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Royston Hanamoto Alley & Abey
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Introduction

At the request of Royston, Hanamoto, Alley & Abey (RHAA), Architectural Resources Group (ARG) has prepared this historical evaluation of St. James Park (the Park) in San José, California. The San José Redevelopment Agency (RDA) is currently undertaking a project to make improvements to the Park. RHAA is working with RDA on a Master Plan for the Park. This report was requested in addition to the original Phase I Master Plan scope of work (dated March 5, 2001). The initial scope included: reviewing existing data, reviewing the design alternatives for the Park developed by RHAA in relation to the information available in the National Register Nomination and other historical information, attendance at design team meetings, and attendance at public hearings, and task force meetings. In response to the current request, we have located historical photographs and several historical maps showing the layout of the Park, reviewed primary and secondary sources, visited local archival collections, and reviewed available background materials and data including the National Register Nomination. Further, we have developed an historical and chronological overview of the Park, identified and discussed the character-defining features of the Park, evaluated the regulatory requirements associated with the project, provided guidance for the Master Plan and analyzed the three design alternatives prepared independently by Royston, Hanamoto, Alley & Abey for compatibility with *The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes (The Cultural Landscape Standards)*. In order to fully evaluate a project's compatibility with *The Cultural Landscape Standards*, it is necessary to have a good understanding of the site's history and development. As the National Register Nomination was developed in the late 1970s, the information presented reflects the National Register standards of that time, which have since been updated and outlined in the published *National Register Bulletin* series.

St. James Park, one of the few remaining public squares or open spaces in downtown San José, is listed on the National Register of Historic Places (National Register) as part of the St. James Square National Register Historic District. As such, the district, including the Park, is automatically listed on the California Register of Historical Resources (California Register). The Park is also designated at the local level as part of the City of San José's St. James Square

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Historic District. It is composed of St. James Park itself and nine structures that face the Park. These structures are the old Main Post Office, Santa Clara County Courthouse, Letcher Garage, First Church of Christ Scientist, St. Claire Club, Scottish Rite Temple (now the San José Athletic Club), First Unitarian Church, Eagles Hall (modified by an addition), and the Trinity Episcopal Church. The Park site has a varied and colorful history including hosting speeches of Presidents and Presidential candidates, important civic and cultural activities, and it was the site of the last public lynching in California.

Research Methodology

For the purposes of the researching the history of the Park and to determine its chronological development, ARG consulted the following:

The records of the San José Library's California Room, were checked by both ARG and RHAA staff. No formal landscape plans of the Park completed by a Landscape Architect exist in this collection; however a number of maps were found. Several photographs were located in this collection and reproduced for use in the historical analysis and to define the chronology of the Park. As noted above several City of San José maps were found that indicate the layout of the Park, including the years 1906, 1909, 1913, 1926, and 1944. Further, a number of secondary sources were located in the City Library (see bibliography).

Sanborn Fire Insurance Company maps were collected at the University of California, Berkeley Map Library. St. James Park and the surrounding neighborhood are shown on the 1884, 1891, 1915, 1950, and 1969 maps. The 1891 map shows details of the Park, while maps from all the other years only indicate the boundary of the Park.

The records of the archive at the San José History Museum were reviewed by ARG. Photographs of the Park and surrounding structures were photocopied. No plans or maps showing the Park were located in this archive.

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The University of California, Berkeley, Bancroft Library Collection was consulted on-line regarding photographic or cartographic evidence of the Park's history. No specific citations regarding St. James Park were located in the findings aids of the Bancroft Library.

ARG contacted Carla Ruigh at the San José Parks and Recreation Department. She checked their records but there were no materials relating to the Park in their collections. Carla also checked the records of the Public Works Department (City Architect) and they have no plans of the Park.

The Sourisseau Academy was contacted on April 25, 2001 and photographs of the Park and surrounding buildings were requested. The Academy staff forwarded ARG three historic photographs of the Park and does not possess any plans or drawings of the Park.

We researched the involvement of Frederick Law Olmsted by consulting several biographies and a compilation of his papers. The Olmsted Center at the Frederick Law Olmsted National Historic Site has a website that provides access to *The Master List of Design Projects of the Olmsted Firm (1857-1950)*. A *Master List* appendix discusses projects that did not advance beyond the preliminary stage and indicates that the Olmsted Associates worked on a project titled San José City Plan in 1916. These documents could not be viewed either by ARG or the Olmsted Center staff as they are housed at the Library of Congress (LOC) in Washington, D.C. In order to inspect these documents a researcher would have to make a trip to Washington, D.C, find the appropriate files with assistance from LOC staff, and then review the documents.

At each of the above archives we asked for suggestions for other archives that might have information on St. James Park and we received few suggestions. We contacted several of the religious institutions surrounding the Park to find out if they might possess photographic archives that show any details of the Park. These institutions have not yet responded to this request.

The John C. Gordon Photograph Collection dating from early 1900s to 1950s is housed at San José State University. Searching this collection could be quite time-consuming, as it is apparently quite large and as far as ARG been able to determine it is not indexed.

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Lastly, *The California Horticultural and Floral Magazine* published for a short time during the 1870s and early 1880s may have an article on St. James Park. ARG is familiar with this publication, and unfortunately there is not an index to articles. Locally copies of this publication are housed at only at the Bancroft Library in Berkeley. Searching this publication for articles on St. James Park could take some time (perhaps more than a day) and may yield no further information on St. James Park. If directed to do so, ARG could conduct this research under a revised scope of services.

St. James Park Historical Plans, Drawings & Maps

Unfortunately, no known early landscape plans of the Park exist. The first known drawing of the Park is an 1891 Sanborn Fire Insurance Map. According to the map, the Park consisted of paths that were designed in a bilaterally symmetrical Beaux-Arts plan. The defining features of the plan were; the north/south, east/west axis paths, the diagonal cross axis paths, circular features at the four corners, an undulating path around the perimeter connecting the circular features, and a circular area with fountain in the center of the plan. No structures were shown on the Sanborn Map, indicating that likely none were located in the Park at that time. Sanborn Maps do not generally show landscape features, such as trees or other plantings. The location of the fountain was likely noted because Sanborn Maps were created for fire insurance purposes and information regarding water sources was frequently provided on these maps.

A 1906 county survey map compiled by J. G. McMillan titled "Map of the City of San José and Vicinity" indicates the layout of St. James Park. This layout is very similar to the Park configuration shown on the 1891 Sanborn Map, including the circular features at the four corners of the Park. McMillan updated this map in 1909 and 1913. The only major change to the Park layout is that the circular features at the four corners are not shown.

