



HISTORIC LANDMARKS COMMISSION STAFF REPORT

File Nos.	HL20-004
Application Type	City Landmark Designation Amendment
Applicant	Google LLC
Location	65 Cahill Street
APN	261-35-030 and 259-28-045
Zoning District	LI Light Industrial
Council District	6
Historic Area	Southern Pacific Depot National Register Historic District
Historic Classification	Southern Pacific Depot City Landmark HL94-100 (Resolution 65705)
Annexation Date	Original City
CEQA	Environmental Impact Report (EIR) For the Downtown West Mixed-Use Plan Project

APPLICATION SUMMARY:

File No. HL20-004: Application to modify the boundary of the Southern Pacific Depot City Landmark HL94-100 from a 12.5-gross acre site to an 11.54-gross acre site located at 65 Cahill Street. The proposed boundary amendment would be consistent with the existing assessor's parcels that were modified since the City Landmark designation.

RECOMMENDATION:

Staff recommends that the Historic Landmarks Commission:

- a. Recommend the City Council adopt a resolution for a City Landmark Designation Amendment to modify the boundary of the Southern Pacific Depot City Landmark HL94-100 from a 12.5-gross acre site to an 11.54-gross acre site located at 65 Cahill Street.

PROJECT DATA

GENERAL PLAN CONSISTENCY			
General Plan Designation		Public/Quasi-Public <input checked="" type="checkbox"/> Consistent <input type="checkbox"/> Inconsistent	
Consistent Policies		Land Use Goal and Policies LU-13	
Inconsistent Policies		None	
SURROUNDING USES			
	General Plan Land Use	Zoning	Existing Use
North	Public/Quasi-Public and Urban Village	Light Industrial	Commercial
South	Public/Quasi-Public	Light Industrial	Commercial
East	Commercial Downtown	Light Industrial	Commercial
West	Transit Residential	A(PD) Planned Development	Mixed-use

RELATED APPROVALS	
Date	Action
3/16/1911	Site annexed into the City of San José (Gardner, White Street District, College Park/Burbank Sunol)
1/24/1995	File No HL94-100: City Landmark designation of the Southern Pacific Depot under Resolution 65705
1/8/1998	File No. HP97-005: Historic Preservation Permit to allow improvements to the train station platform
7/29/1998	File No. HP98-004: Historic Preservation Permit to allow a new canopy at an existing train station on a 7.0 gross acre site
7/19/1999	File No. HP99-003: Historic Preservation Permit for the rehabilitation of the canopies above platforms 2, 3, 4, and 5
1/31/2003	File No. HP02-017: Historic Preservation Permit to allow the installation of a wheelchair platform lift and modifications on existing ramp, floor and platform facilities

PROJECT SITE AND DESCRIPTION

The Southern Pacific Depot City Landmark is located at 65 Cahill Street. The property is bounded by The Alameda to the north, Cahill Street to the east, West San Fernando Street to the south and White Street to the west (see Figure 1). The subject 12.5-gross acre site contains the train depot building (now called Diridon Station) and accessory buildings and structures including the car cleaner's shack, wall and fence system, Santa Clara Underpass, two butterfly sheds and the railway tracks (see Figure 2).

