

MEMORANDUM

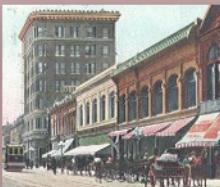
REHABILITATION PROJECT ASSESSMENT

St. James Park

San José, Santa Clara County, California

DRAFT

DRAFT 04.01.19 REV 07.22.19 REV 12.11.19



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SUMMARY OF FINDINGS

This memo supplements a historic report prepared for the renovation and rehabilitation of St. James Park in downtown San José. The current project for St. James Park proposes to renovate and revitalize the site while maintaining the existing park use (passive park uses and events) and establishing new active programmatic elements, including events at a newly constructed performing arts pavilion. The park is currently identified as both an individual historic resource and a contributor to the St. James Square Historic District. The park can be understood as a cultural landscape.

The analysis in this supplementary memorandum concludes that the proposed design is partially consistent with the *Secretary of the Interior's Standards for the Treatment of Historic Properties*; however, the design is not consistent with Standards 2, 5, 9 and 10 because the project does not fully preserve or restore the character-defining diagonal and meandering paths.

The analysis in this supplementary memorandum concludes that much of the revised design is now substantially consistent with the surface treatment/materials and color guidelines in the *St. James Square Historic District Guidelines*. As noted in the previous analyses, the proposed design is not fully compatible with the “letter” of these guidelines, but this review’s interpretation of the guidelines suggests that the buildings and structures are compatible with the park design, rather than in compliance with the building design parameters that were clearly written to preserve the pattern of imposing buildings surrounding the park. The layout of the proposed pathways, however, does not appear to be fully compatible with either the letter or intent of the Guidelines.

The analysis in this supplementary memorandum concludes that the proposed design is substantially consistent with the 2004 Draft *San José Downtown Historic Design Guidelines*; however, the pathways are not fully consistent with these Guidelines, and the colors and materials are currently in narrative form and need to be reviewed for compatibility during the Historic Preservation Permit phase.

Recommended revisions for compatible alternatives are included in the analysis and summarized at the end of the memo.

Analysis from this memorandum is used to outline potential impacts of the project on the historic resources. These impacts were originally included in the main *Historic Resource Evaluation Update & Rehabilitation Project Assessment: St. James* report, but have been included in this memorandum, to consolidate the conclusions.

INTRODUCTION

The site of St. James Park, located within the two city blocks between North First and Third Streets and between East St. John and East St. James Streets, is proposed for a full rehabilitation project that will affect the entire park layout. The project being proposed by the City of San José would demolish most of the existing landscaping and provide

new structures, buildings, plantings, pathways, transit, playgrounds, dog parks, and other park elements, as well as new settings for existing historic monuments and many Heritage Trees.

This memorandum report is intended to be appended as a supplement to the historic report entitled (DRAFT) *Historic Resource Evaluation Update & Rehabilitation Project Assessment*, St. James Park, San José, Santa Clara County, prepared by Archives & Architecture, LLC dated March 29, 2019 and revised July 22, 2019. St. James Park is a listed historic resource, and the report updates information about the park that confirms that it retains enough integrity to continue to be a resource per local, state, and federal significance criteria.

This supplementary memo is intended for use, along with the main report, to inform the environmental process in order to conduct environmental review for the project under the California Environmental Quality Act (CEQA) as well as to inform the decision process associated with City of San José historic preservation goals and policies.

The City's Planning Division within the Department of Planning, Building, and Code Enforcement (PBCE) has requested that a report such as this be submitted as a part of their environmental review. It is the practice of the City of San José to require that a historic evaluation and impact assessment be done by a qualified architectural historian/Historic Architect, when a project involves an existing or potential historic resource.

Purpose and Methodology of this Study

This document is presented in a memo format and, utilizing established historic guidelines and standards, provides a revised and updated review of the proposed project design with the goal of identifying potential impacts on the integrity of the historic resource.

The Historic Resource Evaluation Update of the site and its setting was undertaken concurrently with the preparation of the original standards and guidelines review, and the analysis in previous assessments, as well as the analysis in this report, is based on the conclusions within that report. This memo provides design review analysis, recommendations, and conclusions based on the evaluations of the resources found in the *Historic Resource Evaluation Update & Rehabilitation Project Assessment*.

Historic Resources and Historical Status Summary

A *Historic Resource Evaluation Update & Rehabilitation Project Assessment* report for St. James Park was undertaken concurrently with the preparation of this memo report. The park was identified as both an individual historic resource and a contributing element to a historic district.

Historic Assessment Review Criteria

Under the California Environmental Quality Act, a project that involves a historic resource and that meets the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (Standards) can be considered to have been mitigated to a “less than significant impact.” This project is reviewed for compatibility with the Standards. The Standards are applied to the proposed project’s potential design impacts on the park as an individual resource and to the proposed project’s potential impacts on the historic district as a resource, as well.

The park is the central element of the St. James Square Historic District. This District has a locally adopted set of design guidelines, established in June 1989. This project is reviewed for compatibility with these guidelines.

The City has been using the 2004 Draft *San José Downtown Historic Design Guidelines* (Guidelines) as a tool for analyzing proposed projects in the Downtown Core; these guidelines provide a consistent framework and language for the review of projects. Although the City’s guidelines have been revised earlier in 2019, those guidelines continue to refer to the draft 2004 Guidelines. The project, therefore, has been reviewed within this memo for compatibility with these 2004 guidelines.

Potential Impacts on Resources

A project’s impact on historic resources can be understood as being based on a project’s impact on the historic integrity of the resource. The analyses in this memo are used to inform the historic impacts analysis in the *Historic Resource Evaluation Update & Rehabilitation Project Assessment*.

Qualifications of the Consultants

The principal author of this memorandum was Leslie A.G. Dill, Historic Architect and Architectural Historian. Ms. Dill has a Master of Architecture with a Historic Preservation Program Certificate from the University of Virginia, Charlottesville. She is an architect licensed in the State of California. She has been consulting in the field of Historic Preservation for over thirty years.

Collaborating in the preparation of the memorandum was Franklin Maggi, Architectural Historian. Mr. Maggi is the principle author of *Historic Resource Evaluation Update & Rehabilitation Project Assessment* for this project. Mr. Maggi has a professional degree in architecture with an area of concentration in architectural history from the University of California, Berkeley. He has been consulting in the field of Historic Preservation for over two decades.

Leslie Dill and Franklin Maggi meet the Secretary of the Interior’s qualifications to perform identification, evaluation, registration, and treatment activities within the field of Architectural History and Historic Architecture, in compliance with state and federal

environmental laws. CHRIS utilizes the criteria of the National Park Service outlined in 36 CFR Part 61.

DOCUMENTATION OF HISTORIC RESOURCES

A *Historic Resource Evaluation Update & Rehabilitation Project Assessment* report for St. James Park was undertaken in advance of the preparation of this memo report. Refer to that document for the evaluation of the project site for significance and for descriptions of the extant resource and its character-defining features. Note that the park appears to represent a cultural landscape, expected to evolve over time but to provide a continuity of purpose, community values, and to retain its character-defining features.



St. James Park Project Plan from CMG 25% Design Set: Update 1, Sheet G0.00. 10/11/19

PROPOSED PROJECT DESCRIPTION

The original project analysis was based on the *St. James Park 25% Design Narrative* and *St. James Park 25% Design* sets produced by CMG Landscape Architecture, et al, dated

October 3, 2018. An updated sheet L9.13 – “Fountain Illustrative Drawings” was subsequently provided; it is dated the same as the previous L9.13 sheet but shows a flat-topped fountain, rather than a fish sculpture.

This current memorandum is in response to a revised design represented in a set of eleven sheets (G0.00, L1.10, L1.14, L1.30, AR1.65, AR2.60, AR2.90, AR2.91, AR3.90, AR4.90, and AR5.90). These revised sheets indicate some clarifications and revisions to the materials of the buildings within the park, as well as some revisions to the site plan.