The Park was mapped by the City's staff architect in 1920 (reproduced in 1989 Design Guidelines and 1985 Master Plan). The 1920 map shows two major cross diagonal paths, two major north/south paths crossing at the center of the Park, a central polygonal element and meandering paths between the major paths. The 1920 plan is similar to the 1891 Sanborn Map,

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although some changes were made. The most important departure from the 1891 map was the removal of the east/west axis path and the addition of a second north/south axis. This alteration changed the bilaterally symmetrical plan of the Park. Two small structures flanked the fountain and a flat-ended oval shaped green was located to the east of the fountain. It is not clear whether the 1920 plan was a drawing of the existing Park or a plan for modifications and whether or not those alterations were implemented. The original of this map has not been located. It is unclear if the map was found during the production of the 1985 Master Plan development. If it was found during that project, it is not presently known if it was found in City archives or if it was housed in a private collection.

Thomas Brothers Maps from 1926 and 1944 also indicate the Park's configuration. These maps indicate a very similar plan to that shown in the 1909 and 1913 McMillan Map, perhaps indicating that the 1920 configuration was never executed. The 1926 and 1944 maps show the north/south, east/west axis paths, the diagonal cross axis paths, an undulating path around the perimeter, and a circular area with fountain in the center of the plan.

Frederick Law Olmsted

Locals have long associated the Park layout to nineteenth-century landscape architect Frederick Law Olmsted, who was well known in his day as the designer of New York City's Central Park. The National Register Nomination for the St. James Square Historic District specifically states that: "diagonal and peripheral walkways were laid out by noted Landscape Architect Frederick Law Olmsted, who was in the West primarily to design the layout for the campus of the fledgling University of California." Additionally, the 1996 Preservation Action Council of San José publication titled, *Highlights of San José, California's Saint James Park and Environs*, also associates Olmsted with the Park. However, neither statement is accompanied with a citation indicating where this information was obtained. Further, ARG contacted the San José Historical Museum and the National Register nomination authors are no longer associated with that institution and could not be questioned regarding the Olmsted connection. From research conducted in two recent bibliographies of Olmsted (Hall and Rybczynski), we do know that

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Olmsted was not in California primarily for the University of California project, but for his work in Yosemite.

Although Olmsted's participation in the St. James Park design has never been confirmed, it is a well-known fact that Olmsted was in California from 1863 to 1865. He came to California to work for the Mariposa Company, a mining company, and to study the natural beauty of the Yosemite Valley. During his tenure in California he worked in Mariposa and Yosemite, spent time in San Francisco, was commissioned to work on two private estates (Mills and Howard) and designed Mountain View Cemetery in Oakland. He also consulted on the design of the University of California, Berkeley during this period. *The Master List of Design Projects of the Olmsted Firm (1857-1950)*, published by the Olmsted Center, does not list any work by Olmsted in San José, California. A *Master List* appendix discusses projects that did not advance beyond the preliminary stage. This appendix informs us that the Olmsted Associates, formed by Olmsted's son and nephew and continued after Olmsted's death in 1902, worked on a project titled San José City Plan in 1916. These files are located in the Library of Congress in Washington, DC. This project may have included St. James Park; however, as it was a preliminary project and was never executed, we have not pursued this any further.

Another scenario may be that Olmsted consulted informally on the design of St. James Park during his stay in California during the mid-1860s. We know that in 1866, Olmsted prepared the *Preliminary Report in Regard to a Plan of Public Pleasure Grounds for the City of San Francisco* after he returned to New York. Later, in 1888, Olmsted was asked by Leland Stanford to aid in the design of Stanford University in Palo Alto and he returned to California. As the *Master List* does not identify Olmsted's involvement in the Park and no other primary sources appear to indicate that he may have designed the Park, the nature of his involvement remains an unanswered question. Determining a final answer to this question could be quite time consuming, involving hours and hours of primary research.

Chronological Overview of St. James Park

St. James Square was first established by Charles Lyman during his official 1848 survey of the City of San José. In his survey, Lyman designated a large public open space or square that combined two square blocks of the city grid he imposed on the land. The site was located between First and Third Streets, and St. John and St. James Streets.

The St. James Square site remained undeveloped for a period of approximately 20 years, except for a small school house located at the northeast corner of the Park. Apparently during 1868-69 elms and other trees were planted, paths were laid out, lawns were created, and the site officially became known as St. James Park, rather than a square. This appears to be confirmed by the 1869 *Bird's Eye View of the City of San José*. Early use of the Park was as a parade ground and it was not formally utilized as a gathering place or recreational area until later. The earliest photograph found of the Park dates to circa 1870. This image shows the 1866 Courthouse with a series of small houses and outbuildings surrounding the relatively new Courthouse structure.

Additionally, a view of St. James Park is provided in this photograph indicating a series of newly planted palms along North First Street and a small portion of the western side of the Park. No formal path system can be detected in the photograph.

Frederick Hall reported in 1871 that in December 1870 the San José City Council "made some steps toward the improvement of St. James Square." The 1876 *Thompson and West Historical Atlas of Santa Clara County* illustrated the St. James Hotel on page 101. In the foreground one clearly sees the Park adjacent to First Street. It is sparsely planted with trees, a pathway is shown, and there is a picket fence separating the street from the Park. However, by the 1880s the Park had become a successful arboretum and plants had to be relocated from St. James Park to other parks in San José. Historical photographs show a dense canopy of trees with curving paths around heavily planted beds of flowers and shrubs. Short palms are frequently shown in the low planting areas. Written descriptions of the period specify expanses of lawns or greensward within the Park; although the historical photographs support a forested image.

Some years later, on June 21, 1887, an article in the *San José Daily Mercury* reported the following:

Prindle, Chairman of the Committee of Streets, Lands and Squares, reported in the matter of improvement of St. James Park that he had seen Mr. Ulrich, the gardener of Del Monte (hotel Monterey), who furnished an idea of the improvements necessary to be made. Mr. Ulrich asked that a ground plan of the park be made and sent to him, in case his services shall be required. The committee took the responsibility of ordering the plan. Mr. Ulrich's charges for making the changes necessary in the present plan will be \$50. If this further aid is required, he will come here on payment of expenses and charge gardener's wages. In his opinion about thirty trees should be removed, half of which are now dead, the center should be larger and the plan of some of the walks should be changed. He informed the committee that the loam proposed to be donated by Tyler Beach is finer than any that can be obtained in the creek, and that it will be a big thing for the city to get it. In view of the fact that Mr. Beach is anxious to build as soon as possible, and as the loam can not be used unless the park improvements begin at once. Mr. Prindle moved that Mr. Ulrich's offer be accepted, that the loam be procured and that the decaying and unsightly trees be removed. The motion was carried.