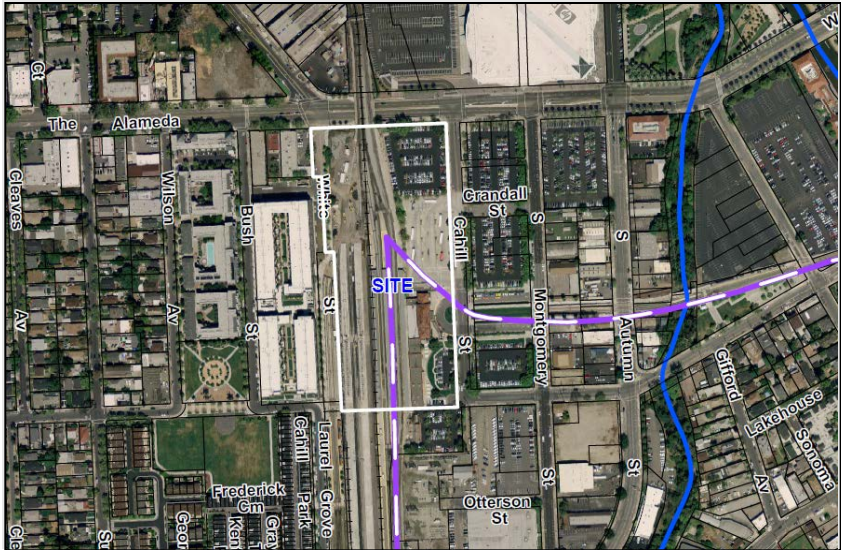


Figure 1: Aerial Map of Subject Site

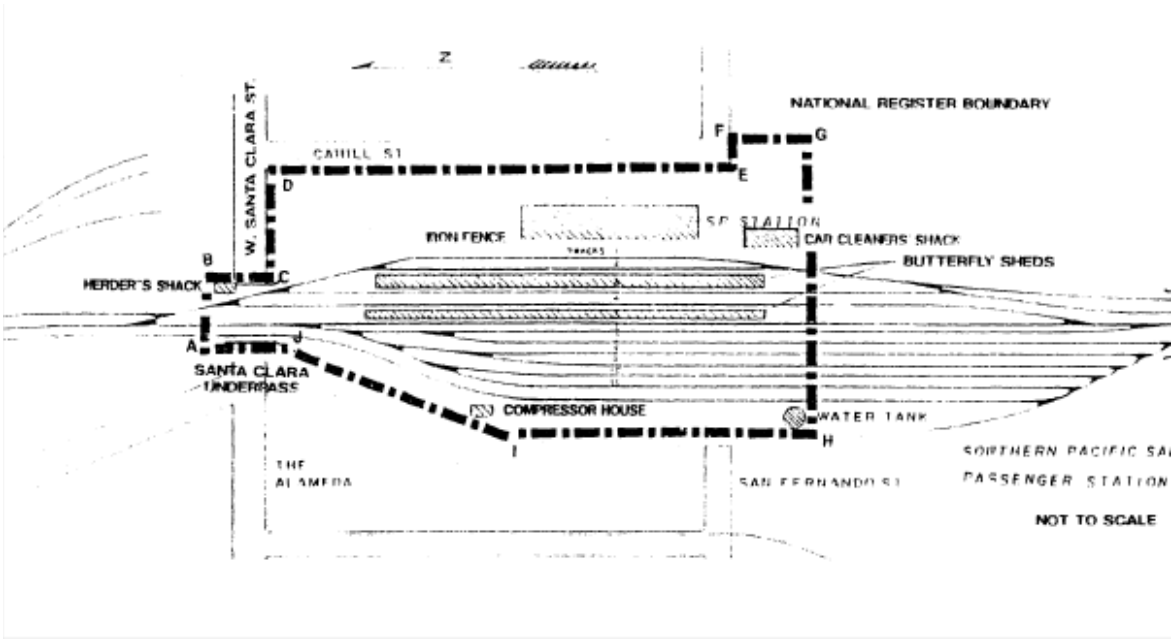


Figure 2: Map of Southern Pacific Depot Site

Historic Resource Description

The San José City Council designated the Southern Pacific Depot property a City Landmark on January 24, 1995 (Resolution No. 65705).

The Southern Pacific Depot is also a historic district listed in the National Register of Historic Places in 1993 for its significance under Criterion C (Architecture) as an excellent example of a depot building designed in the Italian Renaissance Revival style. The period of significance for the historic district is identified as 1932-1935, the period of construction of the Southern Pacific Depot.

The construction of the Southern Pacific Depot in 1935 was the culmination of a 30-year effort to relocate 4.5 miles of the Pacific Coast Line of the Southern Pacific Railroad away from the heavy traffic of the downtown area around the Market Street Depot to an industrial area on the west side of downtown San José. The site was formerly the location of rail facilities belonging to other railroads. The Southern Pacific Depot relocation was heralded as the first major railroading change in San José in nearly 75 years. A new station building was constructed, which was designed by Southern Pacific architect, John H. Christie, in the Italian Renaissance Revival Style with Streamline Modern features. The Southern Pacific Depot is only one in four transportation facilities in the Italian Renaissance Revival style in California.