Per the Project Information and Description (previously elaborated), “The project proposes to renovate and revitalize St. James Park by implementing both physical and programmatic changes. The proposed park design centers around the following three concepts:

- **Historic Edge** – *The historic edge would maintain the established heritage trees (which consist of palm street trees, one bur oak near the fountain in the contemporary core, and one bur oak in the garden walk) and would include a planting scheme around the perimeter of the park to recall the history of the park’s development from initial dense and assorted tree planting to the Victorian-era gardens. The edge would act as a buffer, shielding the new park core from surrounding streets.*
- **Contemporary Core** – *The contemporary core would include passive and active uses, including a playground, picnic grove, café, two dog parks, and a performing arts pavilion. [The Contemporary Core is also proposed to include four buildings]*
- **Monument Walk** – *The monument walk would include meandering paths connecting existing historic monuments within the park with the proposed performing arts pavilion. The path would organize the layout of the park by connecting and integrating the contemporary core with the historic edge, as well as providing access throughout the park.*

The project description (from the previous design set) lists the project elements as the following:

- Performing Arts Pavilion
- Café and Restroom Building
- Picnic Pavilion and Naglee Picnic Grove
- Dog Parks
- Monument Walk
- McKinley Meadow
- Plaza
- Playground
- Fountain
- Park Information Center
- Public Art
- Nighttime Security Lighting

- Landscaping
- Perimeter Fencing and Access
- Transportation Network Modifications
- Utility Improvements
- Programmatic Changes
- Construction

In this report, only the visible physical changes are reviewed. The concealed utility improvements are not reviewed, and the programmatic changes and construction process are not reviewed.

Project Description for Review Purposes

For this review, the proposed park elements are divided into border landscape elements, open spaces, structures, and buildings.

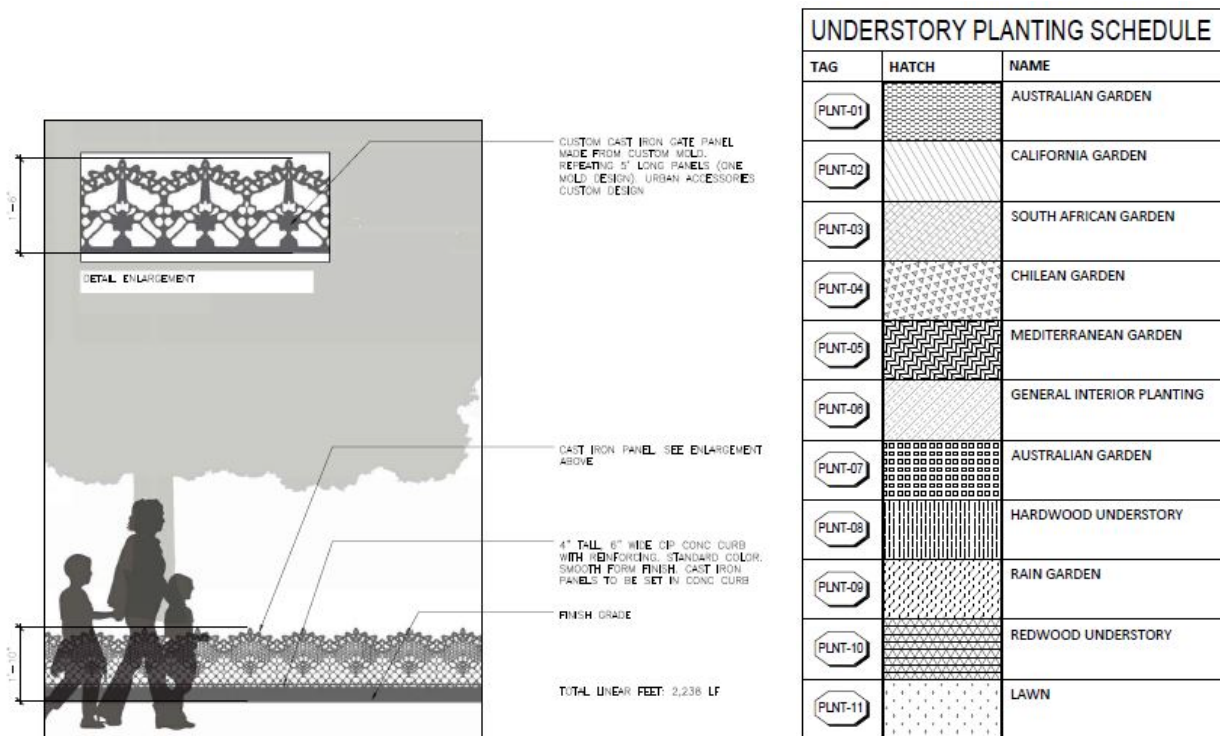
The perimeter border spaces will be relatively densely planted, low shrub areas punctuated with trees. They will be bounded by low decorative fencing. The borders are proposed to be planted in geographic groupings based on native source location. There is a meandering path within these plantings. Monument Walk and its paving materials is included in this portion of the review; it overlays parts of the current meandering path but does not follow the current path.

New defined park open spaces include the Naglee Picnic grove, the Plaza, a seating area northwest of McKinley Meadow, as well as McKinley Meadow and The Lawn.

Proposed structures or structural groupings (unroofed spaces with three-dimensional structures) include the Levitt Pavilion—made of folded, perforated-metal panels on curved tubular structural forms, a new playground, two dog parks to replace the recently installed dog park, the existing VTA station platform, and two trash enclosures. Within the park open spaces are smaller focal points. These include the existing three monuments (McKinley Statue, Robert F. Kennedy Memorial Podium, and a replaced location for the General Henry M. Naglee Monument) and one new fountain that replaces the remains of the non-historic replica fountain near the center of the site.

The Pavilion and Building Materials Narrative from the revised sheets indicates:

Color and materials are used that express the unique characteristics of the park, city and region. Colors will be used that embody San José's unique physical environment. For example, colors will reflect the earth tones of the surrounding golden hills, while accent tones of blue and gray would reflect the sky. As a landscape support structure, the pavilion will reflect and compliment the unique character of the park. Highly reflective or polished materials that might cause glare or be distracting shall be avoided.



Border Design and Planting Schedule from CMG 25% Design Set 10/03/18



Detail of Levitt Pavilion Rendering from CMG 25% Design Set 10/03/18



Cropped Playground Rendering from CMG 25% Design Set 10/03/18



Fountain Rendering from revised CMG 25% Design Set 10/03/18 (provided as an update)

The proposed new buildings within the park boundaries include the Levitt Office/Support Building, the Café and restroom building, the Park Office Building, and the Group Picnic canopy and restroom facility.

The proposed building designs have been revised as of 10/11/19. They share a design aesthetic that has been influenced by Modern or International Style designs; however, rather than utilizing bare concrete walls and what were rendered to be white or off-white metal trim elements, the clarified and revised designs are designed to blend into the park setting, with natural colors and materials such as horizontal cedar siding, board-formed concrete that is rendered tinted, and decorative clerestory window screens with leaf patterns, as well as wood trellis elements, some with green posts. The Levitt Pavilion Support Building also includes enclosures of wire fencing planted with vines. The buildings continue to be long, low rectangular forms with widely overhanging flat roofs and delicate support posts, as well as larger glazed window areas. The designs include planar walls and fenced enclosure walls.



*Levitt Pavilion Support Building "Model View from St. James St." from
CMG 25% Design Set: Update 1. 11/01/19*



Café Building Rendering from CMG 25% Design Set: Update 1. 11/01/19



Park Office Building Rendering from CMG 25% Design Set: Update 1. 11/01/19



Group Picnic Building Rendering from CMG 25% Design Set: Update 1. 11/01/19

PROJECT ASSESSMENT

Three sets of guidelines are used in this report for historic resource related design review of the proposed project. Each section includes a brief introduction, a standard-by-standard analysis, and a summary. Because the design review analyses overlap, the summaries are then further brought together in a more condensed concluding section that includes recommendations for possible revisions to the design to make the project more compatible with the various guidelines and standards.

Where necessary for clarity, the design review analyses have been loosely organized to address the park in the following groupings:

- “Historic Edge,” or planted park boundary, and “Monument Walk” as related to the perimeter spaces and elements.
- Open spaces within the core of the park, including McKinley Meadow, Plaza, and the lawn at the Levitt Pavilion.
- Park Structures that include some physical elements. These include the Levitt Pavilion canopy, the playground, the dog parks, and the transit station structures.
- Focal points include the reuse of the commemorative monuments and the reinterpretation of the central park fountain.

- The four proposed park buildings: the Levitt Pavilion support building, the Café building, the group picnic and restroom facility, and the park office building.