It is quite possible it was Mr. Ulrich who laid out the formal paths that appear in an 1890 historic photograph of a Fourth of July parade progressing along First Street. The Park is visible and the diagonal and curvilinear paths are present at that time. By 1891 the path layout was bilaterally symmetrical and consisted of diagonal paths and ornamental shapes, as indicated on the Sanborn Map of that year. During the first decades of the twentieth century, the Park was used for activities ranging from civic events to the placement of memorials and monuments. Photographs of the Park from the 1880s through the 1910s indicate that the Park had been significantly planted by that time and many mature trees and bushes lined the Park paths. The central fountain was photographed often during these years and appears to have consisted of a tiered, masonry and cast iron fountain with a standing female figure. At the base of the fountain a circular pool caught water spilling from an urn held over the figure's head. The original, central fountain is similar to the one located just west of North Second Street in the southwest quadrant of the Park. However, the present fountain was constructed in this location as part of the late 1980s master plan work completed by the firm of MPA. Presently, the fountain's female

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figure is smaller, seated instead of standing, and no water streams from the urn she holds outward, not upward.

Other photographs from circa 1880 through the 1920s indicate that the Park was planted in a fairly dense manner with a large number of mature trees. The undulating, curvilinear concrete paths are also visible in these photographs. An 1896 publication entitled *Sunshine Fruit and Flowers* gave a lengthy and quite detailed description of the Park:

The most beautiful park in the city is the Saint James. It is near the commercial center, and is therefore largely resorted to. The magnificent buildings by which it is surrounded add to its attractiveness, as the broad, open lawn is thereby brought into contrast with the entire utilization of adjoining space. There has been a charming negligence, or a careful simulation of such, in the arrangement of trees and shrubs, and as a result the park presents the appearance of a natural grove, the trees in which seem to have been most fortunately distributed. There is a greater variety than is usually found, the list including eucalyptus, pepper, sycamore, pine, cork, elm, cypress, palm, willow, maple, umbrella, orange, birch, yew, locust, oak, and a variety of flowering trees and shrubs.

Saint James Park was surveyed in 1848, by C. S. Lyman, under instruction from the Mexican government. It is 1,005 feet in length and 610 in width, and contains two blocks. It is bordered on all sides by a cement sidewalk, and walks of like material converge in the center around a pool where the fountain plays.

The outside walks of Saint James Park are bordered by rows of fan palms. Drooping pepper trees also add beauty to the scene, the bunches of red berries contrasting with the green of the waxy leaves. There are everywhere wide stretches of greensward, and flowers bloom there every day of the year. Seats are provided in sunshine and shade, and a gardener is employed to care for the trees and flowers.

President McKinley gave a speech in the Park during his May 13-15, 1901 visit to San José. His remarks apparently were made at the exact location of the current McKinley monument. The memorial was planned and constructed soon after McKinley's assassination in September 1901. The McKinley monument, unveiled in February 1903, is located across from the Courthouse in the northwest quadrant of the Park. The souvenir of President McKinley's visit, entitled *Reminiscences of Santa Clara Valley and San José*, and published the year of his visit, noted of the Park:

The northern portion of the City seems to be the most attractive. St. James Park is situated in this direction; it is in the shape of a rectangle 1,005 feet in length, by 610 in width; it is kept in perfect condition, and has a cement sidewalk winding about in all directions. It is a lovely spot, charming in its beauty and rusticity, and while reposing beneath the shade of spreading branches, one might imagine that the trees had grown there by chance; the project of a most luxuriant Nature. There is quite a handsome fountain at the center of the Park, with sparking sprays of water dripping into the stone basin at its foot; and here and there the shelter of the boughs of pepper, eucalyptus, cypress, orange, sycamore and many other trees, benches have been placed for the accommodation of visitors and children.

A few years later, following the 1906 earthquake, the National Guard encamped in St. James Park to aid in the City's recovery from that tragedy. This was chronicled in photographs, including a post card showing the Company B tent camp. Six years later, in August 1915, a memorial to General Henry Morris Naglee, a well-known pioneer, soldier, banker, agriculturalist, and early benefactor of San José, was constructed by his daughters. This monument stands near the intersection of St. John and North Second Streets in the southeast quadrant of the Park. The monument abuts the sidewalk at the Park's edge. The base of the monument appears to have been altered at some point and there is irrigation equipment located directly adjacent to the west side of the monument.

Public restrooms were constructed in the Park during a Works Progress Administration Depression-era program and were removed from the Park in the late 1980s during the previous master planning process for the park. In December 1932 a rare snow fell in San José and the Park was the subject for many photographers. The pictures from this era indicate the dense growth in the Park and the style of the park benches.

In 1933, the Park was the scene of the lynching of the Hart kidnapping suspects. Photographs of the Park show this horrific scene. The trees in which the suspects were hanged have since been removed from the Park. This event marked the last public lynching in California.

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During the 1950s, what appears to be the first major alteration to the Park occurred when North Second Street was extended through the Park to accommodate the heavier traffic patterns developing in downtown San José. The action was initially rejected by San José's citizens, then in 1952 voters narrowly passed an initiative to extend the street. The street expansion was completed by 1955. The extension of Second Street bisected the park into two sections, leaving it somewhat fragmented. It is assumed that when North Second Street was extended that the original centrally placed fountain was removed.

Robert Kennedy spoke in the Park in 1968 shortly before his assassination in Los Angeles. It is not clear if his speech was given in the exact location of the current Kennedy memorial which stands near the intersection of St. John and North First Streets in the southwest quadrant of the Park. Construction on the memorial began almost immediately after Kennedy's death and it consists of a relatively simple design.

The Senior Center pavilions, located on the east side of North Second Street, were constructed in the Park in 1973 and were modular or movable structures intended to be temporary. The significance of St. James Park and the surrounding buildings were acknowledged when the Park and nine buildings surrounding it were listed as contributing structures to a National Register Historic District in 1978. The City of San José also designated St. James Square Historic District, and in 1985 a Master Plan for the Park was completed and new trees were planted, brick paving installed and a fountain was constructed. In 1988 the VTA Light Rail project was completed along North Second Street through the Park and along North First Street at the western edge of the Park. In October 1989 the City of San Jose City Council adopted the St. James Square Historic District Design Guidelines. In 1994 the Firefighters Memorial Bell was moved to the Park and is located adjacent to the present 1988 fountain. A St. James Park marker was constructed recently and is also located in the vicinity to the fountain.