At the time the National Register nomination was prepared, the site contained contributing structures constructed to complement the new rail facility. The Santa Clara Underpass was constructed in 1933, the ornamental iron railing and the water tower were probably built at the same time as the depot. The history of the car cleaner's shack, herder's shack and the compressor house is unclear. It is possible they were moved onto the site in the mid-1930s, or later. Though these utilitarian buildings were modified and had deteriorated over the years, they retained enough integrity to represent vernacular railroad structures once common within the Southern Pacific Company system. Since the nomination was prepared, the Compressor House was demolished (see Figure 3). The Herder's Shack was removed from the site and is now stored at the Santa Clara County Fairgrounds adjacent to the Southern Pacific steam locomotive. This structure is planned for inclusion in a future railroad museum development. The Water Tower was removed and stored for several years on a parcel owned by the County of Santa Clara along West San Carlos Street. The Water Tower was later installed adjacent to the elevated railroad tracks near Park Avenue, outside the Southern Pacific Depot City Landmark boundary (both existing and proposed).

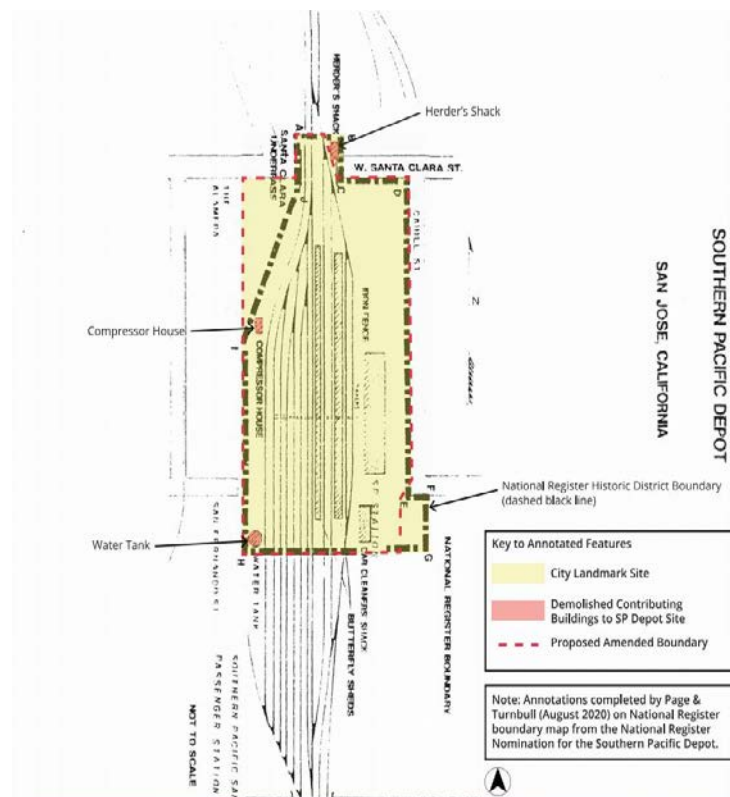


Figure 3: Map of Structures within the Southern Pacific Depot Site

City Landmark Designation Amendment Application

On October 14, 2020, the applicant, Google LLC, applied for a landmark designation amendment to File No. HL94-100 to modify the boundary of the Southern Pacific Depot City Landmark.

The landmark amendment proposes to modify the legal boundary of the Southern Pacific Depot City Landmark from a 12.5-gross acre site to an 11.54-gross acre site. The 12.5-gross acre site is the area originally included in the National Register of Historic Places listing in 1993 and the City Landmark designation in 1995. Since that time, the Assessor's Parcels with the City Landmark property changed. For example, the southeastern corner of the City Landmark, which was originally a single parcel, was divided into multiple parcels reflecting various uses and owners. The proposed amendment seeks to realign the City Landmark designation to correspond with the two Assessor's Parcels owned by the Peninsula Corridor Joint Powers Board, which maintains jurisdiction over the Diridon Station property. With this amendment, the City Landmark boundary would not cross contemporary parcels lines.

As depicted in Figure 4 below, the proposed amendment is limited to the removal of two small areas at the northeast and southeast of the Southern Pacific Depot City Landmark. These two areas do not contain any historic resources and no contributing structures on site would be affected. Figure 5 below illustrates the existing parcel boundary for the Southern Pacific Depot City Landmark to align with the proposed boundary amendment.