The three sets of standards and guidelines as noted include *Secretary of the Interior's Standards for the Treatment of Historic Properties*, the 1989 *St. James Square Historic District Design Guidelines*, and the 2004 Draft *San José Downtown Historic Design Guidelines*.

Secretary of the Interior's Standards

The *Secretary of the Interior's Standards for the Treatment of Historic Properties* (Standards) were used in this analysis because the new project directly affects two historic resources (the park and St. James Square Historic District), constituting an alteration and addition project.

A project that meets the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (Standards) is considered to have been mitigated to a "less than significant" impact on the environment under the California Environmental Quality Act (CEQA), so this analysis can be used to inform the CEQA review process. The Rehabilitations Standards were used. The Standards state that, "Rehabilitation is defined as the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values."

St. James Square Historic District Guidelines

The park is a central element of the St. James Square Historic District. The San José Envision 2040 General Plan Goals and Policies for historic districts are addressed in this report using the *St. James Square Historic District Design Guidelines* (St. James Square Guidelines, 1989).

City of San José Downtown Historic Resources Design Guidelines

To provide consistency with other recent project assessment reports, the San José Envision 2040 General Plan Goals and Policies are also addressed using the formatting and language of the 2004 Draft *San José Downtown Historic Design Guidelines* (San José Downtown Guidelines).

Secretary of the Interior's Standards Review

The *Secretary of the Interior's Standards for Rehabilitation* (Standards), originally published in 1977 and revised in 1990, include ten standards that present a recommended approach to repair, while preserving those portions or features that convey a resource's historical, cultural, or architectural values. Following is a summary of the review with a list of the Standards and associated analysis for this project and its potential impact on the historic resources St. James Park and the St. James Square Historic Landmark District:

STANDARD 1

“A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.”

Analysis: There is no essential revision in the analysis for this Standard.

The proposed use of the park is substantially compatible with the historic character of the resource, and the project meets Standard 1 with regard to the park itself.

Because the use of the park will continue to preserve the open space and public use of the center focal point of the historic district, the project is compatible with Standard 1 for the historic district.

STANDARD 2

“The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.”

Analysis: The open spaces of the park have been both preserved and altered over time; in this design, the project is proposed to restore/preserve/reinterpret the character-defining spatial relationships and character-defining materials and features.

There are several historic materials or features remaining which characterize the property. The historic palm trees along First Street are shown as preserved. The monuments are preserved although two are proposed for relocation or reorientation. The diagonal paths, a character-defining feature, are only shown preserved in two of the quadrants, and they are altered in form. The corner diagonal paths are shown altered in the design, no longer separated from the meandering path. The curving perimeter pathway, in place since the 1860s, is shown as altered in location and into a less meandering form. These paths are character-defining features of the park.

The more formal elements of the landscape—the botanic center of a nineteenth century park design being interpreted into the border plantings; the provision of only some diagonal walkways, and the inclusion of historically inspired focal points—will be reinterpreted within the larger setting, while the larger center area is altered to accommodate more open spaces with focal points and many informally placed trees, consistent with some of the historic landscaped character of the resource.

The revised project cannot yet be found fully consistent with Standard 2 for the project’s potential impact on character-defining features of the park. The park’s overall spatial presence will be preserved; however, it is recommended that the main paths be revised to both preserve and be more in keeping with the original “Union Jack” layout and the distinct corner diagonals. It is recommended that the perimeter path more closely follow the historic route, as one of the few existing features that dates from the period of significance of the park, dating from the mid-1800s.

As viewed with regard to its contribution to the historic district, the proposed park design would preserve most of the significant character-defining features. The landscaped character and spatial understanding of the park, as the historic focal point of the St. James Square Historic District, would be preserved in this project. The historic overarching tree canopy is a feature that provided a particular visual relationship between the park and the surrounding buildings, and it has been represented as being preserved and enhanced in this project.

STANDARD 3

“Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other historic properties, will not be undertaken.”

Analysis: There are no proposed new landscaping elements that might be mistaken for original features. The pathway paving, the pavilion, dog parks, playground, fountain, and other park elements, such as site furniture, are all proposed to be differentiated from the original design and represent modern materials and designs (See also Standard 9).

The proposed support buildings are modern designs influenced by the International Style. The elevations illustrate materials, forms, and detailing that suggest an interpretation of construction design and techniques from a half-century ago. The revised design includes materials and detailing that accentuate the palette and vocabulary of park support elements and bring the designs into the twenty-first century.

In the context of the historic district, the revised building designs are reasonably consistent with Standard 3. The historic district contributing buildings generally have an institutional presence and convey the period of their construction. The revised park buildings would be understood as designs from a different era than the surrounding contributing buildings.

The project is consistent with Standard 3 with regard to the park as an individual resource and with the park as a significant contributing space within the historic district. (See also Standard 9).

STANDARD 4

“Changes to a property that have acquired historic significance in their own right will be retained and preserved.”

Analysis: It is understood that at least two of the three monuments, although commemorative in nature, have achieved significance in their own right as contributing features of the park per National Register Special Consideration F. Each is proposed for repair and preservation, with extensive and clear preservation plans. Each will have a new setting, analyzed elsewhere in this report; the potential of relocation is of concern for the Kennedy Monument (see Standard 9).

The proposed project is substantially consistent with this Standard for both the park and the historic district.

STANDARD 5

“Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.”

Analysis: There are few features or materials that continue to characterize the historic landscape materials, craftsmanship, or physical detailing, so the concept of preservation is applicable only for a few specific elements. Of the historic features remaining, such as the 1860s meandering path, the current asphalt and brick pavers do not represent original materials. The location and form of the path are character-defining; however, its material condition and replacement would not be affected by this Standard (See Standard 2).

Heritage trees represent original materials; they are shown as being preserved. The granite curbs are original character-defining features and have been inventoried in the revised documents and identified for preservation. The project is substantially in compliance with Standard 5 for the park and surrounding historic district.

STANDARD 6

“Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.”

Analysis: There are few untouched historic features extant in the park. Many missing features are proposed in the current design to be replaced with interpretative features, as much of the documentary and physical evidence is suggestive and based on larger dimensions, rather than substantiated with physical evidence. One example is that the diagonal main path was removed from the park in the northeast quadrant for the construction of a community center; it was not restored after the buildings were removed, and the current plan does not show the restoration of this diagonal path. The location of this path, although no longer substantiated by physical evidence, can be substantiated by photographic evidence and is a character-defining element, so should be included in the design. The meandering path has been in its current location since the 1860s. Although its materials have been altered, its original form and location provide a link to the past.

The deteriorated monuments are clearly described, and their repair is presented in a related preservation analysis (see also Standard 4).

The intent of this Standard is partially met by the proposed design. Some of the proposed new features and elements within the park are interpretive, rather than substantiated. It is recommended that the primary character-defining features be preserved or restored more in keeping with their historic locations and uses (See also

Standards 2 and 9). This Standard primarily affects the review of the park as an individual resource. The analysis is not applicable to how the park serves as a larger contributor to the historic district.

STANDARD 7

“Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.”

Analysis: The project is not expected to include chemical or physical treatments that might directly affect the historic park or St. James Square. Pruning of the heritage trees is not included in this design review. Standard 7 is not applicable.

STANDARD 8

“Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.”

Analysis: This report does not analyze the project for subsurface resources.

STANDARD 9

“New additions, exterior alterations or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.”

Analysis: In general, much of the proposed design of the project is respectful of the historic park design and the surrounding historic district, and the replacement elements and new elements are mostly compatible-yet-differentiated per this Standard; however, some elements are not fully compatible as explained in the analysis below.

The proposed park boundary planting areas, identified as the “Historic Edge,” are related to a historic planting configuration, which included botanic specimens in geometric planting beds in the center of the park. The proposed beds are more curvilinear and asymmetrical, with modern paving materials, providing a modern interpretation of the earlier design. The original historic design from the 1880s renovation included specimen plantings that acted as a form of museum for the community. The proposed botanic collections are noted to embody low-water plantings per modern landscaping design; however, they will be grouped by origin, commensurate with the historical botanical approach. The relocation of the dense planting areas from the center, which has been compromised by the light rail tracks, to the perimeter of the park is an alteration that is substantially compatible with the historic park and historic district. The custom planting border panels/gates have the traditional scale of wrought-iron border fencing, but they will be understood as new by their non-traditional lacelike pattern.

