



COUNCIL AGENDA: 1/28/20  
FILE: 20-086  
ITEM: 2.9

# Memorandum

**TO:** HONORABLE MAYOR  
AND CITY COUNCIL

**FROM:** Rosalynn Hughey

**SUBJECT:** SEE BELOW

**DATE:** January 13, 2020

Approved

Date

1-16-20

**COUNCIL DISTRICT: 6**

**SUBJECT: NOMINATION OF NORTH WILLOW GLEN CONSERVATION AREA  
(CA19-001)**

## RECOMMENDATION

Adopt a resolution nominating a portion of the Greater Gardner Strong Neighborhoods Initiative Area for designation as the North Willow Glen Conservation Area and directing the Department of Planning, Building and Code Enforcement to initiate the required process and proceedings to establish the Conservation Area, including necessary outreach to community members and property owners.

## OUTCOME

Adoption of the Council Resolution will initiate the process to establish a Conservation Area in the Greater Gardner Strong Neighborhoods Initiative (SNI) Area for the North Willow Glen portion bounded on the north by the Right-of-Way of the Southern Pacific Rail line, on the east by Delmas Avenue, on the South by Willow Street, and on the west by Bird Avenue. See attached boundary map (Attachment 1) and legal description for the proposed North Willow Glen Conservation Area (Attachment 2).

## BACKGROUND

The City of San José, the Greater Gardner Neighborhood Advisory Committee (NAC), and the community collaboratively developed an *SNI Neighborhood Improvement Plan* for Greater Gardner, adopted in 2002. The Plan included a 29-point action plan. Action item No. 11, Improve Residential Properties included “*Evaluate Desirability of Neighborhood Conservation District.*” This item proposed that a conservation district designation would establish stricter standards for the application of residential design guidelines. Renovations

and small-scale additions would be reviewed by staff for sensitivity to building style and surrounding neighborhood character.

In 2003, the City adopted the Citywide “Your Old House” design guidelines for historic properties and properties within City Landmark Districts and Conservation Areas. These guidelines will apply to the proposed North Willow Glen Conservation Area.

In 2011, the historic consulting firm, Archives and Architecture, conducted a historic resource survey of the Greater Gardner area and found a high concentration of historic properties contributing to the historic context of the area. The California Department of Parks and Recreation forms have been prepared for the proposed North Willow Glen Conservation area and show properties that contribute to the significance of the area; some of the properties are also eligible as Candidate City Landmarks. Attachment 3 provides a description of the North Willow Glen significance statement.

A series of outreach meetings occurred after the survey work. In 2018, the Historic Landmarks Commission was updated about the survey work and the proposed Conservation Area(s) and recommended that City staff proceed with establishing one or more Conservation Areas. In May 2019, staff provided another update to the Historic Landmarks Commission on the proposed Conservation Areas, indicating that the proposed North Willow Glen Conservation Area would be moving forward.

### **ANALYSIS**

The findings required by Sections 13.48.620 and 13.48.630B.4 of the Municipal Code for City Council designation of a Conservation Area are:

- a) The neighborhood or area has a distinctive character conveying: (1) a sense of cohesiveness through its design, architecture, setting, materials or natural features; and (2) its history; or
- b) The neighborhood or area reflects significant geographical or developmental patterns associated with different eras of growth in the City.

The historic resource survey work found that the proposed North Willow Glen Conservation Area qualifies as a Conservation Area. The proposed Conservation Area has a distinctive character and maintains a sense of cohesiveness through its urban typology, architecture, physical setting, preservation of original construction materials, and history.

The proposed North Willow Glen Conservation Area is consistent with several General Plan policies intended to support historic preservation. The proposed Conservation Area would promote a greater sense of historic awareness and community identity and enhance the quality of urban living in the neighborhood and the City as a whole.

The neighborhood as a whole would benefit by the designation as a Conservation Area, because the designation would encourage future development to maintain integrity with the historic nature of the area and encourage compatible new design consistent with the character-defining features of the existing historic neighborhood.