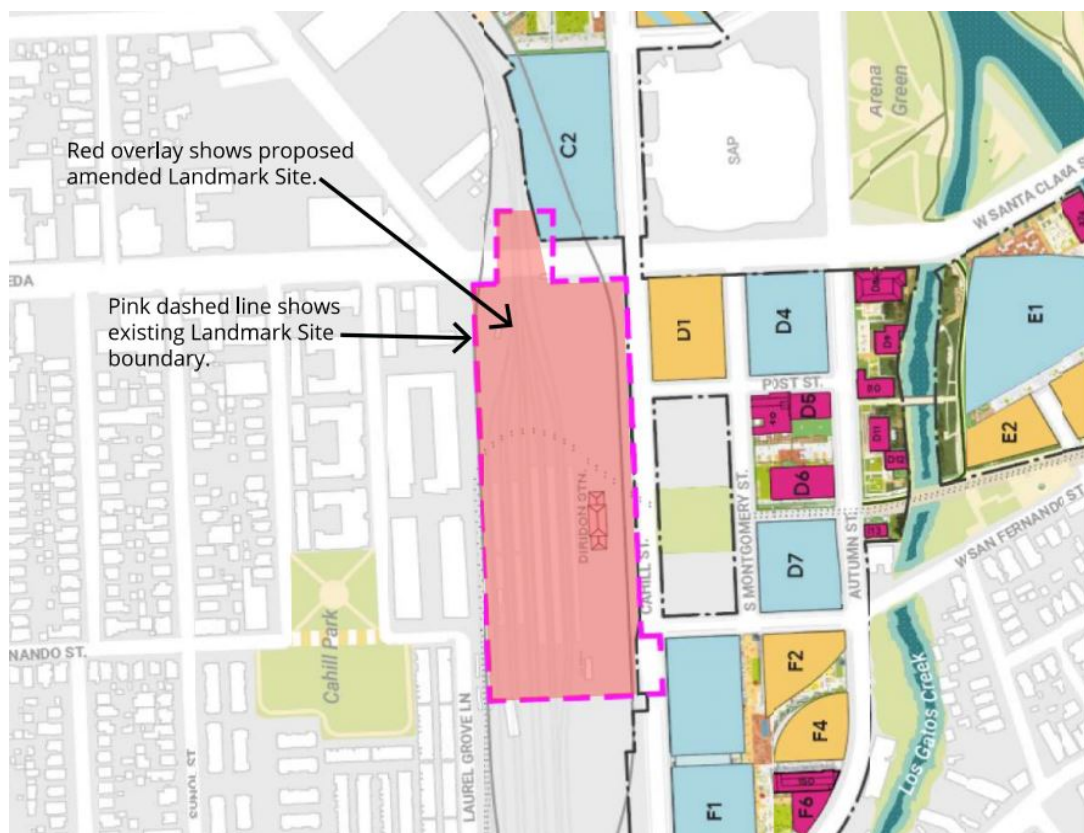


Figure 4: Map of Existing and Proposed Landmark Boundaries



Figure 5: Proposed City Landmark Boundary to Reflect Two Existing APNs

BACKGROUND

Downtown West Mixed-Use Plan Project (Google Project)

The Downtown West Mixed-Use Plan Project (Google Project) includes a General Plan Amendment, Planned Development Rezoning, Planned Development Permit, Historic Landmark Boundary Amendments, Historic Preservation Permit Amendment, Vesting Tentative Map and Development Agreement (File Nos. GP19-009, PDC19-039, PD19-029, HL20-004, HL20-005, HP20-002, and PT20-027) and other permits and approvals for the development up to 5,900 residential units; up to 7,300,000 gross square feet (GSF) of office space; up to 500,000 GSF of active uses such as retail, cultural, arts, etc.; up to 300 hotel rooms; up to 800 rooms of limited-term corporate accommodations; up to two event and conference centers totaling up to 100,000 GSF; up to two central utility plants totaling approximately 130,000 GSF; logistic/warehouse(s) totaling approximately 100,000 GSF and approximately 15 acres of open space, all on approximately 81 acres. The project also proposes infrastructure, transportation, and public realm improvements. All associated documents about the project can be found or linked at <https://www.sanjoseca.gov/googleproject>.

As shown in Figure 6 below, the Downtown West Mixed-Use Plan Project site is generally bounded by Lenzen Avenue and the Union Pacific Railroad tracks to the north; North Montgomery Street, Los Gatos Creek, the Guadalupe River, South Autumn Street, and Royal Avenue to the east; Auzerais Avenue to the south; and Diridon Station and the Caltrain rail line to the west. The project also includes the area bounded by Los Gatos Creek to the west, West San Fernando Street to the south, the Guadalupe River to the east, and West Santa Clara Street to the north.