Because there are so few original features within the existing park design; the path system has proportionately more significance to the preservation of the character of the park. Monument Walk and the new meandering path within the boundary plantings recall the pathways in the historic park design, linking the outer corners of the square; however, the proposed design alters the early historic spatial relationships and only partially reconstructs early historic use patterns. Monument Walk overlays and alters the physical record of the historic (1860s) curving walking route. The proposed outer meandering path interprets the historic path, but in a non-original location. Monument Walk would be differentiated by its somewhat boomerang form, by its surface materials, and by its imbedded artwork. Alterations in materials would provide adequate differentiation if the original form of the meandering path were preserved. The relocation and reinterpretation of these elements has less impact on the visual perception of the park as a contributor to the historic district, but the loss of the character-defining features is problematic for the preservation of the park as an individual historic resource.

The proposed open spaces—McKinley Meadow, the Plaza, and the Lawn at Levitt Pavilion—are somewhat compatible with the historic design of the park. As large, simple open spaces, they have no inherent need to be differentiated from historic open spaces; however, they will be bounded and punctuated by modern elements, such as the Monument Walk and the Levitt Pavilion stage area. The loss of the diagonal paths and the alteration of the historic meandering path is not compatible with this Standard. The lack of clarity about the proposed density of the tree canopy at these locations is also potentially problematic for both the park and historic district.

Levitt Pavilion, the dog parks, playground, and transit center, the structures in the “Contemporary Center” of the park, are visually more obviously differentiated from the park’s historic design. They include curving modern structures and colorful surfaces at grade. They are compatible because the vegetative screening of the proposed “Historic Edge” is designed to conceal their paving colors from the historic district streetscape and be visually differentiated once inside the core of the park. The color palette, curving structures, and more-organic materials are rendered and noted to be compatible with the park’s landscaped setting, rather than attempting to be compatible with the historic buildings in the surrounding district. The dog parks have only low surfaces; none highly visible from the perimeter historic district. In the playground, the fort/tower is proposed to be constructed of natural wood, the climbing structure is curved and can be considered to emulate the tree canopy. The transit station will incorporate the existing curving shade canopies. These would be in keeping with the design vocabulary of the park. These alterations and new elements are treated consistently within the overall project scope, providing a coherent, understandable composition that blends the historic resource with the new use.

The materials and colors of the raised “Contemporary Center” landscape structures are not fully identified in the 25% design package that is reviewed in this memo. The revised sheets produced in October 2019 indicate that the color palette is intended to be inspired by the natural surroundings of the City, including sky colors, hillside colors, and vegetation colors. It is recommended that the materials and colors of all taller structures (i.e., all structures visible from the perimeter sidewalks, including the playground climbing structure and the Levitt Pavilion canopy) be identified and reviewed as fully compatible with the “natural” colors found in the landscape.

The focal-point elements are designed to have compatible and differentiated settings, but there are potential concerns about historic accuracy. The McKinley Statue has become a contributing element within the park, and its location and design are significant to its history and to the park. It is not proposed to be relocated, and its physical preservation is proposed to be in keeping with this Standard. Two monuments (Naglee Memorial and Kennedy Podium) are shown to be integrated into the park in new locations. The Naglee Memorial has not historical connection to any specific location within the park, so its location can be considered compatible with its design, and its proposed preserved base on a new foundation is designed of materials, forms, and detailing that meet this Standard. The Kennedy Podium commemorates a specific event and its location may be connected to that event. The Kennedy Podium was relocated in previous designs and orientated to face away from the center of the park, toward a new bench area. The revised design shows the Kennedy Podium relocated, but oriented into the center of the park; unfortunately, this means that the podium faces the side of the proposed restroom building. It is not recommended that the Kennedy Podium be relocated, and it is recommended that the placement of the memorial be in keeping with the event that it commemorates (See also Standard 4). The revised proposed fountain would be compatible with the historic park design, as the park featured a sculptural Victorian-era fountain as a central focal point. The new design is differentiated from the historic design by its revised location (the original location was lost when the street and transit were cut through the park). Offset to the west, the fountain could serve as a new visual focus; however, the proposed fountain is not at the center of the pathway axes, and that the diagonal pathways that would have led to it in the past are not included in the current design, so its use as a “focal point” is reduced, and it is more of an interpretive vertical element. The design of the fountain includes Victorian-era fish elements, a raised central feature, and curvaceous seating that recalls the Victorian-era fountain walls; it is compatible yet clearly differentiated from the original design and is substantially consistent with this Standard.

The four proposed new buildings have been revised to be differentiated from the historic materials, features, size, scale and proportions of the buildings in the historic district; the four proposed park buildings are not designed with stucco finishes or classical forms or massing. Instead, they are designed to blend into the background of the natural materials in the park. They are now represented in organic, “earth” or

“plant” colors, and their textures and forms are designed to respond to the visual elements of the park’s overall design. They do not have organic curvaceous forms, like the Levitt Pavilion or the other park structures; however, two are proposed to have historically recognized “garden” elements, such as trellis and vine features that relate to the landscape design, and a couple of park buildings are proposed to have laser-cut metal screens in patterns that are illustrated as including leafy and/or curving elements that relate to the park. The rectilinear forms are not fully of the vocabulary of the other park structures, but the sizes, materials, and colors of the proposed new buildings would seem to be compatible with the tree canopies and organic shapes. This consistency of the new design vocabulary between the proposed park landscape structures and the proposed support buildings could create a defined visual identification of the new elements, providing further clarity as to the true sense of historical development over time. The proposed building designs are now substantially compatible with Standard 9 although adding more curved elements, as the design is further developed, would be a positive

The proposed project is only partially compatible with Standard 9 with regard to the park design, as the relocation of the pathways is not yet represented as fully compatible. The revised and clarified park building designs are substantially compatible, the relocation of the Naglee Monument, the design of the walkway fence panels, and the materials and forms of the Levitt Pavilion and the play structures are compatible and differentiated.

The proposed project is compatible with Standard 9 with regard to the historic district. Although the proposed buildings would be visible from the surrounding neighborhood, their design has been revised to be visibly parklike. The other altered items have little impact on the contribution of the park to the St. James Square historic district.

STANDARD 10

“New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.”

Analysis: The proposed design would preserve the essential form and integrity of the property history. The existing meandering path is an element with direct connection to the past, so its loss would impair the integrity of the historic park design. Most other alterations would be reversible.

The proposed project is in substantially in keeping with Standard 10 for much of the park and for the historic district; however, the location of the meandering path would be physically lost in this project.

Summary of Standards Review

The project is found to be consistent with the following standards:

- Standard 1— Although there will be introduction of new functions within the park setting, the use of the property as a park will be preserved with this project, and the new interior uses are consistent with the overall use and historic qualities of St. James Park and St. James Square Historic District.
- Standard 3—The project has been revised to be consistent with Standard 3, as the revised design of the proposed park buildings would not promote a false sense of historical development in the park or in the historic district.
- Standard 4—The project meets this Standard because it proposes preservation of the monuments that have attained historic significance in their own right.
- Standard 6— The project submittals address the repair of the three monuments in a manner that meets this Standard. This Standard is not applicable to how the park serves as a larger contributor to the historic district. The revised relocation and orientation of the Kennedy Monument is reviewed in Standards 2 and 9.

The project is partially (not fully) compatible with the following Standards:

- Standard 2— The space and spatial relationships of the park are shown to be preserved, restored, and reinterpreted in the proposed project; however, the relocation of the meandering perimeter path and the loss of the diagonal paths in two of the quadrants cannot be found consistent with Standard 2.
- Standard 5— The existing resource has few historic features or examples of artisanship for preservation outside those analyzed in Standard 2. The project is substantially in compliance with Standard 5 for the park and surrounding historic district; however, the diagonal paths and the meandering path are not shown as preserved *in situ*, and the granite curbs needs to be included in the plans.
- Standard 9—Most of the proposed project is substantially differentiated from, and adequately compatible with, the historic resources. The demolition and relocation of the diagonal and meandering paths from their 1860s design, however, is not in keeping with this Standard.

The revised relocation and reorientation of the Kennedy Podium is not supported by the analysis; however, it is proposed for preservation, and the development of the setting for this element can be addressed during the Historic Preservation Permit process.

