-loaded corridor with offices facing both north and south. Finally, with some notable exceptions (including the main lobby and the Council Chambers) Former San José City Hall does not display the same high level of craftsmanship or distinctive materials as the Kaiser Center, probably because the former was constructed by a municipal agency anxious to appear financially responsible to local taxpayers. It is important to note though that Former San José City Hall was completed two years before the Kaiser Center, which was not even designed until 1959, one year after the completion of Former San José City Hall.



**Figure 71. Welton Becket's Oakland's Kaiser Center**  
Source: postcard

It is not known where Donald Haines received his inspiration for Former San José City Hall but Haines was an early adopter of the curved office block. Nearly all well-known Modernist buildings that feature similar sweeping curved façades date from the early 1960s and later. In addition to the Kaiser Center, other well-known examples include the Minoru Yamasaki-designed Century Plaza Hotel in Los Angeles (1966) (**Figure 72**), Fontana Apartments in San Francisco (1965), or the Luigi Moretti-designed Watergate Apartments in Washington, D.C. (1963).<sup>96</sup> Curved façades remained popular throughout the 1970s and 1980s, with John Portman's Renaissance Center in Detroit (1977) and Kohn Pedersen Fox's 333 Wacker Drive in Chicago (1983). Although more expensive to build, curved façades have remained popular because many people seem to prefer curved profiles over the hard, angular shapes of traditional International Style buildings.



**Figure 72. Minoru Yamasaki's Century Plaza Hotel in Los Angeles, constructed 1966**  
Source: Los Angeles Public Library

The fact that a young and comparatively little-known architect as Donald Haines would have had the capabilities to design Former San José City Hall is remarkable. The building stands in

<sup>96</sup> The Watergate Apartments are listed in the National Register of Historic Places and Century Plaza was recently determined eligible for listing in the National Register.

marked contrast to much of his later work. Some of his earlier work retained some of the delicate and light-filled promise of Former San José City Hall, such as his El Camino High School Gymnasium in South San Francisco (1962) (**Figure 73**). But as the 1960s progressed, taste changed in favor of a heavier concrete style known as Brutalism. Much of Haines' later work of the late 1960s and early 1970s was designed in the Brutalist style, including Daly City's Civic Center (1967). None of his later unremarkable buildings would appear to qualify Donald Haines as a particularly skilled designer. In fact, few of Haines' buildings are ever mentioned in architectural guidebooks of Bay Area architecture, with the notable exception of Former San José City Hall.



**Figure 73. Donald Haines' El Camino High School Gymnasium in South San Francisco, constructed 1962**  
Source: Flickr user hmdavid

The period of significance for Former San José City Hall under Criterion C is 1958, indicating the building's date of completion.

Neither the Health Services Building nor City Hall Annex appear eligible for listing in the National Register under Criterion C. The original section of the Health Services Building designed by local architect Hollis L. Logue is non-descript and does not embody the "distinctive characteristics of a type, period, or method of construction." Based on his undistinguished list of completed works Hollis Logue does not appear to have been a "master architect." The building's design does show some innovative flexible planning strategies, but beyond that it would be difficult to argue that the Health Services Building displayed "high artistic values." Furthermore, its design has been significantly compromised by the construction of the 1964 addition designed by local architect Bill Blessing.

City Hall Annex was designed to be compatible with Former San José City Hall. Although it employs similar materials and is set back a respectful distance from the older building, City Hall Annex does not display any distinctive planning or design features. Basically designed as a large filing cabinet, the building's squat massing is undistinguished, especially in relationship to the graceful curved arc of Former San José City Hall. As a dependency to Former San José City Hall, the Annex does not contain any significant interior public spaces. Aside from the top floor, each floor plate is simply an open volume designed to accommodate cubicles. The top floor contains the offices of San José's former Mayors and City Councilors but its design is utilitarian and without redeeming architectural values. Furthermore, the building is only 35 years old, making it by definition ineligible for listing in the National Register unless the case can be made for exceptional significance.

The landscape of the subject property displays several hallmarks of midcentury Modernist landscape design, in particular the curved walkways and biomorphic-shaped planting beds and lawn panels. The use of smaller trees and foundation plantings to create areas of shade and repose along the south side of Former San José City Hall contrast with the redwoods planted along the north side of the property to screen out views of City Hall Annex and the County buildings facing West Hedding Street. Unfortunately, aside from the basic layout of the site plan, the plantings themselves and many of the outdoor furnishings have undergone many changes,

such as the replacement of many of the original arid climate species with more water-intensive variants and the planting of redwoods to screen adjoining new construction.

#### ***Criterion D***

Evaluation of the subject property for eligibility under Criterion D is beyond the scope of this report. This criterion often applies to archaeological resources. If *Pueblo de San José de Guadalupe* was originally located on the site of Former San José City Hall, it is likely that the entire property would be eligible under Criterion D. However, in the absence of any firm archival data or archaeological testing, it can not be demonstrated that this property has any linkage to the former *Pueblo*.

#### ***Integrity***

Once a resource has been identified as being potentially eligible for listing in the National Register, its historic integrity must be evaluated. The National Register recognizes seven aspects or qualities that, in various combinations, define integrity. These aspects are: location, design, setting, materials, workmanship, feeling and association. In order to be determined eligible for listing, these aspects must closely relate to the resource's significance and must be intact.

Former San José City Hall retains the following aspects of integrity: location, design, setting, materials, workmanship, feeling, and association.

Former San José City Hall retains a high degree of integrity, especially the exterior which appears to have undergone few, if any, significant alterations aside from the addition of three floors on the roof of the rear hyphen, which links the building to the Annex. Metal signage has also been removed from above the main entrance. The interior has undergone more changes than the exterior, with most of the offices within the office block having been reconfigured and refinished multiple times, most recently in the late 1990s. The cafeteria was extensively remodeled in the 1980s. On the other hand, the toilet rooms, elevators, corridors, main lobby, and city Council Chambers remain intact. Most important, the spatial relationships of public-versus-private spaces and the distinction between the staff offices, circulation, and the cafeteria/Council Chambers wing remain intact and well-defined. The office portion of the building was designed with flexibility in mind; the original office partitions were demountable and intended to be moved whenever the need arose. The fact that this area of the interior has been remodeled does not detract from its significance.

The landscaping retains the following aspects of integrity: location, design, workmanship, and feeling. It does not retain integrity of materials or association.

The landscaping of the subject property retains some original features, in particular the layout of paths, planting beds, seating, and lawn panels. Otherwise, the actual selection of plantings appears to have been gradually changed from a palette of arid-country species to a more water-dependent range of species. Some of the changes may have been in response to requests for more shade on the south side of Former San José City Hall. The north side is more intact, although a large redwood grove was planted in the late 1960s or early 1970s to obscure views of City Hall Annex and the adjoining County complex on West Hedding Street.

## B. California Register of Historical Resources

The 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 (No. 770 and higher) and National Register-eligible properties are automatically listed in the California Register.<sup>97</sup> Properties can also be nominated to the California Register by local governments, private organizations, or citizens. These include properties identified in historical resource surveys with Status Codes of “1” to “5,” and resources designated as local landmarks through City or County ordinances. The evaluation criteria used by the California Register for determining eligibility are closely based on those developed by the National Park Service for the National Register:

**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.

There are some differences between the two registers. In order to be eligible for listing in the National Register, resources less than fifty years of age must be shown to have “exceptional importance.” This is not the case with the California Register. According to the California Office of Historic Preservation:

In order to understand the historic importance of a resource, sufficient time must have passed to obtain a scholarly perspective on the events or individuals associated with the resource. A resource less than fifty years old may be considered for listing in the California Register if it can be demonstrated that sufficient time has passed to understand its historical importance.<sup>98</sup>

Another difference between the two registers relates to historical integrity. Although the California Register uses the same seven aspects to evaluate a property’s integrity, the California Register allows for listing of properties that have lost their historic character or appearance if it “maintains the potential to yield significant scientific or historical information or specific data.” Finally, the California Register is more lenient in regard to moved properties. In many cases properties that have been moved from their original location are ineligible for listing in the National Register.

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<sup>97</sup> National Register-eligible properties include properties that have been listed on the National Register and properties that have formally been found eligible for listing.

<sup>98</sup> California Office of Historic Preservation, *Technical Assistant Series No. 7, How to Nominate a Resource to the California Register of Historic Resources* (Sacramento, CA: California Office of State Publishing, 4 September 2001), 11.



This is not the case with the California Register as long as the building or structure in question is moved to a location with a compatible setting.

### ***Criterion 1***

Former San José City Hall appears eligible for listing in the California Register under Criterion 1 (Events) for the same reason that it appears eligible for listing in the National Register under Criterion A. The building is closely associated with the pattern of growth and industrial development that overtook San José and the surrounding Santa Clara Valley during the immediate post-Second World War era. This growth was the result of longer term demographic, social, and economic shifts in the region; however, the pace of growth and change was deliberately fostered by a pro-growth coalition led by City Manager A.P. “Dutch” Hamann and Mayor (later Council Member) George Starbird. When it was completed, Former San José City Hall became an important symbol of the “new” high-technology focused San José.

Neither the Health Services Building nor City Hall Annex appear eligible for listing in the California Register under Criterion 1 for the same reasons that they appear ineligible for listing in the National Register under Criterion A.

### ***Criterion 2***

Former San José City Hall appears eligible for listing in the California Register under Criterion 2 (Persons) for its association with City Manager “Dutch” Hamann. Former San José City Hall was in large part the brainchild of Dutch Hamann, who presided over and nurtured the greatest period of growth in San José, which nearly quintupled in population between 1950 and 1970. Hamann’s offices were located on the fourth floor of Former San José City Hall until he retired in 1969. The executive offices were removed from the building circa 1976 and placed in the City Hall Annex. However, the Council Chambers still survive and this is where many of the decisions were made that guided San José’s growth during this seminal period.

Neither the Health Services Building nor City Hall Annex appear eligible for listing in the California Register under Criterion 2 for the same reasons that they appear ineligible for listing in the National Register under the corresponding Criterion B.

### ***Criterion 3***

Former San José City Hall appears eligible for listing in the California Register under Criterion 3 (Design/Construction) for the same reason that it appears eligible for listing in the National Register under Criterion C. As a good and very early example of a glass curtain wall office building designed in the International Style, the Former San José City Hall embodies the distinctive characteristics of a type, period, and method of construction. The building also embodies characteristic of the Expressionist strain of Modernist architecture, as embodied by its pinwheel-type plan and massing, as well as its distinctive curved wall design. Former San José City Hall resembles the Kaiser Center in Oakland, but actually predates its larger and more famous counterpart, as well as most other well-known examples of Modernist buildings with curved façades. The building’s style was explicitly chosen by San José’s leadership to express San José’s embrace of high-technology, industry, and progressive (meaning pro-business – “progress”) politics of 1950s-era America.

Neither the Health Services Building nor City Hall Annex appear eligible for listing in the California Register under Criterion 3 for the same reasons that they appear ineligible for listing in the National Register under the corresponding Criterion C.

**Criterion 4**

Analysis of the subject property for eligibility under California Register Criterion 4 (Information Potential) is beyond the scope of this report.

**Integrity**

The process of determining integrity is similar for both the California Register and the National Register. The same seven variables or aspects that define integrity – location, design, setting, materials, workmanship, feeling and association – are used to evaluate a resource's eligibility for listing in the California Register and the National Register.

Similar to the National Register integrity evaluation above, Former San José City Hall has undergone few exterior alterations and a moderate amount of interior additions. The building retains the following aspects of integrity: location, design, setting, materials, workmanship, feeling, and association.

**C. County of Santa Clara Heritage Resources Inventory**

The Heritage Resources Inventory (Inventory) is an inventory of historic resources for unincorporated portions of Santa Clara County. According to Section C17-5 of the County Ordinance Code: "Designation Criteria," properties determined eligible for listing in the Inventory must meet Criteria A and B and at least one of the criteria of significance under Criterion C.

- A. Fifty years or older. If less than 50 years old, sufficient time must have passed to obtain a scholarly perspective on the events or individuals associated with the historic resource and/or the historic resource is a distinctive or important example of its type or style; and
- B. Retains historic integrity. If a historic resource was moved to prevent demolition at its former location, it may still be considered eligible if the new location is compatible with the original character of the property; and
- C. Meets one or more of the following criteria of significance:
  - 1. 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. Associated with the lives of persons important to local, California or national history;
  - 3. 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; or
  - 4. Yielded or has the potential to yield information important to the pre-history or history of the local area, California, or the nation.

The County of Santa Clara landmark designation criteria are based very closely on the California Register of Historical Resources. In order to avoid unnecessary repetition, KVP has summarized the evaluation for the Former San José City Hall property because the findings are similar for both registers.

Former San José City Hall appears eligible for County landmark designation and listing in the County of Santa Clara Heritage Resource Inventory under Criteria A, B, and C (1), (2), and (3). Neither the Health Services Building nor City Hall Annex appear eligible under any of the criteria. The property itself could be eligible under Criterion 4 if it is determined that the *Pueblo de San José de Guadalupe* was originally located on the property. However, without further archival or archaeological evidence, the property does not appear eligible under this criterion.

## VII. Conclusion

Designed by architect Donald F. Haines and constructed between 1956 and 1958 by Swenson Builders, Former San José City Hall was largely the brainchild of City Manager A.P. “Dutch” Hamann. More than any other, this individual played a significant role in the transformation of San José from a small agricultural and horticultural outpost into a major metropolis focused on high technology manufacturing and research and development. During Hamann’s tenure, San José grew from fewer than 100,000 residents in 1950 to almost half a million in 1970. Hamann’s annexationist policies literally paved the way for the replacement of most of Santa Clara Valley’s once-expansive orchards with tract houses, strip malls, and office parks, transforming the “Valley of Hearts Delight” into “Silicon Valley.”

In terms of its futuristic design, which included one of the earliest glass curtain walls employed on a major San Francisco Bay Area building, former San José City Hall symbolized the city’s future as an important high-tech hub. The relocation of City Hall from the city’s downtown – a vestige of the old agricultural order – symbolized San José’s embrace of “progress,” as embodied by the city’s growing stock of micro-processing, computer hardware, and later software companies. Indeed, Former San José City Hall was built just south of the vast collection of high-technology office parks that today line North First Street from Gish Road to Highway 237. The design of Former San José City Hall – as a Modernist glass box surrounded by a park-like setting – is not dissimilar from the office parks that now characterize so much of Silicon Valley.

The radical changes brought about in San José during the 1950s and 1960s were not without their critics and by 1969 the pro-growth clique had been deposed by slow-growth advocates like Mayor Norman Mineta, and later Mayor Janet Gray-Hayes. San José did not stop growing after 1969. The die cast by Hamann resulted in the city’s continued growth and economic development, so much so that by 2010 San José was the nation’s tenth-largest city and the undisputed capital of the world’s high-technology industry.

In summary, Former San José City Hall appears eligible for listing in the National Register under Criterion A (Events) for its association with the growth of industry, commerce, and population in San José between 1950 and 1970. It also appears eligible for listing in the National Register under Criterion B (Person) for its association with City Manager A.P. “Dutch” Hamann, and Criterion C (Design/Construction) as a good and early example of an International style, glass curtain wall office building. Architecturally, Former San José City Hall is an example of the International/Corporate Modern style with unusual Expressionist elements. In addition, Former San José City Hall appears eligible under the corresponding California Register Criteria 1 (Events), 2 (Persons), and 3 (Design/Construction). It also appears eligible for listing in the County of Santa Clara Heritage Resource Inventory under Criteria A, B, and C (1), (2), and (3).

Neither the Health Services Building nor City Hall Annex appear eligible for listing in the National Register, California Register, or County of Santa Clara Heritage Resource Inventory. The Health Services Building, initially completed in 1958, was significantly expanded in 1964. It does not appear to have any significant historical associations or architectural significance. City Hall Annex was built in 1975-76; it is only 35 years old and, absent an argument for exceptional significance, ineligible for listing in any of the three registers. The landscape, though it retains elements of its original layout, has undergone wholesale replacement of many of its original plantings with more irrigation-intensive species.

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## IX. Appendix

*San Jose Civic Center Property Resource Map 11-0131, 8/17/11, Northwest Information Systems, California Historic Resources Information System.*

*Historic Resources Inventory P-43-000720: San Jose City Hall. Sacramento, CA: State of California Department of Parks and Recreation, 1982.*

*Historic Resources Inventory P-43-000721: Communications Building. Sacramento, CA: State of California Department of Parks and Recreation, 1982.*

*Historic Resources Inventory P-43-000722: Police Administration Building. Sacramento, CA: State of California Department of Parks and Recreation, 1982.*

*Historic Resources Inventory P-43-000723: Police Garage. Sacramento, CA: State of California Department of Parks and Recreation, 1982.*

*Historic Resources Inventory P-43-000724: County Administration Building (West and East Wings). Sacramento, CA: State of California Department of Parks and Recreation, 1982.*

*Historic Resources Inventory P-43-000725: Sheriff's Department and Main County Jail. Sacramento, CA: State of California Department of Parks and Recreation, 1982.*

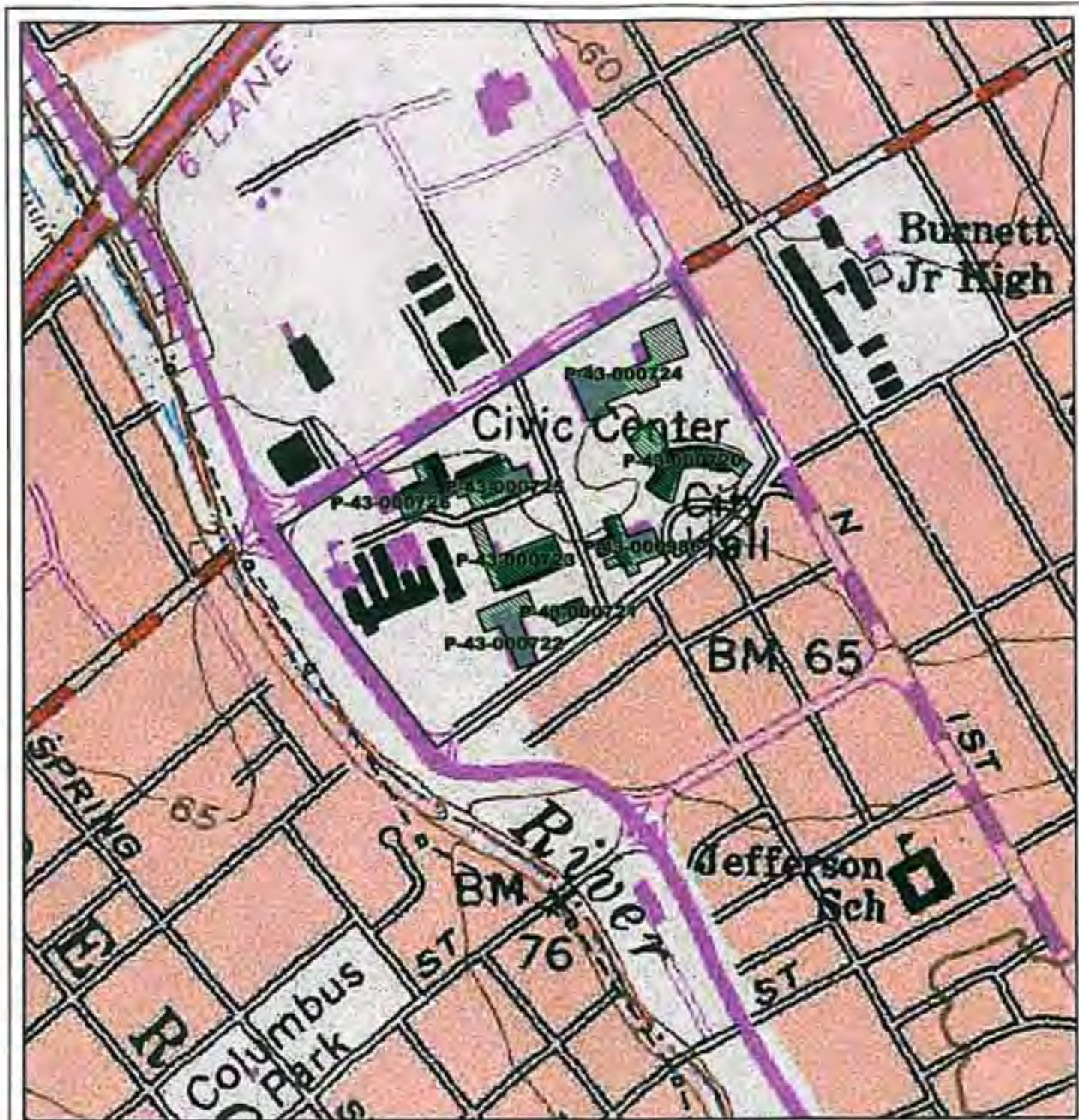
*Historic Resources Inventory P-43-000726: Santa Clara County Criminal Courts and Law Enforcement Offices. Sacramento, CA: State of California Department of Parks and Recreation, 1982.*

*Historic Resources Inventory P-43-000986: Health Building. Sacramento, CA: State of California Department of Parks and Recreation, 1982.*

# San Jose Civic Center Property

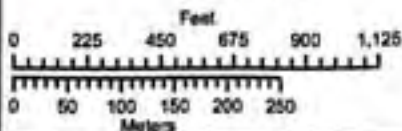
## Resource Map

11-0131, 8/17/11



### Northwest Information Center

May depict confidential cultural resource locations.  
Do not distribute.



	P-43-000720		P-43-000724
	P-43-000721		P-43-000725
	P-43-000722		P-43-000726
	P-43-000723		P-43-000986

P-43-000720

Ser. No.

HABS \_\_\_\_\_ HAER \_\_\_\_\_ NR \_\_\_\_\_ SHL \_\_\_\_\_ Loc \_\_\_\_\_  
UTM: A \_\_\_\_\_ B \_\_\_\_\_  
C \_\_\_\_\_ D \_\_\_\_\_

HISTORIC RESOURCES INVENTORY

IDENTIFICATION

1. Common name: City Hall UTMS: 597240E  
4134210N
2. Historic name: San Jose City Hall
3. Street or rural address: 801 North First Street  
City San Jose Zip 95110 County Santa Clara
4. Parcel number: 259-4-6
5. Present Owner: City of San Jose Address: 801 North First Street  
City San Jose Zip 95110 Ownership is: Public  Private \_\_\_\_\_
6. Present Use: City Hall Offices Original use: Offices

DESCRIPTION

- 7a. Architectural style: International
- 7b. Briefly describe the present physical description of the site or structure and describe any major alterations from its original condition:

The San Jose City Hall is a 4-story crescent-shaped reinforced concrete and steel-frame government office building with a 2-story transverse wing housing the council chamber and employee cafeteria. The main facades of the crescent-shaped wing are curtain walls, consisting of continuous alternating bands of mirror glass and soft gray-blue porcelain enamel panels, divided into bays by exposed vertical structural steel painted black. The east end-wall is windowless and sheathed in red brick. The 2-story transverse wing extends at an angle from the concave side of the crescent. It has a similar curtain wall as the main wing, as well as a 2-story glazed entry lobby with atrium and steel-railed spiralling staircase. The end wall of the 2-story wing is clad in aggregate block. In 1977, a 6-story office block addition was completed, of square plan and flat roof. It incorporated the same curtain-wall detailing and coloring of the original building, and is also of reinforced concrete and steel frame construction. It is connected to the old building by a 4-story curtain-walled wing. The complex sits in a lushly landscaped lot with mature trees, lawn, patios, and planters. A parking lot is adjacent to the west. The San Jose City Hall is at the southern end of the County of Santa Clara and City



8. Construction date: of San Jose Civic Center.  
Estimated \_\_\_\_\_ Factual 1956-1958
9. Architect Donald F. Haines
10. Builder Carl N. Swenson
11. Approx. property size (in feet)  
Frontage c. 384 Depth c. 326  
or approx. acreage \_\_\_\_\_
12. Date(s) of enclosed photograph(s)  
2/1982

13. Condition: Excellent  Good \_\_\_\_\_ Fair \_\_\_\_\_ Deteriorated \_\_\_\_\_ No longer in existence \_\_\_\_\_
14. Alterations: 6-story addition in 1976 (1973 planning); Architect: Norton S. Curtis & Assoc. Contractor: Rudolph & Sleeten, Inc.
15. Surroundings: (Check more than one if necessary) Open land  Scattered buildings  Densely built-up \_\_\_\_\_  
Residential \_\_\_\_\_ Industrial \_\_\_\_\_ Commercial \_\_\_\_\_ Other: Part of Civic Center
16. Threats to site: None known  Private development \_\_\_\_\_ Zoning \_\_\_\_\_ Vandalism \_\_\_\_\_  
Public Works project \_\_\_\_\_ Other: \_\_\_\_\_
17. Is the structure: On its original site?  Moved? \_\_\_\_\_ Unknown? \_\_\_\_\_
18. Related features: Civic Center buildings, landscaping, and parking lots

#### SIGNIFICANCE

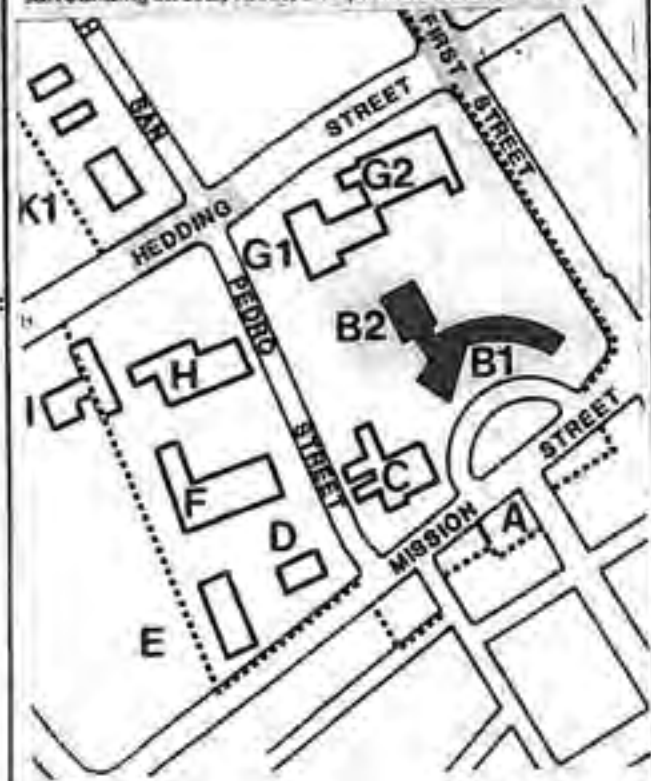
19. Briefly state historical and/or architectural importance (include dates, events, and persons associated with the site.)  
The San Jose City Hall represents the determination of the City of San Jose to meet the challenges of growth in the booming years following World War II. The Second-Empire style city hall constructed in 1887 was considered inadequate and, on September 27, 1955, San Jose's citizens voted \$1,975,000 for a new city hall. On June 28, 1956, ground was broken for the structure which was finally dedicated on March 27, 1958. A commemorative booklet which was issued at the time stated that the building was especially strengthened for protection against earthquake damage. The architect of the original building was Donald F. Haines, who designed it in the fashionable International Style of the 1950's. The building, with its curving expanses of curtain wall and carefully exposed structural members, is a good example of the style. It is reminiscent of the designs of Mies der Rohe, Saarinen & Saarinen, and Skidmore, Owings & Merrill from the 1940's and 1950's. In such detailings as the stair and railing in the lobby, the building is particularly fine. The 1975-1976 addition is in a style and scale that enhances, rather than detracts from, the original building. The overall integrity of the site, including the landscaping, render the building an important architectural statement of the 1950's and perhaps the most important building in the Civic Center Complex.

20. Main theme of the historic resource: (If more than one is checked, number in order of importance.)  
Architecture \_\_\_\_\_ Arts & Leisure \_\_\_\_\_  
Economic/Industrial \_\_\_\_\_ Exploration/Settlement \_\_\_\_\_  
Government  Military \_\_\_\_\_  
Religion \_\_\_\_\_ Social/Education \_\_\_\_\_

21. Sources (List books, documents, surveys, personal interviews and their dates).  
San Jose, City of, 1958, City of San Jose:  
Civic Center. Dedicatory Program  
Pamphlet, March 27, 1958. San Jose.  
San Jose City Clerk, n.d., History Card  
#11634

22. Date form prepared 7/30/82  
By (name) Garaventa/Minor  
Organization Basin Research Associates  
Address: 31162 San Clemente St. #110  
City Hayward CA Zip 94544  
Phone: (415)-487-0923

Locational sketch map (draw and label site and surrounding streets, roads, and prominent landmarks):





HISTORIC RESOURCES INVENTORY

P-43-000721  
Ser. No.

HABS \_\_\_\_\_ HAER \_\_\_\_\_ NR \_\_\_\_\_ SHL \_\_\_\_\_ Loc \_\_\_\_\_  
UTM: A \_\_\_\_\_ B \_\_\_\_\_  
C \_\_\_\_\_ D \_\_\_\_\_

IDENTIFICATION

1. Common name: Communications Building UTMS: 597090 E  
4134020 N
2. Historic name: [San Jose] Communications Building/Emergency Operations Center
3. Street or rural address: 171 West Mission Street  
City San Jose Zip 95110 County Santa Clara
4. Parcel number: 259-4-3
5. Present Owner: City of San Jose Address: 801 North First Street  
City San Jose Zip 95110 Ownership is: Public  Private \_\_\_\_\_
6. Present Use: Communications Facilities Original use: Communications Facilities

DESCRIPTION

- 7a. Architectural style: Modern-Functional
- 7b. Briefly describe the present *physical description* of the site or structure and describe any major alterations from its original condition:

This is a one-story flat-roofed windowless building of reinforced concrete construction, of generally, rectangular plan, with high central mass flanked by lower wings. A brick baffle and canopy with the words "City of San Jose", fronts the entry. Two tall radio antennae towers project from the roof, surrounded by a cluster of smaller antennae. A microwave dish is adjacent to the entry. The building is set in a landscaped lot surrounded by a cyclone fence.