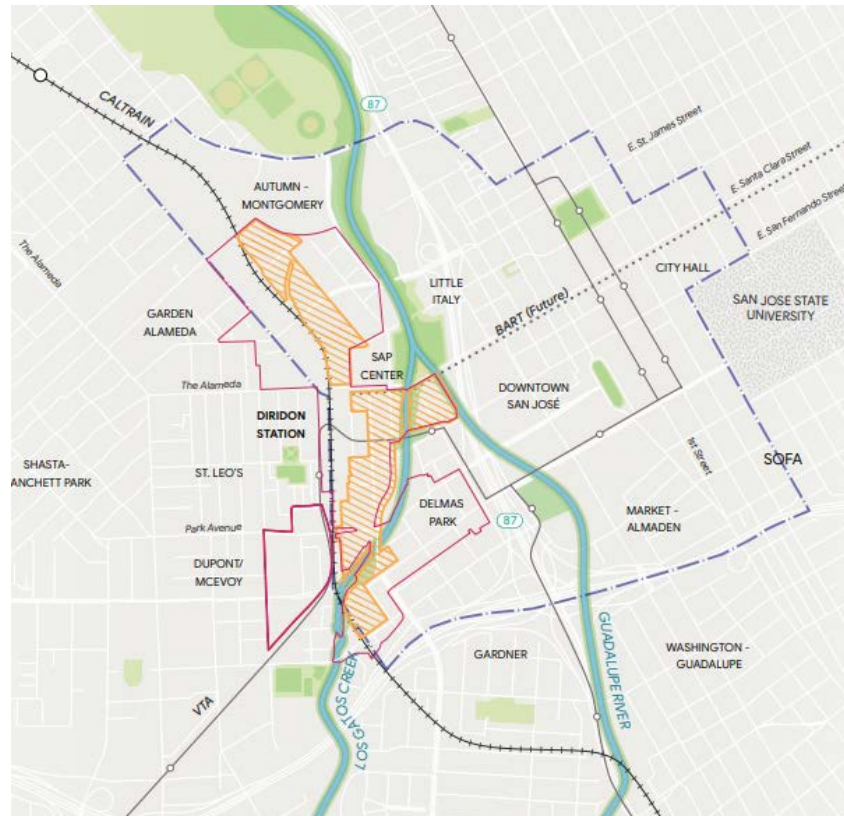


Figure 6: Downtown West Mixed-Use Plan Project Location

Legend

- Downtown Boundary
- Downtown West Project Boundary
- Diridon Station Area Plan Boundary

Two small portions of the Downtown West Mixed-Use Plan Project site are part of the current Southern Pacific Depot City Landmark. The Downtown West Mixed-Use Plan Project does not include development on the Southern Pacific Depot (Diridon Station). However, the landmark amendment application has been included in the project to address the small portions of property that are owned by Google, LLC which are proposed for removal from the City Landmark.

Historic Landmarks Commission Review

The Downtown West Mixed-Use Plan Project was brought to the HLC on January 15, 2020 for comment under the Early Referral Policy and on November 4, 2020 for comment on the historic preservation component of the Draft Environmental Impact Report for the project. No comments were provided on the subject historic preservation applications on January 15, 2020 because the applications were not received until October 2020. At the November 4, 2020 HLC meeting there was a public request to protect that Southern Pacific Depot. The HLC comments primarily focused

on concern about the future of the historic train depot (Diridon Station), which is not part of the Downtown West Mixed-Use Plan Project. Commissioner Polcyn commented that the proposed amendment was appropriate if the adjacent buildings are sensitively designed. Commissioner Royer wondered how the project would interact with Diridon Station and recommended a holistic approach. Commissioner Raynsford inquired about the larger context of the Southern Pacific Depot City Landmark in terms of streetscape and landscape. Commissioner Arnold wanted to know how the plans for Diridon Station and the Downtown West Mixed-Use Plan Project would come together. Vice Chair Boehm advocated for Diridon Station and recommended that it be relocated or adaptively reused. Chair Saum commented that the Downtown West Mixed-Use Plan Project is outside of the Diridon Integrated Station Concept Plan (DISC) process and the treatment of Diridon Station needs to be consistent and not an after-thought. He noted that DISC proposes to remove the building. The relocation of Diridon Station should be considered to avoid demolition.

It should be noted that the appropriateness of the City Landmark boundary is not assessed in terms of any future development plans for Diridon Station, but whether the proposed boundary maintains the historic significance and integrity of the Southern Pacific Depot City Landmark.