The colors and materials are described in a narrative format, but the color and design of individual elements are not yet noted or provided in cut sheets or on the project drawings.

- Standard 10—Much of the revised design is reversible, and the project is substantially in keeping with Standard 10 for both the park and for the historic district; however, the historic location of the meandering path would be physically lost in this project.

The following Standards are not applicable or not analyzed:

- Standard 7— The project is not expected to require chemical or physical treatments that might directly affect the historic park, its character-defining features, or St. James Square. Standard 7 is not applicable.
- Standard 8 is not analyzed in this report.

St. James Square Historic District Design Guidelines Review

The St. James Square Historic District Design Guidelines New Building Guidelines are clearly written to be as guidance for infill buildings at the perimeter of the park; however, the intent of these guidelines is applicable to all buildings, including those proposed for inside the park. The introduction to the New Building Guidelines is as follows:

Although the architecture of St. James Square is stylistically varied, the existing historic buildings share characteristics which, when abstracted and applied as design criteria, will ensure architectural cohesiveness and strengthen the perception of the historic district.

The Guidelines continue by defining the general character, the site layout/setbacks, the building form and scale, and the surface treatment of proposed new buildings.

The intent of these Guidelines has been deliberated with regard to the proposed buildings within the park. For this review, two options seemed appropriate: One would be for the proposed park buildings to be in the design forms and materials related directly to the historic contributing buildings in the district. The other would be for the proposed park buildings to fit very closely design-wise with the proposed new park structures, with the intent of the new buildings being differentiated from the historic buildings parklike and modest in size and form, with colors and materials that would make the buildings blend into the park setting, rather than match the historic surrounding buildings. If the second approach was chosen, it would be important that the new buildings not present a false sense of history (e.g., by having a design too closely associated with a style or design not associated with the park). The second approach was chosen by the City.

GENERAL CHARACTER

Buildings should be large in bulk and scale. Buildings should be frontally symmetrical. Building features should have massive proportions.

Approach: A perception of bulk and scale and the sense of massiveness in the proportions are applicable goals for the park buildings. Because the park

buildings are not a part of the streetscape, the goal of being frontally symmetrical is not applicable.

Analysis: The proposed park plan provides large-scale pathways and organizing motifs that are compatible with the bulk and scale of the historic district proportions. The proposed open spaces are designed to provide a sense of larger scale spatial relationships within the “Contemporary Core.”

The unrevised Levitt Pavilion stage and shade structure remains generally in keeping with this goal. The curving leg massing and large-scale pyramidal components are in keeping with the bulk and scale of the historic buildings surrounding the park. The other park structures (transit covers, playground climbing structures, etc.) can be considered smaller supporting elements within larger spaces. The larger spaces within the park are of a scale consistent with this guideline.

The detailing of the proposed new park fountain is also generally in keeping with this guideline. Using modern materials, the fountain’s size, design, and assumed materials appear compatible, with the bulk and scale of the resources, if slightly less of a focus because of the proposed new alignments of the paths do not focus on it, and because it is designed to be shorter in overall height.

The proposed support buildings are currently designed to be modernist structures with a relatively strong organic parklike vocabulary in the current revision of the plans. They are low in form and relatively delicate in much of their detailing, so are without “bulk” as recommended literally in the district guidelines. The buildings include slender unadorned posts and simple eave fascias that will appear thin in edge view, and their rectangular concrete walls are designed to be planar, rather than massive. In this way, the general character of the buildings is proposed to be highly differentiated from the historic surrounding buildings. Instead, as noted in the introduction, they are intended to be blended away in size and form and using the palette of the park design. They are intended to be perceived as purely landscaping elements. The support buildings are, therefore, not in keeping with the “letter” of this guideline; however, they would appear to meet the “intent” of the guideline by blending into the park setting.

In summary, the park landscape-design elements generally meet the General Character Guideline for scale and visual impact. The support buildings do not meet this precise guideline; however, the differentiation—so long as most of the design elements are compatible—appears to be a valid approach in current historic preservation philosophy.

SITE LAYOUT / SETBACKS

These guidelines are not applicable, as they refer only to the front-yard setbacks along the surrounding streetscapes.

BUILDING FORM AND SCALE

The five Building Form and Scale sub-guidelines are not applicable, as they compare proposed building heights to the heights of immediately adjacent historic buildings. Some of the intent of this guideline seems to be about the massing of buildings, which is addressed by analysis in other sections of this report.

SURFACE TREATMENT

The Surface Treatment Guideline is divided into six subheadings, each analyzed here.

Fenestration:

- *There should be a greater proportion of wall than window.*
- *Windows should reinforce the building design through placement, size, style and overall plan. Individual windows should be rectangular in shape and oriented vertically and be recessed from the wall.*
- *Blank monolithic façades should be avoided. Façades facing the park should be articulated so that shadows will be cast by individual façade components. This can be accomplished by using wall elements such as windows, columns, and spandrels. All-glass and mirrored buildings are inappropriate. Avoid intensely colored glass and dark windows.*
- *Windows in at least the first floors of buildings should be clear glass in order to allow pedestrians to see interior activity.*

Approach: This guideline is not applicable to the landscaping elements (e.g., Levitt Pavilion canopy, playground equipment, etc.). This guideline can only be applied to the four support buildings within the park.

Analysis: The modest, modernist influences that are evident in the support buildings are not consistent with the sub-guidelines that describe the recommended wall-to-window proportions, require the vertical orientation and setback of windows within walls, and discourage blank walls. The proposed park buildings feature Miesian wall planes and glazed curtain walls that are not relatable to the traditional historic fenestration in the historic district.

The buildings do not meet the letter of this guideline; however, with the design intent for the buildings to serve as background “support” elements, the buildings, as revised, are consistently twenty-first-century designs and would be subordinate to the historic district contributors.

Materials: *Building materials should be appropriate to the architecture and style for which they are used and compatible to those used in the historic buildings.*

Approach: Building materials in the historic district are listed in the “Existing Common Elements – Contributing Structures” section of the St. James Guidelines. These materials are as follows: Brick & Plaster; Wood & Plaster; Stone; Wood; Terra Cotta; Clay Roof Tiles; Asphalt Shingles.

Analysis: The landscape structures, such as the Levitt Pavilion canopy, playground equipment, and transit covers, generally do not use any of the materials within this list. The four support buildings include wood elements and trim, as well as tinted board-formed cast-concrete. Although these materials are “appropriate to the architecture and style for which they are used,” they are not on the list or “typical of those used for the historic buildings.”

Note that the historic design of the park and surrounding historic properties clearly utilized metal decorative objects, such as within the fountain and for decorative fencing at the planting beds, so the use of metals within the park could possibly be an oversight of the guideline, rather than a failure of the park design to comply with an architectural materials list.

The revised and clarified landscape elements and support buildings are not fully compatible with the exact list within St. James Square Materials Guideline; however, the repetitive scale of the textures and materials, the shapes and sizes of the structures and buildings, are compatible with the informal landscaping style, rather than the relatively formal surrounding building styles.

Detailing:

- *Architectural definition of buildings on their lower levels (within the field of vision of a pedestrian) is encouraged to provide visual interest and human scale.*
- *The detailing of new construction should incorporate typical detailing of historic structures as appropriate.*
- *Delineate openings with surrounds and frames.*
- *Utilize vertical elements such as pilasters or columns.*
- *Utilize strong cornice lines.*
- *All roof-mounted equipment should be incorporated within penthouses.*

Approach: For the park structures and the support buildings in the revised project, the principal focus of this list of sub-guidelines seems to be the concept of providing human scale through ornament and decorative detailing.

Analysis: The landscaping features are generally detailed to provide human scale and visual interest. The plantings include cast-metal panels with decorative detailing; the plantings are many and varied. The large stage canopy is built-up from many smaller-scaled pyramidal objects with small perforations. The fountain, dog park size and features, and playground structures are all detailed to suit human (and canine) interactions and include smaller, colorful, interactive elements that highlight visual interest. The included pathways include smaller

decorative details that emphasize the pedestrian scale on a visual level, even though the Monument Walkway is more linear than the historic perimeter path and in a new location.