### **CONCLUSION**

The community identified the need for conducting a historic resources survey of the Greater Gardner area and conducting a study to determine if all or part of the neighborhood should be a designated historic area. The next step toward accomplishing the community's goal for preservation is for the City Council to adopt a resolution initiating the proposed portion of the Greater Gardner SNI Area for designation as the proposed North Willow Glen Conservation Area and directing the Department of Planning, Building and Code Enforcement to initiate the required process and proceedings to establish the Conservation Area.

### **EVALUATION AND FOLLOW-UP**

After the City Council nominates the area for designation as a Conservation Area and directs Planning staff to initiate the Conservation Area designation process, the next step is to conduct additional public outreach on the proposed Conservation Area.

The Historic Preservation Ordinance (Municipal Code Chapter 13.48, Part 5) requires a proposed Conservation Area to first be referred to the Historic Landmarks Commission and then to the Planning Commission for recommendations to the City Council before actual designation. The Historic Landmarks Commission, Planning Commission and subsequent City Council meetings are public hearings requiring public notice (300 feet) and publication in a newspaper of general circulation. Finally, the City Council will hold a public hearing and by written resolution approve, conditionally approve, modify, and approve, or deny the designation.

Staff is also separately working on the proposed Gardner Conservation Area to be initiated in the near future. The proposed Gardner Conservation Area is also within the Greater Gardner SNI and is north of the proposed North Willow Glen Conservation Area.

### **CLIMATE SMART SAN JOSE**

The recommendation in this memorandum has no effect on Climate Smart San José energy, water, or mobility goals. Adaptive reuse of historic buildings and historic preservation is a known green building strategy.

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## **PUBLIC OUTREACH**

There has been public outreach for the Greater Gardner Conservation Area since the initial field survey work was done in 2011. There have been meetings of the neighborhood associations and Historic Landmarks Commission meetings about the proposed Conservation Area.

## **COORDINATION**

This memorandum has been coordinated with the City Attorney's Office.

## **COMMISSION RECOMMENDATION/INPUT**

The Historic Landmarks Commission reviewed the survey materials and proposal to create a Conservation Area at meetings in 2017 and 2018 and found that the Greater Gardener area would be eligible as a Conservation Area and recommended to proceed with the designation process. Staff has updated the Commission at meetings in 2019 with the current proposal to proceed with the North Willow Glen Conservation Area designation.

## **CEQA**

Exempt, CEQA Guidelines Section 15262. Feasibility and Planning Studies and 15331 Historical Resource Restoration/Rehabilitation. Formation of a Conservation Area is a planning overlay designation for historic preservation purposes and does not require a commitment to a course of action that will result in a physical change to the environment.