8. Construction date: Estimated \_\_\_\_\_ Factual 1956-1958
9. Architect Kurt Gross
10. Builder George Bianchi
11. Approx. property size (in feet)  
Frontage c. 420 Depth c. 351  
or approx. acreage \_\_\_\_\_
12. Date(s) of enclosed photograph(s)  
2/1982

13. Condition: Excellent  Good  Fair  Deteriorated  No longer in existence
14. Alterations: None
15. Surroundings: (Check more than one if necessary) Open land  Scattered buildings  Densely built-up   
Residential  Industrial  Commercial  Other: Part of Civic Center
16. Threats to site: None known  Private development  Zoning  Vandalism   
Public Works project  Other:
17. Is the structure: On its original site?  Moved?  Unknown?
18. Related features: Civic Center buildings, landscaping, and parking lots

#### SIGNIFICANCE

19. Briefly state historical and/or architectural importance (include dates, events, and persons associated with the site.)

When completed in 1958, the Communications Building gave San Jose the distinction of housing all its emergency communications under a single roof. The building was designed to be bomb-proof. Baffled entrances to exclude shock waves, and an outside sprinkler system to wash down radioactive contaminants, were installed to protect the building from nuclear attack. As such, the building is an interesting artifact of the nuclear scares of the 1950's. Along with the City Hall and Health Building, it is part of the City of San Jose's original civic center of the period 1956-1958.

20. Main theme of the historic resource: (If more than one is checked, number in order of importance.)

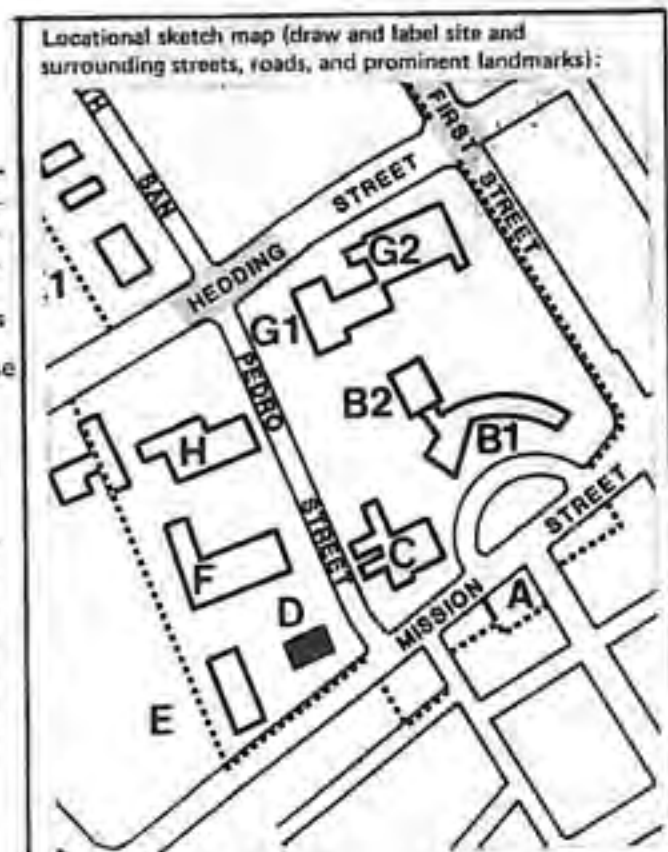
Architecture  Arts & Leisure   
Economic/Industrial  Exploration/Settlement   
Government  Military   
Religion  Social/Education

21. Sources (List books, documents, surveys, personal interviews and their dates).

San Jose, City of, 1958, City of San Jose  
Civic Center. Dedicatory Program  
Pamphlet, March 27, 1958. San Jose.  
San Jose City Clerk, n.d., History Card  
#1066

CONTINUED

22. Date form prepared 7/30/82  
By (name) Garaventa/Minor  
Organization Basin Research Associates  
Address: 31162 San Clemente St. #110  
City Hayward CA Zip 94544  
Phone: (415)-487-0923



P-43-000721

1. Communications Building

3. 171 West Mission Street

San Jose

95110

Santa Clara

21. CONTINUED

Nailen, R.S., 1972, Guardians of the Garden City, Smith & McKay, San Jose.

P-43-000722

Ser. No.

HABS \_\_\_\_\_ HAER \_\_\_\_\_ NR \_\_\_\_\_ SHL \_\_\_\_\_ Loc \_\_\_\_\_  
UTM: A \_\_\_\_\_ B \_\_\_\_\_  
C \_\_\_\_\_ D \_\_\_\_\_

HISTORIC RESOURCES INVENTORY

IDENTIFICATION

1. Common name: Police Administration Building UTMS: 593030E  
4134000N
2. Historic name: Police Administration Building
3. Street or rural address: 201 West Mission Street
- City San Jose Zip 95110 County Santa Clara
4. Parcel number: 259-4-3
5. Present Owner: City of San Jose Address: 801 North First Street
- City San Jose Zip 95110 Ownership is: Public  Private \_\_\_\_\_
6. Present Use: Offices Original use: Offices

DESCRIPTION

- 7a. Architectural style: Brutalism
- 7b. Briefly describe the present physical description of the site or structure and describe any major alterations from its original condition:

This is a reinforced concrete government office building, two-stories with bermed high basement, flat roof, and T plan. The building is of Brutalist inspiration, with raw exposed concrete walls and heavy structural articulation. Dark tinted windows are deeply recessed between vertical and horizontal structural members. The entry is set off by a large cubic mass cantilevered over the doors. Stairs leading to the entry are screened behind a high wall. This fortress-like structure is set in a landscaped lot with lawn, redwood and eucalyptus trees, and planted berm, surrounded by a concrete brick wall. It is located near the southeast corner of the County of Santa Clara and City of San Jose Civic Center.



8. Construction date: Estimated \_\_\_\_\_ Factual 1968-1969
9. Architect Welton Becket & Associates
10. Builder Nicholson-Brown Inc.
11. Approx. property size (in feet)  
Frontage 266' Depth 230'  
or approx. acreage \_\_\_\_\_
12. Date(s) of enclosed photograph(s)  
2/1982

13. Condition: Excellent  Good  Fair  Deteriorated  No longer in existence
14. Alterations: None
15. Surroundings: (Check more than one if necessary) Open land  Scattered buildings  Densely built-up   
Residential  Industrial  Commercial  Other: Part of Civic Center
16. Threats to site: None known  Private development  Zoning  Vandalism   
Public Works project  Other:
17. Is the structure: On its original site?  Moved?  Unknown?
18. Related features: Civic Center buildings, landscaping, and parking lots

**SIGNIFICANCE**

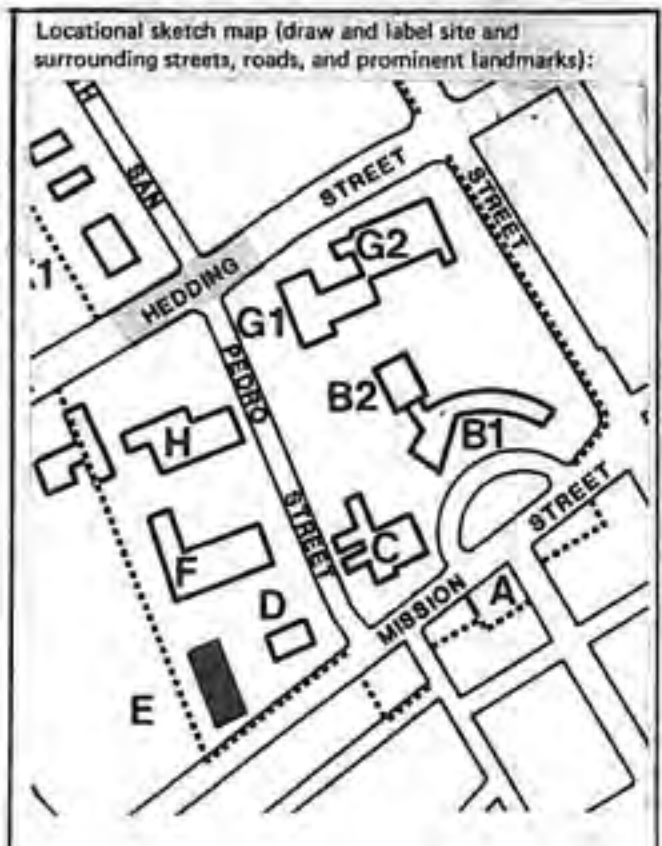
19. Briefly state historical and/or architectural importance (include dates, events, and persons associated with the site.)

Designed by Welton Becket & Associates, and constructed in 1968-69, the San Jose Police Administration Building is a good example of Brutalist architecture of the late 1960's, a popular style for university campuses and civic centers.

20. Main theme of the historic resource: (If more than one is checked, number in order of importance.)  
Architecture  Arts & Leisure   
Economic/Industrial  Exploration/Settlement   
Government  Military   
Religion  Social/Education

21. Sources (List books, documents, surveys, personal interviews and their dates).  
San Jose City Clerk, n.d., History Card #5164

22. Date form prepared 7/30/82  
By (name) Garaventa/Minor  
Organization Basin Research Associates  
Address: 31162 San Clemente St. #110  
City Hayward CA Zip 94544  
Phone: (415)-487-0923



HISTORIC RESOURCES INVENTORY

P-43-000723  
HABS \_\_\_\_\_ HAER \_\_\_\_\_ NR \_\_\_\_\_ SHL \_\_\_\_\_ Loc \_\_\_\_\_  
UTM: A \_\_\_\_\_ B \_\_\_\_\_  
C \_\_\_\_\_ D \_\_\_\_\_

IDENTIFICATION

1. Common name: Police Garage UTMS: 597 050E  
41 84 08DN
2. Historic name: Police Garage
3. Street or rural address: 825 North San Pedro Street  
City San Jose Zip 95110 County Santa Clara
4. Parcel number: 259-4-3
5. Present Owner: City of San Jose Address: 801 North First Street  
City San Jose Zip 95110 Ownership is: Public  Private \_\_\_\_\_
6. Present Use: Parking Original use: Parking

DESCRIPTION

- 7a. Architectural style: Modern-Functional
- 7b. Briefly describe the present physical description of the site or structure and describe any major alterations from its original condition:

This is a 2-story rectangular open-deck parking garage of reinforced concrete construction. Stout oblong columns at the ground level support a flat roof deck with cyclone fence railing. An enclosed office and service bays are at the front center of the ground level. Covered fuel pumps project to the south and there is a 2-story enclosed wing to the west. The garage is set in a large landscaped parking lot surrounded by a cyclone fence, located at the center of the County of Santa Clara and City of San Jose Civic Center.



8. Construction date: Estimated \_\_\_\_\_ Factual 1958
9. Architect Gould & Degenkolb  
(design/construction)
10. Builder John Gould  
(Structural Engineer)
11. Approx. property size (in feet)  
Frontage 220 Depth 312  
or approx. acreage \_\_\_\_\_
12. Date(s) of enclosed photograph(s)  
2/1982

13. Condition: Excellent  Good \_\_\_\_\_ Fair \_\_\_\_\_ Deteriorated \_\_\_\_\_ No longer in existence \_\_\_\_\_
14. Alterations: None
15. Surroundings: (Check more than one if necessary) Open land  Scattered buildings  Densely built-up \_\_\_\_\_  
Residential \_\_\_\_\_ Industrial \_\_\_\_\_ Commercial \_\_\_\_\_ Other: Part of Civic Center
16. Threats to site: None known  Private development \_\_\_\_\_ Zoning \_\_\_\_\_ Vandalism \_\_\_\_\_  
Public Works project \_\_\_\_\_ Other: \_\_\_\_\_
17. Is the structure: On its original site?  Moved? \_\_\_\_\_ Unknown? \_\_\_\_\_
18. Related features: Civic Center buildings, landscaping, and parking lots

#### SIGNIFICANCE

19. Briefly state historical and/or architectural importance (include dates, events, and persons associated with the site.)

This is a typical example of an open-deck parking garage of the 1950's. The type appeared during the Depression, was built in great numbers in the 1950's and 1960's, and is still being built today. The garage takes on further importance by being part of the City of San Jose's original civic center from the period 1956-58.

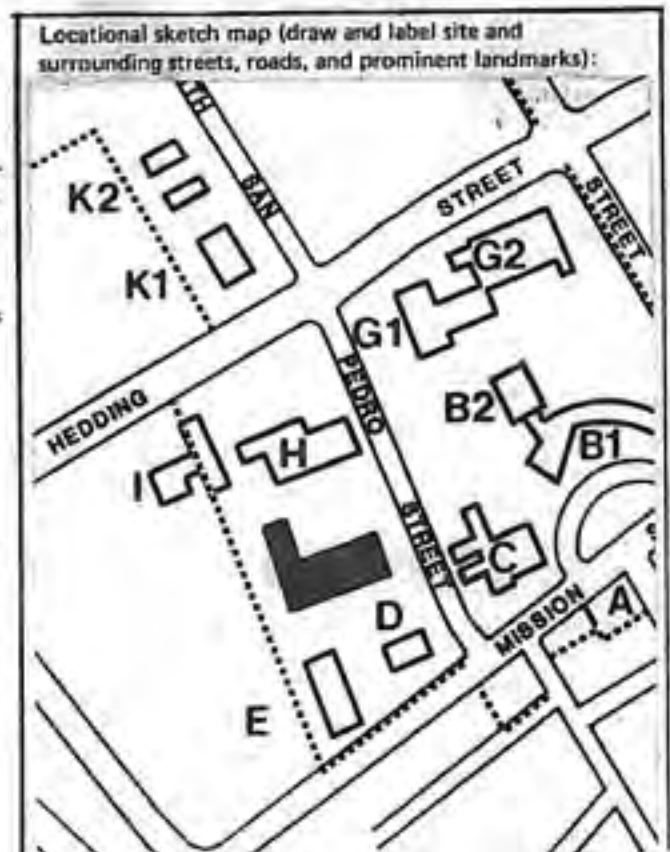
20. Main theme of the historic resource: (If more than one is checked, number in order of importance.)

Architecture \_\_\_\_\_ Arts & Leisure \_\_\_\_\_  
Economic/Industrial \_\_\_\_\_ Exploration/Settlement \_\_\_\_\_  
Government  Military \_\_\_\_\_  
Religion \_\_\_\_\_ Social/Education \_\_\_\_\_

21. Sources (List books, documents, surveys, personal interviews and their dates).

San Jose City Clerk, n.d., History Card #1207

22. Date form prepared 7/30/82  
By (name) Garaventa/Minor  
Organization Basin Research Associates  
Address: 31162 San Clemente St. #110  
City Hayward CA Zip 94544  
Phone: (415)-487-0923



HISTORIC RESOURCES INVENTORY

P-43-000724  
Ser. No.

HABS \_\_\_\_\_ HAER \_\_\_\_\_ NR \_\_\_\_\_ SHL \_\_\_\_\_ Loc \_\_\_\_\_  
 UTM: A \_\_\_\_\_ B \_\_\_\_\_  
 C \_\_\_\_\_ D \_\_\_\_\_

WTMS: 597160 E  
413 4320 N

IDENTIFICATION

1. Common name: County Administration Building (West and East Wings)
2. Historic name: County Administration Building (West and East Wings)
3. Street or rural address: 70 West Hedding Street  
 City San Jose Zip 95110 County Santa Clara
4. Parcel number: 259-4-9
5. Present Owner: County of Santa Clara Address: 70 West Hedding Street  
 City San Jose Zip 95110 Ownership is: Public  Private \_\_\_\_\_
6. Present Use: Offices Original use: Offices

DESCRIPTION

- 7a. Architectural style: West Wing: 1950's Modern; East Wing: 1970's Neo-Expressionism
- 7b. Briefly describe the present physical description of the site or structure and describe any major alterations from its original condition:

The Santa Clara County Administration Building is actually two separate buildings joined by a common lobby and plaza. The West Wing was the original Administration Building, constructed in 1959. It is a 7-story steel-frame and reinforced concrete government office building, with rectangular plan and flat roof. The major facades (east and west) consist of continuous sunscreens comprised of six contiguous horizontal bands of adjustable vertical aluminum louvers covering balconies on each floor. The ground floors are partially glazed with aluminum-frame plate-glass windows and turquoise porcelain-enamel panels. The end walls are stuccoed blank expanses, divided into four bays by exposed structural members. Cantilevered saucer-shaped objects project over the ground floor from both the east and west walls. A one-story wing extends at a right angle to the east from the 7-story block, housing the old supervisors' chambers. It has a concrete grill breezeway with period landscaping along the south wall. It joins with the lobby of the East Wing. The East Wing was completed in 1976. It is a rectangular steel-frame structure, consisting of a 12-story curtain-wall government office block of mirror

CONTINUED



8. Construction date:  
 Estimated \_\_\_\_\_ Factual 1959  
 East Wing: 1973-1976
9. Architect Associated Architects of Santa Clara County CONTIN.
10. Builder Carl N. Swenson
11. Approx. property size (in feet)  
 Frontage 504 Depth 360  
 or approx. acreage \_\_\_\_\_
12. Date(s) of enclosed photograph(s)  
2/1982

West Wing

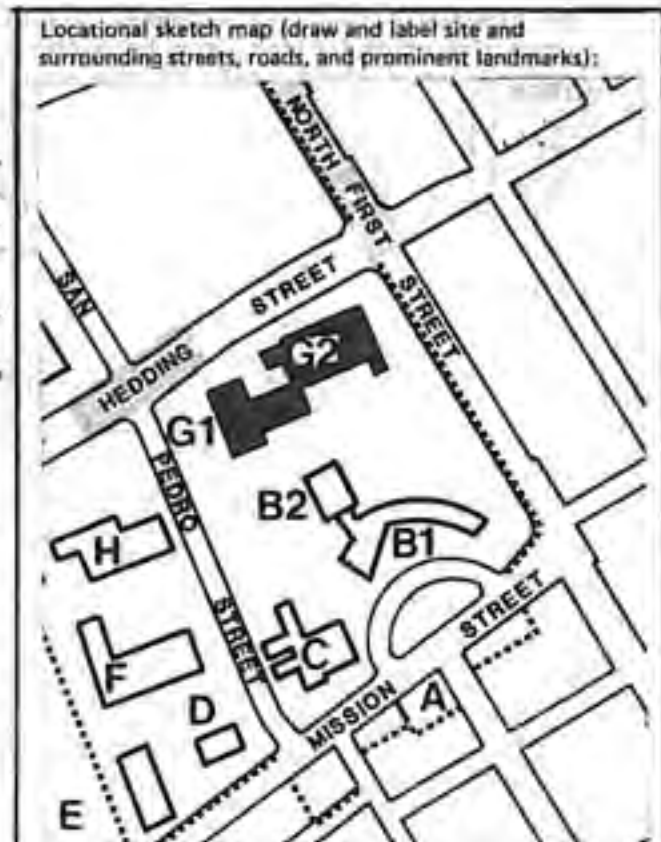


13. Condition: Excellent  Good \_\_\_\_\_ Fair \_\_\_\_\_ Deteriorated \_\_\_\_\_ No longer in existence \_\_\_\_\_
14. Alterations: East Wing: 1973-1976; Architect: Albert A. Hoover & Associates CONTINUED
15. Surroundings: (Check more than one if necessary) Open land  Scattered buildings  Densely built-up \_\_\_\_\_  
Residential \_\_\_\_\_ Industrial \_\_\_\_\_ Commercial \_\_\_\_\_ Other: Part of Civic Center
16. Threats to site: None known  Private development \_\_\_\_\_ Zoning \_\_\_\_\_ Vandalism \_\_\_\_\_  
Public Works project \_\_\_\_\_ Other: \_\_\_\_\_
17. Is the structure: On its original site?  Moved? \_\_\_\_\_ Unknown? \_\_\_\_\_
18. Related features: Civic Center buildings, landscaping, and parking lots

#### SIGNIFICANCE

19. Briefly state historical and/or architectural importance (include dates, events, and persons associated with the site.)  
The County Administration Building (East and West Wings) symbolizes the tremendous growth experienced by Santa Clara County in the 1960's and 1970's. The original building (West Wing) dates from 1959, and is the county's equivalent of San Jose's City Hall. Not as distinguished a building, the West Wing nevertheless, with its impressive skin of aluminum louvers and its inexplicable saucers hovering over the ground floors, is a representative example of "modern" design from the late 1950's. The concrete grill breezeway and period landscaping are particularly fine. The new building (East Wing) is a virtual explosion of scale in the Civic Center. While perhaps a dramatic building in its own right, it has succeeded in totally overshadowing the other buildings of the Civic Center, and must be viewed as an intrusion into the unity of the area.

20. Main theme of the historic resource; (If more than one is checked, number in order of importance.)  
Architecture \_\_\_\_\_ Arts & Leisure \_\_\_\_\_  
Economic/Industrial \_\_\_\_\_ Exploration/Settlement \_\_\_\_\_  
Government  Military \_\_\_\_\_  
Religion \_\_\_\_\_ Social/Education \_\_\_\_\_
21. Sources (List books, documents, surveys, personal interviews and their dates).  
Santa Clara County, Board of Supervisors, Documents Library, Land and Building Files
22. Date form prepared 7/30/82  
By (name) Garaventa/Minor  
Organization Basin Research Associates  
Address: 31162 San Clemente St. #110  
City Hayward CA Zip 94544  
Phone: (415)-487-0923



1. County Administration Building (West and East Wings)
3. 70 West Hedding Street

San Jose

95110

Santa Clara

7b. CONTINUED

glass set between two 14-story slabs on the south and west clad in corrugated metal. These slabs house stairwells and elevators, and are monolithically blank save for the exposed stairwells at the ends, narrow window banding on the south, and exposed elevators on the west. They have a natural rust color. A one-story curve-walled wing extends to the east and south, also clad in corrugated metal siding, which houses the supervisors' chambers. The East Wing is set in a sunken landscaped plaza surrounded by tiered planters. The East Wing and West Wing are connected by a one-story mirror glass lobby which opens onto a shared common plaza with evenly spaced trees. The whole complex is set in a large landscaped lot with lawn and mature trees. There is a very large landscaped parking lot across West Hedding Street. The complex is located in the east-central area of the County of Santa Clara and City of San Jose Civic Center.

9. CONTINUED

Associated Architects of Santa Clara County with Lawrence Gentry, Kurt Goss, Hollis Logue, and Allan M. Walter

14. CONTINUED

Albert A. Hoover & Associates with Caudill Rowlett Scott, William W. Hedley Jr., and James Fong  
Contractor: F.P. Lathrop Construction Co.  
Built: 1973-1976

East Wing (cf. sketch map G-2)



P-43-000725

Ser. No.

HABS	HAER	NR	SHL	Loc
UTM: A			B	
C			D	

HISTORIC RESOURCES INVENTORY

IDENTIFICATION

1. Common name: Sheriff's Department and Main County Jail
2. Historic name: Sheriff's Department and Main County Jail
3. Street or rural address: 180 West Hedding Street  
 City San Jose Zip 95110 County Santa Clara
4. Parcel number: 259-4-4
5. Present Owner: County of Santa Clara Address: 70 West Hedding Street  
 City San Jose Zip 95110 Ownership is: Public  Private
6. Present Use: Offices and Jail Original use: Offices and Jail

UTMS: 597000E  
4134200N

DESCRIPTION

- 7a. Architectural style: Modern-Eclectic
- 7b. Briefly describe the present physical description of the site or structure and describe any major alterations from its original condition:

The Sheriff's Department and County Jail is a composite structure that has been added to and remodeled extensively since its initial construction. The first three phases of development, spanning the period 1956-1971, were conceived as a whole, and resulted in a unified design. The result is a 3-story reinforced concrete government office building and jail with a staggered, double-rectangle plan. The principal public (north) facade features clearly exposed structural concrete which divides the facade into eight bays. On the upper stories these bays are infilled with pink concrete panels and horizontal window bands covered with adjustable vertical aluminum louvers. The ground floor has a gray and blue mosaic tile base surmounted by aluminum-frame plate-glass banding. The front entry is set off by a cantilevered canted canopy and a concave curving wall with aluminum letters forming the words "Sheriff's Department - County of Santa Clara". The side and rear (south) facades of the building largely consist of blank concrete walls with thin vertical window stripping at stairwells. There is a recessed glazed entry at the southeast corner of the building, which may date from a later

CONTINUED



8. Construction date:  
 Estimated \_\_\_\_\_ Factual 1956-1958
9. Architect Frank C. Treseder with de Lappe & Van Bourg
10. Builder Barrett Construction Company
11. Approx. property size (in feet)  
 Frontage 444 Depth 354  
 or approx. acreage \_\_\_\_\_
12. Date(s) of enclosed photograph(s)  
2/1982

13. Condition: Excellent  Good \_\_\_\_\_ Fair \_\_\_\_\_ Deteriorated \_\_\_\_\_ No longer in existence \_\_\_\_\_
14. Alterations: Yes (see CONTINUATION)
15. Surroundings: (Check more than one if necessary) Open land  Scattered buildings  Densely built-up \_\_\_\_\_  
 Residential \_\_\_\_\_ Industrial \_\_\_\_\_ Commercial \_\_\_\_\_ Other: Part of Civic Center
16. Threats to site: None known  Private development \_\_\_\_\_ Zoning \_\_\_\_\_ Vandalism \_\_\_\_\_  
 Public Works project \_\_\_\_\_ Other: \_\_\_\_\_
17. Is the structure: On its original site?  Moved? \_\_\_\_\_ Unknown? \_\_\_\_\_
18. Related features: Civic Center buildings, landscaping, and parking lots

**SIGNIFICANCE**

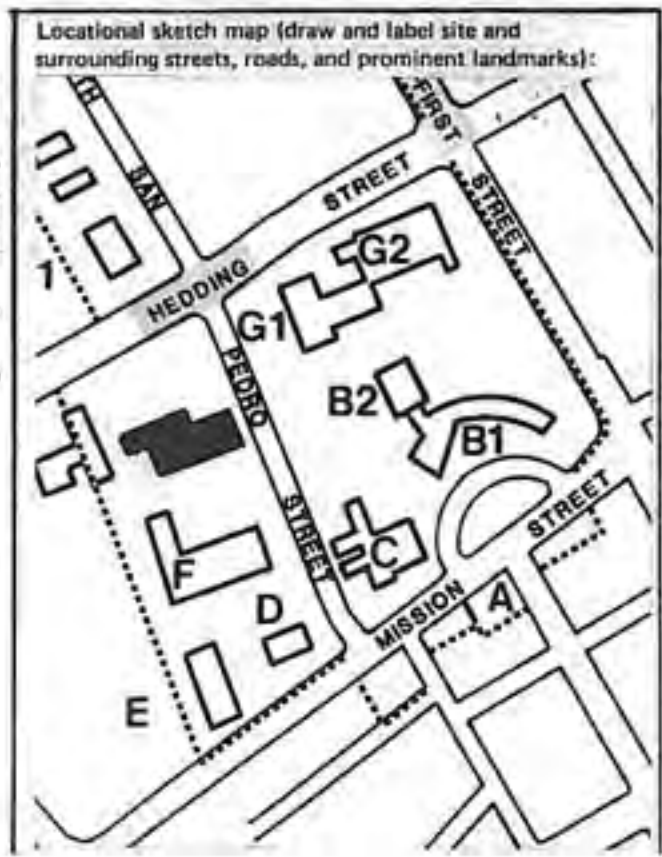
19. Briefly state historical and/or architectural importance (include dates, events, and persons associated with the site.)

Along with the neighboring Criminal/Legal Building, the Sheriff's Department and County Jail was designed by Frank C. Treseder, and was the County's first building in the complex. It supports the more important Criminal/Legal Building by its age and design.

20. Main theme of the historic resource: (If more than one is checked, number in order of importance.)  
 Architecture \_\_\_\_\_ Arts & Leisure \_\_\_\_\_  
 Economic/Industrial \_\_\_\_\_ Exploration/Settlement \_\_\_\_\_  
 Government  Military \_\_\_\_\_  
 Religion \_\_\_\_\_ Social/Education

21. Sources (List books, documents, surveys, personal interviews and their dates).  
 Santa Clara County, Board of Supervisors,  
 Documents Library, Land and Building  
 Files

22. Date form prepared 7/30/82  
 By (name) Garaventa/Minor  
 Organization Basin Research Associates  
 Address: 31162 San Clemente St. #110  
 City Hayward CA Zip 94544  
 Phone: (415)-487-0923



1. Sheriff's Department and Main County Jail

3. 180 West Hedding Street

San Jose

95110

Santa Clara

7b. CONTINUED

remodeling. A partially subterranean driveway, for the delivery of prisoners, bisects the building from east to west. The building is set in a small landscaped parking lot to the north. It is at the center of the County of Santa Clara and City of San Jose Civic Center.

14. CONTINUED

All additions by the original architect, Frank C. Treseder

1958 Crime Lab added

1966 Addition

1971 Completion of third floor

Note 1982-1983 proposed addition (to be built)

HISTORIC RESOURCES INVENTORY

P-43-000726

Ser. No.