ANALYSIS

The proposed City Landmark Designation Amendment was analyzed with respect to conformance with: 1) the Envision San José 2040 General Plan; 2) the Historic Preservation Ordinance; and 3) and the Secretary of the Interior’s Standards for the Treatment of Historic Properties.

Envision San Jose 2040 General Plan Conformance

The Envision San José 2040 General Plan Land Use/Transportation Diagram designation for the subject site is Downtown (refer to Figure 7).

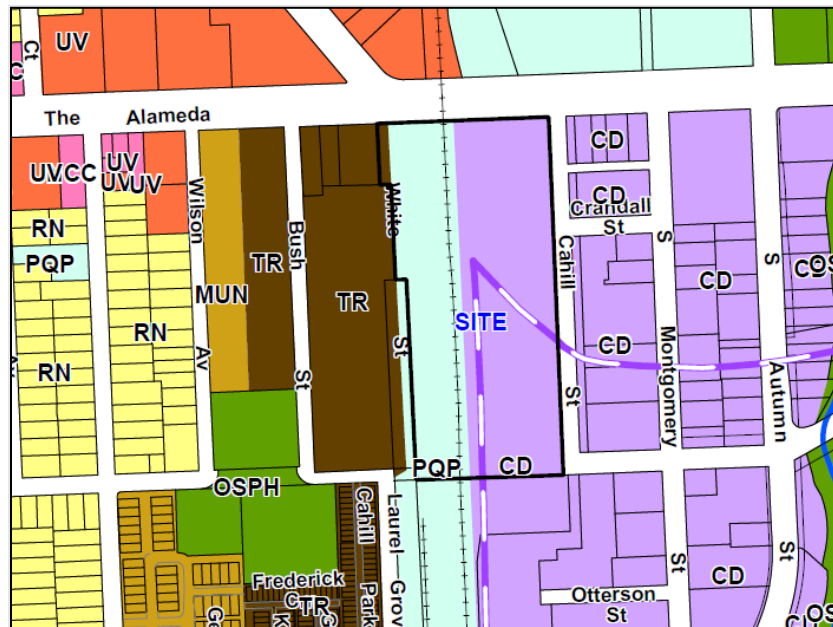


Figure 7: Envision San José 2040 General Plan Land Use/Transportation Diagram

The Downtown designation supports a range of uses and redevelopment at high intensities such as hotel, office, retail, residential and entertainment uses in Downtown. The development within this designation should enhance the “complete community” in downtown, support pedestrian and bicycle circulation, and increase transit ridership.

Analysis: The landmark boundary amendment proposes to remove the historically significant part of the Southern Pacific Depot from the Downtown West Mixed-Use Plan Project. Therefore, no development would be proposed on the amended City Landmark.

The proposed project promotes the following goal of the General Plan with respect to historic preservation:

1. Goal LU-13 - Landmarks and Districts: Preserve and enhance historic landmarks and districts in order to promote a greater sense of historic awareness and community identity and contribute toward a sense of place.

Analysis: The Southern Pacific Depot City Landmark will continue to maintain its historic significance and integrity, and the historic resources on site - train depot (Diridon Station) and accessory buildings and structures including the car cleaner’s shack, wall and fence system, Santa Clara Underpass, two butterfly sheds and the railway tracks - will continue to promote an awareness of the site’s history and a historic identity for San José. All the contributing historic resources will remain in their original location on the modified parcels and Diridon Station will maintain an important presence at the gateway to downtown.

Historic Preservation Ordinance Conformance

The selection of the boundary for a historic property is a judgment based on the nature of its significance, integrity, and physical setting. The boundary should encompass, but not exceed the extent of the significant resources and land areas comprising the property and include all historic features of the property. The boundary should not include buffer zones or acreage not directly contributing to the significance of the property and peripheral areas that no longer retain integrity due to alterations in physical conditions or setting caused by human forces, such as development should be excluded.

The Southern Pacific Depot City Landmark boundary was originally drawn to include the boundary line of the existing parcel, upon which the train station is located, as well as the contributing buildings and features included in the National Register historic district. Along the north end, the landmark boundary was drawn to include the Santa Clara Underpass and the Herder’s Shack. At the southern end, the landmark boundary was drawn to reflect the eastern boundary of the parcel, where it projects east along the southerly line of West San Fernando Street and to include the Car Cleaner’s Shack and Water Tower. Since the City Landmark designation in 1995, the property has undergone some significant changes such as the demolition of the Compressor building, and the relocation of the Herder's Shack to the Santa County Fairgrounds for storage and future railroad museum use and the Water Tower adjacent to the elevated railroad tracks near Park Avenue, outside the Southern Pacific Depot City Landmark boundary (both existing and proposed). Additionally, the southeast corner of the property, which originally followed the boundary of a single parcel, has been divided into multiple parcels with a variety of uses and owners. Boundaries for listed properties need to be revised when there are changes in the condition of the resources or the setting. If resources or setting lose integrity and no longer contribute to the significance of the property, it is appropriate to revise the boundaries.