The buildings are designed with some "...architectural definition ... to provide visual interest" at their one-story façades; however, as modernist designs, they are not fully compatible with the literal wording of the district guidelines that says, "the detailing of new construction should incorporate typical detailing of historic structures as appropriate." The openings are not "delineated with surrounds and frames." And the designs do not "utilize vertical elements such as pilasters or columns..." or "strong cornice lines." Again, the proposed new buildings, even as revised, are intended to have a differentiated building design, in keeping with the landscaping rather than the surrounding contributing buildings. The proposed support buildings do have a human scale, with repetitive wall textures and low forms.

The proposed project design is not fully in keeping with this guideline. The landscaping structures and features are generally compatible; however, the buildings are purposefully not in keeping with this guideline.

Colors: *Building colors should [complement] the building architecture, if not strengthen it, while being compatible to other buildings within the district, so as not to be contrary or a visual nuisance to the district.*

Approach: The contributing buildings are identified as having the following colors listed in the "Existing Common Elements – Contributing Structures" section of the St. James Guidelines: White; Grey; Earth tones (Brown, Terra Cotta, Pink-Beige); Red-Clay Roof Tiles; Brown Asphalt shingles.

This guideline would suggest that newly proposed buildings and features should "not be contrary" to the historic surroundings. This analysis approaches the colors not only as a list, but also takes into consideration their texture/material. A polished white-painted steel tube is different from a heavily textured flat-white-painted stucco building wall.

Analysis: Although the interior of the park is designed with some highly differentiated colors and materials at grade, the proposed park is shown to have a heavily landscaped outer perimeter that should conceal many, if not most, of these elements from general view. It would be expected that the paving and low park-furniture colors would be screened by or filtered through vegetation that will be heavily leafed and with some colorful flower colors.

The project was clarified with the inclusion of a "Pavilion and Building Materials Narrative" that indicates that the final colors would not provide a "visual nuisance." The color and material narrative indicate that "...colors will reflect the earth tones of the surrounding golden hills, while accent tones of blue and gray

would reflect the sky...” The color of each new element is not yet fully specified in the 25% submittal, so clarification and confirmation would be required in the future. The color of the proposed Levitt Pavilion has not yet been identified specifically within the design documents, and the renderings in the revised 25% design package show the paving surfaces in the dog park and playground as strongly colored, but the colors are still not specified in a paving or surface schedule in the revised information. It is recommended that the colors proposed for the pavilion, the playground surfaces, and low dog park features be clarified during the Historic Preservation Permit process.

The updated color of the fountain’s design as rendered seem to be compatible with the color palette of the historic surrounding architecture (i.e., the off-white or neutral light tones). As an alternate, it would also be appropriate for the element to have a dark brown or green color more closely relate to the landscaping itself. The color palette of the fountain needs to be clarified per the recommendations for the other new park structures, above.

The support buildings renderings and narrative have been revised to show a set of Earth tones that relate more to the landscaping palette, and also relate to the historic district color list. They are illustrated and rendered with tinted concrete walls, green and brown posts, and dark-brown and bronze windows and doors. The bronze and dark brown are fully compatible with the historic district palette of terra cotta roofs and dark-colored ironwork, and the tinted concrete would blend with the Earth tones specified in the guideline.

The proposed design is generally in keeping with the color guideline; however, further clarification (e.g., cut sheets and color boards) continues to be recommended.

Signs:

Analysis: The four sign guidelines are not applicable to this project.

Landscaping:

- *Setback areas should be landscaped*
- *Landscape unity within the District should be sought by repetition of plant materials and in keeping with the character found in the Park or that of the sites with contributing structures.*
- *St. James Park is the focus of the District with the transition of the park to surrounding properties created by the existing planting strip with street trees and existing lawn areas and planting within the setbacks...*

Approach: St. James Park must remain the focus of the District. The park should not only blend with the surrounding properties that have landscaped setbacks, but also provide a leading design quality that enhances the historic district focus.

Analysis: The proposed park design includes a landscaped border that acts as a similar function to the required setback landscaping. The built support elements are generally kept away from the perimeter of the park except for the Levitt Pavilion support building and its driveway, which are close to the sidewalk but set behind some much narrower planting beds.

The diagonal pathways and rich plantings would continue to maintain the park as the focus of the historic district and provide continuity for repetitive plant materials; however, it is of note that the diagonal pathways are not fully preserved in the current proposed plan. The focal pieces—the fountain and historic monuments—are proposed to be preserved or reinterpreted. An intermediate design of the fountain provided a more singular and modern focal point, but the current, revised, design, with its flat-topped and tiered form, will provide a modest central feature. The buildings, although not in keeping with other historic district guidelines, are background elements, have a relatively small landscaping footprint in proportion with the planting elements, and should not disturb the park’s prominence in the center of the square.

The proposed design is generally in keeping with this Guideline; however, the alterations to the pathways are not yet fully compatible.

Summary of St. James Park Guidelines Review

The project is found to be consistent with the following guidelines:

- Surface Treatment/Materials – The park structures and the proposed support buildings are described in narrative as compatible with the materials guidelines. Confirmation should be addressed.
- Surface Treatment/Color – The park structures and proposed support buildings are described in narrative as compatible with the color guidelines. Confirmation should be addressed.

The project is found NOT to be fully consistent with the following guidelines (based on the literal intent of the guidelines):

- General Character – The park landscape-design elements generally meet the General Character Guideline; however, the support buildings are not designed to match the district’s building designs. The support buildings are intended to blend with the landscaping, rather than the historic surrounding contributors.
- Surface Treatment/Fenestration – The park structures do not have fenestration, and so this guideline is not applicable to them. The support buildings’ windows are not similar to the district’s fenestration patterns, as the buildings are designed as contemporary buildings with consistent fenestration, rather than to mimic the historic surrounding contributors.

- Surface Treatment/Detailing – The park structures are generally consistent with this guideline while the four support buildings are purposefully not in keeping with this guideline.

The proposed project is not yet fully in keeping with the following guideline:

- Landscaping Guideline – The park is preserved as the central focus of the St. James Square Historic District; however, the alterations to the pathways are not yet fully compatible.

The following guidelines are not applicable to this project design:

- Site Layout / Setbacks
- Building Form and Scale
- Signs

City of San José Downtown Historic Design Guidelines Review

The 2004 *Draft San José Downtown Historic Design Guidelines* provide relevant criteria for addressing new construction adjacent to historic landmarks. The Guidelines are applicable to this property, as it is within the downtown core area and adjacent to an historic landmark building. The Guidelines identify eight contextual elements for new construction adjacent to historic resources. These elements are: lot patterns; massing; façades; corner elements; rear façades; entries; exterior materials, and vehicular and pedestrian access. Of these elements, façade design and exterior materials are not yet outlined in the design application, so they are not reviewed here. The introduction to Chapter 6 of the Guidelines outlines the general approach to infill construction in San José:

The success of new construction adjacent to historic resources in the Downtown Core does not depend on direct duplication of existing building forms, features, materials, and details. Rather, it relies on understanding the distinctive architectural character of the surrounding historic structures. Infill architecture should consider the historic context of each block and/or sub-area to ensure that projects' height and bulk do not negatively impact the character-defining features of the area's historic structures. The building heights, lot patterns, massing, facades and site setbacks should be compatible with those features. Contemporary designs that respect the size, scale, proportion, color and materials of the historic fabric meet the intent of compatibility without creating false historicism and can enrich the architectural continuity and richness of the downtown.

Note: The Guidelines (*in italics*) are numbered herein for reference only; they are not numbered in the 2004 Guideline report. As analyzed below, the proposed St. James Park Project is only partially compatible with the Guidelines:

SUB-AREA DEFINITION

The historical sub-area of this project is the St. James Square Historic District. To meet the Guidelines, therefore, the design of the proposed project needs to respond as a composition to the design and patterns of design of the surrounding buildings.

LOT PATTERNS (1)

Retain and Respect historic lot patterns on the street. **Add** larger new buildings that are divided into smaller articulated building widths with multiple entrances that are similar in size and proportion to those seen traditionally.

Approach: This Guideline addresses the project design at a site-plan level. How does the placement of the footprint of a new building fit within the historic rhythm and pattern of the city block upon which it will rest, and how do the placement of the building elements fit within the rhythm and pattern of nearby historic building site plans?