HABS \_\_\_\_\_ HAER \_\_\_\_\_ NR \_\_\_\_\_ SHL \_\_\_\_\_ Loc \_\_\_\_\_  
UTM: A \_\_\_\_\_ B \_\_\_\_\_  
C \_\_\_\_\_ D \_\_\_\_\_  
UTMS: 596900E  
4134180W

IDENTIFICATION

1. Common name: Santa Clara County Criminal Courts and Law Enforcement Offices,
2. Historic name: Superior Court or Criminal/Legal Building (various names)
3. Street or rural address: 20 West Hedding Street  
City San Jose Zip 95110 County Santa Clara
4. Parcel number: 259-4-4
5. Present Owner: County of Santa Clara Address: 70 West Hedding Street  
City San Jose Zip 95110 Ownership is: Public  Private \_\_\_\_\_
6. Present Use: \_\_\_\_\_ Original use: \_\_\_\_\_

DESCRIPTION

- 7a. Architectural style: 1950's Modern
- 7b. Briefly describe the present physical description of the site or structure and describe any major alterations from its original condition:

The Criminal-Legal Building is a T-plan reinforced concrete government office building and courthouse, consisting of a 2-story cross-wing housing offices and a one-story stem-wing housing the Santa Clara County Superior Courts. The concrete framing is clearly exposed, dividing the 2-story wing into eight bays, and the one-story wing into six bays. The 2-story wing has concrete and ochre brick walls with horizontal window banding covered with adjustable vertical aluminum louvers, and a blank ochre brick north end wall. A cantilevered canted canopy projects over a glazed entry on the east wall. The one-story wing has ochre brick walls flanking the glazed entry lobby on the north wall, and a concrete grill sunscreen along the rear (south) wall. A one-story windowless holding cell, a later addition, projects from the south wall. The Criminal-Legal Building is set in a landscaped plaza containing lawn, brick planters, patios, benches, and small mature trees. It is connected by a breezeway to the adjoining Sheriff's Department, and is situated in the west-central area of the County of Santa Clara and City of San Jose Civic Center.



8. Construction date:  
Estimated \_\_\_\_\_ Factual 1957
9. Architect Frank C. Treseder
10. Builder Barrett Construction Company
11. Approx. property size (in feet)  
Frontage c. 200 Depth c. 354  
or approx. acreage \_\_\_\_\_
12. Date(s) of enclosed photograph(s)  
2/1982

13. Condition: Excellent  Good  Fair  Deteriorated  No longer in existence
14. Alterations: Information not available
15. Surroundings: (Check more than one if necessary) Open land  Scattered buildings  Densely built-up   
Residential  Industrial  Commercial  Other: Part of Civic Center
16. Threats to site: None known  Private development  Zoning  Vandalism   
Public Works project  Other:
17. Is the structure: On its original site?  Moved?  Unknown?
18. Related features: Civic Center buildings, landscaping, and parking lots

#### SIGNIFICANCE

19. Briefly state historical and/or architectural importance (include dates, events, and persons associated with the site.)

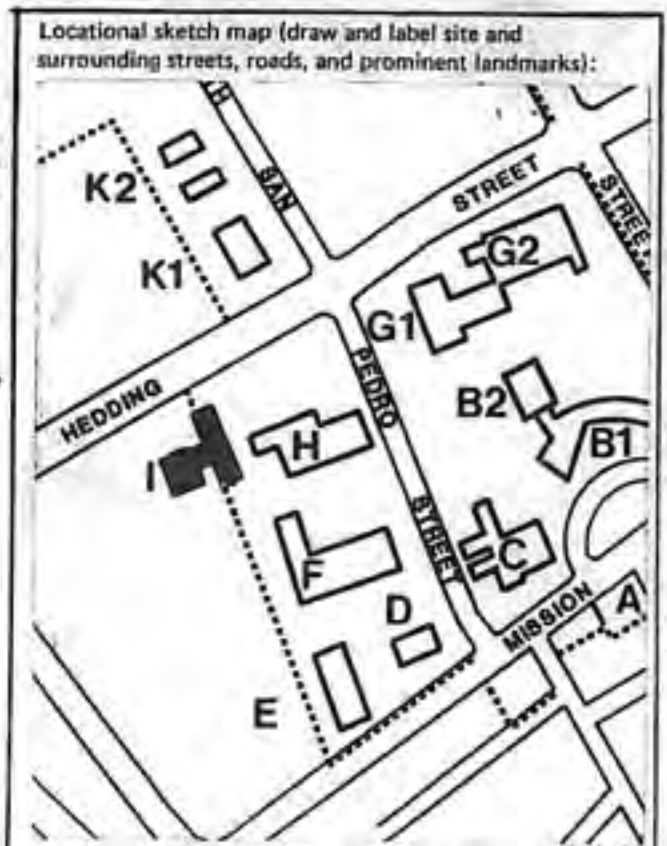
The Criminal/Legal Building was designed by Frank C. Treseder, and constructed in 1957. As such, it is one of the oldest of the County buildings of the Civic Center. It is a good example of institutional design of the 1950's, and virtually intact. The landscaping is particularly fine.

20. Main theme of the historic resource: (If more than one is checked, number in order of importance.)  
Architecture  Arts & Leisure   
Economic/Industrial  Exploration/Settlement   
Government  Military   
Religion  Social/Education

21. Sources (List books, documents, surveys, personal interviews and their dates).  
Santa Clara County, Board of Supervisors,  
Documents Library, Land and Buildings  
Files

22. Date form prepared 7/30/82  
By (name) Garaventa/Minor  
Organization Basin Research Associates  
Address: 31162 San Clemente St. #110  
City Hayward CA Zip 94544  
Phone: (415)- 487-0923

Locational sketch map (draw and label site and surrounding streets, roads, and prominent landmarks):



P-43-000726

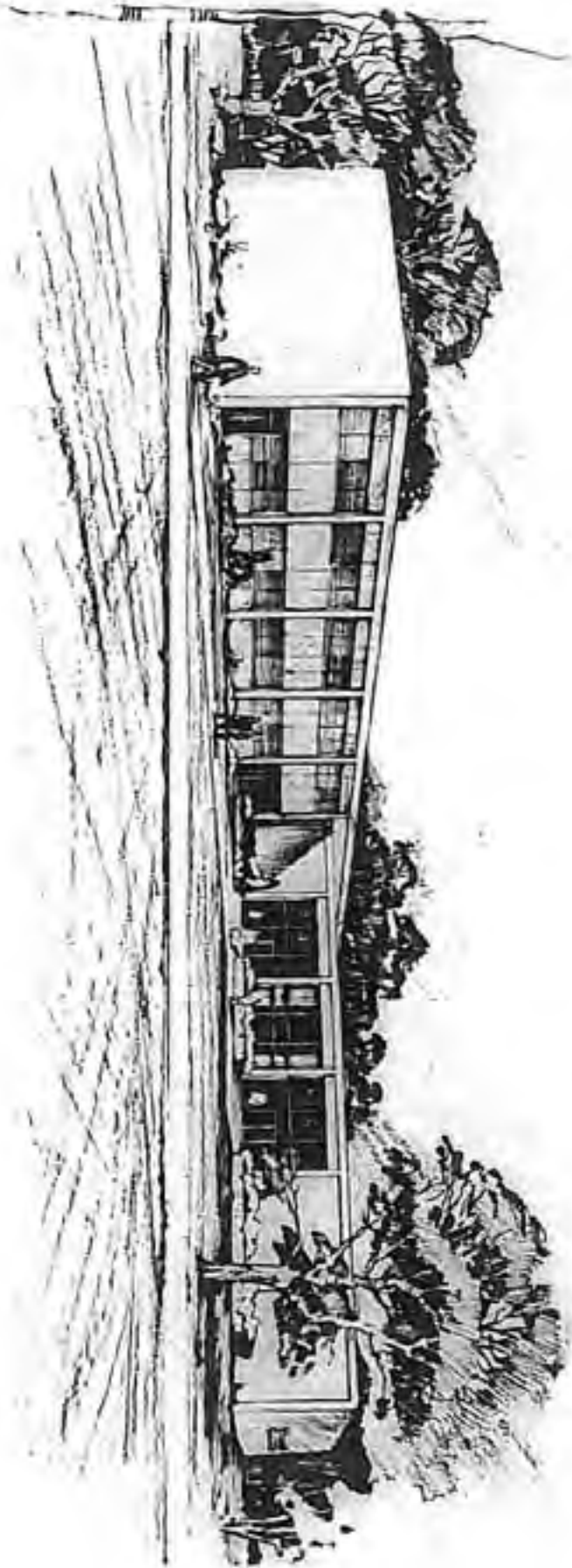
CRIMINAL COURTS & LAW ENFORCEMENT OFFICES  
FOR THE COUNTY OF SANTA CLARA  
FRANK C. THREBBERN AIA ARCHITECT



10/19/84



P-43-000726



HISTORIC RESOURCES INVENTORY

Ser. No. P-43-000986

HABS \_\_\_\_\_ HAER \_\_\_\_\_ NR \_\_\_\_\_ SHL \_\_\_\_\_ Loc \_\_\_\_\_  
UTM: A \_\_\_\_\_ B \_\_\_\_\_  
C \_\_\_\_\_ D \_\_\_\_\_

IDENTIFICATION

1. Common name: Health Building
2. Historic name: Health Building
3. Street or rural address: 151 West Mission Street  
City San Jose Zip 95110 County Santa Clara  
(San Jose West quad #4273)
4. Parcel number: 259-4-6 (UTM: Zone 10; 597170NE/4134100mN)
5. Present Owner: City of San Jose Address: 801 North First Street  
City San Jose Zip 95110 Ownership is: Public  Private \_\_\_\_\_
6. Present Use: Offices (cf. #7b) Original use: Offices (cf. #7b)

DESCRIPTION

- 7a. Architectural style: Modern-Eclectic
- 7b. Briefly describe the present physical description of the site or structure and describe any major alterations from its original condition:  
The San Jose Health Department Building is a composite structure which has been added to extensively since its initial construction. The initial building (1956-1957) consisted of a one-story flat-roofed reinforced concrete wing containing clinics, laboratories and offices, and a large classroom with shed roof, forming a T plan. This wing has a brick base, stuccoed walls and louvered aluminum windows. The 1963-64 addition consists of a 2-story rectangular flat-roofed office wing, set at right angle to the original building. Of reinforced concrete construction, its north and south walls are divided into horizontal bands of aluminum-framed windows and turquoise porcelain-enamel panels. Canted panels of aggregate are set in continuous bands above the windows to act as sunscreens. The resulting building is a composite, eclectic structure of varying materials, details, and heights. It is set in a lushly landscaped lot with lawn, mature trees, planters, and patios, at the southern end of the County of Santa Clara and City of San Jose Civic Center.



8. Construction date: Estimated \_\_\_\_\_ Factual 1956-1957
9. Architect Hollis Logue
10. Builder Harrod & Williams (main)  
Don Gordon Co. (classroom)
11. Approx. property size (in feet)  
Frontage 384 Depth 244  
or approx. acreage \_\_\_\_\_
12. Date(s) of enclosed photograph(s)  
2/1982

13. Condition: Excellent  Good  Fair  Deteriorated  No longer in existence
14. Alterations: Office Wing: 1963-64 change orders (1961 planning); Architect: Wilfred E. Blessing; Contractor: Nielson & Nielson
15. Surroundings: (Check more than one if necessary) Open land  Scattered buildings  Densely built-up   
Residential  Industrial  Commercial  Other: Part of Civic Center
16. Threats to site: None known  Private development  Zoning  Vandalism   
Public Works project  Other:
17. Is the structure: On its original site?  Moved?  Unknown?
18. Related features: Civic Center buildings, landscaping, and parking lots

**SIGNIFICANCE**

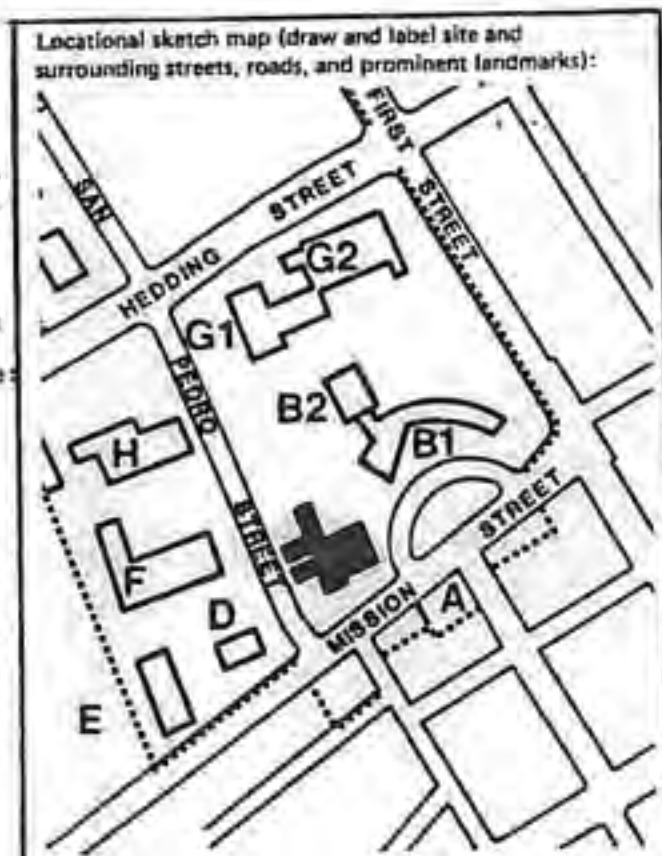
19. Briefly state historical and/or architectural importance (include dates, events, and persons associated with the site.)

The San Jose Health Department Building was constructed in 1956-57 as part of San Jose's new Civic Center. A not very distinguished example of architecture when constructed, it was further compromised by the 1963-64 addition. The importance of the building lies in its contribution to the overall Civic Center.

20. Main theme of the historic resource: (If more than one is checked, number in order of importance.)  
Architecture  Arts & Leisure   
Economic/Industrial  Exploration/Settlement   
Government  Military   
Religion  Social/Education

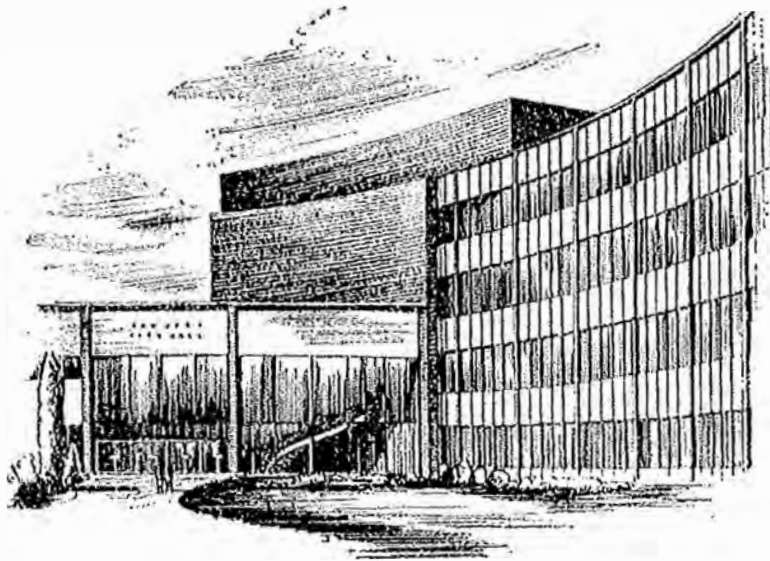
21. Sources (List books, documents, surveys, personal interviews and their dates).  
San Jose, City of, 1958, City of San Jose  
Civic Center. Dedicatory Program  
Pamphlet, March 27, 1958. San Jose.  
San Jose City Clerk, n.d., History Card  
#3445; File: Improvements and Develop-  
ments, Civic Center 7/30/82

22. Date form prepared \_\_\_\_\_  
By (name) Garaventa/Minor  
Organization Basin Research Associates  
Address: 31162 San Clemente St. #110  
City Hayward CA Zip 94544  
Phone: (415)-487-0923



**PRELIMINARY HISTORIC REPORT**  
Former City Hall, Annex, and Health Building  
801 North First St. – 161 West Mission St.  
San José, Santa Clara County, California

Prepared for:  
General Services Department  
City of San José  
Attn: Sharon N. Russell, Program Manager  
1661 Senter Road, Third Floor  
San José, CA 95112



Prepared by:

**ARCHIVES & ARCHITECTURE**  
Heritage Resource Partners

PO Box 1332  
San José CA 95109  
408.369.5683  
408.228.0762 fax  
[www.archivesandarchitecture.com](http://www.archivesandarchitecture.com)

Franklin Maggi, *Architectural Historian*  
Leslie A.G. Dill, *Architectural Historian*

December 20, 2006  
Rev. February 8, 2007

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## 1.0 INTRODUCTION

The City of San José is preparing a land use study for the reuse of the Former City Hall complex and “E” parking lot sites located on both sides of West Mission Street west of North First Street. The purpose of the study is to analyze a set of alternative land use scenarios to assist the City and the community to identify the highest and best reuse opportunities for the properties, consistent with the City’s General Plan, Economic Development Policy and other City of San José policies. The final product will be a report and presentation that will display alternative land use and site plan options.

The process includes community meetings to solicit input from interested and affected neighbors, community members, and stakeholders, regarding the potential reuse of the properties - and additional meetings for the presentation of results to the community prior to the alternatives analysis review by the San José Planning Commission and City Council. The land use study will present land use opportunities and constraints, residential and non-residential development capacity projections, estimated infrastructure improvement requirements, environmental issues assessment, and financial feasibility analysis, including costs and revenue projections, market feasibility and risk analysis. This analysis will be applied to three alternatives: (1) reuse of all three existing buildings at the complex – Former City Hall, Former City Hall Annex, and Health Building (originally known as the Health Center Building), (2) demolition of Former City Hall – leaving the Annex building, and (3) demolition of all existing buildings and consideration of private development options for mixed use or all residential use including 20% affordable housing. The property to the south of West Mission Street, known as the “E” parking lot, has no extant buildings. The land use analysis includes three alternatives for future utilization of this property.

As a part of this land use study and alternative analysis, this “Preliminary Historic Report” evaluates the potential historical significance of Former City Hall, Former City Hall Annex, and Health Building. The purpose of this historic report is to provide findings regarding historical significance, which can be integrated into the development and evaluation of the land use alternatives analysis for the site.

The firm of Archives & Architecture: Heritage Resource Partners of San José, California, was selected by the City of San José as the consultant to conduct historical and architectural research and evaluation for historical significance for the portion of the site north of West Mission Street that contains the three extant buildings. Work under this contract was conducted in November and December 2006 by Franklin Maggi and Leslie Dill, partners of the firm.

This report clarifies the historical status of the property and its associated buildings in terms of local, state, and national historical significance criteria. While the findings will be used within the land use study for the reuse of this property, the report may also be utilized later as a part of environmental review if a future project is proposed for this site. This historical evaluation however, does not present an analysis of related environmental issues pursuant to the California Environmental Quality Act (CEQA).

The property is identified as 801 North First St. and 161 West Mission St., San José, Santa Clara County, California. The property has no identified Santa Clara County Assessor parcel number (APN). Former City Hall, Former City Hall Annex, and Health Building are owned by the City of San José.

## 1.1 Qualifications of the Consultants

The principal author of this report, including the history, historical context, and evaluator for significance was Franklin Maggi, Preservation Planner, who specializes in the field of historic architecture and urban development. Mr. Maggi is a professional historian who previously worked as a planner for the City of San José. He has a professional degree in architecture with an area of concentration in architectural history from the University of California, Berkeley.

Leslie A. G. Dill, Architectural Historian, prepared the technical architectural descriptions and architectural context analysis. Ms. Dill has a Master of Architecture with a certificate in Historic Preservation from the University of Virginia. She is also a California-licensed architect, specializing in Preservation Architecture.

The firm of Archives & Architecture provides professional cultural resource management in the Santa Clara, Santa Cruz, and Monterey County areas; the partnership serves public agencies, private businesses and individuals with technical historical resource services in the fields of urban planning, community development, and archives management.

Mr. Maggi and Ms. Dill meet the Secretary of the Interior's qualifications to perform identification, evaluation, registration, and treatment activities within the field of Architectural Historian in compliance with state and federal environmental laws. The criteria are outlined in Code of Federal Regulations, 36 CFR Part 61, Appendix A.

## 1.2 Methodology

This document is presented in report format, and attached are State of California DPR523 historic property recordation forms that provide summary information about the property within a standard recording format, and numerical historic evaluation rating sheets as developed by the City of San José. The report was prepared according to the City of San José *Guidelines for Historic Reports* (City of San José rev. 1998 – Sections A. through F. and I.). The rating sheets utilize specific historic evaluation criteria used to establish a hierarchy of significance. The numerical system was developed by Harold Kalman of Canada in 1980, and adapted for local use in San José by the San José Landmarks Commission in 1989. The Director of Planning, Building, and Code Enforcement uses the numerical ratings to help determine historic significance as a part of the environmental review process.

DPR523 forms were prepared in accordance with the most recent edition of guidelines published by the California State Office of Historic Preservation [Instructions for Recording Historical Resources](#).

The buildings and structures on this site were examined in November and December 2006 by Franklin Maggi and Leslie Dill. Notes on the architecture, characteristic features of the buildings, and the neighborhood context were taken. Photographs of the exterior of the building and the related site were taken. Unlabeled photographs within this report were taken digitally by Franklin Maggi during the site visits. Architectural descriptions within this report were written based on these notes and photographs. Historical research was conducted by Franklin Maggi and included visits to repositories of local historical source material, including the California Room at the San José Martin Luther King Jr. Library, and the Santa Clara County Recorder's Office. This report was prepared utilizing the methodology recommended by the National Park Service, as outlined in Preservation Briefs #17 - *Architectural Character: Identifying the Visual Aspects of Historic Buildings as an Aid to Preserving Their Character* (1988), and #35 - *Understanding Old Buildings: The Process of Architectural Investigation* (1994). National Register Bulletins were also consulted, including #15 – *How to Apply the National Register Criteria for*

*Evaluation, #22 – Guidelines for Evaluating and Nominating Properties That Have Achieved Significance Within the Past Fifty Years, and #32 – Guidelines for Evaluating and Documenting Properties Associated with Significant Persons.*

Additionally, the *City of San José Survey Handbook* (Laffey 1992) and *Historical Overview and Context for the City of San José* (Laffey 1992) provided a local basis for the methodology used in this report.

### 1.3 Survey Status

The property is not listed on the San José Historic Resources Inventory, nor has it been recorded under any other local, state, and/or national historical resource listing.

Listing (or qualifying for listing) in the San José Historic Resources Inventory would indicate that a property is potentially significant as a historic resource, and that within the land use and development planning processes of the City, projects involving the resource should receive careful scrutiny during the environmental review process in accordance with CEQA. The San José Historic Resources Inventory was established by the San José City Council on March 18, 1986, under Resolution 58957. This action authorized the San José Historic Landmarks Commission to maintain the listing, adding and deleting specific properties as it deems appropriate (City of San José 1998).

### 1.4 Summary of Findings

The property and associated buildings that are the subject of this report were evaluated for historical significance in Section 4 of this report. Former City Hall was found to be historically significant for its intact representation of important patterns of community development in the history San José. Specifically, the building is significant as a post-World War II city hall built to house the day-to-day operations of municipal government, and acted as the primary civic symbol of San José during its period of rapid growth in the 1950s and 1960s when San José was the second fastest growing city in the nation. The building is associated with a number of significant personages that were active during the period when it was planned and used; A. P. (Dutch) Hamann and George Starbird, whose leadership during the 1950s are manifested in the construction of the 1958 City Hall building, and later Mayors Janet Gray Hayes and Norman Mineta, significant personages in the context of national political leadership, who took office and served as mayors within this building. The building is also significant as the location of a 1981 employee strike based on the issue of comparable pay for women, which has national significance.

The building is also a distinctive representative of Cold War Era, Modern architecture, an innovative curtain wall building with high artistic merit that was recognized as a visual symbol of a democratic society in its openness and accessibility to the citizens that it served during its early years of use.

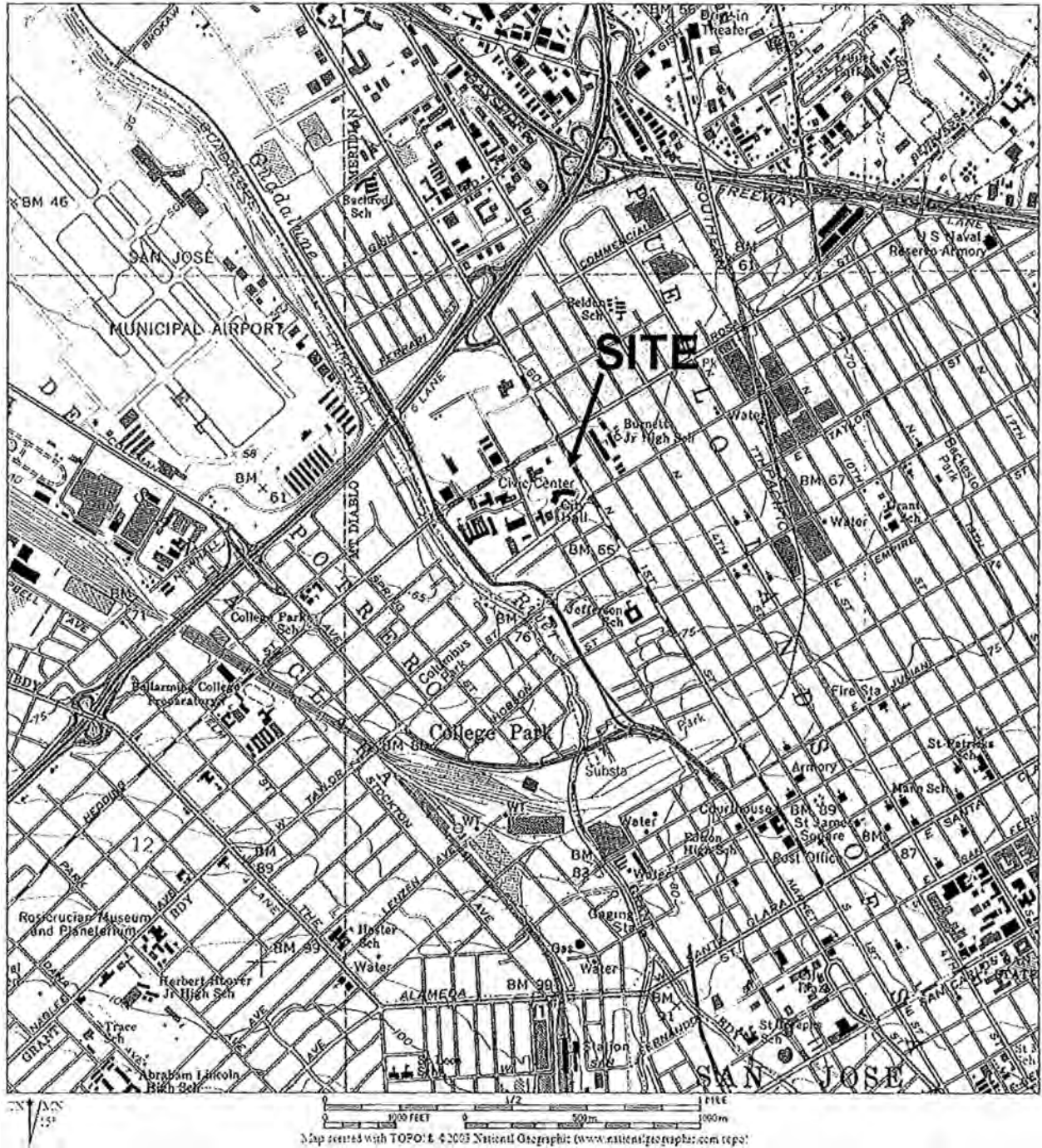
The Former City Hall Annex is of less significance, but was designed in a sensitive way to be both compatible and contribute to the Civic Center setting.

The original one-story Health Building is distinctive in its own right as a work of Modern architecture, and has important associations with the final years of the Public Health function of the City administration as well as its associations with Dr. Dwight Bissell, a person important in our past. The building, however, has been irreversibly compromised by the additions constructed during the 1960s at the end of Bissell's tenure, and has lost its ability to adequately represent its period of significance.



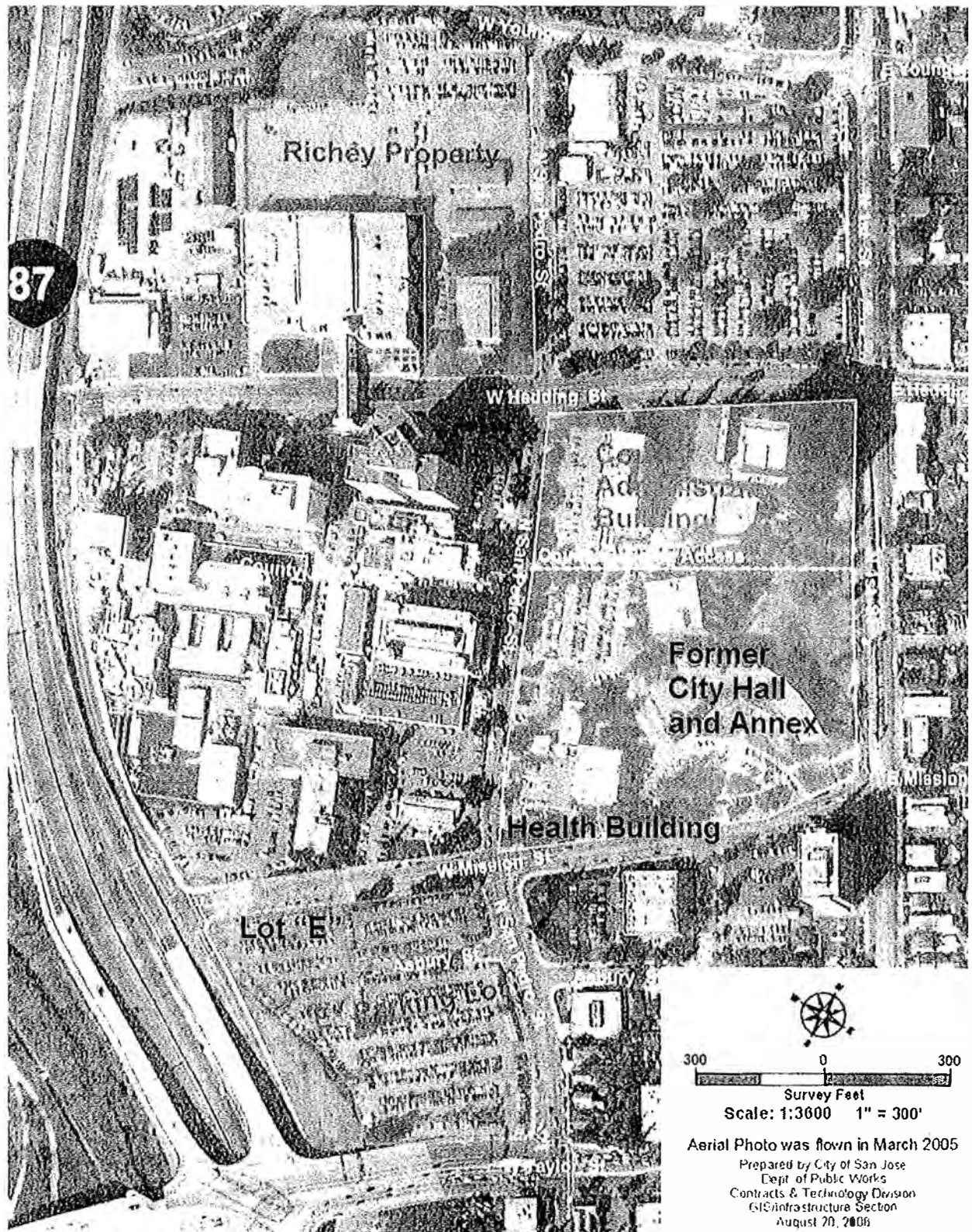
### 1.5 Regional Location Map

The subject property lies within the northwesterly portion of the San José Downtown Frame to the northeast of the Guadalupe River.



