Arnold Del Carlo Collection, Sourisseau Academy

VIEW . . . Looking toward the West.

EXCITING DESIGN OF NEW

CITY HALL

SAN JOSE, CALIFORNIA

Donald F. Haines, A.I.A., Architect
Gould & Degenkolb, Structural Engineers,
Carl N. Swenson Co., Inc., General Contractor

DETAIL

Of the Northeast elevation showing liberol use of glass for natural day lighting.

"Where modern ideas meet modern needs in an atmosphere conducive to big thinking to meet big problems"

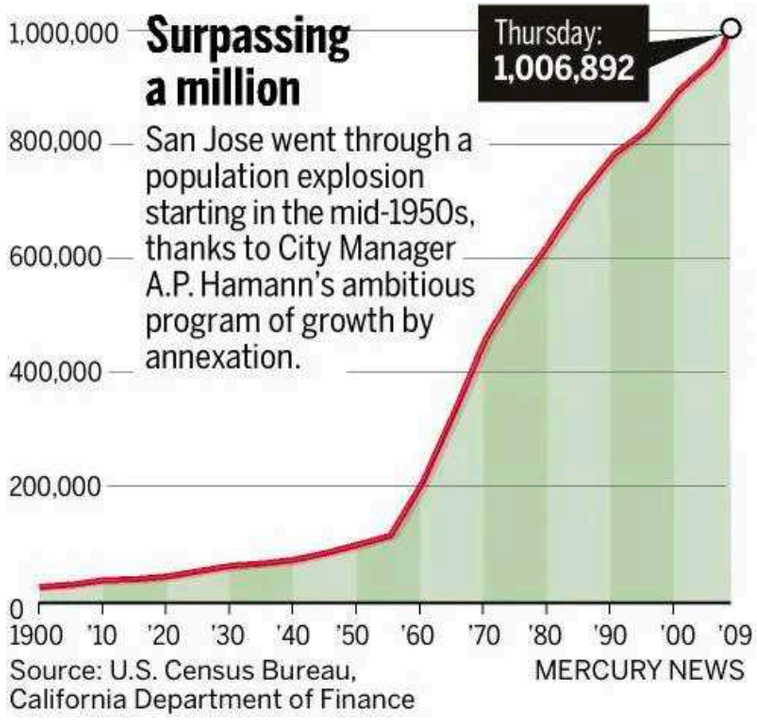
— A.P. "Dutch" Hamman, San Jose City Manager, 1950-1969

Architect & Engineer, March 1958

Arnold Del Carlo Collection, Sourisseau Academy

Arnold Del Carlo Collection, Sourisseau Academy

A symbol of growth:



A.P. Dutch Hamann

A symbol of progress:

Norman Mineta (1931-2022)

- San Jose City Council (1967-1971)
- San Jose Mayor (1971-1975)
- *First Asian-American mayor of a major U.S. city*

A symbol of progress:

Janet Gray Hayes (1926-2014)