/s/

ROSALYNN HUGHEY, Director  
Planning, Building and Code Enforcement

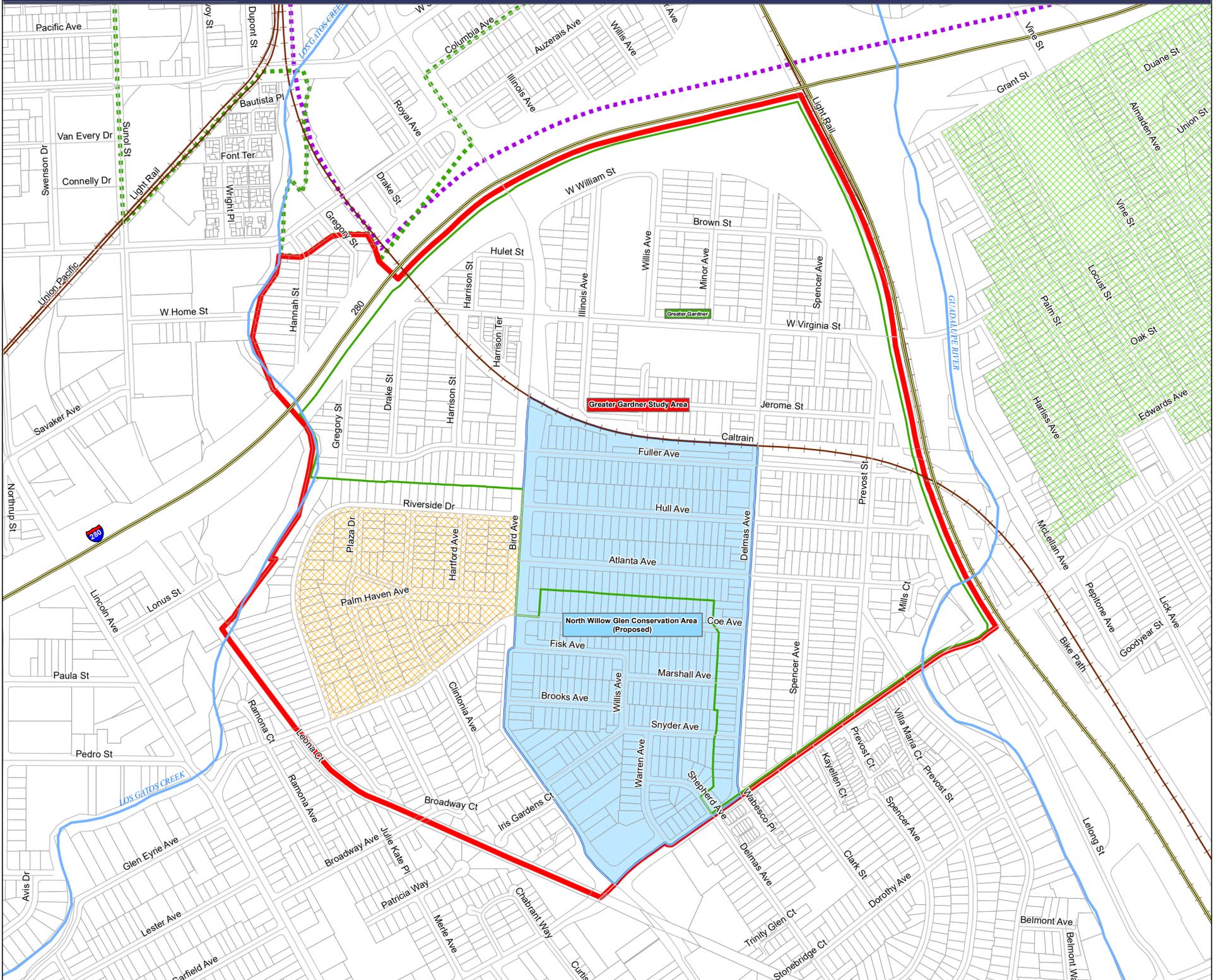
For questions please contact Juliet Arroyo, Historic Preservation Officer, at 408-535-7847.

### Attachments:

- Attachment 1 - Proposed North Willow Glen Conservation Area Boundary Map
- Attachment 2 - Proposed North Willow Glen Conservation Area Legal Description
- Attachment 3 - Description of North Willow Glen



# City of San Jose Proposed North Willow Glen Conservation Area



### Study Areas

- Greater Gardner Study Area
- North Willow Glen Conservation Area (Proposed)

### Strong Neighborhood Initiative Areas

- Greater Gardner

### All Growth Areas 2040

- Diridon Plan
- Downtown

### Historic Area

- Guadalupe/Washington
- Palm Haven



City of San Jose, PBCE-IT-GIS  
January 2020

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**EXHIBIT "A"**  
**LEGAL DESCRIPTION FOR**  
**NORTH WILLOW GLEN CONSERVATION AREA**

**BEGINNING** at the point of intersection of the original centerline of Bird Avenue with the centerline of Hull Avenue, as the monument line and said centerline of which is shown upon that certain unrecorded map titled the "City of San José Department of Public Works Right of Way Map for Bird Avenue", dated August 1970, No. RS 2875;

Thence continuing southerly along said centerline of Bird Avenue, S 2° 45' 20" W, 1300.51 to the angle point of the centerline of Bird Avenue;

Thence continuing southeasterly along said centerline of Bird Avenue, S 36° 52' E, 406.96 feet to the point of intersection with the centerline of Snyder Avenue, as shown upon the Record of Survey as recorded on March 13, 1950 in Book 25 of Maps, at Pages 48, Records of Santa Clara County;