Existing Conditions / Site Integrity

Presently, the Park is highly fragmented and underutilized by the broader downtown community. The site consists of two square blocks and is approximately 7.6 acres. It is surrounded by three

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one-way streets at the east, west, and north; two-way St. John Street at the south; and Second Street bisects the Park into two approximately equal sections. Light Rail lines run along North First and Second Streets both through and on the western side of the Park.

The western section of the Park is developed with turf, paved pedestrian paths, and three monuments (Kennedy, McKinley and the Firefighters). This portion of the Park retains elements of the historical configuration of the Park, such as the curvilinear perimeter path. The original centrally placed fountain was likely removed when Second Street was extended through the Park and is now located near the center of the Park, west of the Light Rail lines. The current fountain with the seated female figure was constructed in 1988 as part of an earlier Master Plan project.

The eastern component of the Park consists of a Senior Center, the St. James Community Center (7 structures). The Senior Center was designed utilizing modular or movable structures in the event the City ever decided to construct a parking garage under the Park. The southeast quadrant of the Park, adjacent to the Senior Center, is currently developed with turf, paved paths and the General Naglee monument. A pay toilet near the Naglee Monument was constructed in the late 1990s. A proposed playground is to be constructed in the southeast quadrant in the near future. There appear to be a few historic street lamps remaining in various locations surrounding the Park.

Overall, the Park has lost a great deal of integrity due to the insertion of the Senior Center, reconfiguration of path systems, and the extension of Second Street as well as the Light Rail through the Park. Eligibility for the National Register hinges on both significance and historic and architectural integrity. Integrity is the authenticity of an historical resource's physical identity evidenced by the survival of characteristics that existed during the resource's period of significance. Integrity involves several aspects including location, design, setting, materials, workmanship, feeling, and association. These aspects closely relate to the resource's significance and must be primarily intact for eligibility. Integrity must also be judged with reference to the particular significance criteria under which a resource is eligible for continued inclusion in the National Register. The St. James Park National Register Historic District was listed on the

Register under the following areas of significance: architecture, community planning, exploration and settlement, and landscape architecture. As the nomination specifically called out landscape architecture, particular attention should be paid to the Park's rehabilitation to ensure further loss of integrity does not occur. While the Park has been altered through time, there is enough known information regarding the Park's historical appearance to guide a rehabilitation project using *The Standards*.

National Register Nomination

The National Register Nomination for the St. James Park Historic District was completed in 1978 and provides very basic information regarding the Park some of which is included in the historical overview and chronology above. Today, National Register documentation includes more formal analysis and research methodology than was in place in the late 1970s. For instance in the 1980s the National Park Service revised and updated a series of bulletins that outline procedures for completing and documenting National Register Nominations, including *Bulletins # 15 and 16*, which detail how to apply the criteria and complete nomination form. Therefore, the information provided in the original National Register Nomination is scarce compared to what would be developed today. Further, each area of significance mentioned above would likely have been fully developed under a current nomination form.

Character-Defining Features

Under *The Standards*, character-defining features are prominent or distinctive recurring elements, aspects, qualities, or characteristics of an historical resource type, style or period that contribute significantly to its physical character and appearance dating to the resource's period of significance. These features should be retained in order to ensure the continued National Register eligibility of the St. James Park historic district. Character-defining features are determined through the research, integrity and conditions assessment process. ARG has developed this list based on information provided in the National Register Nomination, historic photographs and maps collected, primary and secondary sources consulted, and a site visit to the Park.

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The major character-defining features of St. James Park include the following:

- The diagonal and cross / axis path system with undulating perimeter paths that appears in all the drawings and maps of the Park from 1891 to 1944. Portions of this layout remain on the western portion of the Park.
- The McKinley Monument (1901) including its location as this has been repeatedly noted as the exact location that President McKinley gave his 1901 speech.
- The Park monuments: including the Kennedy Memorial (1968) and the General Naglee Memorial (1915). There seems to be a lengthy tradition of placing memorials and monuments in the Park including the recent relocation of the firefighters monument;
- Use of perimeter trees (i.e. palms along North First Street and a row of Elms along St. James Street) regularly spaced around the Park which reinforce the boundaries of the Park. Perimeter palms and other trees appear in many of the historic photographs of the Park;
- The flat ground plane that lacks topographical variation, which has been consistent throughout the entire history of the Park;
- The variety of species and sizes of trees that provide a generous canopy and shade. There appear to have been many types of trees planted in the Park over time and during certain periods the park was dense with landscaping;
- The openness of the Park on the western side, including expanses of turf, as it does not possess any large-scale buildings.

Applicable Regulatory Processes

As a contributor to a National Register district, if a project is proposed in or around the Park requiring discretionary review by the City of San José, then the California Environmental Quality (CEQA) act applies to the project. If any federal funds are involved, then Section 106 of the National Historic Preservation Act of 1966 (Section 106) is triggered. As such the State Historic Preservation Office (SHPO) and lead Federal Agency would review and approve the project. The review tool used under both CEQA and Section 106 is *The Secretary of the Interior's Standards Treatment for Historic Properties*, particularly the standards for Cultural Landscapes. In both instances, either under Federal review or local CEQA review, if the St. James Square project is found to comply with *The Cultural Landscape Standards*, then it would be deemed mitigated to a less-than-significant level.

California Environmental Quality Act (CEQA)

CEQA Section 21084.1 states that "a project that may cause a substantial adverse change in the significance of an historical resource is a project that may have a significant effect on the environment." CEQA defines substantial adverse change in the significance of a resource as the physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of the resource is materially impaired (CEQA Guidelines 15064.5). The significance of an historical resource is considered to be materially impaired when a project demolishes or materially alters in an adverse manner those characteristics that convey its historical significance and / or account for its inclusion on an historical resource.

An "historical resource" is defined as one that is listed in, or determined eligible for listing in, the California Register of Historical Resources. A resource that is officially designated or recognized as significant in a local register of historical resources, or one that is identified as significant in an historical resources survey, meeting the requirements of Public Resources Code Section 5024.1(g), is presumed to be significant under CEQA "unless the preponderance of the evidence demonstrates that the resource is not historically or culturally significant." The Public Resources Code states that an historic district is a "definable unified geographic entity that possesses a significant concentration, linkage, or continuity of sites, buildings, structures, or

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objects united historically or aesthetically by plan or physical development" (Cal. Pub. Res. Code § 5020.1(h)). As a listed historic district under National Register criteria, the St. James Park Historic District is automatically eligible for the California Register of Historic Resources.

Generally, under CEQA, a project that follows *The Secretary of the Interior's Standards for the Treatment of Historic Properties*, is considered to have mitigated impacts to a historical resource to a less-than-significant level (CEQA Guidelines 15064.5). While the National Register Nomination and other historical information is used to help guide one's assessment of impacts to historic resources, under CEQA *The Standards* are the review tool.