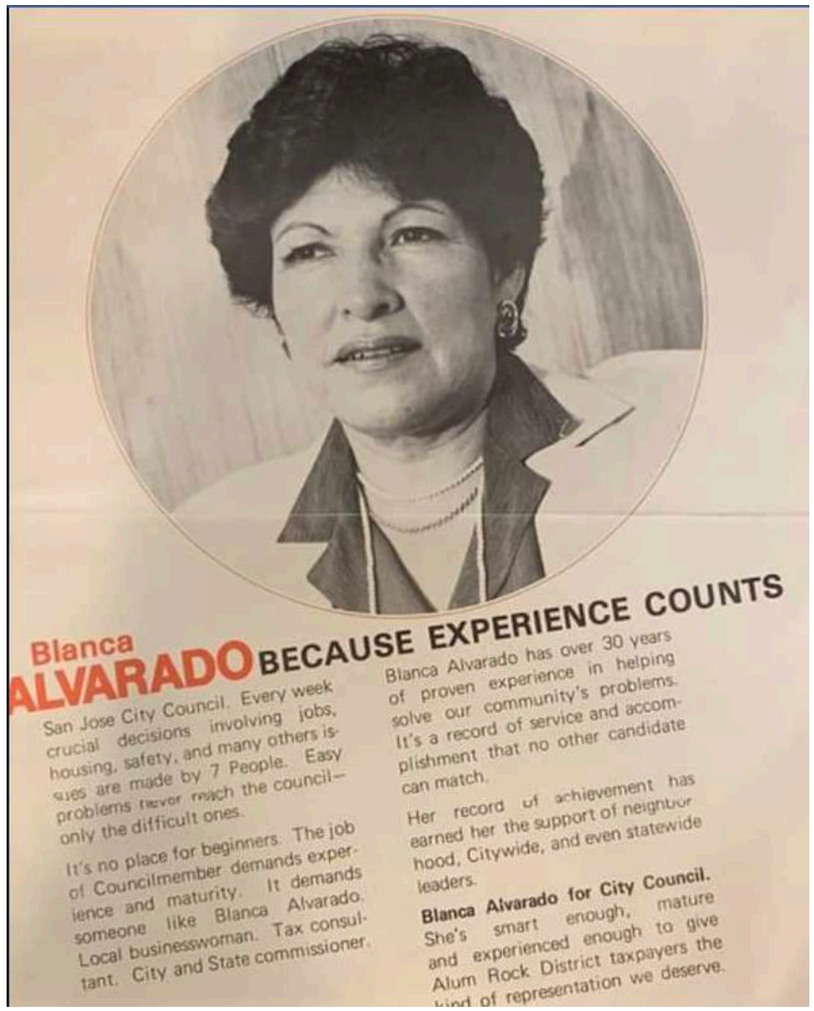
- San Jose City Council (1971-1974)
- San Jose Mayor (1975-1983)
- *First female mayor of a major U.S. city*

A symbol of progress:

"The feminist capital of the world"

Susanne Wilson (1926-2014)

- San Jose City Council (1973-1978)



Blanca Alvarado (1931-)

- San Jose City Council (1980-1994)
- First Latina Vice-Mayor

Iola Williams (1936-2019)

- San Jose City Council (1979-1991)
- First African-American Councilperson

A symbol of community:

A symbol of future promise?

Phasing Summary

Phase 1

Public Safety & Justice
Office Buildings
Essential Services EOC
Essential Services Parking
Parking Structure
Hedding Streetscape
PSJ Central Plant
Amenity Building

Total Office GFA: 660,000 sf
Total Parking: 2200 spaces

Phase 2

Finance & Government
Office Buildings
Board Chambers
Parking Structure
Logistics Hub
Mid-block Crossing + Pedestrian Spine

Total Office GFA: 400,000 sf
Total Parking: 1300 spaces

Phase 3

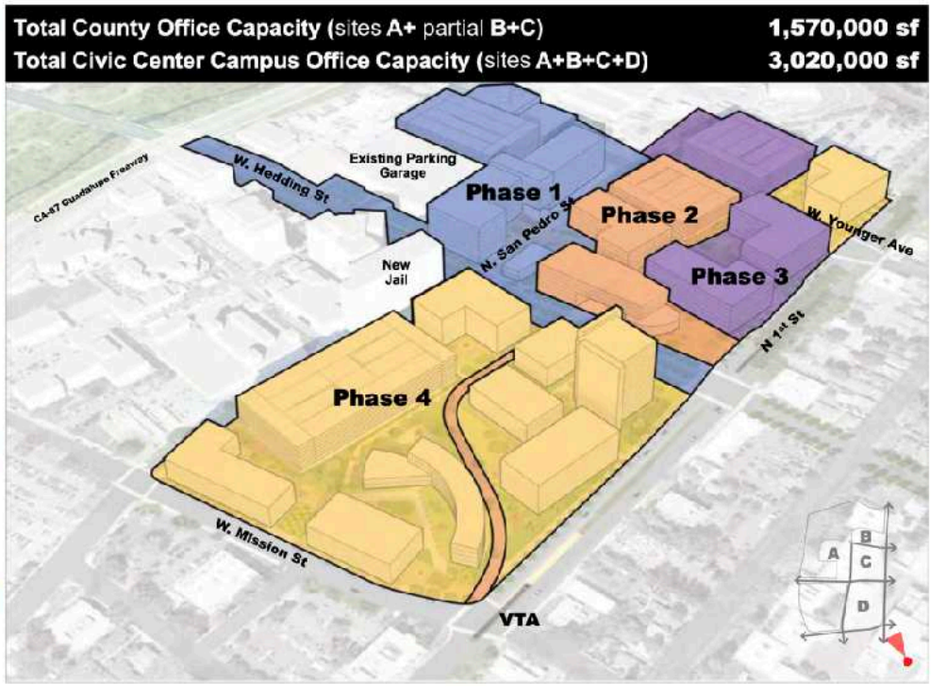
Social Services Agency / Other
Office Buildings
Parking Structure