The proposed landmark boundary amendment realigns portions of the boundary at the north and southeast corners of the property to reflect the contemporary context of the site. The northern most corner of the City Landmark was originally drawn to include the Herder's Shack; however, this contributing building has been relocated to the Santa Clara County Fairgrounds and the land is now vacant and part of another parcel. Realigning the boundary to follow the eastern boundary of the existing parcel would ensure that the City Landmark would include the Santa Clara Underpass and remove a small portion of the adjacent parcel which does not contain any historic resources. The southeastern corner of the City Landmark boundary was originally drawn to follow a parcel boundary which no longer exists. Realigning the southeastern boundary, by shifting it to the west, will not impact any contributing resources on site. The Car Cleaner's Shack is the nearest historic resource and that structure will remain in its historic location.

The HLC made the following landmark designation findings on December 7, 1994 under Municipal Code Section 13.48.110(H), which is the San José criteria that supports the finding that a City Landmark has special historical, architectural, cultural, aesthetic, or engineering interest or value of an historical nature. Staff analysis follows the HLC findings and evaluates the proposed boundary modification in relation to the significance findings.

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

HLC Finding: The Southern Pacific Depot meets Criterion 1 of Municipal Code Section 13.48.110(H) because it is associated with the construction of the Southern Pacific Depot in 1935, which was the culmination of a 30-year effort to relocate 4.5 miles of the Pacific Coast Line of the Southern Pacific Railroad away from the heavy traffic of the downtown area around the Market Street Depot to an industrial area on the west side of downtown San José. The Southern Pacific Depot relocation was heralded as the first major railroading change in San José in nearly 75 years. The Southern Pacific station building replaced the Market Street station in San Jose as the terminus for the San Francisco Peninsula rail service, which has operated since the 1860s. The grade separations for the station were touted as models of safe design. The 1935 station building is only one in four transportation facilities in the Italian Renaissance Revival style in California. The station building is the only one in the Italian Renaissance Revival style in the Southern Pacific San Francisco-San Jose Peninsula service and the largest surviving depot on that line.

Analysis: *The amended boundary of the site will continue to convey its association with the Southern Pacific Depot because it retains the train station constructed in 1935 and all the existing contributing structures on site. The Southern Pacific Depot City Landmark will retain historic integrity of location, setting, feeling or association.*

Criterion 2: Its location as a site of a significant historic event.

HLC Finding: The Southern Pacific Depot meets Criterion 2 of Municipal Code Section 13.48.110(H) as the site of the relocation of four and one-half miles of Pacific Coastline from Market Street in Downtown San Jose to the Southern Pacific Depot on Cahill Street in the western part of the city.

Analysis: *The amended boundary of the site will continue to convey its association with the with the Southern Pacific Depot because it retains the train station constructed in 1935 in its original location and includes all the contributing structures on site. The Southern Pacific Depot City Landmark will retain historic integrity of location, setting, feeling or association.*

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

HLC Finding: The Southern Pacific Depot meets Criterion 3 of Municipal Code Section 13.48.110(H) because the property is associated with Southern Pacific Railroad architect John H. Christie who contributed to the design and construction of Southern Pacific Depot and train station buildings throughout California.

Analysis: *The amended boundary of the site will continue to convey its association with John H. Christie because the Southern Pacific Depot building constructed in 1935 in the Italian Renaissance Revival style will be retained in its original location.*

Criterion 4: Its exemplification of the cultural, economic, social or historic heritage of the City of San José;

HLC Finding: The Southern Pacific Depot meets Criterion 4 of Municipal Code Section 13.48.110(H) because it is associated with the Southern Pacific Depot constructed in 1935 to replace the 1872 Market Street station in San Jose as the terminus for the San Francisco Peninsula rail service. The station building is unusually large and elaborate to have been built in the 1930s and continues to function and maintain a dominating presence on site.