Section 106 of the National Historic Preservation Act (Section 106)

If any federal funds, monies, or permits are involved, then Section 106 of the Historic Preservation Act (Section 106) is triggered and the State Historic Preservation Office (SHPO) would review and approve the project. Section 106 of the National Historic Preservation Act, codified in 36 CFR Part 800, specifies a process where federal agencies are required to consider the effects of their undertakings upon historic properties. In general terms, an agency head is required to take into account effects of an undertaking on historic properties and afford the Advisory Council on Historic Preservation (ACHP) an opportunity to review and comment on the project. This process is commonly referred to as Section 106. It is recommended that agencies address the NHPA early in the planning phase of a project to avoid surprises that ensue from a lack of planning and to ensure that the widest range of alternatives to mitigate the effects of the project is considered.

Section 106 applies to all federal undertakings. These include all federally funded or licensed projects, whether or not they are actually carried out by a federal agency. For example, local housing rehabilitation programs which use Community Development Block Grant (CDBG) funds, funded by HUD, are required to go through the Section 106 process. In a federal undertaking Section 106 applies to all historic properties which are defined as properties that are either listed on or eligible for listing on the National Register. The guidelines used for Section

106 review are *The Secretary of the Interior's Standards for the Treatment of Historic Properties*.

Local Policies and Guidelines

The St. James Historic District Design Guidelines (1989) do not directly address alterations or treatments within the Park or to the Park landscaping; rather they focus on development around the Park and treatment of the historic structures within the historic district. *The St. James Historic District Design Guidelines* offer little reference in regard to treatment of the Park and the Park landscape. This document only makes reference to the historic nature of the Park, it is not the master document to guide treatment.

The 1989 design guidelines are presented in three sections:

Existing Common Elements: Elements that establish the character of St. James Square and contribute to the historic district. The section "identifies the common architectural elements of the structures within St. James Square (historic district) that contribute to the area's cohesive character and sense of time and place." The only mention of the Park in this section is that it is an island of green in an area dominated by hardscape consisting of streets, buildings, and parking lots. The document notes that buildings tend to frame the open space and enclose it due to the typically small setbacks of structures with monumental designs. In 1989, the direct relationship of the buildings to the square was not visibly apparent because of the Park's mature trees.

- **Rehabilitation Guidelines for Existing Structures:** Design elements which should be considered in the rehabilitation or modification of existing structures or when additions are proposed. This section does not discuss any appropriate treatments for the actual area of the Park.
- **New Building Guidelines:** Provides direction and design considerations for potential new buildings within the St. James Square Historic District. Indicates the appropriate

massing, scale, setbacks, and materials to be used in order for new construction to be compatible with the district.

Historic Preservation Permit

As a locally designated component of an historic district, an Historic Preservation Permit must be obtained from the Historic Landmarks Commission for the Saint James Park project. An Historic Preservation Permit is required for an exterior change to a structure that is either a City Landmark, or is located in a City Historic District. An Historic Preservation permit was obtained recently by the Redevelopment Agency for a playground with the Park. A separate report completed by the Dill Design Group in November 2000 discussed this project.

2001 RHAA St. James Square Master Plan

In 2001 the City of San José, in association with the Landscape Architecture firm of Royston Hanamoto Alley & Abey began a Master Plan for St. James Park. The following points are recommended for inclusion in the Master Plan with regard to historic preservation and treatment of this historic designed landscape.

- All proposed work should conform with *The Secretary of the Interior's Standard for the Rehabilitation for Cultural Landscapes* as this is the review tool used under CEQA. Projects deemed in compliance with *The Standards* will not adversely impact the historical resources present. As noted above, where enough historical evidence exists *The Cultural Landscape Restoration Standards* could be observed;
- Return the Park to an open green space with tree-lined paths to the extent possible as this was its historical appearance and would be considered an appropriate treatment under *The Standards*. Utilizing native plants wherever possible is recommended as they may require less maintenance. Historically, placement of trees appears to have been rather random with the exception of the alley along the Park borders;

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- Removal of the Senior Center to a more appropriate location should be encouraged as it currently impairs the Park's integrity and a large number of buildings were not historically located in the Park;
- Maintaining the flat ground plane should be encouraged. Berming or otherwise altering the general level nature of the Park would not be appropriate as these treatments have never existed in the Park;
- Retaining the location of the existing monuments should be encouraged, especially those that designate events that occurred at a specific location. Monuments that are not tied to a specific event that occurred in the Park could be moved as they do not represent particular incidents in the Park itself. While the concept of a Kennedy monument in the Park has acquired historic significance, its location and design could be altered if these changes reflect the overall simple character of the existing monument;
- Reinstating the layout of the path system indicated on maps of the park from 1891 through 1944 would be an appropriate design solution as there is adequate historical information to determine this information and the paths would help define the historical configuration of the Park. This treatment would be in compliance with both the *Rehabilitation and Restoration Standards*;
- A small children's play area within the Park is an appropriate use with regard to *The Cultural Landscape Standards* as it is compatible with landscaped open spaces used for public enjoyment;
- Consider eliminating automobile and bus traffic from North Second Street, making the Light Rail the only transportation running through the Park, as this affords an opportunity to create a more pedestrian-friendly Park. Limiting traffic through the Park will aid in reinstating the Park's overall integrity which is encouraged under *The Standards*;

- The original centrally-placed fountain, which was located at the central point in the layout of the Park walkways, was removed during the bisection of the Park by Second Street in 1955. The current fountain dates to 1988 and should be clearly marked as a replica or interpretation of the original fountain to ensure it does not convey a false sense of historicism, something that is discouraged under *The Standards*. Other new water features are appropriate within the Park as these types of features were present historically in the Park;
- Limit construction of large new structures or numerous small structures within the Park as these were not historically present and extensive new construction would be in conflict with *The Standards*. However, introducing one small kiosk or pavilion café as well as a gazebo or open air pavilion would not be in conflict with *The Cultural Landscape Standards* as these would be small in scale and would not detract from or overwhelm the original design intent of the open space;
- The draft Master Plan recommendations and preferred scheme should be reviewed for conformance with *The Cultural Landscape Standards* is encouraged as this is required under CEQA; a qualified consultant should participate in this review.

The Secretary of the Interior's Standards for the Treatment of Cultural Landscapes
The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes (The Cultural Landscape Standards) are the accepted standards within the preservation community at the national, state and local level when dealing with cultural landscapes such as parks. A cultural landscape is a geographic area associated with an historic event, activity or person or exhibiting other types of cultural landscapes, not mutually exclusive such as historic designed landscapes or parks. There are several treatment options set forward in *The Cultural Landscape Standards* including preservation, rehabilitation, restoration and reconstruction.