Total Office GFA: 510,000 sf
Total Parking: 1700 spaces

Phase 4

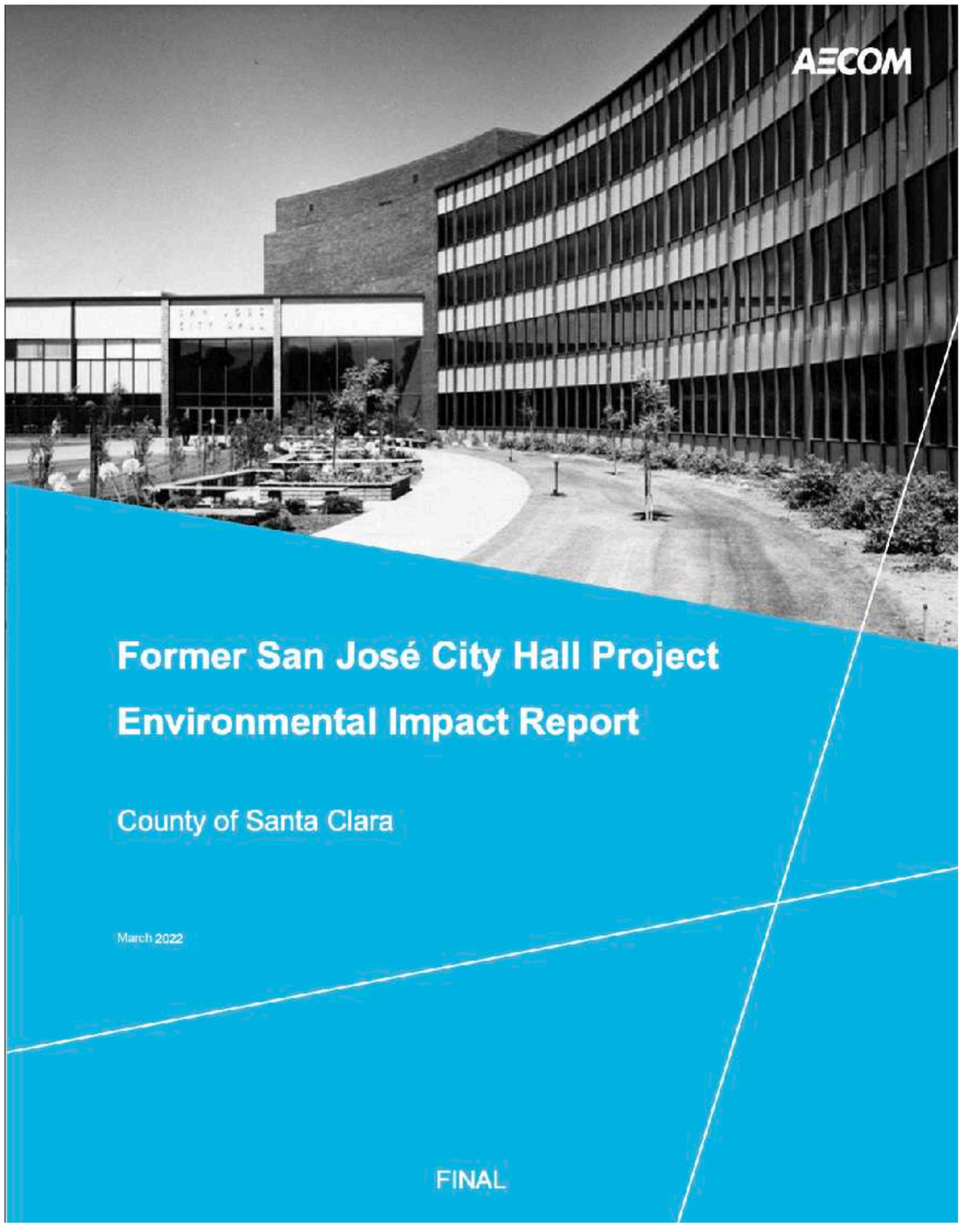
Future Growth

Total GFA: 1,450,000 sf
Total Parking: 3100 spaces



County of Santa Clara Civic Center Campus Master Plan 14

Or a symbol of... wasted potential?!