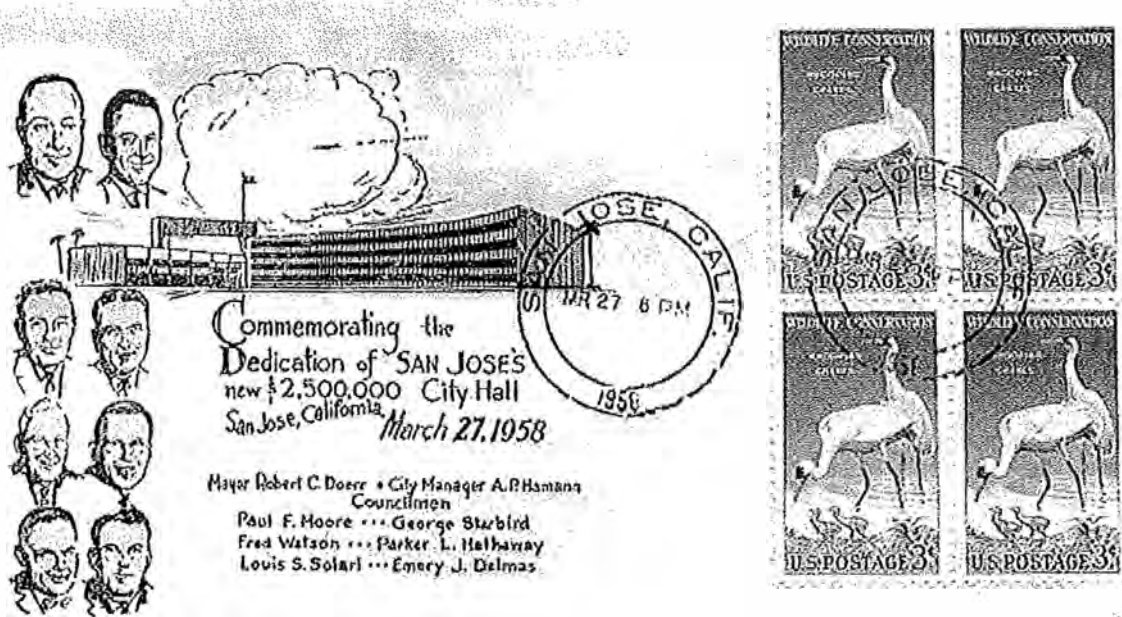
Partial San José West, UGSG 1980 (photo revised).

### 1.6 Civic Center Aerial View



## 2.0 HISTORICAL INFORMATION

On March 27, 1958, the San José City Council, under the leadership of Mayor Robert C. Doerr, dedicated a new City Hall building (Former City Hall) at 801 North First Street, nine blocks north of the 1889 City Hall located in the downtown at the historic Market Plaza. The dedication was an important event for San José city leaders, who saw this building as modern symbol embodying San José in its accelerating post-World War II growth period, a period now referred to as the Cold War era or San José's *Period of Industrialization and Urbanization* (Laffey 1992).



Postcard commemorating the City Hall dedication – canceled that same day

The opening welcome was by Councilman George Starbird, who less than two years earlier had spoken as Mayor at the groundbreaking of the new Civic Center complex. His statements at the June 28, 1956 groundbreaking, speaks for what was the prevailing mood of local municipal government in the mid-1950s. While promoting on the growth that the city had experienced in the 67 years since the 1889 City Hall was dedicated, he noted that the combined City and related school budget had increased from \$162,000 to \$15,356,000, full time employees had increased from 47 to 2141, and assessed valuation had increased from \$14,476,000 to \$176,455,000 (Starbird 1956). At which point he stated:

*My reason for reciting these figures is to emphasize something that needs little underlining for you: that San José only stands on the threshold of enormous expansion and dynamic growth. You people in the City administration and you business leaders of our City have indeed during the time I have served the City, all come to the same conclusion as is evident from your attitudes: that attempts to recapture the atmosphere of easy going, country living and let-come-what-may policies, are pointless---our area is on the march. From now on in, our motto should be: "The future will belong to those who prepare for it".*

Starbird would conclude at the groundbreaking with statements specifically related to the new City Hall:

*From the humble beginnings of that dusty sleepy Spanish town, has risen the City as we know it now. And this building we are beginning today will be the symbol of our ambitions, a wonderful, imagination-inspiring structure whose corner stone we are figuratively laying today.*

*Let no one say that this will not be a monument to hard-working and dedication by hosts of loyal City-workers, by elected officials and by public-minded citizens---because as we all know it was a long, arduous struggle from the time the City Hall and Civic Center were first [conceived] years ago until the last [moment] when the Council passed the ordinance awarding the bid to the Carl N. Swenson Co.*

*It is not only a monument to the [ingenuity] and ambition of the people of San José, but to the affection all of us have for our City.*

The enthusiasm of George Starbird for local government innovation would wane, however; he reflected 16 years later when he wrote *The New Metropolis* about the changes that occurred in the political environment after the construction of the new civic center. A new revisionist approach to municipal government was beginning to replace the pro-growth policies he and other post-War politicians had advocated. The rapid growth in the 1950s and 1960s had brought on by then new urban problems, and the electorate no longer supported leaders at the ballot box who advocated continued unrestrained urban development. A reformist City Council majority that had come into office during World War II had begun to be replaced in the late 1960s by new moderate political leaders such as Norman Mineta and later liberals such as Janet Gray Hayes, who saw things differently. Hayes, the nation's first big-city woman mayor, was elected on a platform of "Let's make San José Better not Bigger."

The move of City Hall out of the downtown in 1958 was controversial at the time it was conceived, but was consistent with the vision of the City at that time, which supported both suburban expansion and a regeneration of the core area with new large-scale development. Proposals to return City Hall to the downtown began to appear shortly after the new building was occupied, as those in the community that wanted City Hall to be downtown continued to press for its relocation into the 1990s. Under Janet Gray Hayes's term, the San José City Council took control of the San José Redevelopment Agency, which until then had been operated as an independent agency with its own Board of Directors. Large-scale investment in the downtown was soon promoted with a new funding vehicle that used property tax-increments enabled by merging the City's redevelopment areas.

With the opening of Civic Plaza on East Santa Clara Street in late 2005, the 1958 City Hall was closed to the public after 47½ years of use. The building continues to house data processing operations as of late 2006, and some City functions remain active within the Health Building which was also partially closed.

The following sections address both the historical development of Former City Hall, and the Health Building, both which opened in 1958, and City Hall Annex, built in the mid-1970s. In 1958 the Communications Building, designed by local architect Kurt Gross AIA, also opened, but is not a part of this historical overview. The context of City Halls in San José is also briefly addressed in this report, but that context is more fully discussed in the recently published book *Catalyst for Change*, prepared by Dolores Mellon, a member of the staff of the San José Redevelopment Agency. A property history is also provided in this study which identifies ownership prior to the development of the Civic Center.

## 2.1 Historic Context – City Halls in San José

When the Pueblo of San José was first established in late 1777 as an outpost on the western frontier of the Spanish colony of Nueva España, the *pobablos*, or citizens of the town, were entitled to their own *alcalde*, a Spanish version of today's mayor, and *regidores* (town councilmen), although Spanish regulations vested the authority for appointment of these positions to the military governor of the region. The pueblo was first under the military authority of Spanish Lieutenant José Joaquín Moraga, but by 1783, the *pobladores* elected their own *alcalde*, José Ignacio Archuleta, a 29 year-old native of San Miguel de Horcasitas, Nueva España. The town itself remained under the direct authority of the military government, first based in Monterey, but later fell within the district of the San Francisco Presidio. Although Archuleta and other *alcaldes* may have had a structure that housed the function of local government, there is no documentation of a government building in the pueblo until 1798, when an adobe *juzgado* was constructed (Hall 1871). The *Juzgado*<sup>1</sup> combined the function of assembly house, courthouse, and jail. Prior to that time, the town had been assigned a permanent *comisionado*, or military commissioner who was responsible for handling local affairs for the military government. With Mexico's independence from Spain in 1821, by 1822, the military was removed from local political control, and the *alcaldes* and *regidores* and their *ayuntamiento* (town council) assumed direct authority over local matters.

The *Juzgado* remained San Jose's first municipal building until 1846, when following the raising of the American flag over the town, a local *junta* (temporary governing board) was established and the activities of municipal government were moved to an adobe, rented from Frank Lightstone, that was located a short distance to the northeast. The original *juzgado* building had been located at a place where South Market and Post Streets now intersect, and was demolished during the Early American period<sup>2</sup>. The adobe blocks were acquired by Jacob D. Hoppe to construct a store and post office in 1850 at the northeast corner of Santa Clara and Market Streets (Hall 1871, Arbuckle 1986).

The *Junta* soon became the first Common Council, and by 1854, it had settled on a plan to construct the first permanent City Hall building. An adobe was acquired from Domingo Emanuelli that sat on the west side of Market Street north of Santa Clara Street, and plans were prepared to add a second story and adapt the building for government use. The Gothic-inspired façade by architect Levi Goodrich would house and be the symbol of San José government from 1855 to circa 1870, when the building was rebuilt and/or the façade redesigned with a more Greek Revival appearance – probably considered more appropriate for a government building at that time<sup>3</sup>.

The year 1870 begins San Jose's Period of Horticultural Expansion (1870-1918), and as the local population and economy grew in concert with the local agricultural industry, the spatial needs of local government also expanded during this period. After a number of failed bond measures, a special election on May 5, 1887 included authorization to proceed with plans for a new building that was budgeted at \$150,000. The new building, designed by architect Theodore Lenzen, combined City Hall functions with

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<sup>1</sup> Also referred to as the house of the *Ayuntamiento* by Hall.

<sup>2</sup> Hall could not determine for certain that the *juzgado* building torn down in 1850 was the original 1798 structure, as the earliest eyewitness account could only verify its existence at that location back to 1818. Later, historians Hendry and Bowman said that the Market and Post Street intersection possibly was the site of the 1798 building, but that it was not probable, referring to a letter of May 24 1822 when Governor Sola wrote to Luis Peralta authorizing the construction of a jail and hall (Hendry and Bowman 1940).

<sup>3</sup> This circa 1870 remodeling is not mentioned in local histories, but was identified by historian Charlene Duval from a photo on file at the Sourisseau Academy for State and Local History at SJSU.

the Police Department, jail, and library, and was opened on April 17, 1889 in the Plaza south of San Fernando Street. It was designed to accommodate a local population projected to increase to 25,000, a number that was reached by the end of the nineteenth century (Arbuckle 1986).

The brick and terracotta 1889 City Hall in the center of town, with its distinctive French Empire detailing and massing, was a natural evolution of Lenzen's prominence as a designer in the Italianate idiom of late-nineteenth-century Victorian architecture. The sloping mansard roof, complex massing, and decorative roof cresting drew attention upward to admire what was the centerpiece of the downtown. Although damaged in the 1906 Earthquake, the building was repaired and upgraded and housed the primary functions of municipal government for 67 years. Its service to the community lasted from the middle of the Period of Horticultural Expansion, spanning the Interwar Period (1918-1945), until it was replaced by the 1958 City Hall during the post-War Period of Industrialization and Urbanization (1945-1991).

## 2.2 Property History – Civic Center

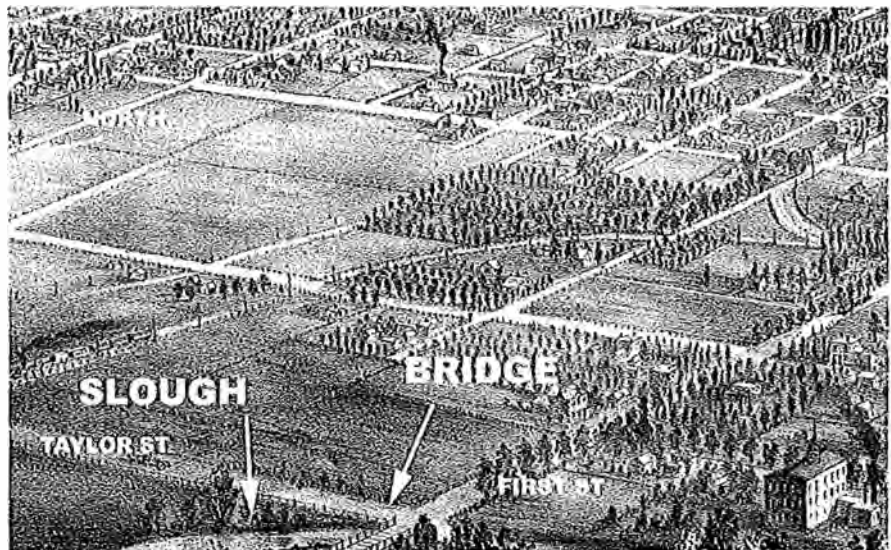
Former City Hall and the Health Building lie within or immediately to the north of what was once the original site of the 1777 *Pueblo de San José de Guadalupe*. The original pueblo site is an important historic resource, and the potential for discovery of subsurface evidence of this early town center within the Civic Center area is considered possible (Skowronek 1999).

The pueblo was originally established in November 1777 when colonists from Nueva España (New Spain) settled north of present Downtown San José in an area believed by many to be in the vicinity of what are now known as Hobson and San Pedro Streets. The actual location of this significant site in the context of California's early development has been debated by historians for over 135 years. Historian Frederick Hall first analyzed historical data and testimonials and concluded that the site was located near a bridge on the road to Alviso (Hall 1871). This bridge is assumed to be located within the block of North First Street between Taylor and Asbury Streets (the North 700 block); a distributary of the Guadalupe River led to a slough that once angled northeasterly across this road, where it terminated in a swampy area north of where East Mission and North Fifth Streets intersect today. This slough is shown as late as 1869 on a bird's eye view drawing, shown below (W. Vallance Gray and CB Gifford 1869).

This bridge location is about a block southeast of Civic Center. What is not clear from Hall's notations—and those of many subsequent historians—is whether the pueblo site was to the north or south of the bridge.

During planning for the construction of State Highway 87, archeologist Russell Skowronek prepared a brief summary of what he believed to be the original location of the pueblo; the summary was based on what historians had previously hypothesized (Skowronek 1999).

This partial view of the 1869 bird's eye view drawing is oriented looking southwest, the present civic center location is just beyond the bottom.



Skowronek sided with many contemporary historians such as Clyde Arbuckle, who believed that the site was generally to the north of the bridge. In 2005, historian Alan K. Brown, PhD. published a research manuscript about early Santa Clara Valley under a series managed by Skowronek in the Environmental Studies Department of the University of Santa Clara, that presented the results of original work he had done forty years prior. Although his original research had been lost in a local archive, he was able to reconstruct his analysis on what he believed to be the location of the original pueblo site. Brown noted that the native name of the pueblo site was *Jonosum* or *Jonasum*, as indicated by Santa Clara Mission Fathers De la Peña and Murguía. Based on research involving circa-1850 property transactions, Brown was able to assert that ownership patterns in the late 1840s of the area in the vicinity of Civic Center implied that the original *acequia madre* (main irrigation ditch) that was noted in Lieutenant José Joaquín Moraga's 1781 map of the pueblo lots "coincides with a narrow body of water that obviously represents an old outbreak from the Guadalupe bank. The outbreak, located around present-day Taylor Street, might have been the source of the flooding that caused the original pueblo's site's removal..." (Brown 2005).

Shortly after the time of the Bicentennial celebration of 1976, a landmark plaque was placed within the parking circle of Former City Hall, among a cluster of redwood trees, to commemorate the site of the original pueblo. This plaque states succinctly:

FIRST SITE OF EL PUEBLO DE SAN JOSE<sup>4</sup> DE GUADALUPE  
WITHIN A YEAR AFTER THE OPENING OF THE FIRST OVERLAND ROUTE FROM MEXICO<sup>5</sup> TO  
ALTA CALIFORNIA, GOVERNOR FELIPE DE NEVE AUTHORIZED THE ESTABLISHMENT OF THE  
FIRST CIVIL SETTLEMENT IN THE STATE ON LANDS INCLUDING AND SURROUNDING THE  
PRESENT CIVIC CENTER. LIEUTENANT JOSE JOAQUIN MORAGA, WITH 14 SETTLERS<sup>6</sup> AND  
THEIR FAMILIES, ARRIVED IN THE SANTA CLARA VALLEY TO FOUND EL PUEBLO DE SAN JOSE  
DE GUADALUPE ON NOVEMBER 29, 1777.

CALIFORNIA REGISTERED HISTORICAL LANDMARK NO. 433

PLAQUE PLACED BY THE STATE DEPARTMENT OF PARKS AND RECREATION IN COOPERATION  
WITH THE SAN JOSE HISTORIC LANDMARKS COMMISSION NOVEMBER 29, 1977.

The plaque's wording regarding the location of the original pueblo site coincides with the conclusions presented by A. K. Brown. Historian Clyde Arbuckle left the question open for further investigation when he wrote in 1986 that the original pueblo site was located between Hobson and Hedding Streets within 400 yards of the Guadalupe River. The site, irregardless of whether it was located north or south of the Guadalupe River outbreak, was subject to frequent flooding, and the town was relocated in the 1790s a little over one mile south, centered near what is now the intersection of West San Fernando and South Market Streets.

The pueblo was the first civil settlement established by Spain in Alta California (Upper California), and its primary function was to supplement the crops grown within the Franciscan mission system and to support Spain's military garrisons at Monterey and San Francisco. During the Colonial Period (1777-1821), as well as during the era that Mexico had jurisdiction over the region (1822-1846), the lands both to the north and south of the original pueblo site adjacent the Guadalupe River were divided into *suertes*, plots of land used for agricultural purposes (Hall 1871, Laffey 1992). The alignment of present day West Mission Street, which does not follow the city grid established during the Early American Period (1846-1870), is a probable remnant of property lines that had been platted during the Spanish and Mexican Periods (1777-1846).

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<sup>4</sup> The San José City Council did not formally adopt use of the diacritical mark over the "I" until April 3, 1979.

<sup>5</sup> Mexico was known as Nueva España at that time.

<sup>6</sup> 14 "family groups" consisting of 66 persons.

Most of the land on which Former City Hall and portions of the Health Building are sited was owned in the American Period by Gideon Woodward, who had constructed a ranch on the property by 1863 (Cartier/Detlefs 1981). At that time, the northern city limit lay roughly at Rosa Street (now Hedding Street) and most of Woodward's 65-acre property was within the city - with 22 acres in unincorporated county. In 1865, Woodward sold his 65-acre property to Joseph O'Keefe, a miner from Grass Valley, and his wife, Margaret, for \$15,500 (Deeds T:663). O'Keefe used the property as a stock ranch and had horses and cattle. O'Keefe had interests in three mining operations in Grass Valley and real estate in San Francisco (O'Keefe Probate 1872). The O'Keefe property remained intact until sometime before 1937 when the area north of Rosa (Hedding) Street was sold to Wells Fargo and the Union Trust Company. The land south of Rosa continued to be owned by the O'Keefe family - Elizabeth O'Keefe and the estate of Emily O'Keefe. By mid-twentieth century, the property was still being used for agricultural purposes (Brainard 1885-1888, 1931 and 1948 USGS aerials). In the 1940s, the property was used for truck farming by the Franco Brothers, who sold it to the City of San José in 1948 (OR 1641:219).



USGS 1948 – the cluster of buildings in the Knoche estate can be seen in a photo on the following page



The property to the immediate south of the O'Keefe property was owned by Johann Edward Knoche and his wife Louisa by 1867. Johann and Louisa arrived from Germany after the Gold Rush. Johann Knoche was a jeweler, and died in 1905. His wife, who had also been born in Germany, died soon thereafter. They left their entire estate, including their San José land, to their only son, Dr. Edward Louis Herman Knoche. Herman Knoche had been born in 1870 in San José. His inheritance included land in downtown San José, as well as the property that straddles what is now West Mission Street (Timby 1998).

Dr. Herman Knoche was well known during his life as a botanist. He received his B.A. in botany from Stanford in 1899 and went on to study botanical science in France. He collected botany books as well as many species of plants during this time. In 1931, he returned to San José where he continued to work in the field of botany. On the property he inherited from his parents, he constructed a separate building for his library and herbarium. In 1934, he also constructed an elaborate modern house at a cost of \$72,000, located on Miller Street south of Taylor Street. The house had a copper roof, marbled walks, brass window sills, glass front porch roof, galvanized iron trellises and on the interior, inlaid parquet floors, floor to ceiling mahogany paneling, a blue and silver tiled bathroom and a bathroom for the dogs with hot and cold water. The house has since been destroyed or relocated to make way for the parking lot at the southeast corner of Taylor and Miller Streets. Dr. Knoche never married and upon his death in 1945, he donated his book collection and herbarium to Stanford University, and 16 acres of land north of his house to the City of San José (Timby 1998).



View of Knoche estate at the northerly terminus of San Pedro Street, facing north

The 16 acres were located on First Street opposite East Mission Street<sup>7</sup> and ran at an angle westward to Guadalupe River, south of the O'Keefe property. The property came with encumbrances that restricted future use to that of a children's playground. He had stated in his bequest that no part of the land shall become "a park or general lounging or congregating place for adults." Other restrictions included that no roadway be

constructed over the land, and that no construction of any building or benches were to occur. Dr. Knoche envisioned a large turf field where children could run, fly a kite, or play ball free from obstacles (*SJEN* 1/23/1946). With the O'Keefe property acquired by eminent domain in 1948, the City soon targeted the undeveloped property for inclusion in a proposed new joint Civic Center. In 1954, the City of San José obtained court approval to obtain land elsewhere for the playground and to buy out the reversionary interests of the heirs for \$30,250. The arrangement was finalized March 15, 1955 when the restrictions were overturned and the City of San José ended a nine-year dispute with the heirs of the Knoche estate and condemned their reversionary interest in the land (*SJMN* 7/20/1954, 3/15/1955).

With title cleared by 1955, the City of San José and County of Santa Clara moved forward to finalize plans for the new joint Civic Center complex. The County had started construction on its own first building in 1952, and the City began construction of their new City Hall, Health Center, and Communications Building in 1956. The following section presents a summary of the sequence of events that took place as the City of San José planned for its new City Hall - the first to be constructed outside of the city center since the days when San José was a pueblo.

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<sup>7</sup> West Mission Street did not exist until construction of the Civic Center.

### 2.3 Development of the Civic Center and Former City Hall

Following World War II, the local business community launched an active campaign to attract new non-agriculturally related industries to San José. As early as 1946, the Chicago's International Mineral and Chemical Corporation's Accent plant was built, and in the early 1950s, both IBM and General Electric had constructed new large local industrial manufacturing facilities.

A recession after the war was soon followed by accelerated growth in the early 1950s, with the population increasing between 1950 and 1975 from 95,000 to over 500,000 residents. During this same period, the city limits began to expand out from the Original City and its expansion neighborhoods that had previously developed along The Alameda, Willow Glen, and East San Jose - to over 120 square miles by 1970. New subdivisions and related commercial centers as well as industrial parks replaced orchard lands that had been developed during the Period of Horticultural Expansion (Laffey 1992). This period of growth during the Cold War era was not unlike what was happening in other "sunbelt" cities, although by 1960 the city had gained the reputation of the second fastest growing city in the nation (Look 1961). This urbanization of the biggest city in Santa Clara County has been largely attributed to the appointment of Anthony P. (Dutch) Hamann as City Manager in 1950, but the origins of this pro-growth approach to city management had its roots in the mid-1940s, when a reformist coalition gained a majority on the San José City Council. At that time, the Citizen's Planning Council of Greater San José was considering long-range goals for the decades after the war. The Planning Council published their report in 1946 under then Mayor Albert Ruffo.

Planning for a new city hall to replace the 1889 building had actually begun as early as 1931, when the firm of Harland Bartholomew and Associates, City Planners, prepared a report entitled "Civic Center Sites for San Jose" for a joint planning committee formed by the City of San José with the County of Santa Clara. At that time, the recommendation was for the construction of a new Civic Center in downtown San José at or near the historic Market Plaza. The City Council adopted that plan, but since the County of Santa Clara never formally concurred, planning for a joint civic center remained on hold during the remainder of the Depression years (Kazan 1969).

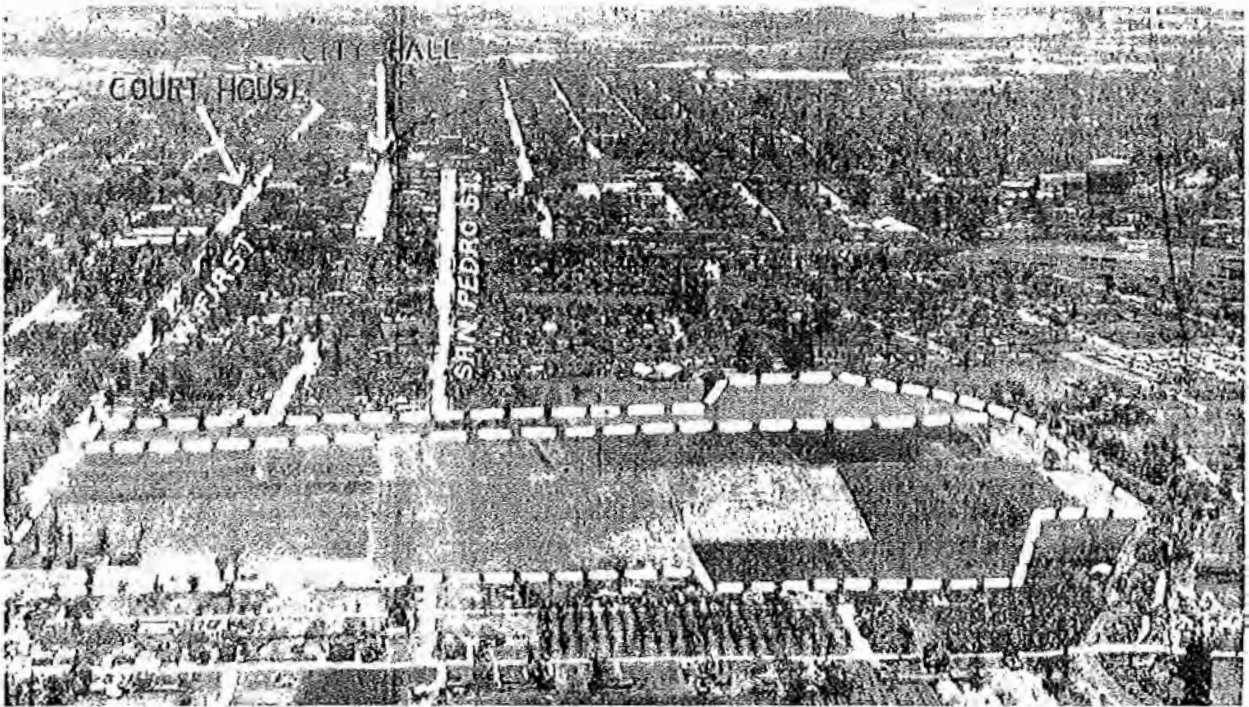
In 1946 when the Planning Council was completing their work, both the City and County began discussions to revisit the plan for a joint civic center. In November 1946, the Santa Clara County Council on Intergovernmental Relations (CIR) was asked by the Board of Supervisors to survey government office space needs throughout the county, including Federal, State, and City agencies. CIR consisted of private business leaders who served as volunteers within this very influential organization. With the help of City and County planning commissions, they determined that existing governmental offices were inadequate or obsolete, and proposed a plan a few months later that would serve to meet space needs for a period of thirty to fifty years (*SJMH* 3/4/47).

The CIR had requested that the Board of Supervisors enlist the help of local architects. The Board asked the Coast Counties Association of Architects to select five local architects from their membership to assist. Serving without compensation, Birge M. Clark, William F. Hempel, Edward M. Kress, Chester Root, and Ralph Wyckoff were selected to assist in the space study. They prepared a report that was submitted to the Board in March with the CIR plan. The architects recommended: (1) a Government Center (city, county, state, and federal) should be established to consolidate existing functions except for Post Office, Civic Auditorium, City Library, Fire Stations, and County Hospital; (2) 600,000 square feet was necessary; (3) "Spread out building(s) were preferable to multiple story to avoid traffic congestion; (4) twelve acres were needed plus 28 acres for car parking at a minimum; (5) a site surrounded by streets was preferable to one surrounding a public square; (6) the site should be close to the city center but

somewhat removed from the central business district to minimize land cost, provide adequate parking, and so that “the buildings could become the center of a well coordinated, integrated and balanced working plant with ideal parking and traffic patterns;” (7) the site should be near at least one highway, and preferably two, for easy access in all directions; and (8) cost was about 6 to 8 million dollars. The report that CIR presented to the Board of Supervisors included a recommendation to place a new civic center at North First and Rosa Streets, that a master plan architect be selected, that the developed plan be adopted by both the County and City, that construction of a jail was the first priority with the courthouse the last priority, and that all courts eventually be consolidated at the site (*SJMH* 3/4/47).