Thence continuing southeasterly along said centerline of Bird Avenue (formerly Willow Glen Avenue), S 36° 29' 03" E, 717.68 feet to the point of intersection with the original centerline of Willow Street, as shown upon the Record of Survey as recorded on December 1, 2016 in Book 899 of Maps, at Pages 39, Records of Santa Clara County;

Thence northeasterly along the original centerline of Willow Street, N 53° 49' 24" E, 701.86 feet to the point of intersection with the centerline of Shepherd Avenue;

Thence continuing northeasterly, N 53° 59' 00" E, 164.80 feet to the point of intersection with the centerline of Delmas Avenue, as shown upon the Amended Tract Map No. 9381 as recorded on January 15, 2003 in Book 757 of Maps, at Pages 18 and 19, Records of Santa Clara County;

Thence northerly along the centerline of Delmas Avenue (formerly Hunter Avenue), N 2° 13' E, 1790.58 feet more or less to the point of intersection with the southerly line of Lot 18, as shown upon the Map of the Property of the Odd Fellows Savings Bank, as recorded on October 8, 1884 in Book "B" of Maps, at Page 14, Records of Santa Clara County;

Thence continuing northerly along the centerline of Delmas Avenue, N 2° 13' E, 160.00 feet to the point of intersection with the centerline of Fuller Avenue, as shown upon the Map of Herschbach's Subdivision of Roosevelt Park, as recorded on December 12, 1922, in Book "R" of Maps, at Page 22, Records of Santa Clara County;

Thence continuing north along the centerline of Delmas Avenue (formerly Hunter Avenue), N 2° 13' E, 70.00 feet to the point of intersection with the projected southerly line of Lot 2 of the "Map of the Thomas Subdivision of Lot 19 of the Odd Fellows Savings Bank Tract", recorded on May 15, 1905 in Book "K" of Maps, at Page 80, Records of Santa Clara County;

Thence leaving the centerline of Delmas Avenue, N 87° 47' W, 30.00 feet to the southeast corner of said Lot 2, and also being the southeast corner of Lot No. 104 as shown upon that certain map titled "Right of Way and Track Map Main Line of Southern Pacific Rail", filed with the State Board of Equalization as Map No. 872-43-98M, State of California, Valuation Department, San Francisco, California, and is also the southerly line of the Peninsula Corridor Joint Powers Board as described in Document No. 11181648, recorded December 27, 1991, Records of Santa Clara County;

Thence N 87° 47' W, 138.00 feet along the southerly line of Lot 2/Lot No. 104 to the southwest corner of Lot 2/Lot No. 104;

Thence along the projected westerly line of said Lot 2, S 2° 13' W, 10.00 feet to a line parallel with, and 35.00 feet northerly of the northerly line of Fuller Avenue as shown on the "Map of the Thomas Subdivision of Lot 19 of the Odd Fellows Savings Bank Tract", recorded on May 15, 1905 in Book "K" of Maps, at Page 80, Records of Santa Clara County;

Thence along said parallel line and its projection, N 87° 47' W, 680.00 feet, to the easterly line of Lot 12 as shown on "Map of the Thomas Subdivision No. 2 of Lot 20 of the Odd Fellows Savings Bank Tract", recorded on January 30, 1905 in Book "P" of Maps, at Page 39, Records of Santa Clara County;

Thence S 2° 13' W, 35.00 feet to the southeast corner of said Lot 12;

Thence N 87° 47' W, 40.00 feet, along the northerly line of Fuller Avenue to the southwest corner of said Lot 12;

Thence leaving said southwest corner, N 2° 13' E, 80.00 feet, along the westerly line of said Lot 12;

Thence northwesterly along the southerly line of the Peninsula Corridor Joint Powers Board as described in Document No. 11181648, recorded December 27, 1991, Records of Santa Clara County, and as shown upon that certain map titled "Right of Way and Track Map Main Line of Southern Pacific Rail", filed with the State Board of Equalization as Map No. 872-43-98M, State of California, Valuation Department, San Francisco, California, the following three (3) courses:

1. N 74° 04' 35" W, 84.40 feet, to a point 100.00 feet distant from said northerly line of Fuller Avenue;
2. N 74° 42' 4" W, 43.12 feet, to a point 109.76 feet distant from said northerly line of Fuller Avenue;
3. N 74° 04' 53" W, 43.23 feet, to a point 120.00 feet distant from said northerly line of Fuller Avenue;

Thence N 68° 7' 46" W, 44.60 feet, to the northwesterly corner of Lot 7 of said subdivision and also being the northwest corner of Lot No. 77 as shown upon said State Board of Equalization Map;

Thence continuing along the southerly line of the Peninsula Corridor Joint Powers Board, N 87° 47' W, 116.50 feet more or less to the southwesterly corner of Lot No. 74;

Thence N 2° 44' 28" E, 60.13 feet to the northeasterly corner of Parcel 7B as shown on the Amending Record of Survey, as recorded on April 24, 1970 in Book 267 of Maps, at Page 32, Records of Santa Clara County;

Thence N 68° 31' 05" W, 155.76 feet to the southwest corner of Lot 10 of S.P.R.R. as shown on said Record of Survey;

Thence continuing northwesterly along the projected line of S.P.R.R., N 68° 31' 05" W, 31.71 feet with the intersection of the original centerline of Bird Avenue, as shown on said Record of Survey;

Thence southerly along said centerline of Bird Avenue, S 2° 44' 28" W, 280.30 feet more or less to the point of intersection with the centerline of Fuller Avenue, as shown on said Record of Survey;

Thence continuing southerly along said centerline of Bird Avenue, S 2° 46' 43" W, 319.98 feet to the point of intersection with the centerline of Hull Avenue and the **Point of Beginning**.

The described perimeter of the conservation area property contains approximately 71.25 acres more or less.

This description has been compiled from record data and not a field survey.

The above description of real property was prepared by me, or under my supervision, in conformance with the requirements of Section 8726 (g, k, l, m) of the Business and Professions Code of the State of California.



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Steve G. Choy, PLS 6672

## Attachment 3

### Significance Statement, North Willow Glen (City of San Jose)

*Summary of Historic Context Survey/District Record for North Willow Glen  
Greater Gardner Neighborhood evaluation by Franklin Maggi, dated 3/10/19*

The North Willow Glen neighborhood developed historically as a single-family residential area between the mid-1880s and the mid-1950s. The area encompasses the neighborhoods south of Interstate 280 between the Guadalupe River, Willow Street and Bird Avenue and including a small neighborhood known as Gregory Plaza west of Bird Avenue. The properties within this area are mostly small-lot residential properties, with a limited mix of commercial properties, which occurred during the first half of the twentieth century.

Majority of the single-family residential buildings in this neighborhood were constructed during the expansion of greater San Jose's residential neighborhoods in the downtown and beyond during the *Period of Horticultural Expansion (1870-1918)* and the *Interwar Period (1919-1945)*. The subject area is now a portion of the larger Greater Gardner SNI Neighborhoods.

The neighborhood retains an intact visual unity of similarly massed small houses with period detailing and continues to represent an earlier sense of time and place, reflective of residential development between 1885 and 1955 in San Jose. Much of the development during this period is associated with housing related to agricultural regions to the north and east.

Santa Clara Valley grew as an agricultural region, following the establishment of title to this area to owners that had acquired the land during the Mexican Period and/or by property transfers during the Early American Period. Historically, the neighborhood illustrates San Jose's growth beyond the southwest boundaries of the Original City for almost a century. The neighborhood, now known as the North Willow Glen historic residential area, remains today as a diverse mix of 19th century and early twentieth century residences.

The boundaries of the proposed North Willow Glen Conservation Area are well defined within its historic context statement, and the neighborhood has a unique and unified residential architecture that is recognizable within the city. The neighborhood maintains a high level of integrity to its evolution. Findings for designation as the conservation area can be made under The San Jose Historic Preservation Ordinance based upon:

- its representation of a comprehensive pattern of historic development within an area historically known as the Gardner Annexation to the southwest of the Original City;
- its association with residential development during the period 1885-1955; and
- its embodiment, within the boundaries of the neighborhood, of architectural styles that represent the breadth of design of the period.