Former San Jose City Hall Project

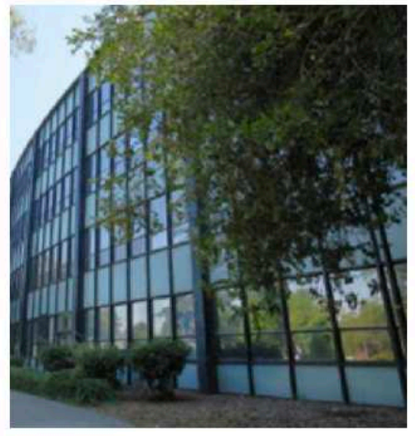
Project Overview:

The Project proposes demolition of the former San Jose City Hall building (former City Hall). The facility is a five-story, approximately 113,430-square-foot office building, at 801 North First Street in San Jose, on the northwest corner of North First Street and West Mission Street.

Demolition activities would include the following:

- Abatement of hazardous building materials;
- Site control and preparation for demolition;
- Demolition of the building and disposal of demolition debris; and
- Regrading and hydroseeding the site.

The building is currently vacant and is not in a usable condition, with ongoing maintenance and security costs borne by the County. No future use has been identified or proposed for the site following demolition of the building.

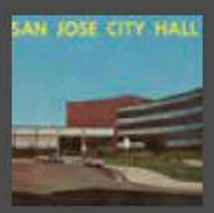


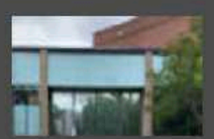
https://ffd.sccgov.org/capital-projects/former-san-jose-city-hall-project

The Endangered 8:

San José's Most Threatened Architectural and Cultural Landmarks of 2022

Former San José City Hall



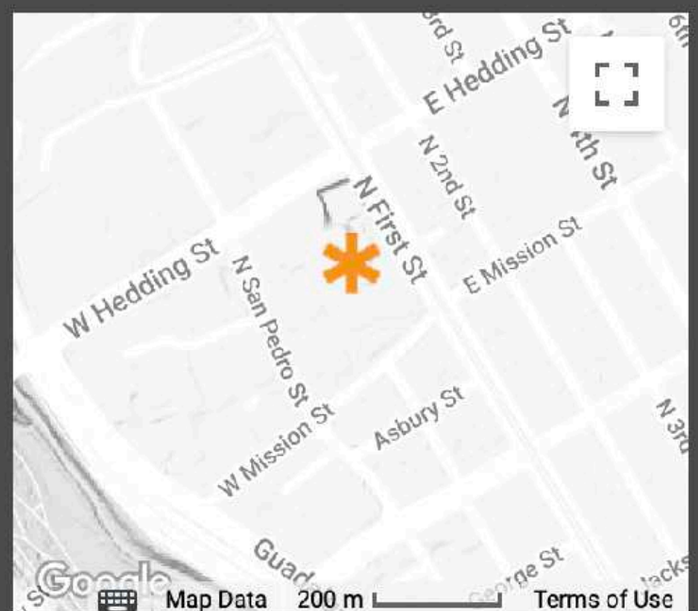


Location:
801 N. First Street

Date:
Built 1958

Architect:
Donald F. Haines

Threat:
Neglect, Redevelopment



Santa Clara County Historic Preservation Ordinance:

Sec. C17-16. - Permit findings.

In order to approve a landmark alteration permit, the department director or designee, or Board of Supervisors, shall make one or more of the following findings:

A. The landmark alteration permit has been conditioned upon all alterations complying with the Secretary of the Interior's Standards for the Treatment of Historic Properties and the Secretary of the Interior's Standards for Rehabilitation and Illustrated Guidelines for Rehabilitating Historic Buildings, as the department director or designee, or Board of Supervisors, deems reasonably necessary to secure the purposes of this chapter, and with the California Historical Building Code and the California Health and Safety Code Section 18950 et seq., as amended, and applied to the project by the Building Official.