On March 9, 1947, The *San Jose Mercury Herald* published an editorial with “Ten Valid Reasons Why Civic Center Project Should Be Built.” Elystus L. Hayes, co-publisher of the *Mercury Herald* was also chairman of the CIR, and enlisted the newspaper in the initiative to convince the public on supporting what he called a “remarkable opportunity.” Palo Alto architect Birge Clark was quoted “as far as he knows no locality in the United States has been afforded such an opportunity at a time when it was found necessary to rebuild most of its municipal buildings” in referring to the availability and proposed North First Street location. Other testimonials were given by architect Ralph Wyckoff, San José City Manager O. W. Campbell and Planning Commission chairman Dr. P. Victor Peterson, and Will Weston, chairman of the County Planning Commission (*SJMH* 3/9/47).

Six months after the CIR presentation, the now *San Jose Mercury-News* reported on progress on the civic center plan with full editorial page coverage. Federal and state interest in the project was detailed. A City-County Executive Committee of planners was in the process of being formed. An aerial photo of the North First Street site (see below) in the newspaper was shown to indicate what was claimed to be easy accessibility of the site to the rest of the city (*SJMN* 8/3/1947).



A subsequent memorandum of agreement enabled the acquisition in 1948 of the Franco property through eminent domain. However, later that year on November 2, 1948, a referendum was held in which San José voters by a narrow margin rejected the cooperative project (Kazan 1969).

City and County officials however were not swayed by the voters in San José, and proceeded to jointly hire architects Birge M. Clark and Walter Stromquist, and planning consultant Earl O. Mills to continue the investigation of a joint civic center. Their *Civic Center Report* was presented which stated: "Too often there is an erroneous idea that public buildings attract considerable business, whereas, in fact, they attract little, if any." They reaffirmed the potential in the North First Street site and advocated a single multistory building to house City of San José municipal functions with an architectural style that should be based on simplicity, directness, and functionalism:

*It has become increasingly difficult to justify one of the historical styles – either Spanish, which would have much local appeal, or classical, which has characterized many Civic Centers – in the light of modern demand for flexibility, light, and freedom of arrangement for fenestration.*

This quote exemplifies the influence of modern architecture and planning of the times. Although a skyscraper form was considered (in relation to downtown locations), it was felt there were too many obstacles existing due to the need for a large number of elevators that would sacrifice efficient circulation among departments. Additionally, accessibility was deemed more preferable at the North First Street site than a downtown location, which, although "a downtown location would be convenient for downtown merchants and lawyers, was more difficult to access by the general populace who attended to governmental affairs." The advent of the automobile was clearly becoming a primary concern at this time, and downtown congestion had become a problem where the city was losing ground.

In 1950, a countywide referendum approved the concept of a civic center at the North First Street site for County operations. The following year the San José Planning Commission had Harland Bartholomew and Associates prepare a second report (to their 1931 report), which erupted into a dispute when the consultant recommended that a joint civic center site be in the downtown near the location of the 1889 City Hall and Civic Auditorium. On August 27, 1951, the Council voted to submit to the voters the question of locating a new city hall either near the Civic Auditorium or at the North First Street site. The vote was split, with Councilmen Albert Ruffo, Victor Owen, Parker Hathaway, and Fred Watson in favor, while George Starbird, Robert Doerr, and Mayor Clark Bradley were opposed to a new public vote on the subject (*SJM* 8/30/51). By editorial, the *San Jose Mercury* reaffirmed its support for the North First Street location, a position that would remain relentless throughout the process.

In early 1952, the County of Santa Clara began construction of their first building at North First and Rosa Streets, and on May 5, 1952, the San José electorate voted a preference for the North First and Rosa Streets site. Although the San José Planning Commission and downtown Merchants Association had argued for the downtown location (*SJM* 4/16/52, *SJM* 4/24/52), the *San Jose Mercury* and local civic organizations fought hard to sway voters and were ultimately successful, arguing that the 1948 voter rejection "was the result of an intensive last-minute campaign by some business interests." On April 21, 1952, 14 days before citywide vote, the City Council voted 5 to 2 to reject the Planning Commission's report (*SJM* 4/22/52). Architect Ralph Wyckoff and planning consultant Nestor Barrett took issue in the press with the Planning Commission and Planning Director Michael Antonacci in their objections to the North First Street site five days later (*SJM* 4/26/52). A full-page editorial entitled "Vote for Rosa St. Civic Center – Save Millions" showing large aerial photographs of both sites labeled "This - \$4,000,000 – Bartholomew Plan to be paid" and "or This - \$65,000 already paid" was accompanied by an extensive written argument in favor of the relocation the day before the vote of the electorate (*SJM* 5/4/52).

Eight days after the election, City Manager Dutch Hamann, who had been appointed to the position in 1950, was directed by the City Council to prepare an analysis with the Planning Department of various municipal facilities which should or could be located at the North First Street site. At the time of the

decision, the Council was still split on the issue, but with the insistence of Councilman Fred Watson, further discussions at Committee of the Whole were dropped, and the city administration was told to move forward with planning for the move (*SJM* 5/13/52).

With the submittal of his analysis in July 1952, Hamann moved forward in planning both the financial and design aspects of a new city hall for San José. The planning process dragged on for two years however. By late 1954, Hamann was considering a “lease-purchase” arrangement with a Los Angeles firm. Presented to the City Council in January 1955, then headed by Mayor George Starbird, the Council concurred with the recommended funding approach and directed that an architect be engaged (*SJM* 1/4/55). A month later, Councilman Parker Hathaway proposed that architect Donald Francis Haines submit a conceptual plan for the new City Hall at no cost to the city (Kazan 1969).

What was not well known at the time was that Dutch Hamann had in January set in motion his plans to have Haines be the architect of the new City Hall building, when he assured him personally that he would be the architect for the project (Kazan 1969). Haines had just recently established his firm in San José, after working for a prestigious firm in the San Francisco. Hamann’s decision to use Haines eventually erupted into a controversy among the local community of established architects (*SJM* 3/19/1955). Hamann’s reasoning for bringing forward Haines (with Hathaway as advocate on the Council) could not be determined as a part of this study. Needless to say, the decision to utilize the services of Haines was consistent with Hamann’s vision for the city, which would become evident once the building was completed. He would later write in *The American City* how San José City Hall symbolizes San Jose’s new era – the spark of a general municipal improvement program in a once agricultural region. In Section 2.9, a summary of Dutch Hamann’s role in the Period of Industrialization and Urbanization addresses his contribution to local government during his tenure as San José City Manager from 1950-1969.

Within the next few months, the City Council split on the issue of lease-purchase. Those supporting Hamann feared that a bond-measure that required 2/3’s approval of the voters was unrealistic, but by early April, City Attorney Robert Cassin advised the Council that a 5 of 7 Councilmember affirmative vote would be necessary to pursue the lease-purchase (*SJM* 4/7/55). In deciding to move forward with a proposed general obligation bond to fund the construction on April 11, 1955, Haines was informed that the City would not enter into a contract with him at the time. By the time that Resolution 11134 was prepared for approval on May 2, 1955, Haines was competing with local architects Binder & Curtis, Kress, Goudie and Kress, Hollis Logue, Jr., Fred Marburg, Frank C. Treseder, and Ralph Wyckoff, and San Francisco architect (and Haines’ prior employer) Angus McSweeney. On the same day that the Council voted to move forward with taking a general obligation bond to the voters, they unanimously voted to hire Haines based on what was stated to be a low bid of \$57,500, a half a percent lower than the next lowest bid. The bid solicitation letters had been dated April 27, 1955, just five days prior (*SJM* 4/26/55, Kazan 1969). In his bid, Haines indicated his office consisted of eight persons (soon to be 14), and he provided a resume of clients/projects he had undertaken since he had submitted a brochure earlier in the year. He was formally hired by Ordinance 4716 on May 16, 1955, and would also later be hired as architect for the San José Civic Center Garage building.

The City Council was quickly reproached by members of the Coast Valleys Chapter of the American Institute of Architects for basing their decision on a bid rather than a fixed professional fee basis. The solicitation letters had indicated that the fee would be based on five and one half percent of construction costs, but Haines had submitted a bid of five percent (*SJM* 5/17/55).

The City Hall Bond Issue campaign was led by “Citizens City Hall Bond Advisory Committee” and passed by a 3 to 1 vote of the electorate on September 27, 1955. While controversy continued during the design development phase of the building, as the Planning Commission debated the orientation of the

curved design that Haines had executed, the City Council at its November 21 meeting of that year voted unanimously to demolish the 1889 City Hall building<sup>8</sup> “as soon as possible after the completion of the new City Hall building” (Kazan 1969). By December, a compromise had been reached on the orientation of the new city hall. While a number of members of the planning commission had preferred that the city hall building orient to an internal plaza, ultimately the convex curve of the four-story section was set facing true north in order to protect the future occupants from direct sunlight along the four-story curtain wall that framed the offices (*SJM* 12/5/56).

With a bonding company approved in February 1956, Haines proceeded to prepare an architects estimate, which he provided on April 20, 1956 at \$1,891,282, with furnishings at \$121,832. On June 4, 1956, the City Council opened bids for the construction. On June 11, 1956, City Manager Hamann reported that the City Engineer recommended Carl N. Swenson Co., Inc. as the lowest responsible bidder, and the City Council in approving the contract appropriated \$1,932,000 from the bond fund and \$286,000 from the general fund. The groundbreaking took place on June 28, 1956. The total cost, including building, partitions, sidewalks, architectural fees, equipment and office furniture was \$2,611,620 (City of San José 1958)<sup>9</sup>.

#### 2.4 Donald Francis Haines, Architect for the 1958 City Hall Building

Donald Francis Haines, A.I.A. is architect of record of Former San José City Hall. Born in Hawaii in 1915, he attended the University of Arizona and studied architecture under the direction of Carl Schubert at the University of Minnesota. His professional architectural experience began within the offices Boyum, Schubert and Sorensen. During World War II, Haines worked on a number of projects for the U.S. Navy in Hawaii, and by the end of the war had joined the New York firm of York and Sawyer as coordinator of plans for the Army’s Tripler General Hospital in Honolulu. His later partnership with Honolulu architect Robert Miller lasted until Haines returned to California in 1948. He located with his wife Gayle in Redwood City, and was employed as project architect for Angus McSweeney of San Francisco on a number of general hospitals built in the post-War period as well as housing projects at the San Francisco Presidio (Wherry Housing), McClellan Air Force Base, and Hunters Point in San Francisco. Angus McSweeney<sup>10</sup> was considered a prestigious firm at that time - the firm was a continuation of the earlier firm of Willis Polk, the renowned San Francisco architect.



Haines established his own firm, Donald Francis Haines & Associates, in San José in 1953 at 144 West San Carlos St., about two years before receiving the commission to design San Jose’s new City Hall. In 1956,

<sup>8</sup> This action to demolish the 1889 City Hall building took place prior to the establishment of the California Environmental Quality Act in the 1970s, and the adoption of CEQA guidelines related to the California Register in 1998. The controversy involving this demolition was extensive, but is not elaborated on in this present study.

<sup>9</sup> In 1957, the City Council voted to buy \$15,000 worth of prison-made furniture for the new City Hall. Provided by the Correctional Industries Commission which was created in 1947, this agency is used to create jobs and provide useful skills for prisoners, specifically making furniture and other goods. Many local and state agencies utilized the CIC for their furniture needs. Today this practice is still continued under the authority of the Prison Industry Authority (PIA).

<sup>10</sup> The work of the firm of Angus McSweeney is not readily available in architectural literature. During Haines’ tenure at that firm, they were architects of the 67-acre Stonestown, adjacent San Francisco’s Lake Merit (with Welton Becket as architect of the Emporium). The firm also designed 1190 Sacramento St., San Francisco’s first International-style high-rise building, and 1200 California St., the city’s first modern apartment building on Nob Hill.

Haines opened branch offices in Stockton and San Francisco, as the firm became increasingly prolific in public school design. By 1959, he and Gayle had relocated to Hillsborough, and he headed his firm in San Francisco through the 1960s. Zaven Tatarián, a native of Egypt, joined Haines in 1958, and became a principal of the firm in 1963. Following Haines' retirement from the firm in 1970, Earle C. Ipsen, AIA was named a principal of the firm of Haines Tatarián Ipsen & Associates. Earle C. Ipsen is president today of the firm HTI Inc., Architects, renamed in 1990 when Zaven Tatarián retired and John William Spahr was named as a principal. The work of the present firm is focused on K12 schools, and provides design and project administration of education facility projects.

The work of Donald Francis Haines & Associates and its resulting firms is extensive. Although primarily a school-design firm, local projects included San José Civic Center Garage, San José Air Reserve Office Building, GEM International Department Store, St. Nicholas Motel Apartments, Recreational Center for the Blind, and numerous buildings for the Cupertino and Moreland School Districts. A catalogue of the work of this firm has not been prepared, as is common with most regional architectural firms whose work spans the later half of the twentieth century. During its 50+ years in business, the firm has designed over 800 schools. Its website lists San José City Hall, Daly City Civic Center, and the Oakland Post Office as its early notable government buildings.

The details surrounding Haines's selection as the San José City Hall architect remain unclear. Dutch Hamann had made Haines his choice prior to the first City Council involvement in February 1955. When Haines was formally hired by the City in May 1955, his "low bid" was surrounded in controversy, as the other bidders were not advised that the selection would be based on a cost basis. Haines would later claim that as the process evolved, he was hired four times as architect of the building (Kazan 1969). His work took place amid intense bickering between city commissioners and staff over the design, and conflict between the City and County over the master plan. Architect Ernest Curtis, an early supporter of the joint civic center, was hired to attempt to coordinate between the two agencies, but died from cardiac arrest soon after the groundbreaking of the city hall building (*SJMN* 9/17/56). His son Norton would manage the project over the next few years, confusing later historians as to who actually did the design. At the completion of the city hall project, Haines closed his San José office and relocated to San Francisco. The firm of Donald F. Haines & Associates was ultimately paid \$96,600 in architectural fees related to the city hall project. Haines did not attend the opening ceremonies on March 27, 1958<sup>11</sup>.

## 2.5 Former City Hall as a Symbol of a New Era

In late 1957, the city hall under construction in San José would appear in *Engineering News Record* in an article entitled "Panoramic Curved City Hall Designed as an Eye-Catcher." During the next few years as the building was completed and opened, mention of the building would continue with similar superlatives. The March 1958 issue of *Architect and Engineer* profiled the building in an article entitled "Exciting Design of New City Hall, San José, California." Later, in 1960, an article in *The American City* (see next page), written by City Manager A. P. Hamann, boldly introduces the story with "City Hall Symbolizes San Jose's New Era...and sparks a general municipal improvement program in this once-agricultural region." Media coverage of the new city hall culminated in



<sup>11</sup> At the time of the dedication, there was also no mention of Haines as designer of the police garage (*SJMN* 3/23/58). The article states that a San Francisco engineer was designing the building, although Haines' 1960s marketing material mentions the designs as his.

1961 when Look Magazine profiled San José as part of their “best” cities series; City Manager A. P. “Dutch” Hamann was silhouetted in this article standing adjacent the building he saw as the symbol of San José in the post-World-War-period.

Local newspapers were filled with construction statistics in spring of 1958, as the new 106,000-square-foot city hall reached completion. The *San Jose Mercury* and others touted what they called a “proud new center” and described in detail the 75 tons of structural steel and 1,000 tons of reinforcing steel placed in 10,000 cubic yards of concrete. Seismic design was explained to the public, defined as shear walls and closely spaced columns. Its 3-foot-thick, solid mat foundation, designed to eliminate differential settlement, was constructed in a 29-hour continuous pour of 3,500 cubic yards. An initial occupancy of 400 employees was expected to expand to 600 (*SJMN* 3/23/58). All the articles describe the curve as the main character-defining feature; such words as “graceful”, “strength” and “confidence” were used to describe the symbolism that the building embodied. The curve, an arc of 76%, was defined as 400 feet on the north wall with a radius of 300 feet, and 320 feet long on the south wall with a 240-foot radius.

Dutch Hamann reflected in 1960 that the approval by the voters of the city hall project signaled to the City Council the willingness of the voters to fund other advances in growth and expansion. A \$23,550,000 bond issue approved on June 11, 1957 provided additional funding for street widening, new parks, airport construction, expansion of the sewage treatment plant, railroad overpasses, firehouses, and libraries. This was done with no increase in property taxes (assuming a 10% increased valuation per year), using half of the sales tax revenues to finance the bonds. Hamann noted that more progress had been made in the previous 10 years than in the prior 110. Hamann went on in his 1960 article to state that the “nerve center” is the “arc-shaped, modern City Hall structure where modern ideas are being formulated to meet modern needs in an atmosphere conducive to big thinking to meet big problems” (*The American City* 1960).

Members of the City Council, from the Dedication Ceremony Brochure, 1958. The page dedicates “...three examples of this progressive spirit--the City Hall, the Health Building, and the Communications Building.”

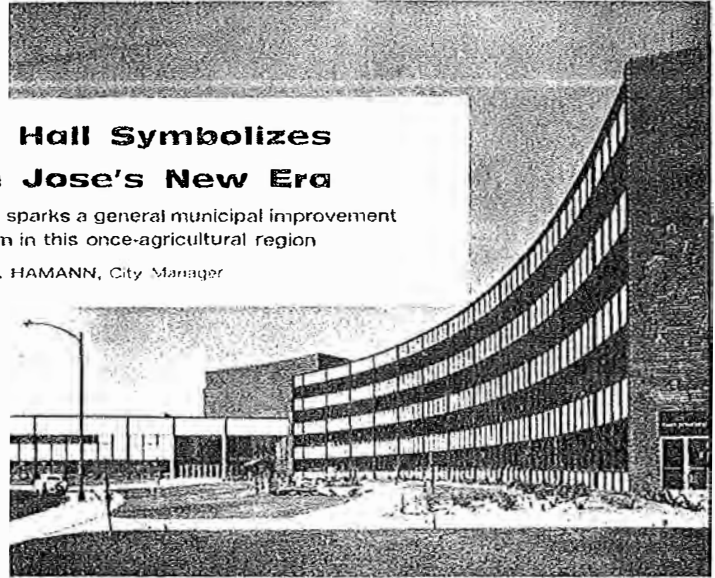
APRIL 1960

## American City

### City Hall Symbolizes San Jose's New Era

... and sparks a general municipal improvement program in this once-agricultural region

By A. P. HAMANN, City Manager



The new building reflects democratic graciousness, confidence and strength





## 2.6 Former City Hall Annex

A year and a half after the opening of the new city hall at North First and West Mission Streets, discussion began at the city's planning commission about future expansion at the Civic Center complex to house a growing municipal workforce. The commission was focused at that time on the property at the southwest corner of North First and West Mission Streets, consisting of four blocks totaling 11.63 acres. A second city hall building, identical to the existing curved building was considered, as well as an additional civic center garage. City Manager Hamann opposed the plan of the planning commission, claiming that the 10.66 acres the City owned at the southwest corner of North San Pedro and West Mission Streets was a better choice for acquisition (later to become parking lot "E"). At that time, the City of San José owned 26.76 acres north of West Mission Street, and had not yet started planning for the future Police Building to be constructed later on the north side of West Mission Street. While Hamann envisioned a large 50-year building plan, he believed the city was years away from needing additional space (*SJMN* 10/11/59).

By the mid-1960s, downtown boosters again began to generate public support for returning city hall to the downtown. With the County of Santa Clara needing to significantly expand its facilities at Civic Center, the opportunity to have the County take over the building served to fuel a new debate about the city hall location. On March 15, 1966, County Board Chairman Charles A. Quinn urged a decision on the matter, following the San José City Council's decision to undertake a feasibility study of for a new 15-story downtown tower. While the Board appeared supportive of county action on this possibility, County staff were opposed, and instead supported the concept that a proposed state office building and future federal courts would be better options for taking over the city hall<sup>12</sup>. A threatened county taxpayer revolt against the sale nixed the plan, as many county residents saw the plan as a subsidy to the City of San José. San José residents concurred, and passed a charter amendment that prohibited a relocation without an affirmative vote of the city voters. County Executive Howard Campen's proposal for a 162-million-dollar capital-improvement program ultimately resulted in bond funds to build a new eleven-story tower at the southwest corner of North First and Hedding Streets for the County<sup>13</sup> (*SJM* 3/9/66, *SJM* 3/15/66).

With the idea of a new downtown city hall on hold, in 1973 under Mayor Norman Mineta, the city administration assessed their space needs and found that the increased work force was experiencing crowded conditions, and the cost of rented space at Park Center Plaza and the adjacent Swenson Building warranted the construction of additional space at city hall. The City Council approved a plan, proposed by City Manager Ted Tedesco and public works director Anthony R. Turturici that year, to construct a six-story addition to the northwest of city hall. Parking lot demolition for the new 3.8-million-dollar annex site began on November 8, 1974 without formal groundbreaking. The 18-month project undertaken by Rudolph and Sletten, a contractor located in Mountain View, included finished interior work within the first four floors to house the relocation of Building, Planning, and Public Works staff back to the civic center complex from leased space (*SJM* 11/9/74). Final occupation of the top two floors for the Information Systems Department and relocation of the City Council offices did not occur until a few years later. The City Council, which had originally had their offices at the rear of the City Council Chambers, were relocated to their new sixth-floor offices after the first district elections occurred in 1980.

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<sup>12</sup> The state would eventually construct an office building at the southeast corner of South Second and San Antonio Streets, and the federal office building was to be built at the northeast corner of South First and East San Carlos Streets in downtown San Jose.

<sup>13</sup> This building is sometimes now referred to as "the rusty bucket" and provided expansion space to the 1963 7-story tower at 70 West Hedding St. that had been designed by architects Kurt Gross and Alan Walters.

## 2.7 Health [Center] Building

The Health Department in San José traces its roots back to the early 1850s when health measures were put in place to cope with the national cholera epidemic during the mid-nineteenth century. The City of San José Common Council passed an ordinance at that time that placed restrictions on the keeping and slaughter of cattle within the city limits, in order to improve sanitary conditions. The cholera epidemic was a catalyst for the creation of Health Departments and Boards of Health throughout the country. In San José, by 1876, the position of Health Officer was created by the Council, and was concerned mostly with health issues involving smallpox, Asiatic cholera and yellow fever. Dr. J. R. Curnow is credited as the originator of the San José Board of Health followed by Dr. William Simpson in 1889. Simpson helped reduce the outbreak of typhoid and diphtheria by connecting many of the city's cesspools to the existing sewer system. Many physicians served as part-time health officers by the beginning of the twentieth century, with the Health Department employing full-time sanitarians, meat inspectors, plumbing inspectors, milk and dairy inspectors, and other related support staff.

Harold F. Gray led the Health Department during the uncontrolled national outbreak of influenza in 1918. Harsh control measures were put into place with churches, schools and other public meeting places closed. Influenza patients were quarantined. The local influenza outbreak, as in many other cities, deeply affected the community with more deaths occurred from influenza than any other communicable disease. In the 1920s, Dr. H. C. Brown was appointed the first full-time San José Health Officer, one of the few in the state at that time. Under Brown, the mission of the City program is outlined in a quote from a 1929 Annual Report:

*'The Health of the People is the Foundation on which reposes the power and happiness of any country, and the care of Public Health should be the first concern of every statesman.'*  
-Gladstone.

Brown served until 1942 and is credited with establishing San José as having the best health department in California and the fourth best in the nation according to a Federal rating. During his tenure, the first public health nurse was employed in 1922, the first well-baby clinic was established in 1934, and the first immunization clinic for preschool children was held.

In 1942, Dr. Dwight Bissell was appointed Health Officer and served as the catalyst for greater change and better public resources surrounding issues of community health. Dwight Bissell began his career in teaching, first as a superintendent, and later as

The Health Building, from the Dedication Ceremony Brochure, 1958. This entrance was encapsulated by the 1964 addition.



Principal of a high school in San Joaquin Valley. He later attended Stanford Medical School where received his degree in medicine. He also held a master's degree in education from Stanford, and a degree in public health from University of California, Berkeley. It was for the San José Department of Health that Bissell combined both of his areas of expertise and began to promote and educate quality health practices for the people of San José.

Under his direction, the San José Health Department established the City's first training program for food handlers, which in coordination with labor unions and restaurants, brought about higher quality food management practices. In 1947, the Health Department was subsidized by the State of California under the condition that the department maintain six services for public health: Division of Public Health Statistics, Communicable Disease Control, Maternal and Child Health, a Public Health Laboratory, Environmental Sanitation and Health Education. This funding agreement brought to San José services that were previously unavailable to its residents. In order to perform the six basic services as required by the State, the San José Department of Health established the following divisions: Administration, Public Health Nursing, Sanitation, Milk and Dairy Inspection, Vital Statistics and Health Education. These new services included the addition of the

Dr. Dwight Bissell and Nurse Jeri Camara at Health Center during the Northern California Public Health Association Conference, November 1, 1957.



first health educator, first public health engineer, first trained public health analyst and the first supervisory nurse position. Bissell was responsible for organizing one of San Jose's first mental health clinics for children and adults, Adult and Child Guidance Clinic. He established the first halfway house for patients from Agnews State Hospital. He was also one of the founders of the Visiting Nurse Association of Santa Clara County in 1944.

In late 1957, the Health Department, under Bissell's stewardship, moved into a new Health Center building at Civic Center across from City Hall, then under construction. The new \$357,000 one-story building, designed by architect Hollis L. Logue, Jr. and built by Harrod and Williams, contractor, was described on its opening day by Bissell as 'functional in every detail and thoughtfully planned to evenly distribute traffic flow through the building.' The building contained offices and clinic rooms as well a laboratory and a classroom. The classroom was completed soon after the opening, and was specifically designed to educate food handlers. It featured restaurant equipment to be used for demonstration purposes. The building was equipped with air-conditioning and the windows were to always remain closed for sanitary purposes.

Soon after the Health Center Building was completed, expansion plans were underway to accommodate space needs of the growing City administration. A report was completed in 1959 entitled "Projected Office Space Requirements, San José Civic Center," which provided the framework for continued facility planning to accommodate a growing workforce. A one-million-dollar addition to the Health Center building was completed on Nov 3, 1964 that added a two-story wing to the front<sup>14</sup>. The two-story addition

<sup>14</sup> A one-story wing was also added to the southwest corner, but may have pre-dated the 1964 two-story addition to the front.

constructed to the east of the existing building was designed by architect Will Blessing and constructed by Neilsen & Neilsen, and included a new entry lobby with elevator. It was financed from a 1961 city bonds fund and a \$545,000 grant in Hill-Burton funds.

During Dr. Dwight Bissell's tenure as head of the Health Department, in addition to his leadership in helping the City of San José address local health issues, he was also concerned about and involved with worldwide health issues. He took time off during his final years of City employment to pursue these social welfare issues. He took a fellowship with the World Health Organization in 1961, and later, beginning in 1964, worked at a Public Health College in Ethiopia where he stayed on for three years. Bissell retired from the City of San José Health Department in 1967, and eventually settled in Saratoga where he died on April 15, 1989. He was succeeded by Dr. Raymond Miller.

By the early 1970s, the Health Department ceased operation at the Civic Center, when city employee related health functions were incorporated into the Personnel Department (now the Human Resources Department). Other departments eventually took over space in the building, including the Parks and Recreation Department and City Attorney. Community health programs that had been a part of City public services administration were transferred to other health-related agencies by that time.

## 2.8 Hollis L. Logue, Jr., Architect for the Health Center Building

Born 1921 in Fort Wayne, Indiana, Hollis L. Logue, Jr., had enlisted in the Navy during World War II and was stationed at Moffett Field. He remained in San José after the war, and started his practice in 1950. He was founding member in 1950 of the AIA Santa Clara Valley. In 1958, the year that the Health Center Building was completed at the Civic Center, he was appointed to the first Board of Directors of the new San José Redevelopment Agency, and would later serve the City of San José as a Planning Commissioner. He was the architect for San Jose's Airport Terminal "C" (1965), and was a co-architect in the design of the seven-story County Administration Building at Civic Center. He was among a number of young local architects who embraced Modernism in the 1950s; however, his work has not yet been the subject of study, as with many other architects working during the early years of the Cold War era in Santa Clara Valley. As of 2006, he is still active in the architectural profession - his career spanning over a half a century in San José.

## 2.9 The Context of City Government in the Post-World-War-II Period<sup>15</sup>

Anthony P. "Dutch" Hamann became City Manager of the City of San José in March of 1950. Hamann had previously worked as a business manager for Santa Clara University and as a representative of an oil company. Although he had little experience in city management, his public relation and personal skills furnished him the tools to effectively promote San José. He was appointed by the City Council on a 4-3 split vote, and took office as the official head of the city on March 27, 1950<sup>16</sup>. He was able to maintain his

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<sup>15</sup> National Register Bulletin No. 15, Section V, provides guidance to evaluating properties within their historic context. This section above (2.5) presents the context of the pattern of municipal facility construction in San Jose during the Post-World-War-II period. The City of San José has only briefly addressed this period in the "Industrialization and Urbanization (1945-1991)" section within its 1992 adopted *Historical Overview and Context Statement* prepared by Glory Anne Laffey of Archives and Architecture. She identified specific themes for San José, but only prepared a context statement for un-reinforced masonry buildings within the citywide context statement. See: <http://www.laffeyarchives.org/contexts/sanjosecontext.htm>

<sup>16</sup> Under Article VI of the City Charter that went into effect on July 1, 1916, the Common Council became the City Council with the mayor no longer an authoritative, elected position. The city manager was "recognized as the official head of the city...[with] rights, powers and duties devolving on the mayors of cities under the laws of the State of California..."

position for 19 years until retiring in 1969. During his tenure, San José became one of the fastest growing cities of that time. By 1969, San José had grown to 495,000 residents and 136 square miles in size.