The North Willow Glen neighborhood is deserving of a Conservation Area designation due to its unique and distinct character, architectural styles, associations, and integrity which has been maintained historically, and the area continues to contribute very well to the overall historic fabric of San José.

**D1. Historic Name:** North Willow Glen **D2. Common Name:** North Willow Glen

**\*D3. Detailed Description** (Discuss overall coherence of the district, its setting, visual characteristics, and minor features. List all elements of district.):

The North Willow Glen historic residential neighborhood developed as a single-family residential area between the mid-1880s and the mid-1950s. Originally located within portions of the Gardner Annexation and the Town of Willow Glen - southwest of the central core area of San José - it is now a portion of the larger Greater Gardner neighborhoods. During the *Early American Period (1846-1869)*, the area was mostly undeveloped, most of it consisting of undrained swamp land. Most of the single-family residential buildings in this neighborhood were constructed during the expansion of greater San José's residential neighborhoods in the downtown frame and beyond during the *Period of Horticultural Expansion (1870-1918)* and the *Interwar Period (1919-1945)*.

The neighborhood shares its development pattern with other older neighborhoods in the nearby downtown frame and old Willow Glen; however, this particular residential area has had less conversion to multi-family uses than other central-city neighborhoods, similar to the Willow Glen neighborhoods to the south and west. The neighborhood as a whole is now distinct within the larger city due to its architectural character. It retains an intact visual unity of similarly massed small houses with period detailing, and continues to represent an earlier sense of time and place, reflective of residential development between 1885 and 1955 in San José.

**\*D4. Boundary Description** (Describe limits of district and attach map showing boundary and district elements.):

The North Willow Glen historic residential neighborhood is generally bounded on the north by the right-of-way of the Peninsula Corridor Joint Powers Board, on the east by Delmas Avenue, on the south by Willow Street, and on the west by Bird Avenue, and excluding the property at the northeast corner of Willow and Bird Streets (see boundary map next page).

**\*D5. Boundary Justification:**

The North Willow Glen historic residential neighborhood is a visually distinct area within its greater vicinity. It consists of residential buildings constructed within the northern portion of the Town of Willow Glen and the southern portion of the Gardner Annexation of the City of San José. Most of the properties within the neighborhood were developed for residential use within a specified period, 1885-1955, and have form and detailing reflective of the period. It has strong neighborhood associations that contribute to the understanding of this historic place that is visually cohesive within the context of the downtown residential frame and the neighborhoods of Willow Glen.

This historic residential neighborhood is located in the southwest portions of the city's Greater Gardner Strong Neighborhoods Initiative (SNI) Planning Area. This planning area encompasses the neighborhoods south of Interstate 280 between the Guadalupe River, Willow Street and Bird Avenue and including a small neighborhood known as Gregory Plaza west of Bird Avenue. Most of the properties within this planning area are small-lot residential properties, with a limited mix of commercial properties. Most of the residential development occurred during the first half of the twentieth century.

**\*D10. Significance:** **Theme** Architecture and Shelter **Area** Portion of Greater Gardner SNI area

**Period of Significance** 1885-1955 **Property Type** Residential **Applicable Criteria** None

(Discuss district's importance in terms of its historical context as defined by theme, period of significance, and geographic scope.

Also address the integrity of the district as a whole.)

(See page 3, Continuation Sheet)