B. The proposed alteration or demolition would not destroy or have a significant adverse effect on the integrity of the designated landmark, and the landmark will retain the essential elements that make it significant.

C. In the case of any proposed alteration that includes detached new construction on the designated landmark site, the exterior features of such new construction would not have a significant adverse effect or be incompatible with the exterior features of the designated landmark.

D. There is no feasible alternative that would avoid the significant adverse effect on the integrity of the designated landmark. The owner shall provide facts and substantial evidence demonstrating that there is no feasible alternative to the proposed alteration or demolition that would preserve the integrity of the designated landmark. In the case of demolition, up to a six-month waiting period may be imposed by the Board of Supervisors from the date of the HHC hearing at which the HHC recommendation was made.

If the department director or designee, or Board of Supervisors, cannot make one or more of the above findings, the landmark alteration permit may be denied.

PAC*SJ Recommendations

- **Recommend Denial of Landmark Alteration Permit**

- **Recommend No Action on Final EIR Certification by Board of Supervisors**

- **Recommend Recirculation of Draft EIR with clarified project objectives and alternatives analysis**

PAC*SJ Concerns

#1: Demolition is More Expensive Than Preservation

#2: No Replacement Plan for Site

#3: Reuse Infeasibility Unproven

#4: Demolition Ignores Civic Center Master Plan

#5: Reuse is Greener than Demolition

#6: Demolition = Dangerous Precedent and Double-Standard

Concern #1: Cost of demolition vs. ongoing maintenance

Demo: $5.7-$8.0 million vs "No Project": $3.9 million

CoSC Former City Hall Feasibility Study
San Jose, California
Rough Order of Magnitude

Project # 20-00156.00
03/31/20

PROJECT SUMMARY

	Scheme 1 113,430 SF		Scheme 2 113,430 SF		Scheme 3 220,000 SF Potentially to 376,000/SF		Scheme 4 113,430 SF		Scheme 5 480,000 SF Potentially 762,000/SF	
Element	**Construction**	**Project**	**Construction**	**Project**	**Construction**	**Project**	**Construction**	**Project**	**Construction**	**Project**
Former City Hall	$350,145	$490,203	$68,408,145	$105,152,548			$25,758,465	$36,706,534		
Former City Hall	$350,145	$490,203	$68,408,145	$105,152,548			$25,758,465	$36,706,534		
New Development (Base Scheme)					$109,133,410	$147,617,274	$7,439,000	$10,605,559	$306,849,410	$414,533,874
1 Building Demolition	N/A	N/A	N/A	N/A	$5,743,410	$8,040,774	N/A	N/A	$5,743,410	$8,040,774
2 Housing, T3/5, 1,200sf/unit	N/A	N/A	N/A	N/A	$93,500,000	$126,225,000	N/A	N/A	N/A	N/A
3 Office	N/A	N/A	N/A	N/A			N/A	N/A	$252,000,000	$340,200,000
4 Parking, 325sf/sp	N/A	N/A	N/A	N/A	$9,890,000	$13,351,500	$7,439,000	$10,605,559	$49,106,000	$66,293,100
Sitework					$14,310,000	$14,310,000			$14,310,000	$14,310,000
5 Sitework	N/A	N/A	N/A	N/A	$14,310,000	Included	N/A	N/A	$14,310,000	Included
Total Low Cost	$350,145	$490,203	$68,408,145	$105,152,548	$123,443,410	$161,927,274	$33,197,465	$47,312,093	$321,159,410	$428,843,874
Cost per Unit			57 Units	$1,845,000	200 Units	$810,000				
Additive Alternates										
Option 2 - 108 units in lieu of 57 units	N/A	N/A	$7,940,100	$12,307,155						
Option 3 - High Rise 410 du in lieu of 200	N/A	N/A	N/A	N/A	$115,600,000	$156,060,000				
Option 3 - Additional Parking - 180 spaces	N/A	N/A	N/A	N/A	$7,740,000	$10,449,000				
Option 4 - Convert Class B to Class A Office	N/A	N/A	N/A	N/A	N/A	N/A	$52,177,800	$80,875,590		
Option 5 - Increase office from 480,000/SF to 762,000	N/A	N/A	N/A	N/A	N/A	N/A			$205,200,000	$277,020,000
Subtotal Additional Costs			$7,940,100	$12,307,155	$123,340,000	$166,509,000	$52,177,800	$80,875,590	$205,200,000	$277,020,000
Total High Cost	$350,145	$490,203	$76,348,245	$117,459,703	$246,783,410	$328,436,274	$85,375,265	$128,187,683	$526,359,410	$705,863,874
Cost per Unit			108 Units	$1,088,000	410 Units	$801,100				
Soft Cost (Mark Up)		40%		54%		33%		50%		34%