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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 character-defining features which convey its historical, cultural, or architectural values.

Restoration is defined as the act or process of accurately depicting the form, features, and character of a property as it appeared at a particular period of time by means of the removal of features from other periods in its history and reconstruction of missing features from the restoration period. The limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a restoration project.

Reconstruction is defined as the act or process of depicting, by means of new construction, the form, features, and detailing of a non-surviving site, landscape, building, structure, or object for the purpose of replicating its appearance at a specific period of time and in its historic location.

The three standards that could be applied to this project are rehabilitation, restoration, and reconstruction. Of these, rehabilitation and restoration are the most applicable as reconstruction applies to projects where the resource is completely non-surviving. Some aspects of the St. James Park Project could be approached under the restoration standard when enough historical evidence exists to support this decision.

The Cultural Landscape Standards note that Cultural Landscapes are generally defined in the following four categories: historic sites, historic designed landscapes, historic vernacular landscapes, and ethnographic landscapes.

St. James Park meets the definition of an historic designed landscape: a landscape that was consciously designed or laid out by a landscape architect, master gardener, architect, engineer, or horticulturist according to the design principles, or an amateur gardener working in a recognized style or tradition. The landscape may be associated with a significant person, trend, or event in landscape architecture; or illustrate an important development in the theory and practice of

landscape architecture. Aesthetic values play a significant role in designed landscapes. Examples of historic designed landscapes include parks, campuses and estates.

Analysis of the Three Design Alternatives for St. James Park

To date three design alternatives have been developed by RHAA. Below each is described and then reviewed for conformance with *The Cultural Landscape Standards for Rehabilitation*. To a certain extent applying *The Standards* is a subjective undertaking. *The Standards* are neither technical nor prescriptive, but are intended to promote responsible preservation practices. They are intentionally broad in scope to apply to a wide range of circumstances and are designed to enhance the understanding of basic preservation principles.

The guidelines for *The Standards* do note that in order for a project to conform with *The Cultural Landscape Standards* the major character-defining features and spaces should be retained. The guidelines for *The Standards* also note that before undertaking a project, research should be conducted to help identify a designed landscape's historic period(s) of development and to bring a greater understanding of the associations that make the resource significant. Research findings also provide a foundation to make educated decisions for project treatment, and guide management, maintenance, and interpretation.

If *The Cultural Landscape Standards* are not met it is possible that the National Register historic district could be compromised. Inappropriate design changes to the Park, combined with alterations to the original district contributor buildings, including the former Eagles Temple or Hall which has been altered by a large addition, could have a cumulative impact on the historic district. Conversely, rehabilitating the Park and highlighting its important role as the most important public open space in downtown San José could improve the overall integrity of the historic district.

As these three schemes are preliminary, details regarding the design of proposed new structures, appearance and location of signage, lighting schemes and fixtures, as well as site furniture have not yet been fully developed. In regard to lighting and site furniture a traditional approach would

be in keeping with the character of the Park and the surrounding historic district. The lighting scheme for the VTA Light Rail project is in a traditional vein and this could be continued for the Park scheme. Signage can be a creative means by which to direct individuals through the Park and provide historical information. Other signage programs within the City could be studied, as using similarly designed signage may be a way to tie the Park to other areas of Downtown. Generally, Park signage should not detract from the Park and historic district. Nonetheless a strong signage program affords an opportunity to communicate the historical significance of the Park and the events that have contributed to the Park's development. Lastly, new structures, such as a café, should be small in scale, but should be designed such that they clearly read as modern additions to the Park, yet remain within the traditional vein of Park buildings. This can be achieved through careful use of materials and color. These design features should be reviewed as they are developed for compliance with *The Standards*.

Design Alternative 1

The first alternative includes bilaterally symmetrical, brick paved paths with benches. Placement of the paths occurs along the north/south, east/west, diagonal axis. The cross or diagonal axis paths are wider near the perimeter of the Park and taper as they move toward the center. A centered east / west path parallel with St. John and St. James Streets is also brick paved and includes several centered planters and alternating benches. Small, brick paved plazas are placed at each of the four Park corners. A playground, café and pavilion with patio are clustered in the southeast quadrant of the Park. An undulating perimeter path, connecting the brick pathways, is paved in concrete. Concentric ovals highlight the central plaza of the plan and include heritage trees, the existing 1988 fountain, and a new interactive water feature. Gateways with identity signage are located on either side of the light rail tracks at the Park entries along North Second Street at both St. John and St. James Streets. The cluster of three rows of trees oriented north /south are to remain near these gateways. An area for performances is reserved in the northwest quadrant of the Park. The Naglee Monument is relocated to a position near the intersection of St. John and North First Streets in the southwest quadrant of the Park. Perimeter palms are located along North First and Third Streets. The McKinley and Kennedy Monuments remain in their

current locations. Considerable areas of turf or lawn are found throughout the Park. The Senior Center is removed from the Park.

Design Alternative 1 and *The Standards*

Generally, this scheme appears to meet *The Cultural Landscape Rehabilitation Standards*. However, eliminating the automobile and bus traffic from the Park would provide a more pedestrian friendly environment similar to the original Park configuration. The design details of the café should be reviewed when developed further.

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.

Response: The Park will retain its use as a public open space or Park. In fact, the other uses such as the Senior Center will be moved to another location that allows for a more effective rehabilitation of the Park.

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

Response: This scheme includes the undulating perimeter paths, retaining the McKinley and Kennedy monuments as well as the 1988 fountain in their present location, and reintroducing a central landscaped feature to the Park. Each of these actions is compatible with Standard 2. However, historic maps and photographs of the Park indicate that the center feature consisted of the fountain with landscaping and simple concrete paths.

While this scheme provides for diagonal paths, they are an interpretation of the original paths as they widen toward the Park corners. This is not necessarily in conflict with this Standard. The removal of the Senior Center is an appropriate rehabilitation treatment under this Standard. Moving the Naglee Monument does not destroy specific spatial relationships that characterize the property. Neither does the introduction of the gateways near the light rail at St. John and St. James Streets.

*The introduction of the concepts of the café, pavilion and patio, children's playground and performance area do not conflict with this Standard. The performance area will consist of a reserved lawn area, and the other amenities are clustered in the southeast corner of the Park. These improvements do not appear to alter or destroy the spatial relationships known to exist historically. However, when further information is developed regarding the appearance of the actual structures, and the playground, the design details should be reviewed for conformance with *The Standards*.*

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 elements from other historic properties, will not be undertaken.