Beginning early in his career with the City of San José, Hamann implemented an aggressive growth program, utilizing the tools of annexation and general obligation bonds. His actions were in response to direction from those local leaders who rose out of the Citizen's Planning Council of Greater San José. Members of this group gained a majority on the City Council in the mid-1940s. These council members intended to shift San José away from its horticultural economy by promoting and enabling industrial development and the related urban expansion necessary to house new workers who came to San José for its job opportunities. The goal was to capture quickly as much of the unincorporated county as was reasonably possible, in order to strengthen the City's tax base. Hamann utilized strip annexation to capture what were outlying suburban nodes, and then appropriated adjacent land to entice new commercial and industrial development<sup>17</sup>. By getting the City Council to repeal its decades-old restriction on commercial development outside the core area, he was able to increase San Jose's sales tax revenues, and by helping facilitate industrial relocations to San José, he increased job growth.



A. P. HAMANN  
(1909-1977)

With the help of Councilman and Mayor George Starbird, who was head of Hall and Rambo Insurance Agency, Hamann exploited the use of general obligation bonds to fund the expansion of city services. Critical within the growth initiative of the 1950s was the development of a new sewer treatment plant in Alviso, a project that was funded by a bond measure similar to ones that funded expansion of municipal facilities for fire, parks, and libraries. Other large projects, in addition to the new Civic Center, included the San José Municipal Airport and the Center for the Performing Arts.

San José continued to grow exponentially under Hamann<sup>18</sup>, and the costs of this uncontrolled growth were becoming evident by the early 1960s, as public service delivery failed to keep pace with urban expansion. When Councilwoman Virginia Shaffer and two other anti-incumbents were elected to the City Council in 1962 with the support of emerging neighborhood groups, the new Council minority began to challenge the assumptions of the growth policies that Hamann was implementing so effectively. In 1967, the first Mayor was elected by the vote of the people since the days of the Common Council. Although the City Council appointed City Manager retained the position as the administrative head of the City, the election of Ron James signaled the beginning of a new era in Council/Manager government in San José. By 1969, a coalition of neighborhood activists had succeeded in getting three of their candidates elected to the San José City Council, precipitating the decision by Hamann to retire. He subsequently returned to Santa Clara University as a vice-president in development and public relations. On March 27, 1977, Hamann

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<sup>17</sup> Also referred to as "cherry-stem annexation".

<sup>18</sup> According to research by City Historian Clyde Arbuckle, prior to March 27, 1950, the date that Hamann took his oath of office, the Council had 42 annexations, of which 27 had been brought into the city in the prior four years. By the time that Hamann retired in 1969, the total had risen to 1,377.

and his wife, Frances perished in an airline disaster when two jumbo jets collided on the runway at Santa Cruz de Tenerife in the Canary Islands<sup>19</sup>.

The appointment of Norman Mineta to a vacant seat on the City Council under Mayor Ron James in 1967, and his election to a seat in 1969 on the City Council, set the stage for a change in leadership and a change in city planning policies that had dominated local politics during the 1950s and 1960s. The Council replaced City Manager A. P. Hamann with Thomas Fletcher, a nationally respected, professional city manager. When in 1971, Mineta succeeded Ron James as mayor, he had won every precinct in the election in a field of 14 candidates. He was the first Asian-American to become mayor of a major U.S. city. Under Mineta, considered to be a moderate politically, the city adopted its first comprehensive land-use plan in 1974. This general plan established for the first time urban growth boundaries, known at that time as the Urban Services Line. These planning goals and policies limited future growth to a defined “sphere of influence.” From 1975 to 1995, Mineta served in the House of Representatives and later in 2001 was appointed by President Bush as the Secretary of Transportation, serving until his retirement in 2006. President Bush recently bestowed upon Norman Mineta the Presidential Medal of Freedom – the nation’s highest civilian honor, awarded to those who have made an “especially meritorious contribution” to world peace or other significant cultural endeavors.

In 1975, Janet Gray Hayes, who had been appointed as the Vice-mayor under Mineta, took office as Mayor of San José, and was the first woman in the United States to take such office in a major city. With Measure “B” passed in 1973 that tied development approvals to school capacity, and the election of Susie Wilson and Jim Self that same year, a majority of councilmembers on the City Council supported controlled growth. During her tenure as Mayor (1975-1982), Hayes is credited with a number of important initiatives that reflected a new majority. Supported by neighborhood activists, environmentalists, and the emerging women’s groups, her victory made political history with national implications. With her selection of Suzie Wilson as her Vice-mayor in 1976, Leona Egeland’s election to the state assembly, and a new chairwoman of the Board of Supervisors, San José was proclaimed the “feminist capital of the United States.” Under Hayes, Robert McNamara was hired as police chief and is credited with turning around the department that had a strained reputation with the local minority community. It was also during Hayes’ tenure that the City of San José also returned to geography as the basis for the election of council members. Citywide elections had been in effect since 1916 when the Ward system was abolished under the new Charter adopted that year. Activists in the 1970s argued that at-large elections would allow more minority representation on the Council, as for the last quarter of a century, 75% of the council members lived in just two neighborhoods. Between 1974 and 1976, Projects 75 brought local citizens together to plan improvements to the city’s infrastructure in existing neighborhoods, and General Plan 76 incorporated the involvement of new neighborhood leaders in long-range planning. In 1978, the proposal to establish council districts was put to a successful vote of the people by the City Council, and in 1980, the first elections were held, and the majority of new council members were women. With new pay increases granted to council members in 1980, and funds for

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<sup>19</sup> *Mercury-News* staff writer John Spalding wrote an extensive summary of Dutch Hamann’s contributions at the time of his retirement in 1969. When Spalding again wrote about Hamann shortly after his tragic death, he stated “A. P. Hamann left a mark on San Jose probably more visible than that of any other single person in the past quarter century.” He also prefaced his memorial with the statement “whether that mark is good or bad will be the subject of debate for a long time.” Controlled-growth advocates would use Hamann as the scapegoat for the urban problems resulting from sprawl that resulted from San Jose’s period of rapid expansion in the 1950s and 1960s. When a later staff writer (Scott Herhold) wrote about Hamann in 1987, he titled it “S.J. moves to correct Hamann legacy (*SJMN* 4/13/1987). Attempts to blame persons such Dutch Hamann for a community’s urban problems is not uncommon within political environments that are focused on effecting change. Although political writers have continued to discredit the results of the tenure of Dutch Hamann as City Manager, as with most historical events, time will provide a better perspective.

personal staff, the changes under Janet Gray Hayes placed increasing influence within the position of mayor, tilting the balance of power from appointed officials to elected politicians that had begun with the election of Ron James in 1966 (Henderson 1996).

An unexpected outcome of the legacy of Janet Gray Hayes came with the council's authorization of a study on city pay in the late 1970s. The study, which clearly demonstrated a disparity in pay among women and men, prompted a dispute in the summer of 1981, when city employees of the Municipal Employees Federation of AFSCME Local 101 went out on strike over comparable pay for women. The strike got national media attention, and refocused attention on San Jose's claim as the "feminist capital of the nation." The study had shown that job categories that were mostly held women paid less than equivalent job categories where mostly men were employed. Although then city manager Francis Fox opposed an adjustment to the pay scales, largely due to budget problems resulting from the fallout from the statewide passage of Proposition 13 in 1978, the nine-day union strike resulted in a landmark adjustment in pay rates for women workers (Henderson 1996).

Janet Gray Hayes was a popular mayor and has remained one of the best-known and liked mayors in the minds of contemporary San José. Under her tenure, she brought the process of community development to system of managed growth that allowed continued expansion of the city's population and industrial tax base while at the same time addressing the issues of quality of life.

### **3.0 PROPERTY DESCRIPTION**

#### **3.1 Former City Hall and City Hall Annex, and Health Building Sites**

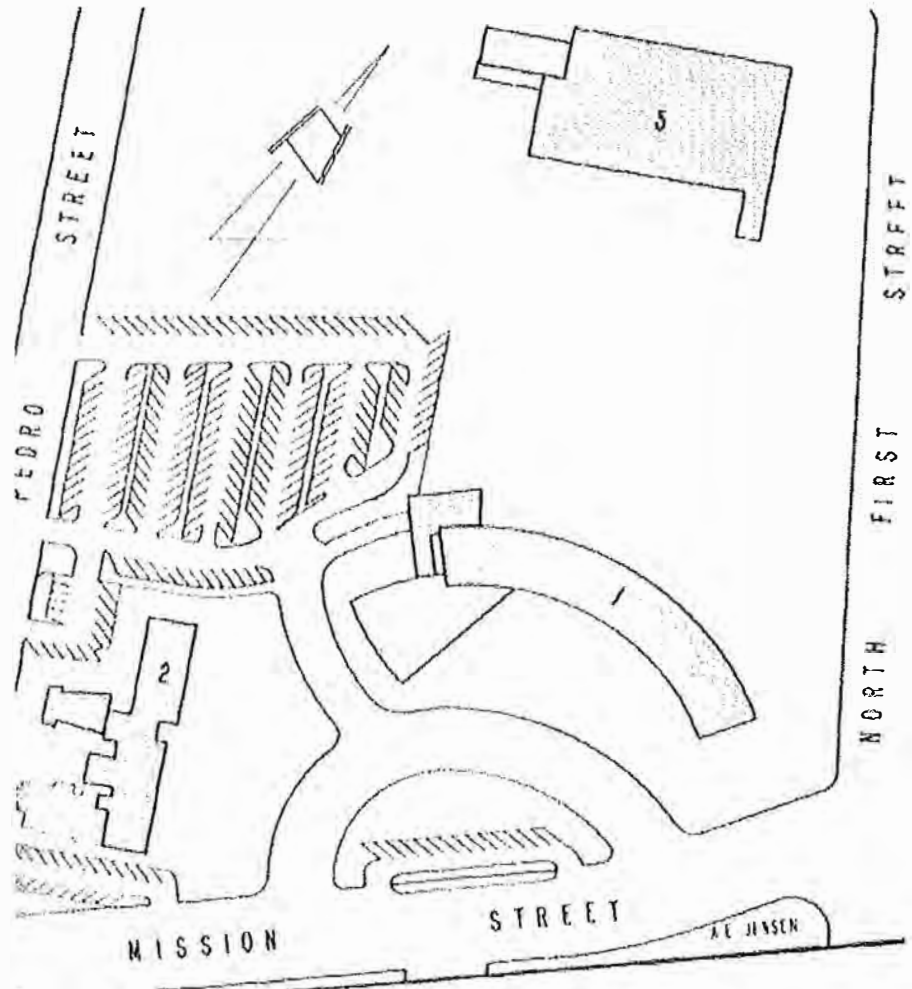
The former San José City Hall building and the San José Health Building are part of a large, planned civic center complex that has changed over time, but still incorporates a variety of public buildings in a mainly landscaped setting, with lawns interspersed with groupings of trees, as well as paved connecting pathways and parking areas. The larger Civic Center, including facilities operated by the County of Santa Clara, is surrounded on four sides by city streets, and is bisected by North San Pedro Street. The main north-south surface street is North First Street, immediately to the east of Former City Hall. Cross streets include West Hedding and West Mission Streets to the north and south, respectively, and the western boundary follows Highway 87, where a short frontage road has been built that follows the alignment of an earlier surface street built at the time of the civic center construction. While this Civic Center site provides context for the Former City Hall and Health Building site, the site studied within this "Preliminary Historic Report" lies east of North San Pedro Street and extends over about the south 3/5s of the block between West Mission and Hedding Streets.

The designer of the landscape design of the Former City Hall and Health Building site was not determined as a part of this study. The design is asymmetrical and Modern in style; it includes expanses of open space, with informally placed trees providing shade, color, and texture. It likely evolved as a part of the two expansion projects that added office space to the two original structures.

The Modernist design philosophy that the site design reflects is both aesthetic and functional. While early European precedents stressed simplified line and asymmetrical forms, these static compositions gave way in contemporary America to an aesthetic that was both practical (based on human needs and useable outdoor space) and that fit well with the character of the natural environment.

Site Plan Detail from the  
Dedication Ceremony Brochure,  
1958.

At the Former City Hall site, concrete and exposed aggregate pathways are designed to reflect the curvilinear architecture, but are enhanced with a series of small patios saw-tooth outward from a main path in front facade. These outdoor spaces are set apart by shrubbery, bordered by benches, and accented by centered planters, each with a pistachio tree. The walkways to the main entry are informal rather than focused. The main pedestrian access serves more as a plaza than a ceremonial pathway, and the actual pathways from the west and along the curve of the façade are casual.



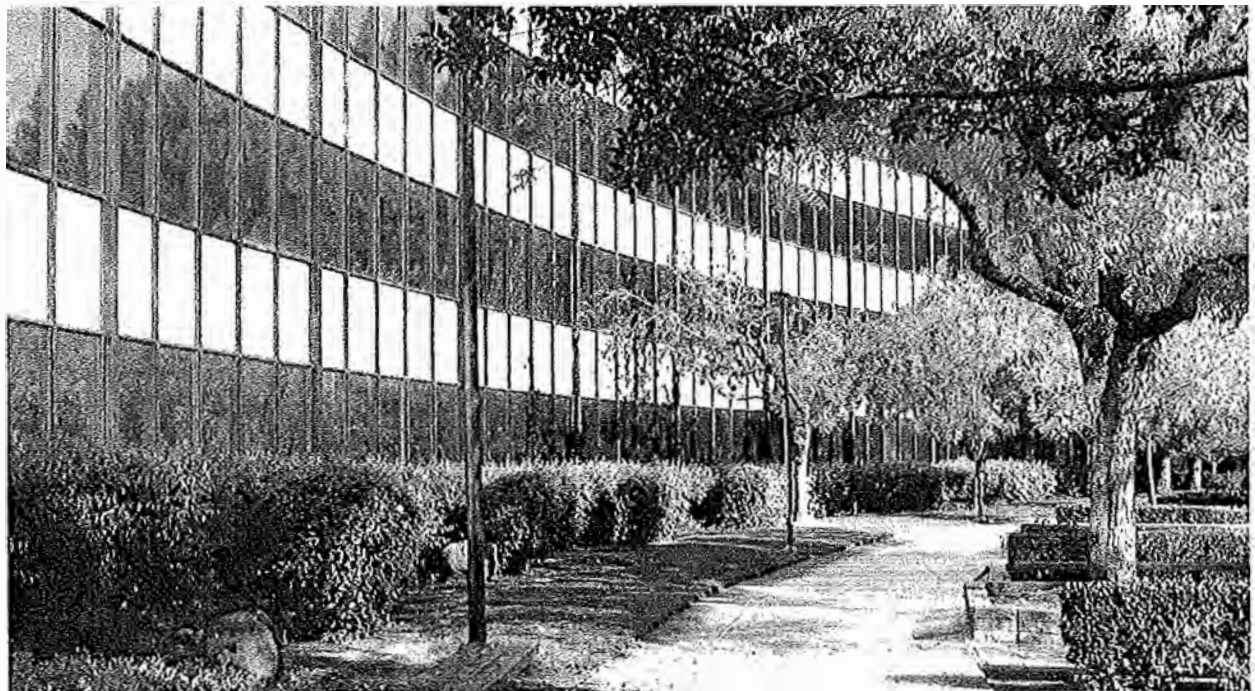
Lawn predominates the front landscape setting, framed with deciduous trees, such as pistachio and ginkgo at the outdoor patios. The largest expanse of lawn however, is to the northeast of the building, between Former City Hall and the County Administration Building. This area is a park-like atmosphere bordering North First Street, an area that provides visual relief to the occupants of the offices rather than functional outdoor spaces. The trees are clearly planted in thematic clusters; pines are located to the south of the inner curve, making way to sycamores at the southeast corner of the building, near the street intersection. To the northeast of the building are oaks and peppers. To the north and northeast of the annex is a dense stand of redwoods.

The west side of the annex and main building have been incorporated into fenced service areas and fenced outdoor eating space for the cafeteria, with a large parking area beyond to the west. The curved drive in front of Former City Hall frames a separate visitor parking area within the circle, and the driveway access from this area to the west parking lot separates the Health Building from the portion of the site with Former City Hall. The landscaping surrounding the Health Building is almost an afterthought, arranged to accommodate a relocation of the main entry when the front addition was constructed in 1964.





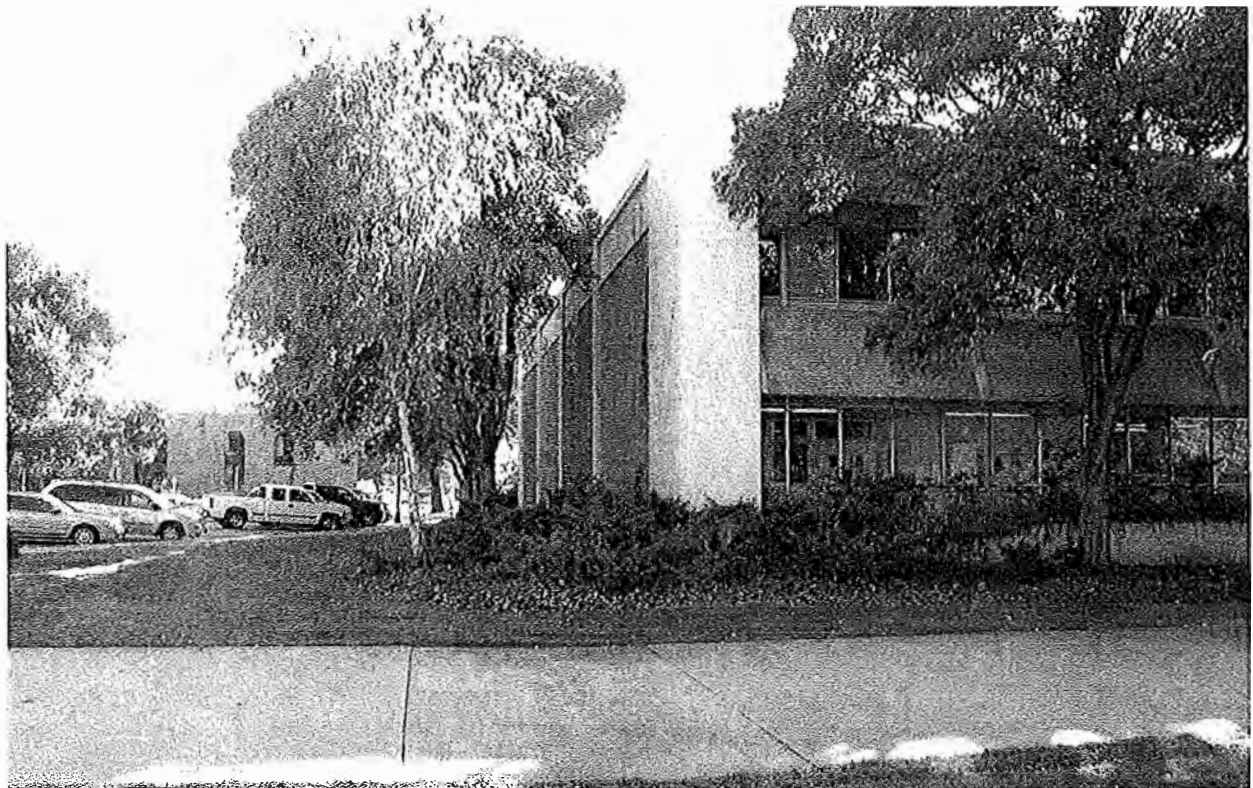
Main Former City Hall entry with curved main walkway – viewed facing northwest



Curved pathway to front entry with patios to the right – viewed facing east



Park-like setting at rear of Former City Hall (Annex in background) – viewed facing west



Front (east) side of Health Building at entry walk (addition) – viewed facing south

### 3.2.1 Design Context – Former City Hall and Annex

San José's Former City Hall building embodies mid- to late-1950s architectural design principles of the Modern Movement. Its relatively innovative use of glass curtain walls and its geometric sculptural forms synthesize in a significant way two trends in mid-century Modern architecture. The two American leaders behind these two variants, Frank Lloyd Wright and Ludwig Mies van der Rohe, inspired a new generation of designers who were coming of age in the 1930s and 1940s, but whose works were not realized until the industrialization period of the Cold War.

In 1932, following an exhibit of modern architecture at the Museum of Modern Art in New York by H. R. Hitchcock and Philip Johnson, the nascent Modern Movement in America became greatly influenced by the evolving International Style that had its roots in Europe. During the later years of the Depression, creative American architects, in concert with artists and designers, sought to distance themselves from the complexities and associations of historical antecedents, exploring the beauty in materials themselves and the forms that resulted from an approach to design based on the functions of the architectural program.

In San José, architects such as Ralph Wyckoff and Wilber Gibson were first to embrace this new aesthetic, although their work, and that of their contemporaries such as George Sellon were more Art Moderne than International Style in execution. By the end of World War II, local architects in concert with a national trend, had abandoned the revivalism and decorative styles of the 1920s and 1930s, with most new construction by the early 1950s tending towards a more simplified implementation of modernistic principles focused on the interplay of mass, volume, and space, with characteristic open-plan designs related to the evolving Bay Region II style that melded the more pedestrian Ranch Style with International Style forms.

The work of local architects, although not as well published as their peers in the East, were nevertheless influenced by designs promulgated in national architectural magazines such as *Architectural Record* and *Progressive Architecture*. By the mid-1950s, the contemporary works of architects with world-wide stature such as Mies van der Rohe, Frank Lloyd Wright, Eero Saarinen, Le Corbusier, and Skidmore, Owings, and Merrill provided a full range of design ideas - and validation of Modernism at the local level - due to the immediacy that the national magazine press provided.

Donald Francis Haines received his education in Arizona and Minnesota; universities near to both Wright design studios (Taliesin West and East). Although his formal training was in Minnesota prior to World War II, it was in the mid-West that modern curtain wall construction in the post-War period would get its boost, with masterworks created such as Eero Saarinen's design for the General Motors Technical Center at Warren, Michigan (1948-56), and Ludwig Mies van der Rohe's Memorial Hall, I.I.T. (1946) and 860-880 Lake Shore Drive, Chicago, Illinois (1952). The influence Mies van der Rohe is clear in the design of Former City Hall, with its aqua panels set within a grid of charcoal steel mullions. While stylistically related to the work of Mies van der Rohe and the 1950s skyscrapers by the firm of Skidmore, Owings, and Merrill, particularly the iconic Lever House (New York City, 1950-1952), the historic prototype of the city hall design, however, is a single, earlier building: the United Nations Headquarters that was designed by a team headed by Le Corbusier, Oscar Niemeyer, Sir Howard Robertson, et al. (International Land within New York City, 1947-50); the Secretariat skyscraper had one of the earliest Modernist curtain walls, incorporating light-green colored panels and tinted glazing, and the ground level assembly building cleanly sculptural with its concave side walls.

In addition to integrating these two highly visible design gestures (repetitive curtain wall glazing set within sculpted masses), Former City Hall uses materials and design methods that are unmistakably mid-

century modern. Such materials as concrete masonry units (CMU) and the open, landscaped setting exemplify the post-war era when new materials were being mass-produced and city planning efforts were focused on automobile accessibility and large-scale campus design.

The curtain wall construction of Former City Hall represents an early use of this technology during the post-War period in the South Bay Area and possibly California (Ipsen 2006). While the history of modern glass curtain walls pre-dates World War II, the technique of separating the wall surface from the roof support was only fully realized in the Modern Period. Structural design, mass-production techniques, and air-conditioning technology came together in the late 1940s and mid-1950s, and made possible the stylistic use of large expanses of glazing and non-structural wall panels.

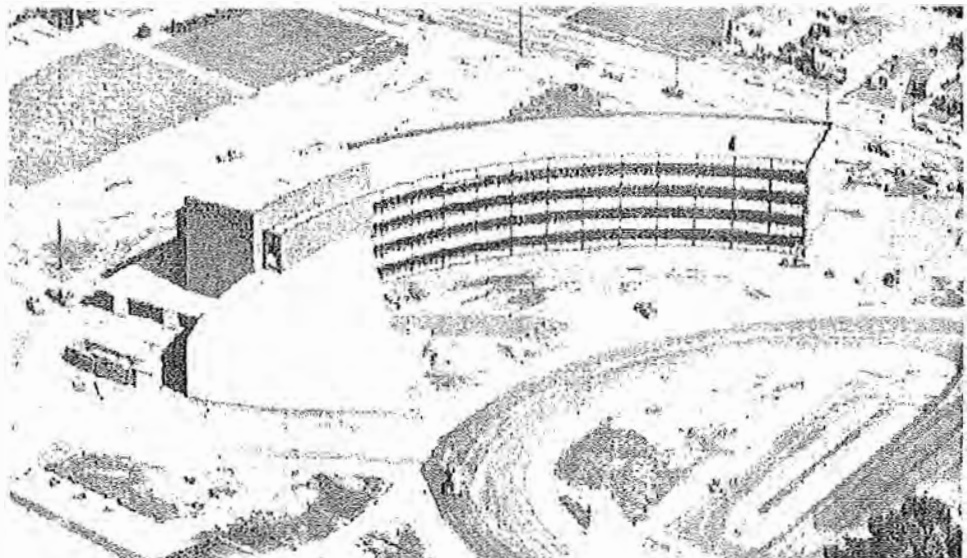
Local modern designs provide context to the design of Former City Hall. Architect Ralph Wyckoff's work San José State College was the largest institutional precedent, while architect Ernst Kump was responsible for San José High School (1952) and San José Technical High School (San José Junior/City College), built in 1953-54. These buildings share many architectural characteristics with Former City Hall. As modernist structures, they featured expressed structure, broad expanses of glazing, and horizontal proportions under flat roofs.

Regional architects that produced noteworthy local buildings that were designed and built about the same time as the former city hall include Victor Gruen of Southern California and John Bolles from San Francisco. Gruen designed Pala Shopping Center (1956, now demolished) and Valley Fair Shopping Center (1958). Bolles was the architect for the IBM campus built in south San José that opened two months after the City Hall dedication, as well as Macy's, the Ford Plant, and Paul Masson Wine Cellars.

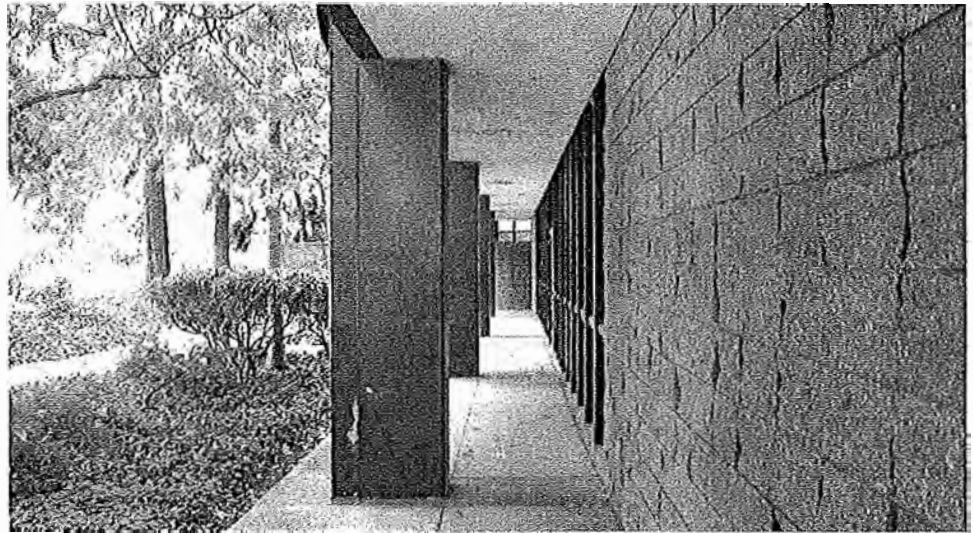
### 3.2.2 Detailed Description

The original City Hall building is comprised of three main masses: a four-story office wing in the form of a long, sweeping curve, an abutting two-story wedge-shaped wing, with two convex walls, which encloses the main front entrance lobby, the council chambers and cafeteria, and a much smaller, one-story original rear entry canopy that wraps the west end of the four-story office wing while abutting a narrow section of the rear of the two-story wing. These masses intersect and abut on the exterior, but are expressed on the interior of the building as an architectural void, creating the main lobby space.

Aerial view of Former  
City Hall from the  
Dedication Ceremony  
Brochure, 1958.



First floor of annex,  
northeast wall, viewed facing  
southeast



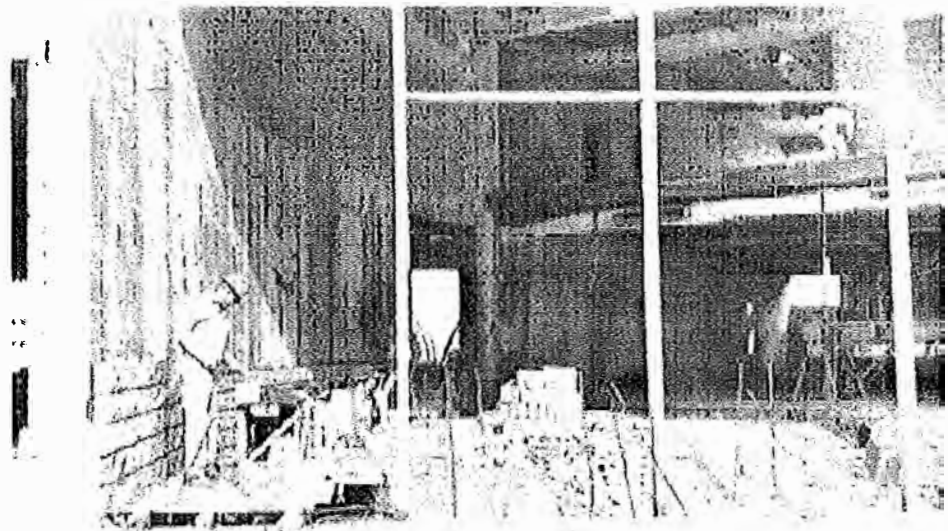
When the building was modified with the 1970s annex addition, the one-story rear canopy was incorporated into a four-story hyphen that connects the four-story curved wing with the

six-story annex. The addition is roughly square in plan, and the base level is recessed behind the surrounding vertical structure, creating a partially raised base level.