Note:
Costs Above are based on Todays $$$ and do NOT Include any Escalation

Prepared by CUMMING

Page 2 of 26

DEIR Appendix B:

CoSC Former City Hall_LCCA – Update – City Hall Only M+O Update 10212021

CoSC Former City Hall
Aggregate LCCA and TCO

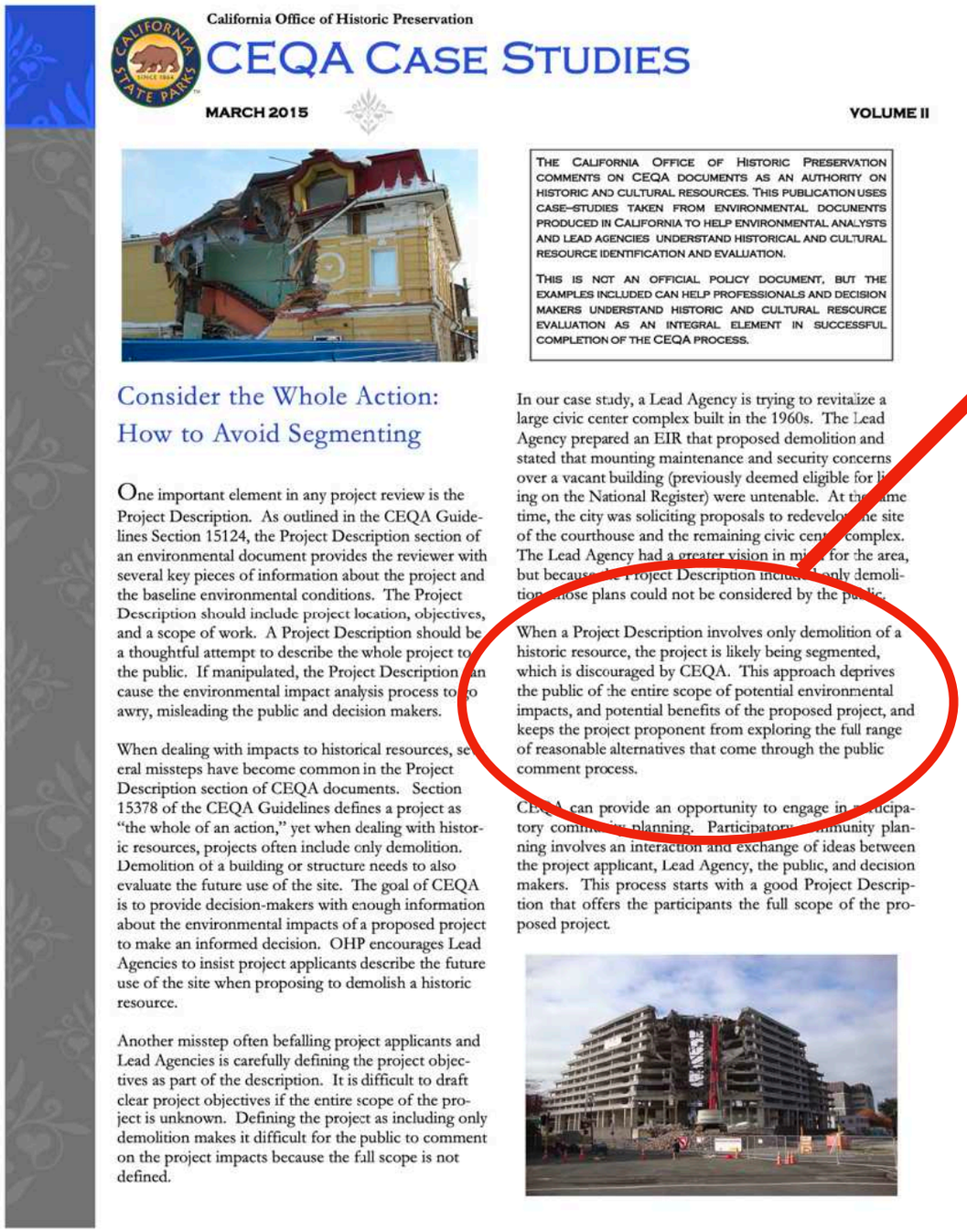
Scenario 1 No Project
Cost Option Low Cost