Analysis: *The amended boundary of the site will continue to convey its association with the Southern Pacific Depot because it retains the train station constructed in 1935 in its original location and includes all the contributing structures on site. The station building will continue to represent the architectural and corporate ambitions of its time and Southern Pacific Depot City Landmark will retain historic integrity of location, setting, feeling and association.*

Criterion 5: Its portrayal of the environment of a group of people in an era of history characterized by a distinctive architectural style;

HLC Finding: The Southern Pacific Depot meets Criterion 5 of Municipal Code Section 13.48.110(H) because the property is associated with John H. Christie and John MacQuarrie in an era of history characterized by the Italian Renaissance Revival and Streamline Moderne styles.

Analysis: *The amended boundary of the site will continue to convey its association with John H. Christie and John MacQuarrie. The train station building will continue to represent an era of history characterized by the Italian Renaissance Revival and Streamline Moderne styles as no changes are proposed to the Southern Pacific Depot.*

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

HLC Finding: The Southern Pacific Depot meets Criterion 6 of Municipal Code Section 13.48.110(H) based on its distinct architectural characteristics of an Italian Renaissance Revival and Streamline Modern design.

Analysis: *The amended boundary of the site will continue to convey its association with the Southern Pacific Depot building constructed in 1935. No changes are proposed to the building and it will retain its character defining features including the three-story central section and flanking two story wings. its massing and two wings, hipped roof with boxed eaves, terra cotta tile, exterior walls clad with tapestry brick of varied colors and arranged in an English bond pattern, three tall arches that frame the main entry and windows flanked by a pair of pilasters inset with*

capital terra cotta appliques, and cantilevered marquee. The landmark will retain its historic integrity of design, materials, and workmanship.

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

HLC Finding: The Southern Pacific Depot meets Criterion 8 of Municipal Code Section 13.48.110(H) based on its distinct architectural characteristics of the Italian Renaissance Revival and Streamline Modern design.

Analysis: The amended boundary of the site will continue to convey its association with the Southern Pacific Depot building designed in the Italian Renaissance Revival and Streamline Modern styles constructed in 1935. No changes are proposed to the building and it will continue maintain its monumental presence and to embody the Italian Renaissance Revival style with its eclectic Streamline Moderne elements indicative of a changing aesthetic. The landmark will retain its historic integrity of design, materials, and workmanship.

Page and Turnbull prepared an analysis of the proposed modification of the Southern Pacific Depot City Landmark boundary (September 8, 2020) and concluded that the landmark will continue to contain the contributing buildings that convey the significance of the property. This report is included as Exhibit A of this staff report. The analysis prepared by the qualified historic resources consultant and staff demonstrates that the proposed amendment of the Southern Pacific City Landmark boundary would not affect the significance, integrity, and physical setting of the property and the property would continue to possess the special historical, architectural, and cultural value that originally qualified it for landmark designation.

CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)

As the Lead Agency, the City of San José prepared a Draft EIR to analyze the environmental impacts of the Downtown West Mixed-Use Plan Project. The Draft EIR was circulated, pursuant to CEQA, on October 7, 2020. The public review period began on October 7, 2020 and ended on December 8, 2020. Public comments on the Draft EIR were received and will be addressed as part of the formal EIR review process. The Draft EIR and written public comments can be viewed at: www.sanjoseca.gov/activeeirs.

The cultural resources analysis in Section 3.3 of the Draft EIR concluded that the proposed City Landmark Designation Amendment for the Southern Pacific Depot would result in Less than Significant impacts (Impacts CU-5).

PUBLIC HEARING NOTIFICATION

A notice of the public hearing was distributed to the owners and tenants of all properties located within 500 feet of the project site and posted on the City website. The staff report is also posted on the City’s website. Staff has been available to respond to questions from the public.

Project Manager: Dana Peak, Historic Preservation Review Planner

Approved by: /s/ , Deputy Director, Rosalynn Hughey, Planning Director

Date: 3/17/21

Attachments:
A. Page and Turnbull Report (September 8, 2020)
B. Draft Resolution for HL20-004

Owner:	Applicant Representative:
Google LLC 1500 Amphitheatre Parkway Mountain View, CA 94043	Page and Turnbull 170 Maiden Lane, 5 th Floor San Francisco, CA 94108

HL20-004 List of Attachments

[Exhibit A- Page and Turnbull Report \(September 8, 2020\)](#)

[Exhibit B- Draft Resolution for HL20-004](#)