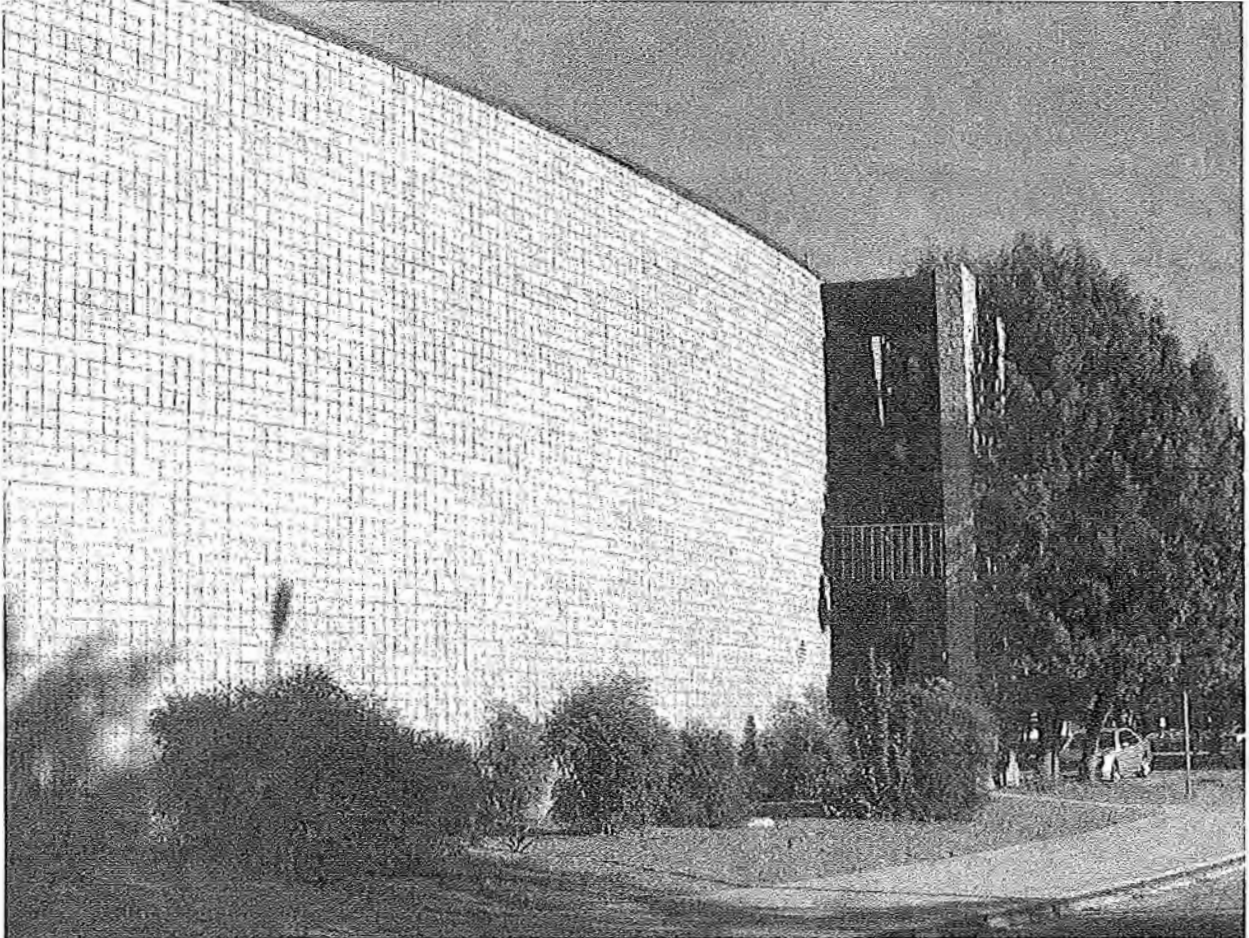
Some materials and design details, such as the curtain-wall patterns and window panel materials, are relatively consistent throughout the original building and later annex, providing unifying themes. Other materials or use of materials, including the masonry veneers and coping treatments are differentiated between the wings to accentuate the massing changes and to provide complexity.

Veneered split-face block wing walls flank the main entry. These are laid in an aligned grid pattern known as stacked bond. This material is used exclusively in this building to create the illusion of planar walls, two wythes thick, although the walls themselves are poured-in-place concrete within. These walls recall, in some ways, Mies van der Rohe's celebrated Barcelona Pavilion of 1928-29, where the solid walls did not form the outer envelope of the building itself, and the roof was suspended above the wall segments. At the city hall entry, these apparent solid walls bracket the entry, although the right (easterly) wall is in fact a deep pier, while the left (west) wall, shown to the right, curves inward (within the building) until it aligns perpendicular to the office wing at the elevators.

View of lobby during construction, showing curved concrete wall structure and split-face-block veneer being applied. Photo from the Dedication Ceremony Brochure, 1958.



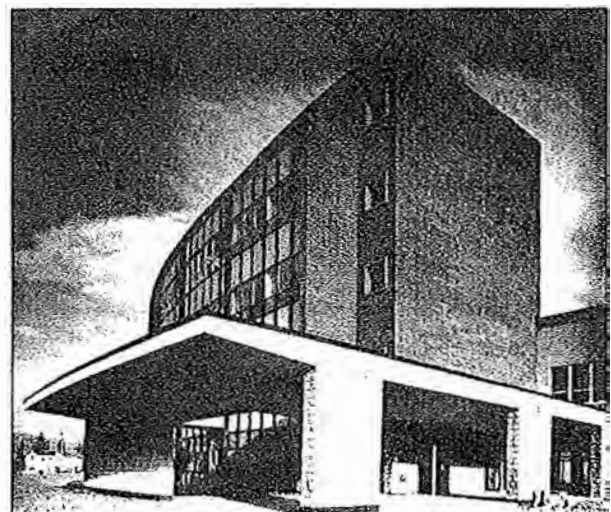
The curve is reflected at the outside (west end) of the mass of the council chambers, where it bows outward forming a convex wall to the rear and outside of the main chamber hall. This brutally unadorned outer wall is paired with a floating counterpoint; a narrow wall segment, also clad in split-face block, supports an open exterior egress stair.



West (outside) wall of council chambers wing, convex in shape, and featuring a stair tower framed by a split-faced-block wing wall

The rear entry that also now leads to the annex has wall segments of the same block pattern, which once acted as piers. The original subtly arched canopy over an exterior open-plan vestibule was partially enclosed with the addition. The fascia now has a modular cover, and the ceiling was reworked.

Photograph of the northwest entry to Former City Hall from *Architect and Engineer*, prior to the construction of the annex in the 1970. The canopy remains today, but the eave was covered in the 1970s with a deep modular fascia (see photo next page).



NORTHWEST elevation shows three' use of decorative block and stone masonry pattern on fascia which conceals sweeping curve of large arch design

Central mass - viewed facing east, showing the 1970s four-story hyphen addition and the added modern fascia panels at the low, entry roofline.



Split-face concrete block is a modern material, although not typically used as a veneer. Its use in this building is to conceal poured-in-place concrete walls. While the columns in the office wings are exposed and painted black (charcoal) at the exterior to match the steel mullions, the concrete walls of the original office wing are clad with brick veneer (to differentiate from the split-face block veneer of the chambers wing). Corresponding to (but counter to) the curved masonry plane at the outside end of the council chambers wing, a brick veneer wall plane terminates the curved office mass

at the opposite end of the building at its southeast corner (see photo next page). This brick wall is flat, not convex like the split-face block clad walls, so it contrasts with the block-clad walls in both form and material, while serving the same design purpose in framing the predominantly curtain wall building. A small aluminum entry door in the lower left corner is a similar counterpoint as the exterior stair at the rear of the Council chambers.

Brick walls fully enclose the centrally located, west end of the four-story mass, creating a solid sculptural form as a continuation of the curve but a massive visual end of the glazed curtain walls (see photo below). The four-story office wing at this central location includes a narrow, raised equipment shelter and elevator tower that wraps from atop the roof down the west face of the wing, adding to the sculptural quality of this element. The solid brick mass provides wall surfaces where the lower wings abut. A shallow wing wall projects from the rear of the building; this used to act as the end of the main outer window wall; it currently acts as a sidewall for the added hyphen. The elongated maroon brick is laid in a modified running bond; the bricks overlap by less than one-quarter of their widths instead of the more traditional

Convex wall of office wing, terminating in brick mass above main front lobby - viewed facing northwest

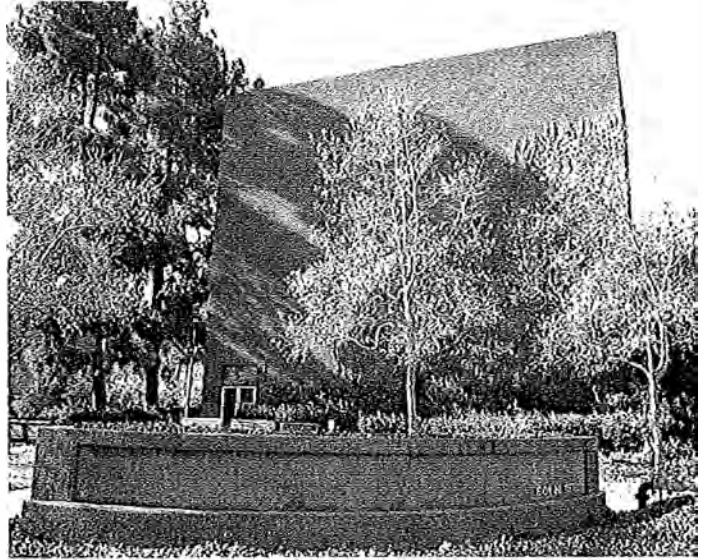


Brick south wall of office wing - facing northwest

one-half width. This pattern creates an alternating rhythm of wide and narrow vertical bands, and incorporates the ends of the brick into the narrow vertical bands as a “Dutch corner.”

The annex has yet another masonry material. Its split-faced block is similar in color and texture to that of the council chambers wing and the hyphen walls, although it is a more traditional rectangular block and is most likely not veneer but of regular masonry construction (also see photo page 33). The

block wraps the recessed walls of the lowest floor, set back from the curtain wall planes and serving as a background for the full-height concrete columns. This rectangular block was extended into the landscape at the east side of the hyphen; it is used as a garden wall to enclose a patio area.



Rear patio wall was added at time of annex construction – viewed facing south



The curtain walls of Former City Hall have a regular pattern of windows, transoms, and solid panels, but there are slight variations along the full perimeter of the 1958 building. The two-story lobby and council chambers wing has a curtain wall that faces roughly southeast towards the entry plaza. The wing has an asymmetrical entry bay; it is flanked by a single bay to the east, which acutely abuts the curved curtain walls of the 4-story office wing, and by a series of four identical bays to the west in front of the council chambers. This long wall features a unifying fascia of aqua panels across the top of this two-story wing, topped by a shallow eave projection of the flat roof (see photos page 29 and 33). The panels are referred to as porcelain enamel in engineering magazine articles of the day; the glass along this façade is noted as being heat-resistant. The entry bay has a recessed door section, above which the panels wrap into a soffit (see page 33). The glazing at the doorway bay is divided vertically into four narrower bays--each includes a pair of doors topped by a horizontal transom, further topped by a tall window. The size of the combined door-and-transom panels is similar to that of the upper windows. To the right of the entry bay, the glazing in this section of the two-story wing that fronts the interior curved stairway is brought out flush with the upper fascia, and includes a series of five vertically proportioned window bays. All the bays of the two-story wing are divided by a slender horizontal mullion that aligns with the top of the main entry transoms. At the far right of the two-story curtain wall is a deep brick-clad pier that is turned flush with the plan of the four-story curtain wall of the office wing to the east (see far left side of photo at right). The brick pier rises above the two-story wing to meld with a solid brick faced wall that continues the front façade of the four-story wing across the top of the entry lobby to where it meets with and turns the corner to follow along the upper two stories of the west wall at the elevators.

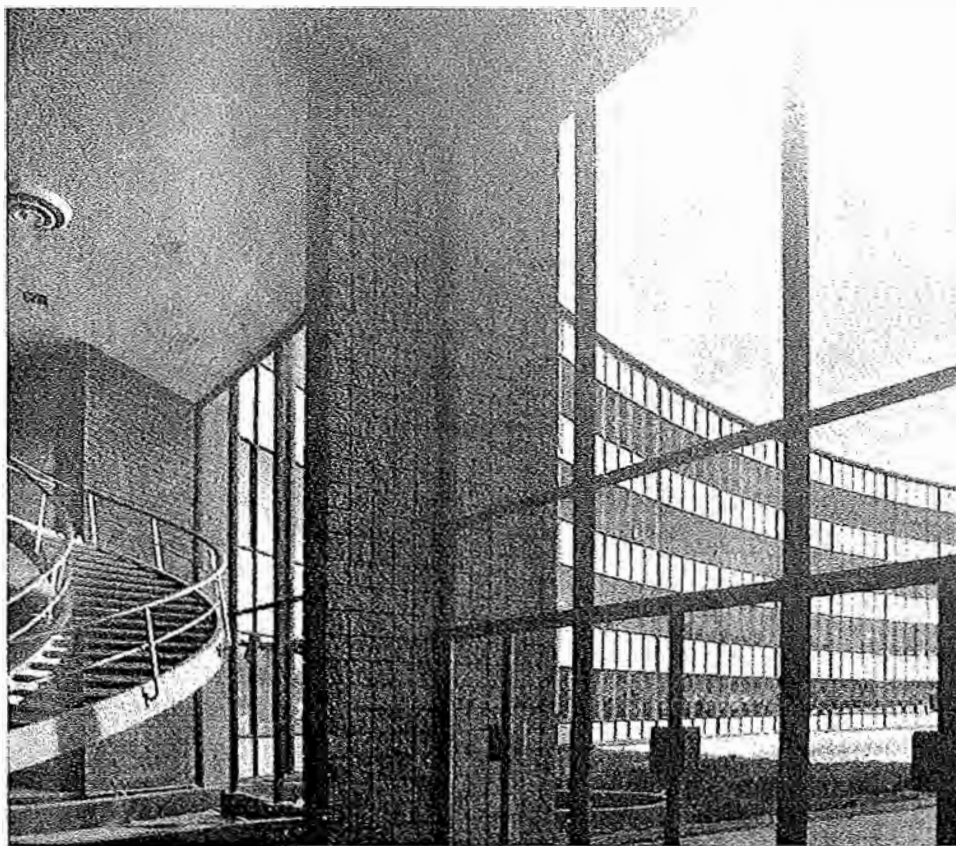


Photo from early 1958  
showing glazing at main  
entry/lobby

The series of bays to the west of the entry in front of the council chambers wing have a more complex configuration of glazing that includes a row of solid panels within the pattern. The bays each consist of three vertical sections with stacked, paired vertical fixed windows or panels; each pair shares a horizontal transom. There is a hierarchy within the pattern whereby the lower window pairs are grouped with the lower transoms as tripartite units at the cafeteria level, and the upper, paired vertical sections are taller, paneled and separated from the upper horizontal transom by a thicker mullion. The panels and high transoms are associated with the council chambers but the interior spaces are not specifically highlighted.

The front curtain wall of the curved office wing encloses the cantilevered corridors that follow its length. This wall has a more densely spaced and regular pattern of windows and panels than any of the adjacent two-story curtain-wall sections (see photo page 35). Although a “true” curtain wall, because the structural column line of the building is set back separately from the façade, there is a pattern of visually heavy vertical steel mullions along the length of the wall that echoes the structural framework pattern. Balancing these vertical lines are four stories of continuous ribbons of fixed windows that alternate with five rows of aqua panels. The ground-level row of panels is shorter than the rest, for practical purposes. This large grid-like composition of broad rows set off by heavy vertical mullions is further punctuated by vertical mullions that divide each wide bay into five vertical window bays. The curved window wall is set slightly back from the front face of the brick wall at the central portion of the building at the lobby; the glazing visually slides behind the masonry wall plane. At the outer brick wall at the right end of the facade, the glass abuts the projecting wing wall.



View of rear wall of office wing – facing southeast

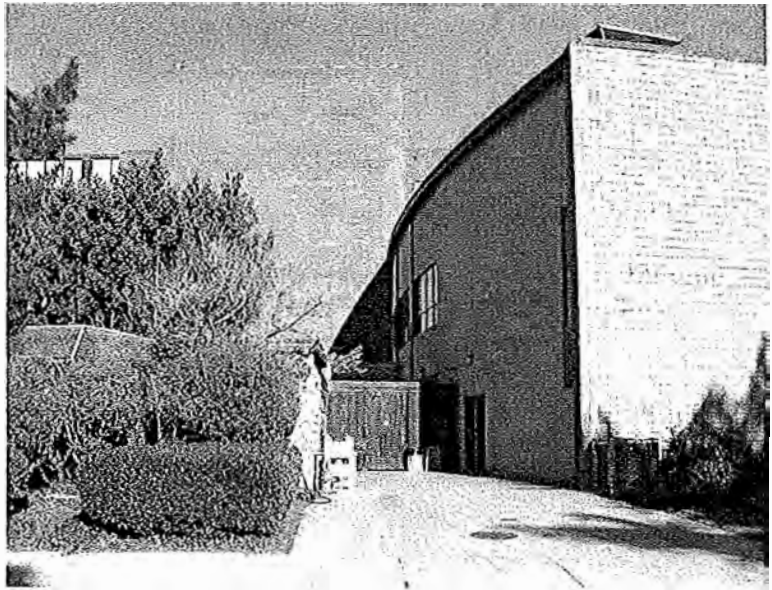
On the opposite, convex, rear face of the curved office wing that faces North First Street, the curtain walls are inset between the charcoal-painted concrete structural columns. The window widths appear similar in dimensions to the front windows; however, because the wall has a wider radius, six windows fit in each main bay. Because this is the office side of the building wing, the ribbons of windows on this façade are slightly different from the front façade; each window has an operable hopper sash at its base (see below).

The annex has a very similar pattern of glazing and panels as this rear portion of the curved office wing. It has bands of windows and aqua panels, and the windows are divided into fixed and operable units. One differentiation is that the operable sash on the annex open outward as awning units.



North face of six-story annex curtain wall.  
Note open windows on the fourth floor.

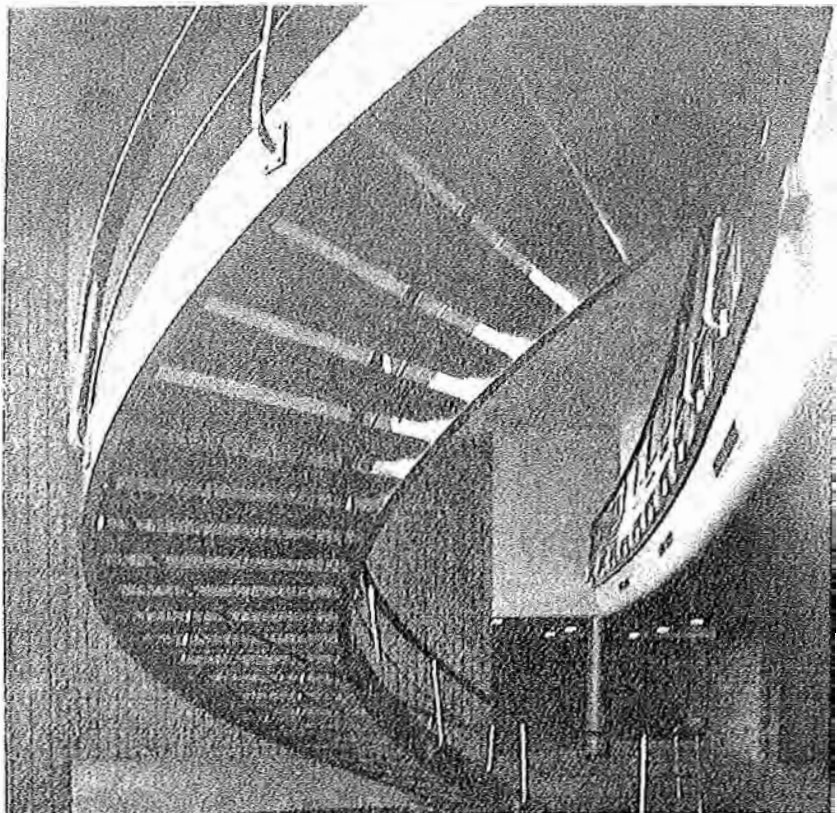
The rear wall of the council chambers and cafeteria wing is uniquely stucco and has no curtain wall glazing or masonry face. It has traditional ribbons of windows at the second floor along the interior corridor that leads to the council chambers. While the treatment of this wall may appear to be an afterthought to some, its design clearly represents its function as the rear, utilitarian wall of the building.



Rear wall and service entry to the cafeteria.

The interior spaces of Former City Hall and annex consist of conventional open-plan office space with dropped ceiling and moveable partitions. The offices of the four-story wing sit behind walls that frame public corridors that extend the full length of the façade at all four levels; wood doors with glass lite provide entry to offices that had public access.

The lobby is two-stories in height and a curved stairway with chrome handrails and open balcony railing dominates this public and ceremonial space – a two-story split-face block wall provides a backdrop along the left side of the entry. A recessed public information area and meeting room area has been modified over time.



The main council chamber is finished with walnut paneling, custom fit to provide smooth full-wall surfaces. The dais is two-tiered, with councilmember seating above and staff at mid-level with the City Clerk and support staff areas at the front of the seating - originally provided at 360 fixed wooden seats.

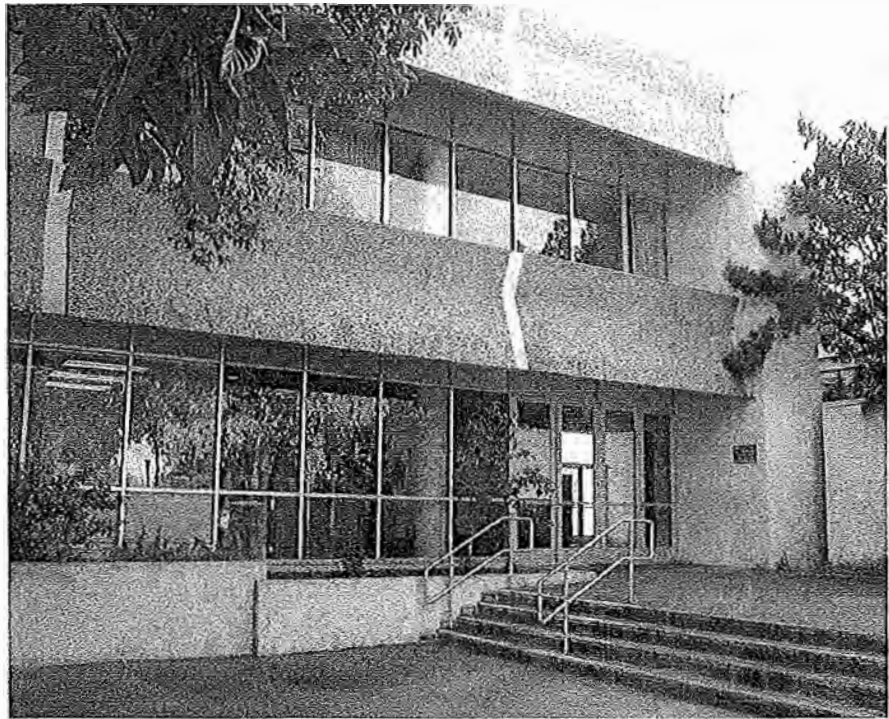
1958 photo of stairs and lobby

MAIN STAIRWAY . . . showing unique design and spaciousness.

### 3.3 Health Building

The Health Building originally faced toward City Hall, but an addition has changed its orientation. Its earlier configuration was loosely “T”-shaped, with a long front façade on the east, and an auditorium-like classroom centered and projecting to the rear (west) of the building. The rear of the building fronted North San Pedro Street.

Main entry – viewed facing south



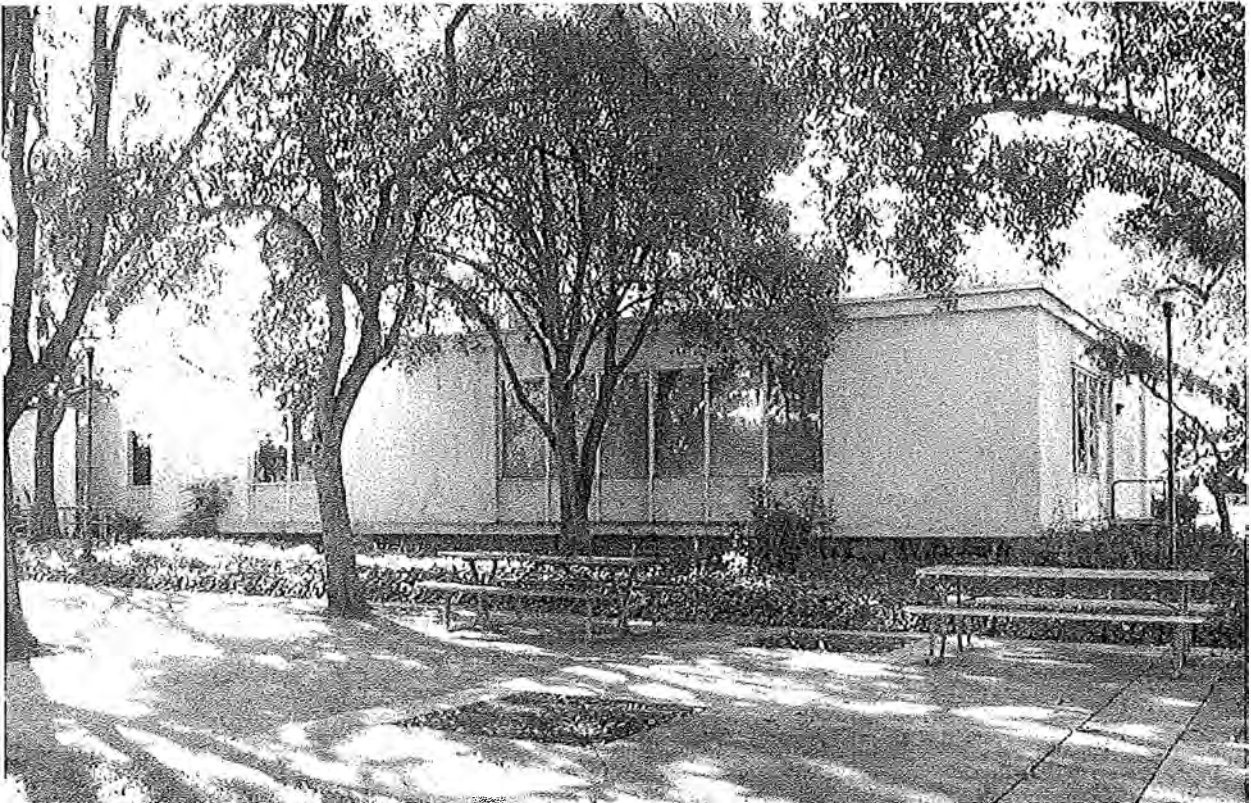
Currently, a large square wing is attached to the east façade; it has a doorway to the south, facing Mission Street, but the main doorway is set into the corner of the old north wing and the addition, to the northeast of the original lobby entrance. The Health Building has a loading dock and parking area at its southwest corner, near the corner of West Mission and North San Pedro Streets. Concrete pathways surround the building on all sides. Similar to the groupings of trees at Former City Hall, the landscaping around this building includes a grove of redwoods to the west (around the auditorium form), a row of pepper trees set into the sidewalk along the northwest corner of the building, a single plum tree is located within the courtyard between the auditorium and former laboratory wings, and huge privets line the facades of the added wing. This building has integral planters that extend from the building; these are planted with shrubs. The greater setting of the building includes lawn areas and broad patches of groundcovers. To the north of the building are picnic benches and a rose garden.

#### 3.2.1 Design Context – Health Building

The original Health Center Building design emerges from a Modernist tradition of horizontally proportioned, minimalist buildings that express their functionality on the exterior. Frank Lloyd Wright’s work, prior to his 1950s curved sculptural forms, had included many aggressively horizontal and cantilevered concrete forms, including the celebrated Fallingwater of 1936 (Bear Run, PA). In the 1930s through 1950s, Wright had also been experimenting with Usonian housing, a form of house that was meant to be minimalist and budget-conscious. The external forms of these buildings were low and horizontal, meant to be minimalist, but there were sometimes quite different window treatments between that opened to the different interior functions. Le Corbusier’s groundbreaking designs and theoretical writing also informed many architects’ work at the time. Immediately prior to the design of the Health Center Building, Le Corbusier had designed a well-publicized new capital of Punjab, India, at Chandigarh (1951-58). Those buildings were designed as concrete structures with concrete exteriors, and had repetitive rhythms in their office wings, some sculpturally expressed room functions, and integral brises-soleil. Although significantly more modest, the original Health Center Building includes each of these features in its design.