30-YEAR TOTAL COST OF OWNERSHIP (PRESENT VALUE) $ (3,855,932)

Aggregate Life-Cycle Cost Analysis and Total Cost of Ownership

FEIR Appendix C:

Concern #2: No proposed replacement



California Office of Historic Preservation

CEQA CASE STUDIES

MARCH 2015 VOLUME II

THE CALIFORNIA OFFICE OF HISTORIC PRESERVATION COMMENTS ON CEQA DOCUMENTS AS AN AUTHORITY ON HISTORIC AND CULTURAL RESOURCES. THIS PUBLICATION USES CASE-STUDIES TAKEN FROM ENVIRONMENTAL DOCUMENTS PRODUCED IN CALIFORNIA TO HELP ENVIRONMENTAL ANALYSTS AND LEAD AGENCIES UNDERSTAND HISTORICAL AND CULTURAL RESOURCE IDENTIFICATION AND EVALUATION.

THIS IS NOT AN OFFICIAL POLICY DOCUMENT, BUT THE EXAMPLES INCLUDED CAN HELP PROFESSIONALS AND DECISION MAKERS UNDERSTAND HISTORIC AND CULTURAL RESOURCE EVALUATION AS AN INTEGRAL ELEMENT IN SUCCESSFUL COMPLETION OF THE CEQA PROCESS.

Consider the Whole Action: How to Avoid Segmenting

One important element in any project review is the Project Description. As outlined in the CEQA Guidelines Section 15124, the Project Description section of an environmental document provides the reviewer with several key pieces of information about the project and the baseline environmental conditions. The Project Description should include project location, objectives, and a scope of work. A Project Description should be a thoughtful attempt to describe the whole project to the public. If manipulated, the Project Description can cause the environmental impact analysis process to go awry, misleading the public and decision makers.

When dealing with impacts to historical resources, several missteps have become common in the Project Description section of CEQA documents. Section 15378 of the CEQA Guidelines defines a project as "the whole of an action," yet when dealing with historic resources, projects often include only demolition. Demolition of a building or structure needs to also evaluate the future use of the site. The goal of CEQA is to provide decision-makers with enough information about the environmental impacts of a proposed project to make an informed decision. OHP encourages Lead Agencies to insist project applicants describe the future use of the site when proposing to demolish a historic resource.

Another misstep often befalling project applicants and Lead Agencies is carefully defining the project objectives as part of the description. It is difficult to draft clear project objectives if the entire scope of the project is unknown. Defining the project as including only demolition makes it difficult for the public to comment on the project impacts because the full scope is not defined.

In our case study, a Lead Agency is trying to revitalize a large civic center complex built in the 1960s. The Lead Agency prepared an EIR that proposed demolition and stated that mounting maintenance and security concerns over a vacant building (previously deemed eligible for listing on the National Register) were untenable. At the same time, the city was soliciting proposals to redevelop the site of the courthouse and the remaining civic center complex. The Lead Agency had a greater vision in mind for the area, but because the Project Description included only demolition, those plans could not be considered by the public.

When a Project Description involves only demolition of a historic resource, the project is likely being segmented, which is discouraged by CEQA. This approach deprives the public of the entire scope of potential environmental impacts, and potential benefits of the proposed project, and keeps the project proponent from exploring the full range of reasonable alternatives that come through the public comment process.

CEQA can provide an opportunity to engage in participatory community planning. Participatory community planning involves an interaction and exchange of ideas between the project applicant, Lead Agency, the public, and decision makers. This process starts with a good Project Description that offers the participants the full scope of the proposed project.