Response: This scheme does not introduce any conjectural elements that would create a false sense of historicism. Presently, the 1988 fountain serves as a reminder of the original fountain. As this feature is retained in this scheme it should be clearly marked as an interpretation of the original fountain, perhaps using signage consistent with the other signage introduced for the Park.

4. Changes to a property that have acquired historic significance in their own right shall be retained and preserved.

Response: Of the newer features in the Park, only the Kennedy Monument appears to have acquired a level of significance within the history of the Park development. In other words the concept of a Kennedy Monument has acquired significance; however, its placement and design could be altered if these changes reflect its original simple characteristics. It is in keeping with the tradition of monuments in the Park and commemorates an event that took place within the Park. In this scheme, the Kennedy monument is retained in its present location.

Removal of the Senior Center is not in conflict with this Standard as its construction and placement in the Park has detracted from the original design intent of the Park.

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

Response: In this scheme, the flat ground plane of the Park is maintained, most of the existing Landscaping is maintained (unless diseased) and the overall historic character of the Park is returned. While brick paths were not used historically, this material is an appropriate choice for the Park. However, the color and design of the brick should be chosen carefully and should not be highly ornamental so as not to overwhelm the visual appearance of the landscaped and turfed areas of the Park. Maps and photographs of the Park from the 1880s through the 1940s indicate that the central axial paths were slightly narrower than those presently shown in this scheme. The undulating perimeter paths remain concrete in this scheme.

The materials and design details of the café should be reviewed when available.

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.

Response: This scheme calls for the retention of many of the Park's current landscape features unless they are deteriorated or diseased; removal of these deteriorated features is not in conflict

with The Standards. Any repairs necessary for any of the Park monuments should be made under the direction of a materials conservator.

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.

Response: No harmful chemical or physical treatments are presently proposed that would damage historic materials. Any future conservation work performed on the Park monuments should be conducted under the guidance of a formally trained materials conservator.

8. Archaeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.

Response: ARG did not review any potential archaeological resources associated with the Park. This review should be conducted by a qualified archaeologist.

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 will 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.

Response: The small-scale nature of the café, planter boxes, and playground proposed under this plan do not impair the form or integrity of the Park. When available, the design details of the café should be reviewed.

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.

Response: The small-scale nature of the water feature, planting boxes at the east/west axis, and café proposed under this plan do not impair the form or integrity of the Park. These features could easily be removed in the future if necessary.

Design Alternative 2

The second alternative includes bilaterally symmetrical, paved paths with benches. Placement of concrete paved paths occurs along the north/south, east/west, diagonal axis. A centered east / west path parallel with St. John and St. James Streets is brick paved. Small, circular brick paved plazas with circular planters with seat walls are placed at each of the four Park corners. An oval-shaped playground area is located in the southeast quadrant of the Park. Across the concrete undulating path to the east of the playground are game tables. An undulating perimeter path, connecting the major diagonal pathways, is paved in concrete. Concentric circles paved in brick

highlight the central plaza of the plan and include heritage trees and the existing 1988 fountain. To the west of the central plaza along the brick pathway is a café with outdoor seating and to the east is a curvilinear feature incorporating a timeline display and water feature. Gateways with identity signage are located on either side of the light rail tracks at the Park entries along North Second Street at both St. John and St. James Streets. The cluster of three rows of trees oriented north /south are to remain near these gateways. A brick-paved path lined with a double row of elm trees occurs at both the St. James and St. John Street edges of the Park. An area for performances is reserved in the northwest quadrant of the Park. The Naglee Monument is relocated to an interior Park position not far from its present location in the southeast quadrant of the Park. Perimeter palms are located along North First and Third Streets. The McKinley and Kennedy Monuments remain in their current locations. Considerable areas of turf or lawn are found throughout the Park. The Senior Center is removed from the Park.

Design Alternative 2 and The Standards

Generally, this scheme appears to meet *The Cultural Landscape Rehabilitation Standards*. Eliminating the automobile and bus traffic from the Park would provide a more pedestrian friendly environment similar to the original character of the Park. ARG has not commented on the design of the playground in this scheme as it has already been approved. As the final scheme for the Park develops, the playground scheme could change. If so, this should be reviewed.

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.

Response: The Park will retain its use as a public open space or Park. In fact, the other uses such as the Senior Center will be moved to another location that allows for a more effective rehabilitation of the Park.

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

Response: This scheme includes the undulating perimeter paths, retaining the McKinley and Kennedy monuments as well as the 1988 fountain in their present location, and reintroducing a central landscaped feature to the Park. Each of these actions is compatible with Standard 2. The

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removal of the Senior Center is an appropriate rehabilitation treatment under this Standard. This scheme closely follows the maps found of the Park that date from the 1890s to the 1940s.

The water feature and time line provide a modern feature to the Park. Moving the Naglee Monument does not destroy specific spatial relationships that characterize the property. Neither does the introduction of the gateways near the light rail at St. John and St. James Streets. The double row of elms along St. John and St. James Streets is at the periphery of the Park and is consistent with the use of perimeter trees at the Park boundaries.

The introduction of the concept of the café, pavilion and patio, children's playground and performance area do not conflict with this Standard. The performance area will consist of a reserved lawn area, and the other amenities are clustered in the southeast corner of the Park.

Overall the layout of the paths is very similar to the maps and photographs collected during the research regarding this project, including the circular features at the corners. The central east / west axis does appear to be wider in this scheme.

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 elements from other historic properties, will not be undertaken.

Response: This scheme does not introduce any conjectural elements that would create a false sense of historicism. Presently, the 1988 fountain serves as a reminder of the original fountain. As this feature is retained in this scheme it should be clearly marked as an interpretation of the original fountain, perhaps using signage consistent with the other signage introduced for the Park.

4. Changes to a property that have acquired historic significance in their own right shall be retained and preserved.

Response: Of the newer features in the Park, only the Kennedy Monument appears to have acquired a level of significance within the history of the Park development. In other words the concept of a Kennedy Monument has acquired significance; however, its placement and design could be altered if these changes reflect its original simple characteristics. It is in keeping with the tradition of monuments in the Park and commemorates an event that took place within the Park. In this scheme, the Kennedy monument is retained in its present location.

Removal of the Senior Center is not in conflict with this Standard as its construction and placement in the Park has detracted from the original design intent of the Park.

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

Response: In this scheme, the flat ground plane of the Park is maintained, most of the existing Landscaping is maintained (unless diseased) and the overall historic character of the Park is

returned. While brick paths were not used historically, this material is an appropriate choice for the Park. However, the color and design of the brick should be executed such that it does not overwhelm the visual appearance of the landscaped and turfed areas of the Park. Original maps and photographs of the Park indicate that the central axial paths were slightly narrower than those shown in this scheme. The undulating perimeter paths remain concrete in this scheme. Additionally, the stripping of the brick around the central feature is more elaborate than the indicated in historical maps and photographs.