### 3.2.2 Detailed Description

The Health Building's underlying original configuration consists of three one-story wings that come together at a central lobby. A fourth "wing" was created by the construction of a large, two-story addition in 1964. The addition modified the original entrance lobby and is mostly autonomous in its massing and design configuration and although it shares some materials and detailing. The original wings created an approximately "T"-shape footprint, with a long, low front façade on the east, facing City Hall, and a sculptural classroom wing centered and projecting to the rear (west) of the building. The two original wings that extend to the north and south--and formed the original front elevation--are rectilinear in plan and elevation and similarly detailed, but they are slightly offset in plan and have different fenestration rhythms to distinguish them conceptually. The overall proportion of this original front elevation was extremely horizontal, with equal flat roofs flanking a lower entrance roof. These wings of the building are still edged at the top by a slender, two-part concrete and metal coping and at the base by a similarly sized, simple concrete ledge. These horizontal trim lines accentuate the span of the building and express the concrete structural system. A recessed foundation wall further highlights the streamlined linearity of the original building, creating a visually floating mass that is cantilevered on all sides above its low base. Extending from the rear of the building, the classroom wing has a unique form and some unusual detailing; however, its massing is proportionate and the exterior includes materials that provide unity with the overall building design. The classroom wing is a large wedge in plan with small, mirrored saw-tooth projections at the outer corners. These small flaring wall segments house egress doors that serve the classroom. The classroom has a shed roof that slopes to the rear; this accentuates the acute corners closest to the building core. Projecting parallel to the classroom wing are two original bump-outs that interrupted the pure rectangularity of the southern wing. Each of these now has added rear extensions that elongate the narrow spaces between the bump-outs as well as changing the proportions of the building itself.



North portion of original front façade of 1958 Health Center Building – viewed facing southwest

The massing of the building changed considerably when the two-story addition was built on the east side of the original plan. Much of the original main elevation of the Health Center Building became obscured at the time, and the central lobby was modified to incorporate a narrow hyphen that joins the two portions of the building. The addition is roughly square in footprint, twice as tall and more than twice as wide as either of the adjacent wings. The west side of the addition is set parallel to the former front wall of the south wing of the building. The proximity of the building wings creates a narrow exterior walkway that accesses the hyphen. The new main entrance to the larger building is at the inner corner where the addition and the original north wing meet.



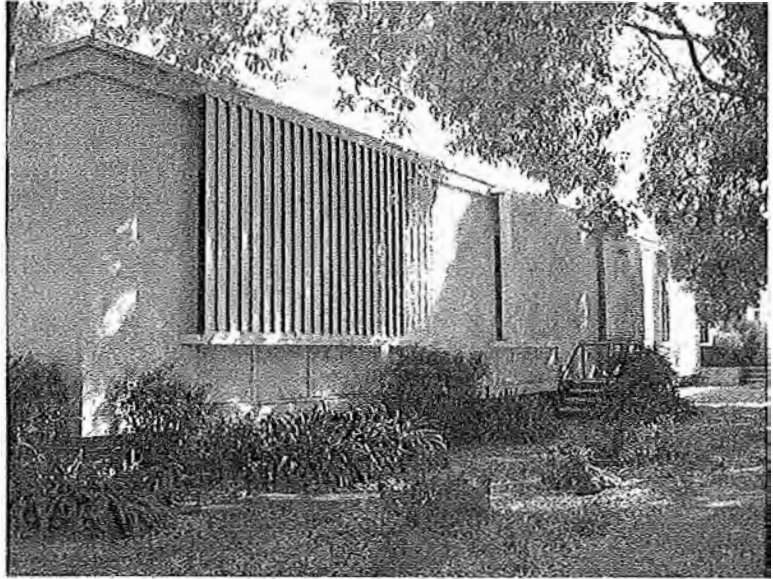
Original north entry to lobby and auditorium – viewed facing southeast

The exterior of the original building has some exposed concrete elements, but is primarily clad in dashed stucco. Window recesses break the long expanses of plain wall surface; these are full-height from coping to base. The window units and their integral base panels are set back farther into these recesses, leaving a smooth-textured header section. The base panels are currently painted to match the walls, but peeling paint in one location indicates that the panels may have once matched the city hall's aqua curtain-wall panels. The pattern of fenestration is reported to have been established to express the original functions within the building. The north wing has mostly wide, multiple window units; the south wing, originally housing a row of offices, has a series of individual window units. The windows are all fixed; this is a crucial part of the initial design intent of creating a fully conditioned interior space. The outer walls of the building are cantilevered above a varying-height band of thin bricks. The thin bricks are laid in a modified running bond; the bricks overlap by less than one-quarter of their widths instead of the more traditional one-half width. This pattern creates an alternating rhythm of wide and narrow vertical bands, and matches

the City Hall brickwork pattern, although not the color. The two west-facing window units and one south-facing window unit are protected by distinctive metal brises-soleil. These are manually operable with cranks. The vertical slats each have a single corrugation and side wings for strength; this design matches the vertical metal panels that surround the rooftop mechanical spaces. The south wall of the original south wing, facing Mission Street, is a solid plane with no fenestration.

West elevation/north wing – facing southeast

The classroom wing also has a full-width blank wall facing its nearby street (west). The oblique outer angles at the wedge-shaped egress corners provide additional smooth wall width. The dashed stucco matches the rest of the building, but there are no windows creating relief. On both the sidewalls of the classroom wing, the stucco walls are punctuated by vertical concrete bands; these are of dimensions similar to the coping and ledge dimensions. The classroom foundation is clad in brick that matches the rest of the building, but it is not recessed; the wing does not have the horizontal floating aspect of the other original wings. The egress doors from the classroom wing, as well as others around the original building, are a plain flush design. These lead to distinctive hollow concrete steps that are self-supported. These have simple, open pipe-rail handrails and each has a single concrete pier centered under its landing.

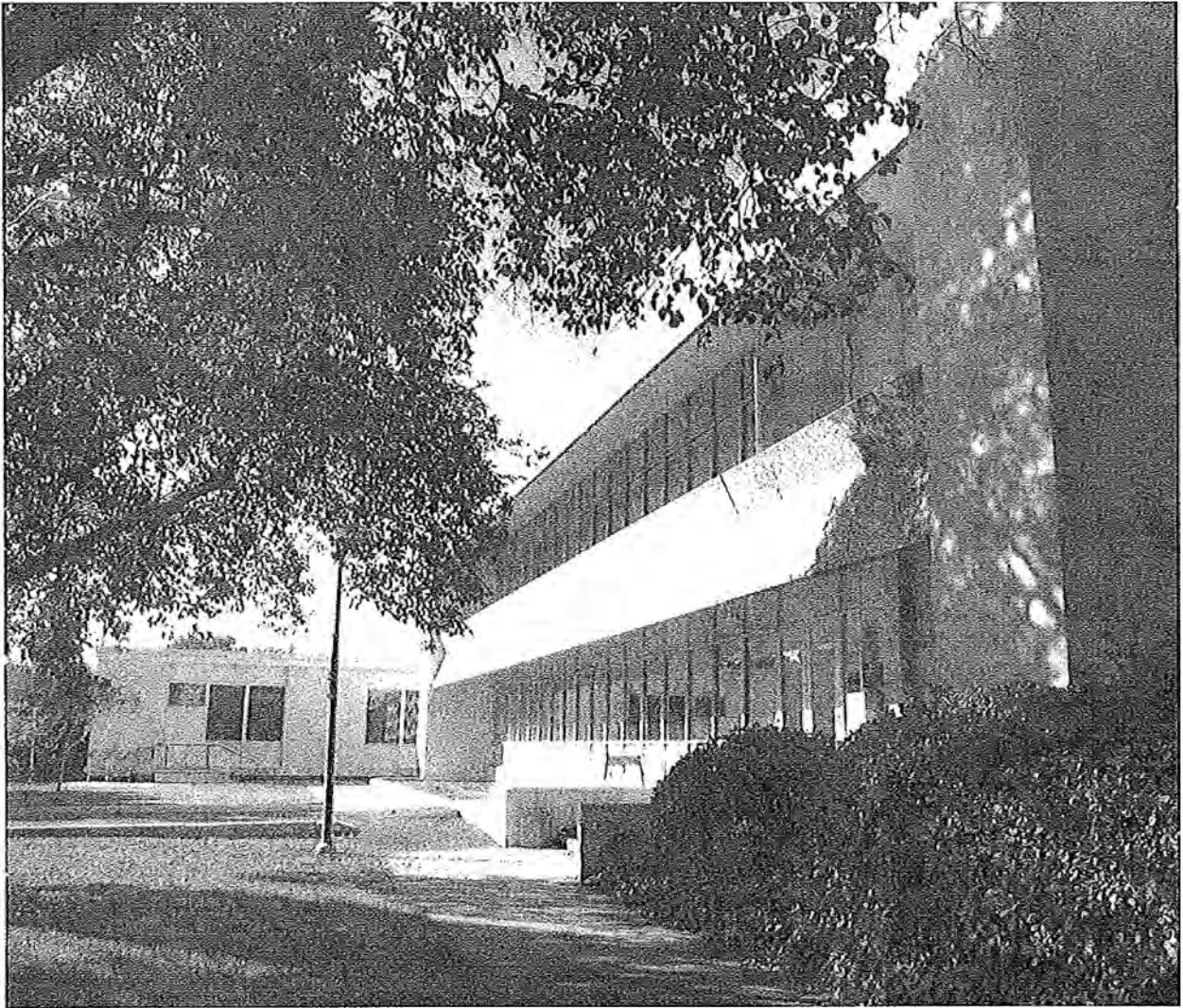


Auditorium – facing southwest

The original lobby entrances are extant on the north and south between the classroom wing and the main core of the building. The full-height window walls have unpainted aluminum mullions supporting the large fixed sheet glass; each entrance has a pair of glass doors with transoms. The entrances are set beneath low flat roofs that span between the higher adjoining walls. Set back from the eaves above the main lobby roof is a tall metal-panel screened mechanical space that marks and emphasizes its centrality from all sides. Wide concrete steps lead to each of the two original entrances. These have cantilevered, rounded pipe-rail handrails. The brick of the building's foundation walls extend outward and upward at these entrances and become planters that are the height of the concrete ledges.



The addition is self-contained with blank walls facing east toward former City Hall and west toward the original Health Building wings. The north and south walls feature glazed, recessed walls and a covered, cantilevered balcony at the second floor. The primary design elements of these facades are the full-width concrete wall bands at the roofline and at the balcony level. These serve as sun protection for both floors, and as the balcony guardrail at the second floor. Their exterior surfaces, concave in a shallow “V” form, are exposed aggregate with smooth vertical panels spaced across the width. The recessed curtain walls consist of unpainted aluminum framing with aqua panels above and below the ribbons of windows. The north and south walls are similar to the side walls of the classroom wing of the original building. The addition walls are stucco with vertical pilasters that, in contrast to the original design, are each flanked by slender, smooth, recessed seams. The base of the addition is encircled by planters and service areas; these are detailed with beveled concrete walls that create a strong visual connection between the building and grade--the opposite of the cantilevered base of the original building. The planters extend into the landscape, and act as wing walls for the “L”-shaped main staircase at the northeast inner corner of the building. The new entrance to the building is not marked with signage; these stairs act as the visual clues for the location of the doorways.



South elevation of 1964 addition with original south wing in the distance – viewed facing west



## 4.0 EVALUATION FOR SIGNIFICANCE

This portion of the report constitutes an historical and architectural evaluation of the properties that are the subject of this report. More specifically, three sets of guidelines were used; the National Park Service's criteria for listing on the National Register of Historic Places, the California State Historic Resources Commission's requirements for listing on the California Register of Historical Resources, and the City of San Jose's Historic Preservation Ordinance (Chapter 13.48 of the Municipal Code).

### 4.1 California Register of Historical Resources

The significance criteria for the California Register of Historical Resources are similar to those used by the National Register of Historic Places (see Section 4.3), but oriented to document the unique history of California. The California Register includes properties listed in or formally declared eligible for the National Register, California State Landmarks above #770, certain Points of Historical Interest, and properties listed by application and acceptance by the California Historical Resources Commission. The California Register is a guide used by state and local agencies, private groups and citizens to identify historical resources throughout the state. The types of historical resources eligible for listing in the California Register include buildings, sites, structures, objects and historical districts. [California Code of Regulations Section 48542(a)]

Under California Code of Regulation Section 4852(b) and Public Resources Code Section 5024.1, an historical resource generally must be greater than 50 years old and must be significant at the local, state, or national level under one or more of the following four criteria:

1. It 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. It 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 important creative individual, or possesses high artistic values.
4. It has yielded, or has the potential to yield, information important to the prehistory or history of the local area, California, or the nation.
- 5.

If nominated for listing in accordance with the procedures outlined in Public Resources Code Section 5024.1(f), the California Register may include:

- (1) Individual historical resources.
- (2) Historical resources contributing to the significance of an historic district under criteria adopted by the Commission.
- (3) Historical resources identified as significant in historical resources surveys, if the survey meets the criteria in Public Resources Code Section 5024.1(g).
- (4) Historical resources and historic districts designated or listed as city or county landmarks or historic properties or districts pursuant to any city or county ordinance, if the criteria for designation or listing under the ordinance have been determined by the State Historic Resources Officer to be consistent with California Register criteria adopted by the Commission.
- (5) Local landmarks or historic properties designated under any municipal or county ordinance.

California Code of Regulations Section 4852(c) addresses the issue of "integrity" which is necessary for eligibility for the California Register. Integrity is defined as "the authenticity of an historical resource's

physical identity evidenced by the survival of characteristics that existed during the resource's period of significance." Section 4852(c) provides that historical resources eligible for listing in the California Register must meet one of the criteria for significance defined by 4852(b)(1 through 4), and retain enough of their historic character of appearance to be recognizable as historical resources and to convey the reasons for their significance. Integrity is evaluated with regard to the retention of location, design, setting, materials, workmanship, feeling, and association. It must also be judged with reference to the particular criteria under which a resource is proposed for eligibility. Alterations over time to a resource or historic changes in its use may themselves have historical, cultural, or architectural significance. It is possible that historical resources may not retain sufficient integrity to meet the criteria for listing in the National Register, but they may still be eligible for listing in the California Register. A resource that has lost its historic character or appearance may still have sufficient integrity for the California Register if it maintains the potential to yield significant scientific or historical information or specific data.

## **4.2 City of San José Policies and Ordinance**

### **4.2.1 San José 2020 General Plan Strategies and Policies**

The City of San José General Plan contains seven Major Strategies that identify objectives to provide for a broad framework for consistent interpretation and application of the Plan's individual goals and policies. Of these strategies, the Urban Conservation/Preservation Strategy recognizes the importance of sustaining viable neighborhoods, as they are irreplaceable assets. The Plan notes that residents have a need to belong to a neighborhood or an area with community identity that promotes civic pride. In addition to maintaining and improving services through economic stability, preservation of specific structures or special areas contribute visual evidence to a sense of community that grows out of the historical roots of San Jose's past. Historic and architectural structures add inestimable character and interest to the City's image.

The Strategy is defined by specific goals meant to promote a greater sense of historic awareness and community identity and to enhance the quality of urban living through preservation of historically and archaeologically significant structures, sites, districts and artifacts.

### **4.2.2 City of San José Historic Preservation Ordinance**

Under the City of San José Historic Preservation Ordinance (Chapter 13.48 of the Municipal Code), preservation of historic landmarks and districts is promoted in order to *stabilize neighborhoods and areas of the city; to enhance, preserve and increase property values; carry out the goals and policies of the city's general plan; increase cultural, economic and aesthetic benefits to the city and its residents; preserve continue and encourage the development of the city to reflect its historical, architectural, cultural, and aesthetic value or traditions; protect and enhance the city's cultural and aesthetic heritage; and to promote and encourage continued private ownership and utilization of such structures.* Buildings and sites that derive quality based on historical, architectural, cultural, aesthetic and engineering interest or value are evaluated according to the following criteria:

1. Identification or association with persons, eras or events that have contributed to local, regional, state or national history, heritage or culture in a distinctive, significant or important way;
2. Identification as, or association with, a distinctive, significant or important work or vestige:
  - a. of an architectural style, design or method construction;
  - b. of a master architect, builder, artist or craftsman;
  - c. of high artistic merit;

- d. the totality of which comprises a distinctive, significant or important work or vestige whose component parts may lack the same attributes;
  - e. that has yielded or is substantially likely to yield information of value about history, architecture, engineering, culture or aesthetics, or that provides for existing and future generations an example of the physical surrounds in which past generation lived or worked; or
  - f. that the construction materials or engineering methods used in the proposed landmark are unusual or significant or uniquely effective.
3. The factor of age alone does not necessarily confer a special historical, architectural, cultural aesthetic or engineering significance, value or interest upon a structure or site, but it may have such effect if a more distinctive, significant or important example thereof no longer exists.

The designation process itself requires that findings be made that proposed landmarks have special historical, architectural, cultural, aesthetic, or engineering interest or value of an historical nature, and that designation as a landmark conforms with the goals and policies of the General Plan. The following factors can be considered to make those findings:

1. Its character, interest or value as a part of the local, regional, state or national history, heritage or culture;
2. Its location as a site of a significant historic event;
3. Its identification with a person or persons who significantly contributed to the local, regional, state or national culture and history;
4. Its exemplification of the cultural, economic, social or historic heritage of the city of San José;
5. Its portrayal of the environment of a group of people in an era of history characterized by a distinctive architectural style;
6. Its embodiment of distinguishing characteristics of an architectural type or specimen;
7. Its identification as the work of an architect or master builder whose individual work has influenced the development of the city of San José;
8. Its embodiment of elements of architectural or engineering design, detail, materials or craftsmanship which represents a significant architectural innovation or which is unique.

#### 4.2.3 City of San José Evaluation Rating System

Based upon the criteria of the City of San José Historic Preservation Ordinance, the San José Historic Landmarks Commission has established a quantitative process, based on the work of Harold Kalman (1980), by which historical resources are evaluated for varying levels of significance. This historic evaluation criteria, and the related *Evaluation Rating Sheets*, are utilized within the *Guidelines for Historic Reports* published by the City's Department of Planning, Building and Code Enforcement, as last revised on October 19, 1998. This numerical evaluation system has the following categories of significance:

67 points and above	Candidate City Landmark
33-66 points	Structure of Merit
33-66 points	Contributing structure to an historic district
1-32 points	Evaluated and found to be non-significant

### 4.3 Criteria of the National Register of Historic Places

The National Register considers the quality of significance in American history, architecture, archeology, engineering, and culture that is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and are evaluated according to the following criteria:

- Criterion A that are associated with events that have made a significant contribution to the broad patterns of our history; or
- Criterion B that are associated with the lives of persons significant in our past; or
- Criterion C that embody the distinctive characteristics of a type, period, or method of construction, or that represents the work of a master, or that possesses high artistic values, or that represents a significant and distinguishable entity whose components may lack individual distinction; or
- Criterion D that have yielded, or may be likely to yield, information important in prehistory or history.

Properties that are listed on or formally determined eligible for the National Register are automatically listed on the California Register.

### 4.4 Evaluation

No project is presently proposed at the time of preparation of this report at the site of Former City Hall, Former Hall Annex, and the Health Building at San José Civic Center. The subject property is not currently designated or listed on any federal, state, or local registers. The preparers of this report reviewed the subject property under federal, state and local criteria, to analyze eligibility for listing or designation as a historic property.

### 4.5 Integrity

The property was also reviewed for its historic integrity, its ability to represent its potential significance with respect to changes over time.

Former City Hall maintains much of the physical integrity as per the National Register's seven aspects of integrity. It maintains its original location at the southeast corner of the Civic Center; it is still surrounded by its historic Civic Center setting. The property retains its mid-twentieth-century scale and civic feeling and continues to illustrate its associations with government use through the building's design and detailing. The building has integrity with its Modern design, its original trim and underlying structure are intact, which represent the era's workmanship, and its original character-defining materials have been preserved, including its curtain wall construction and brick and masonry walls, and much of its significant interior finishes, particularly the City Council chambers, although modified in the 1980s.

The Annex is contemporary in design, but was done in a way that is compatible with the form and materials of the 1958 city hall building. It is set back and clearly distinguishable as a separate structure; however, by design it is understandable as a sensitively planned addition to the original structure.

While the original building fabric of the Health Building appears to mostly be intact, the expansion of the building in 1964 a little over 40 years ago has diminished the historic value of the building. Although the addition was designed to be somewhat consistent with the 1958 building, the new building is less

significant architecturally and has irreversibly modified the original design that effectually negates its original distinctive architectural character.

#### 4.6 Significance within Historic Context – Patterns of Community Development

Former City Hall is the oldest remaining city hall of the eight that have now existed since the *Pueblo* of San José was first established in 1777. Within the theme of Government and Public Services, and the context of civic buildings and facilities built during the early years of the Period of Industrial and Urbanization (1945-1991), Former City Hall has significance for being both a building constructed by the people of San José within a special municipal bond election, and as a distinguished structure constructed within the period of rapid urbanization after World War II. This significance is of primary importance at both the local level and within the context of government buildings in the United States, and was identified nationally as a symbol of San José during its period of rapid growth.

Former City Hall Annex is less associated with important patterns of development, having been built just a little over 30 years ago, and ultimately representing an interim solution to growing space needs of city government.

The Health Building also has significance, representing the final years of a time when the City of San José delivered a public health program within the scope of its services. The department had a long history in serving the citizens of San José and achieved statewide and national prominence at the mid-twentieth century. With the cooperation of private physicians, hospital, and community health agencies, great strides were made during this period in raising the level of the community's wellbeing. In recognition of the department's efforts, the San José Health Department was the recipient of the 1957 Samuel J. Crumbine Award for its outstanding food sanitation program in a competition that was open to 1,150 local health departments from coast to coast. The construction of the Health Center Building in 1958 was a validation of the importance of this City service during the Period of Industrialization and Urbanization.

#### 4.7 Significance Related to Historic Personages

The Former City Hall building is associated with a number of important persons who have both local and national significance. Persons who have played a decisive and far-reaching role in the development of San José as a community must be "intimately" connected to a specific property or resource for their association to meet the necessary criterion for significance.

**Anthony P. (Dutch) Hamann** was San José City Manager from 1950 to 1969. As the result of his management efforts in the 1950s, his place within the history of San José is substantial and undisputed, although controversial. He was the administrative leader of San José during its period of greatest growth, and provided both the vision and implementation tools that resulted in the size, form, and prominence of metropolitan San José today. Hamann instilled the 1958 City Hall building with symbolism that expressed the mode of political leadership of the time, and that represented San Jose's coming of age in the post-World-War-II era.

**George Starbird** was Mayor (President of the City Council) of San José during the period that the plans for the building were finalized, and his local significance, although secondary to that of the City Manager, has a direct representation in the building. Starbird is an important individual in the history of San José in his own right, and as author of *The New Metropolis*, is the city's chronicler of the years in which San José was in transition to its modern form.

Later leaders of San José are identified directly with this building in an intimate way, but none more significant than **Norman Mineta** and **Janet Gray Hayes**. While their association is direct, not enough time has passed for their association to enable eligibility for the National or California Registers based solely on their contributions to local, state, and national history.

The Former City Hall Annex served as the offices of local government functions beginning in 1976, and as the offices of the City Council beginning in 1981. Although intimately connected to San José municipal office holders during the last 26 years, in terms of historical significance criteria, the contribution of these political leaders is considered to be too contemporary for their associations to be able eligibility of the building for local, state, or national listing as an historic resource.

**Dr. Dwight Bissell** had an important role in the final years of the City Health Department. His local contributions in preventative health and health education were substantial. Under his instrumental leadership, the City was successful in raising local health standards. His aggressive immunization programs, food sanitation education, and expansion of health service programs are recognized, and his association with the Health Building is immutable.

#### **4.8 Significance Related to Events**

While many important community events have occurred at Former City Hall during the last 48 years, none have had national significance as the 1981 employee strike of the Municipal Employees Federation of AFSCME Local 101 over the issue of comparable pay for women. While contemporary in terms of historical evaluation criteria, it remains a pivotal event in the history of San José and City government in particular. The event has been chronicled in contemporary histories of the women's rights movement. Former City Hall served as the backdrop of this strike, and has an intimate relationship to the activities of San José City Government and the employee union during the period that culminated in the 9-day strike in July 1981.

The Former City Hall Annex and Health Building do not appear to be associated with any important historic events.

#### **4.9 Significance Related to Architectural Distinction**

Former City Hall is one of the first curtain wall buildings to be constructed on the West Coast during the Modern Period, and is consistent with innovation within the architectural profession during the 1950s. Its distinction was recognized at the time of construction, both for its construction techniques and the quality of form, composition, and detailing. It is an extremely fine example of curtain wall buildings in San José, and is noteworthy for its innovative approach to the design of a municipal administration building – its visual appearance representative of a change in the role of local governance during the period of community development in growing “sunbelt” cities in the modern post-war period. The work of Donald Francis Haines in the design of the building is exemplary, even though information regarding his highly productive career as an architect remains unpublished. His broader contributions to the profession have yet to be established in order for him to be recognized as a “master builder” within the context of historic architecture.

The Former City Hall Annex is a very good design that was done in a way to be compatible with the 1958 city hall design. This addition successfully expanded the building in a way that remains secondary to and complements the architectural significance of the earlier building design. It is not distinctive, however, in its own right.

The Health Building is a Modern design by local architect Hollis L. Logue that is very good in form and composition. It is original for its time and innovative within the context of post-World War II architecture. The building as it exists today, however, lacks distinction, due primarily to the construction of the large two-story addition in 1964 that replaced the entry with the insertion of the addition to the east of the existing one-story, 1958 building. The addition, designed by local architect Will Blessing, is less distinctive, and lacks the originality and artistic merit of its predecessor.

#### 4.10 Evaluation per the Criteria of National, State, and Local Criteria

The three buildings were reviewed for potential listings on the National Register of Historic Places (NR) and the California Register of Historical Resources (CR), and for nomination as San José City Historic Landmarks. Although all three buildings are less than 50 years in age, the National Register allows for listing if the property is of exceptional importance. The California Register's limitation on age is similar to that of the National Register; guidelines indicate that a resource "should" be at least 50 years in age. For both registers, when evaluated as a part of a proposed project, it is recommended that properties that include resources that have potential historic significance be evaluated if they are at least 45 years old, as the process of development often has lag time from initial planning to project completion.

In the City of San José, the Historic Preservation Ordinance has no limitation on age on the issue of eligibility.

It is the professional opinion of the consultants that Former City Hall qualifies for listing on both registers as well as for designation as a City Historic Landmark, even though it is not quite 50 years old, and that Former City Hall Annex and the Health Building do not.

Under NR Criterion A and CR Criterion (1), Former City Hall represents a pattern of primary importance in an intimate way. As the functional and symbolic center of city government during the Period of Industrialization and Urbanization during the Cold War era, Former City Hall is a clear reflection of its time during San José's expansion years. The present building continues to represent the 1958 design, even though an addition was completed in the mid-1970s to house an expanding city workforce. The Annex is not of primary importance itself, although does not detract from the historic significance of the 1958 building.

The 1981 employee strike also is a significant event, although not enough time has passed for this event to be considered adequate in itself to enable eligibility to the National or California registers.

The Health Building also reflects important patterns of importance, but due to a loss of integrity, the building in its current form would not appear to be eligible for either register or as a City Historic Landmark.

Under NR Criterion B and CR Criterion (2), Former City Hall has strong associations with the tenure and contributions of San José City Manager Anthony P. (Dutch) Hamann. His contributions to the evolution of the modern day San José are undisputed. Other personages are also associated with the structure, including George Starbird, Norman Mineta, and Janet Gray Hayes. Starbird is intimately connected to the construction of Former City Hall, but in a secondary way. Norman Mineta and Janet Gray Hayes are both significance personages; however, both the National and California Register's eligibility requirements explicitly limit listing of properties in which their significance is related to persons that are still alive. Although the City of San José does not have such a specific limitation, it would appear that not enough time has passed to consider historic landmark eligibility for Former City Hall based on its association with these two past mayors.

The Health Building is intimately connected with Dr. Dwight Bissell, who is a significant person who has contributed to San José during his tenure as City Health Officer; however, since the building has a loss of integrity, the building in its current form would not appear to be eligible for either register or as a City Historic Landmark.

Under NR Criterion C and CR Criterion (3), Former City Hall, in terms of architectural design, is an excellent example of a 1950s Modern building, both in the City of San José as well as when placed in the context of regional architecture, it being one of the first curtain wall buildings constructed on the West Coast during the post-World War II period. It has quality of form, composition, detailing, and is an original “master work” design that reflects what was its unique use as the center of administrative government for the City of San José. While the designer of the building, Donald Francis Haines, has not been established as a “master” architect, the design concept he executed for the project clearly reflects a person of high artistic capabilities who was able to address the symbolic needs of the city as well as provide a functional and efficient facility. Former City Hall would appear to qualify for listing on both the National and California Registers for its embodiment of the distinctive characteristics of its building type, for representing innovative design during the Cold War period, its construction methods, its high artistic values, and as a representative of a significant and distinguishable entity within the City of San José.

The Health Building, although having historic value as a distinctive representative of Modern architecture during the post-World War period, has been irreversibly modified and would not appear to qualify for the National or California Registers, or for designation as a City Historic Landmark.

The site of Former City Hall and the Health Building were also reviewed for the potential contribution to a historic district. Civic Center clearly represents a distinct “place” within greater San José and Santa Clara County, planned originally to house the major governmental operations of the County Administration as well as the municipal operations of the county’s largest city. The joint planning for this center broke down however in the 1950s, and the resulting center is only partially integrated in both form and function. While a distinct institutional landscape exists that is understandable by the casual visitor, much of the area west of North San Pedro Street has restricted access due to the nature of the uses, being the location of police, sheriff, jail, and court facilities. The eastern half of Civic Center is disjointed by restricted parking areas that are located where an integrated civic plaza had once been planned. Because of both the lack of physical distinction that the center has overall, and the fact that the majority of buildings within the area are contemporary, it would not appear that the larger site and its smaller sub-areas such as the Former City Hall and Health Building sites have significance as a potential historic district.

Using the City of San José Historic Evaluation Rating system, the consultants who conducted the above evaluation found Former City Hall to score 144.52 points, and the Health Building 54.10 points. Former City Hall Annex was not tallied, as it is an addition to the main city hall building. These points indicate that Former City Hall would likely qualify as a City Historic Landmark, given the establishment of findings pursuant to the City of San José Historic Preservation Ordinance. The Health Building would likely qualify for listing on the San José Historic Resources Inventory as a Structure of Merit.



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