Subarea: The St. James Square Historic District consists of a series of civic-scaled buildings surrounding and facing St. James Park. The footprints of the buildings are relatively large, and most have some landscaped setback area. Historically, the park was an undivided, landscaped square with walking paths and a fountain that served as a central focal point. The bisection of the park for vehicular traffic and light rail service altered this design; however, the continued design of the park has been as a landscaped central square in an urban core.

Analysis: The two-block-sized park has been divided physically and visually in half for many recent years. The proposed project reverses some of this division by closing Second Street to automobile/bus traffic and only providing central access for the light rail line.

In the last half-century, the park was developed with the St. James Community Center that used almost a full quadrant of the park for buildings; it was demolished and the quadrant paths and landscaping not fully restored. The current proposed plan includes four buildings. Each of them is small, and each is surrounded by park landscaping and public access in a way that integrates them into the larger park footprint and within most of the historic pedestrian walkways (see Vehicular and Pedestrian Guideline 8).

Lot Patterns Concluding Analysis: This proposed design approach is compatible with the Lot-pattern Guideline. The park continues to occupy the center focal area of the St. James Square Historic Landmark District. The support buildings have subordinate footprints and compatible materials and detailing. The Pavilion has a large footprint, but the design is open and compatible in size with the landscaping design as a whole; its color is expected to be reviewed during the Historic Preservation Permit process, and it is expected to be compatible with the natural palette of park design.

MASSING (2)

Retain and respect the massing of historic buildings on a street. Respect the overall heights of historic buildings, street walls, districts and areas. **Add** significantly higher new buildings,

where appropriate, that are carefully sited in relationship to historic structures and predominant street "walls." Building masses should not dwarf immediately adjacent historic buildings. Add new infill construction that respects the massing and detailing of historic buildings on the street. New building masses adjacent to lower historic resources should step down in height and street facades should turn the corner to provide articulated visible side facades in order to reduce the impact on historic buildings. Visible side facades should be set back from side property lines to allow for window openings. Add massing of new buildings that takes its cue from that of the existing historic buildings on the block. Larger buildings should be broken down into smaller masses that fit into the streetscape without overwhelming historic structures. Spatial relationships such as floor to floor heights, basement to ground floor relationships and the proportion of building widths to heights are important considerations.

Approach: Massing is the three-dimensional size and form of buildings if all the cladding, windows and trim pieces were stripped away, and only the blocky forms were left.

Subarea: The St. James Square Historic District consists generally of larger, densely formed civic-scaled masses spaced as individual elements around the park. Many of them include gabled or hipped roofs, many have symmetrical entrance recesses, some have towers or domed features. The proposed park design has few building or structural elements that have physical "mass;" the park's role is to provide open space and a high tree canopy (a form of massing contrasting in height and openness to the significant designs of the surrounding buildings), and for the park's open space to provide a supporting setting for the district.

Analysis of Proposed Park Plan: The outer plantings of shrubs and trees were not revised. They are proposed to be visually dense and include low borders with many tall accent trees providing some canopy. The density of the park boundary provides a visual impression that should construes "mass" in the architectural sense, rather than a flat plane of lawn, for example. The design is understood to provide a permeable planted screen for the interior park elements (such as the Pavilion and the activity spaces). This relatively compact linear planting area would provide a strong spatial relationship with the prominence of the surrounding buildings.

Some visual permeability is appropriate for the St. James Square Historic District, allowing the scale and massing of the surrounding buildings to be understood across the open space. The park is too large to provide a direct visual connection from one side to the other; however, if the park setting were too tall or too dense at eye level, the spatial relationship would be lost. The important sense of park open space seems to be preserved in the revised design.

Analysis of Proposed Park Structures and Features: The Levitt Pavilion is proposed to present a massing form that is tall, with some bulk, but light and airy in construction. The collection of perforated panels is designed to take up space but not in a traditional "built" form with a solid, static geometric form. The freeform, built-up massing is

compatible with the tree canopy, and is differentiated from the surrounding building masses in an appropriate way with regard to this Guideline.

The massing of the playground equipment is in keeping with the scale and vocabulary of the proposed park landscaping. The curving elements and play towers are subordinate to the overall design of the park.

The massing of the focal-point elements is compatible with the surrounding park design. The three monuments and the fountain provide human-scaled points of reference within the larger park open spaces. The proposed fountain is smaller in scale and mass than the historic or current fountains, and it could be developed to include taller or larger elements to provide more visual presence.

Analysis of Proposed Park Support Buildings: The proposed support building masses do not relate directly to the massing of buildings in the historic St. James Square historic district. They are set low, with low flat roofs, and are proposed to be rectangular in form. Their massing is considerably differentiated from the surrounding historic landmark buildings with the express intent of being in keeping with modern garden forms and to “read” as background buildings. In the course of this review, it was recommended that they be revised to include more curved organic forms that would emulate the garden structures and plantings—to be more in keeping with the Levitt Pavilion and the curving paved walkway designs. Some of the detailing now includes more curvilinear elements, although the massing remains rectilinear.

See also the Facades Guidelines (3) and the Materials Guidelines (4) for related analysis. Note that the composition of the buildings must be analyzed as a whole, so that small revisions in the form or in the materials can result in buildings that are fully compatible with the Guidelines.

Massing Concluding Analysis: The project is substantially in keeping with the Massing Guideline.

FACADES (3)

Retain and respect the historic patterns and proportions of historic facades on a street. Add new facades that include features that are compatible in scale, material, detail and massing with other facades on the street. For example, if the street facades of most nearby buildings are vertical in proportion, taller than they are wide, then maintaining the vertical orientation of the building facade will result in a more compatible design. It is not appropriate to design new facades to create a false historical appearance.

Approach: Façade design review focuses on the scale, proportion, and balance of the façade elements with the historic resource subarea.

Subarea: The scale of the surrounding historic architecture is larger than many historic retail designs in the Downtown Core. The buildings are relatively imposing, with larger

design elements and Classical detailing. The buildings feature individual windows, rather than glazed curtain walls.

Analysis Levitt Pavilion: The “façade” design of the pavilion can be analyzed as meeting this guideline. The forms of the triangular elements are within the scale of the surrounding buildings and the strong form is balanced with the civic-scaled façades of the historic district.

This guideline is not applicable to the other landscape structures (such as the playground) and monuments (such as the statues and fountain).

Analysis Park Support Buildings: Although the façade design of the buildings is influenced by the International style, represented by a relatively large proportions of materials (larger areas of glass in larger wall planes, flat roofs with wide eaves, thin metal columns, etc.) and do not relate to the historic contributing buildings in the district, the materials of the buildings have been revised to be more compatible in scale, texture, and color with the park materials and setting. The buildings and their façades will visually blend with the organic park design and be subordinate to the significant surrounding building designs. They are consistent within the park itself, and they help support the park vocabulary as a separate entity within the district.

Façade Concluding Analysis: The proposed park design has been revised to be substantially compatible with this guideline.

CORNER ELEMENTS (4)

***Retain** historic scale and relationships of Corner buildings on the block and in the urban Downtown Core. **Add** new corner development that is compatible with and respectful of historic corner development and relationships, in terms of scale, massing, materials, texture and color.*

Corner Elements Concluding Analysis: The historic architecture on this block does not include significant corner elements. The park does not include built corner elements. The historic corner element guideline remains not applicable.

REAR FACADES (5)

***Retain and Respect** features of existing historic rear facades and sites, taking into consideration pedestrian and loading access from secondary streets, parking lots and alleys. **Add** new features that are compatible with historic rear façade features and circulation patterns within existing sites and blocks.*

Rear Façades Concluding Analysis: Although the contributing buildings of St. James Square include rear loading access and there might be patterns of rear façade design, the park, as a four-sided landscaped element, does not require compatibility with this Guideline. It remains not applicable.

ENTRIES (6)

***Retain and respect** the scale of Historic entries that connect the buildings to the street. **Add** new entries that address the historic pedestrian orientation and scale of the Downtown Core.*

Entries Concluding Analysis: Although the historic St. James Square buildings have a pattern of raised entrances and a variety of historic porticos, the park, as a landscaped element, and the Pavilion, as a roof-like structure only, do not include entrance features per this Guideline. The smaller support buildings within the park do not face the street and should not be expected to meet this Guideline. It is not applicable.