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.

Response: Historic materials in the Park include landscape elements and the monuments. Few of the original pathways remain. Any rehabilitation work required for the Park monuments should focus on repair and cleaning, rather than replacement.

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.

Response: No harmful chemical or physical treatments are presently proposed that would damage historic materials. Any future conservation work performed on the Park monuments should be conducted under the guidance of a formally trained materials conservator.

8. Archaeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.

Response: ARG did not review any potential archaeological resources associated with the Park. This review should be conducted by a qualified archaeologist.

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 will 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.

Response: Generally, the new features for the Park proposed under this scheme do not destroy historic materials, features or spatial relationships.

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.

Response: The small-scale nature of the new water feature, time line / water feature and café proposed under this plan do not impair the form or integrity of the Park. These features could easily be removed in the future if necessary.

Design Alternative 3

The third alternative includes an overall symmetrical plan with all walkways, including the perimeter sidewalk areas, paved in granite. Benches are placed strategically along the granite pathways. A wide centered east / west path runs parallel with St. John and St. James Streets. Smaller curvilinear paths access the four corners of the Park and terminate at four gazebos placed at the central plaza. North Second Street is also paved in granite and automobile and bus traffic is eliminated; however the light rail remains. A large central plaza includes heritage trees, water features, a rose garden, and a circular perimeter walkway. The playground area is located in the southeast quadrant of the Park. The existing 1988 fountain is removed. Gateways with identity signage are located on either side of the light rail tracks at the Park entries along North Second Street at both St. John and St. James Streets. The cluster of three rows of trees oriented north /south are to remain near these gateways. An area for performances is reserved in the northwest quadrant of the Park and includes an actual stage structure. The Naglee Monument is relocated within the Park to the western edge of the east / west cross axis. Perimeter palms are located along North First and Third Streets. The McKinley and Kennedy Monuments remain in their current locations. Considerable areas of turf or lawn are found throughout the Park. The Senior Center is removed from the Park.

Design Alternative 3 and *The Standards*

Generally, this scheme appears to meet *The Cultural Landscape Rehabilitation Standards* with the exception of the extensive use of the granite pathways as this material was not used in the Park originally, and unlike brick paving was not likely used in park design during the historical era. Schemes one and two use a combination of brick and concrete paving. These material choices, rather than granite, appear to be more in keeping with the original, simple, modest pathways found in the Park. Nonetheless, this scheme eliminates the automobile and bus traffic from the Park providing a more pedestrian-friendly environment similar to the original character of the Park.

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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.

Response: The Park will retain its use as a public open space or Park. In fact, the other uses such as the Senior Center will be moved to another location that allows for a more effective rehabilitation of the Park.

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

Response: The original Park layout consisted of linear north / south, east / west, and cross axis paths with undulating perimeter paths. This scheme is a departure from that layout and therefore has the potential to destroy the remaining remnants of the original layout at the western side of the Park. The cross axis paths of this scheme are not linear and they terminate at the center of the Park with gazebos. These gazebos are a completely new element within the Park and may not be appropriate given that none of the historic photographs found showed extensive use of gazebos.

Moving the Naglee Monument does not destroy specific spatial relationships that characterize the property. Neither does the introduction of the gateways near the light rail at St. John and St. James Streets. The stage structure for performances should be minimal and not block views through and within the Park.

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 elements from other historic properties, will not be undertaken.

Response: This scheme does not introduce any conjectural elements that would create a false sense of historicism.

4. Changes to a property that have acquired historic significance in their own right shall be retained and preserved.

Response: Of the newer features in the Park, only the Kennedy Monument appears to have acquired a significant place within the history of the Park development. It is in keeping with the tradition of monuments in the Park and commemorates an event that took place within the Park. In this scheme, the Kennedy monument is retained in its present location.

Removal of the Senior Center is not in conflict with this Standard as its construction and placement in the Park has detracted from the original design intent of the Park.

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

Response: In this scheme, the flat ground plane of the Park is maintained, most of the existing Landscaping is maintained (unless diseased) and the overall historic character of the Park is returned. While granite paths were not used historically, this material may not be an appropriate choice for the Park. If granite is used, the design and placement of the granite paths should be executed such that they do not overwhelm the visual appearance of the landscaped and turfing areas of the Park. Samples of the material would need to be viewed in order to make this determination. Original maps and photographs of the Park indicate that the central axial paths were slightly narrower than those shown in this scheme. The undulating perimeter paths remain concrete in this scheme. Additionally, the extensive use of the granite paving at the center and along North Second Street results in a considerable amount of paved surfaces within the Park: a departure from the historical information collected. The introduction of a rose garden at the perimeter of the center feature is in conformance with The Standards.

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.

Response: Historic materials in the Park include landscape elements and the monuments. Few of the original pathways remain. Any rehabilitation work required for the Park monuments should focus on repair and cleaning, rather than replacement.

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.

Response: No harmful chemical or physical treatments are presently proposed that would damage historic materials. Any future conservation work performed on the Park monuments should be conducted under the guidance of a formally trained materials conservator.

8. Archaeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.

Response: ARG did not review any potential archaeological resources associated with the Park. This review should be conducted by a qualified archaeologist.

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 will 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.

Response: The gazebos and the large paved area at the center of the Park have the potential to impair the spatial relationships known to have existed historically within the Park. The small-scale nature of the café tables and chairs and playground area proposed under this plan do not impair the form or integrity of the Park.

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.

Response: This scheme offers a number of permanent solutions to the existing condition of the park that are appropriate under The Standards some of the structures, including the Gazebos, could be removed in the future.

Summary

Scheme One and Two appear to generally meet *The Cultural Landscape Rehabilitation Standards*. If the automobile traffic were eliminated along Second Street in both schemes, they would more fully meet *The Standards*. However, it is understood that this may or may not be feasible. Additionally, ARG has not commented on the design of the playground in this scheme as it has already been approved. Scheme Three appears to meet *The Cultural Landscape Rehabilitation Standards* with the exception of the extensive use of the granite pathways as this material was not used in the Park originally, and unlike brick paving was not likely used in park design during the historical era. Schemes One and Two use a combination of brick and concrete paving. These material choices, rather than granite, appear to be more in keeping with the original, simple, modest pathways found in the Park. Nonetheless, Scheme Three eliminates the automobile traffic from the Park providing a more pedestrian-friendly environment similar to the original character of the Park.

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