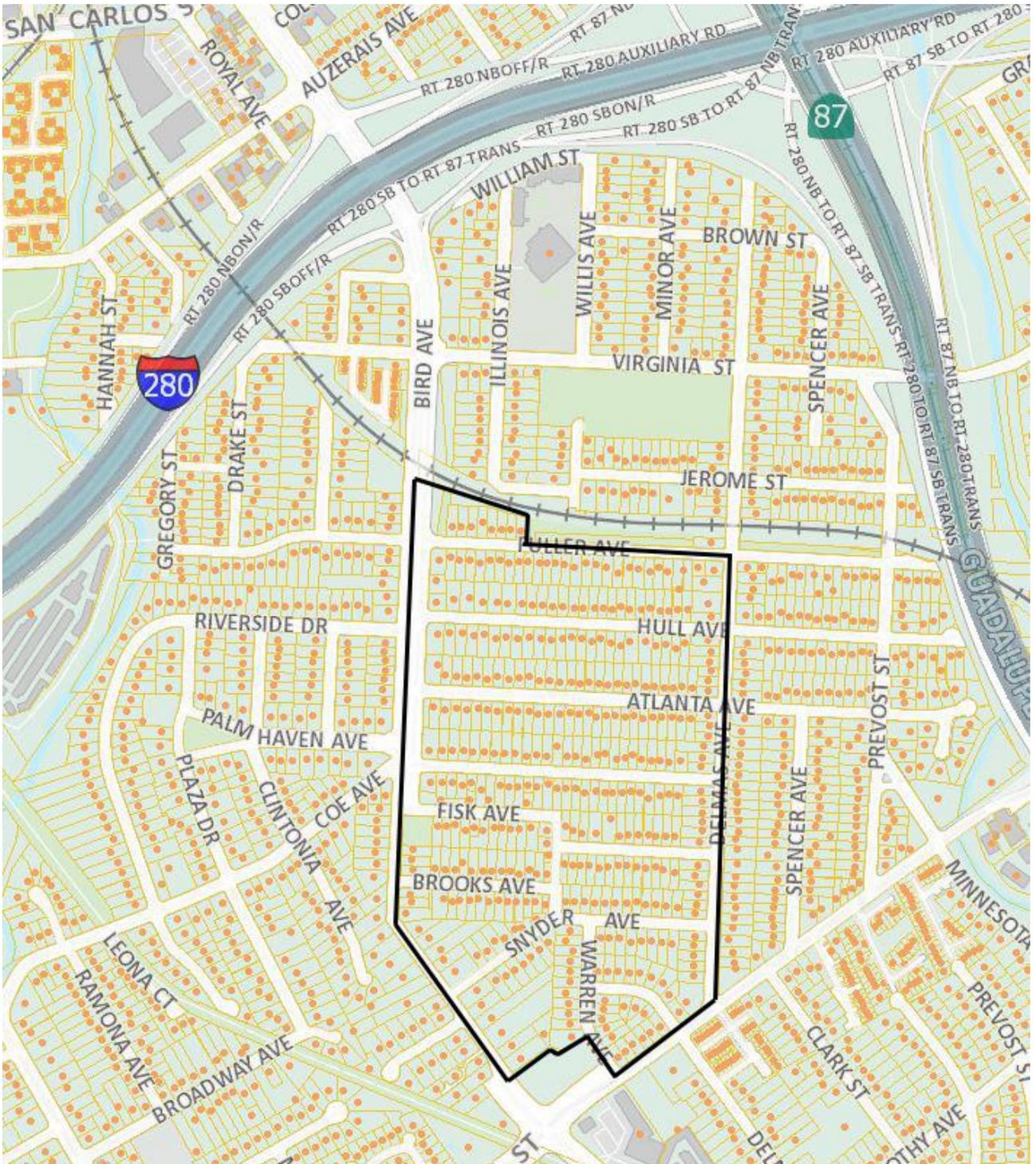
**\*B12. References:**

Archives & Architecture, *Historic Context Survey, Greater Gardner Neighborhoods*, San José, last updated March 10, 2019.

**\*D8. Evaluator:** Franklin Maggi, Architectural Historian

**\*Date:** 3/10/2019

**Affiliation and Address:** Archives & Architecture, PO Box 1332, San José, CA 95109



NORTH WILLOW GLEN CONSERVATION AREA BOUNDARY MAP (NOT TO SCALE)

*(Continued from page 1 Section D10)*

The North Willow Glen residential neighborhood derives its importance from being an intact representation of urban development with identifiable attributes embodied by its single-family residential architecture, pattern of development, and continued historic residential setting. The neighborhood is understandable within the historic periods of San Jose's Horticultural Expansion years, Interwar Period, and first years after World War II. During this time, the San José urban frame grew due to the establishment and evolution of Santa Clara Valley as an agricultural region - known worldwide for its orchard products. The period of significance begins about 1885, following the establishment of title to this area to owners that had acquired the land during the Mexican Period or by property transfers during the Early American Period, and extends to shortly after the end of World War II, when the neighborhood completed its build-out. Historically, the neighborhood illustrates San Jose's growth beyond the southwest boundaries of the Original City for almost a century.