EXTERIOR MATERIALS (7)

Add new building materials that match the historic materials of masonry, terra cotta, limestone, stucco, glass mosaic, cast stone, concrete, metal, glass and wood (trim, finishes and ornament only) where possible. New materials should be compatible with historic materials in scale, proportion, design, color, finish, texture and durability. The indiscriminate use of non-compatible materials such as GFRC (glass fiber reinforced concrete), EIFS (exterior insulating finish surface/synthetic stucco), foam trim or contemporary non-contextual materials that do not have a proven durability is inappropriate.

Approach: This guideline suggests that the materials of proposed new buildings in a historic area should share a vocabulary of color, texture, scale, and quality as the buildings in the subarea. In the Downtown Core, building materials are also generally expected to present a level of urban permanence, rather than a more informal residential or suburban design.

Subarea: In the St. James Square Historic District Guidelines is a list of the “Existing Common Elements...of... Contributing Structures. These materials are as follows: Brick & Plaster; Wood & Plaster; Stone; Wood; Terra Cotta; Clay Roof Tiles; Asphalt Shingles.

Analysis of the “Historic Edge” and “Monument Walk” Areas: There are no building materials in this area that would be subject to this guideline.

Analysis of Park Structures and Features: The materials of the Levitt Pavilion are not yet fully identified in the drawing set reviewed in this report. The renderings illustrate the structure as a possibly white structure; however, the materials sheets illustrate the perforated metal as a rust-colored material, possibly COR-TEN steel. In the course of this review, it was determined that the final material choice could be clarified during the Historic Preservation Permit phase of review by the City of San José. A rust or brown-metal color (or other darker “natural” color) would be more compatible with the surrounding palette of materials, paralleling the red tile roof materials, and would be more compatible with the landscaping palette of tree trunks and shrubbery branches. This approach is identified on Sheet AR1.65, in the “Pavilion and Building Materials Narrative.”

The raised elements of the playground are presented as wood “creatures,” a wood tower, and a curving beige or brown-colored “treehouse”. These elements are clearly associated with the palette and design of the landscaping materials, rather than the historic building design. The scale of the structures’ components and their rendered neutral color are also in keeping with the surrounding historic buildings. The two slides

and the climbing structures are currently portrayed as light-colored metal or white. It has been recommended that the color of these elements be confirmed during the Historic Preservation Permit phase of review, and that they be in the palette of the landscaping or the surrounding historic buildings: off-white, gray, terra-cotta, green, black or dark brown. In particular, they should not be shiny metallic in color. This palette is indicated on Sheet AR1.65, in the “Pavilion and Building Materials Narrative.”

The paving materials in the playground and the dog parks are colorful and modern and likely of a texture appropriate for their uses. Because these elements will be generally screened and glimpsed through the greenery, their colors will be associated with the landscape design, rather than be associated with the historic building design. It is recommended that the color, texture, and gloss be clarified, and, as noted elsewhere, it is recommended that the color palette be a range of organic colors, such as blues or greens, to blend with dappled shadows on vegetation, and/or that accent in the range of the floral bright colors be limited and screened by plants or structures, and/or the range of the materials and colors match other elements in the proposed park, such as bronze or stone colors. The materials of the revised park fountain are not noted on the updated Sheet L9.13; however, the design is rendered as a light neutral color, such as gray, beige, or tan. This design is consistent in color with the surrounding subarea and the park. It is expected that the colors and materials will be reviewed during the Historic Preservation Permit phase for consistency with the “Pavilion and Building Materials Narrative.”

Analysis of Park Support Buildings: The buildings are proposed to be concrete, wood, glass, and metal. As noted elsewhere in this report, this composition of materials has been revised and noted to be substantially compatible with the materials exhibited in the historic subarea.

Exterior Materials Concluding Analysis: The revised project materials can be considered in this review to be compatible with the historic exterior materials guideline

VEHICULAR AND PEDESTRIAN ACCESS (8)

***Retain** significant historic vehicular and pedestrian access patterns of historic buildings, sites and streets. **Add** new access patterns where necessary that are compatible with historic structures, sites, and streets.*

Approach: If new or altered roads and pedestrian pathways are proposed, they need to be reviewed with respect to the historic subarea patterns of circulation.

Subarea: St. James Park has historically been surrounded by First, Third, St. John and St. James Streets. Second Street historically did not pass through the park but was added there in the late twentieth century. Pedestrian access has been provided on the perimeter streets and in diagonal and orthogonal paths through the center of the park.

Analysis: Vehicular patterns are partially restored in the proposed design. Main vehicular access will continue to be on the perimeter of the block, with the removal of the north-south automobile access through the center of the park. The light rail will pass

through the center of the park. This is not a recommended historical alignment because it disrupts the flow of the park uses; however, it is understood that its relocation is not a part of this project.

Historic pedestrian access is only partially preserved in the proposed design of the park. Main paths are shown crossing the park in central locations and entering at all four corners on the diagonal; however, the diagonal paths are truncated in the northwest and northeast quadrants where they are replaced by lawns. The meandering perimeter pathway remains altered and relocated in the revised design. A pathway is proposed that is somewhat consistent with the historic patterns of use, but the pathway route is shown as substantially altered from a narrow curving path closer to the center of the park, into a form with straight portions and informal curves, closer to the outer boundaries of the park.

Vehicular and Pedestrian Access Concluding Analysis: Because of the loss of the historic pathways, the revised project remains only partially compatible with the Pedestrian and Vehicular Access Guideline.

Summary of San José Downtown Historic Guidelines Review

The project is found to be consistent with the following guidelines:

- Lot Patterns (1)— The proposed design is compatible with this Guideline.
- Massing (2)— The project is substantially in keeping with the Massing Guideline.
- Façades (3)— The proposed Levitt Pavilion structure was found compatible in previous review, and the proposed buildings have been revised to be substantially compatible with the historic façades design guideline in this review.
- Exterior Materials (7)— The clarified project materials can now be considered to be compatible with the historic exterior materials guideline.

The project is not found to be fully consistent with the following guidelines:

- Vehicular and Pedestrian Access (8) — The proposed design remains only partially compatible with the historic vehicular and pedestrian access guideline.

The historic vehicular patterns are being improved with the removal of the automobile traffic; however, the revised site plan illustrates that the pedestrian access continues to include the loss of the character-defining diagonal pathways in the northwest and northeast quadrants and the relocation of the meandering pathway. The inclusion of diagonal paths would not seem to disrupt the general use of these lawn areas and would appear to be viable alternatives. The proposed alterations to the meandering perimeter pathway do not preserve the still-extant historic character-defining park pedestrian route that dates from the 1860s.

The following guidelines are not applicable:

- Corner Elements (4)— The historic corner element guideline is not applicable.
- Rear Façades (5)— The proposed project has no rear façades so does not need to be found compatible with the Rear Façades guideline.
- Historic Entries (6)— The historic entries guideline is not applicable to the park as a whole or to the buildings and structures within the park.

Summary of Alternatives Recommended in the Reviews

The revised St. James Park Project design can be found to be compatible with many, but not all of San José's policies and regulations, as it can be found to preserve the historic integrity of the St. James Square Historic Landmark District, but the proposed alterations do not include the preservation or restoration of significant character-defining features of the park. The following is a summary of the alternatives presented in the three sets of analysis:

- Preserve and/or restore the primary diagonal pathways and 1860s meandering pathway that characterize the historic park design.
- Preserve the location of the Kennedy Podium within the park and relate the orientation to the significance of the event.
- Provide specifications by notes or schedules the color selection and materials of the perforated metal of the Levitt Pavilion and all park buildings and structures, for review during the Historic Preservation Permit process. Confirm the specifications against the provided, approved, narrative for compatibility with St. James Park and the St. James Square historic district.

SUPPLEMENTAL IMPACTS ANALYSIS

Revised Project Integrity Statement: The *St. James Park Capital Vision and Performing Arts Pavilion Project* preserves some aspects of the historic integrity of historic St. James Park, but the relocation of the historic perimeter meandering walkways, and the loss or lack of restoration of the diagonal paths may disrupt the historic feeling of the park and the setting of the district. Some of the proposed alterations could significantly affect the ability of the park to retain its sense of authenticity, the definition of historic integrity used by the California Register.

The project at St. James Park preserves the surrounding historic district, which will retain most of its historic integrity as an important public square.

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Granite Curb Inventory and associated photographs. November 2019