The North Willow Glen residential neighborhood consists of properties located within a series of "tracts" southwest of the boundaries of San Jose's Original City of 1850. The city limits of San José were the result of a number of surveys that occurred in the late 1840s that created the greater downtown frame as we know it today.

With the acquisition of properties by the Southern Pacific Railroad Company through the larger Gardner Annexation during the first decades of the twentieth century, the portion of the Gardner neighborhoods south of the railroad right-of-way stabilized as a distinct neighborhood place during a period of residential development that continued until after World War II.

The beginning of the twentieth century saw renewed industrial development associated with the local dry-pack and canning industry and a period of residential growth as World War I approached, although the 1906 Earthquake and a Wall Street crash in 1907 tempered the vitality of the local economy. With new immigrants flowing into the area to work in the orchards and canneries, most of the remaining undeveloped land within the Original City filled with working-class homes, and new tracts were established in areas such as the Gardner Annexation as well as East San José, Burbank, Westside, and greater Willow Glen. Much of the development in the North Willow Glen neighborhood during this period is associated with this worker-class housing related to agricultural work centers to the north and east.

During and after the Interwar Period, San José entered a period of great prosperity, with population growth accelerating as the city expanded outward. A few remaining vacant parcels in the neighborhood were built out during this period. The neighborhood, now clearly working-class oriented, began to be more distinct as a place.

The neighborhood, now known as the North Willow Glen historic residential area, remains today as a diverse mix of 19th century and early twentieth century single-family residences. The boundaries of the neighborhood are well defined within the greater downtown frame, and the neighborhood has a unity of historic character that is recognizable within the city as a whole.

#### EVALUATION AND STATEMENT OF SIGNIFICANCE

Under San J José City Ordinance 27113, "conservation area" means a geographically definable area of urban or rural character with identifiable attributes embodied by: (1) architecture, urban design, development patterns, setting, or geography; and (2) history.

*(Continued on next page)*

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The properties within the North Willow Glen residential neighborhood constitute a conservation area that meets the criteria for such designation as defined within the City's Historic Preservation Ordinance, having the integrity and visual sense of a historic place. Although there are some properties within the proposed conservation area that do not contribute to the historic fabric of the neighborhood, the neighborhood possesses integrity of location, design, setting, materials, workmanship, feeling, and association. The proposed conservation area's streetscapes of primarily twentieth century National, Queen Anne, Neoclassical, Craftsman, Spanish Revival, and Minimal Traditional cottages, and the area's similarity of scale and setbacks that, along with mature landscaping, provide a cohesive setting for the houses, convey a clear historical association with the development of the neighborhood.

The proposed North Willow Glen Conservation Area is recognizable in the present as an aesthetically pleasing concentration of historic residential architecture, physically surrounded by boundaries defined by changes in neighborhood development. This district has a sense of historical continuity within the public consciousness.

Findings for designation can be made under Ordinance 27113 based upon:

- its representation of a comprehensive pattern of historic development within an area historically known as the Gardner Annexation to the southwest of the Original City;
- its association with residential development during the period 1885-1955; and
- its embodiment, within the boundaries of the neighborhood, of architectural styles that represent the breadth of design of the period.

The North Willow Glen historic residential neighborhood as a place presents a unique and distinct experience of the visual aspects of neighborhood life in a community for most of the historic period during which it was developed. The neighborhood maintains a fairly high level of physical integrity to its evolution. Although there have been some changes to certain properties within the neighborhood as owners continue to renovate their buildings over time, most of these changes have not had an intrusive impact on the overall historic fabric of the neighborhood as a whole.