When a Project Description involves only demolition of a historic resource, the project is likely being segmented, which is discouraged by CEQA. This approach deprives the public of the entire scope of potential environmental impacts, and potential benefits of the proposed project, and keeps the project proponent from exploring the full range of reasonable alternatives that come through the public comment process.

Concern #3: Inadequate alternatives analysis

Studied vs Unstudied

- Demo + New Construction

	Former City Hall Area	Site D Total
HOUSING	410 du	670 du
OFFICE	0 sf	1,147,700 sf

	Former City Hall Area	Site D Total
OFFICE	762,000 sf	1,988,600 sf

- Preservation + New Construction
- Preservation + Supporting Addition
- Partial Demolition + New Construction

Concern #3: Inadequate alternatives analysis

Studied

- Office (Class A/Class B)
- Affordable Housing

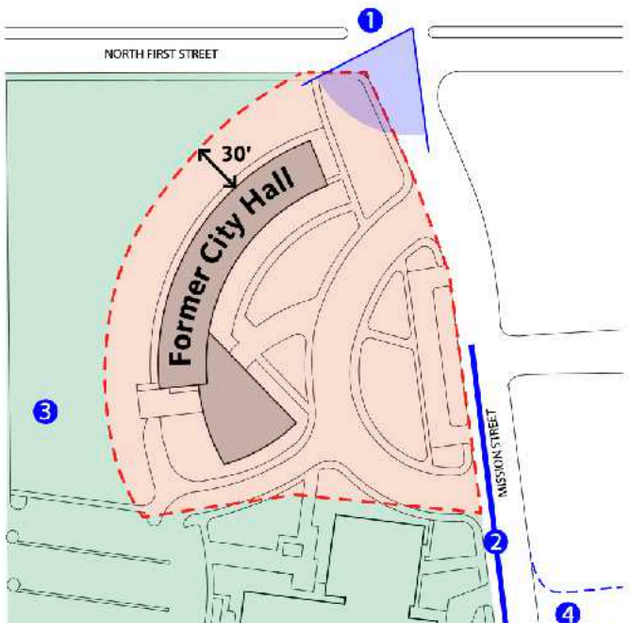
vs

Unstudied

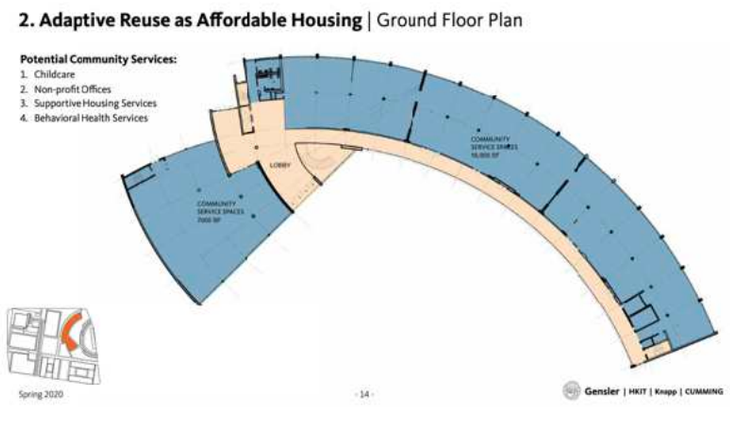
- Mixed-Income Housing
- Market-Rate Housing
- Hotel
- Mixed-Use Commercial
- Health Care
- County Services

Concern #3: Inadequate alternatives analysis

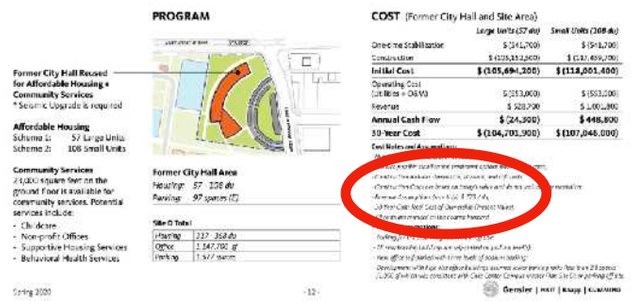
Assumptions:



- No additions or adjacent new construction?

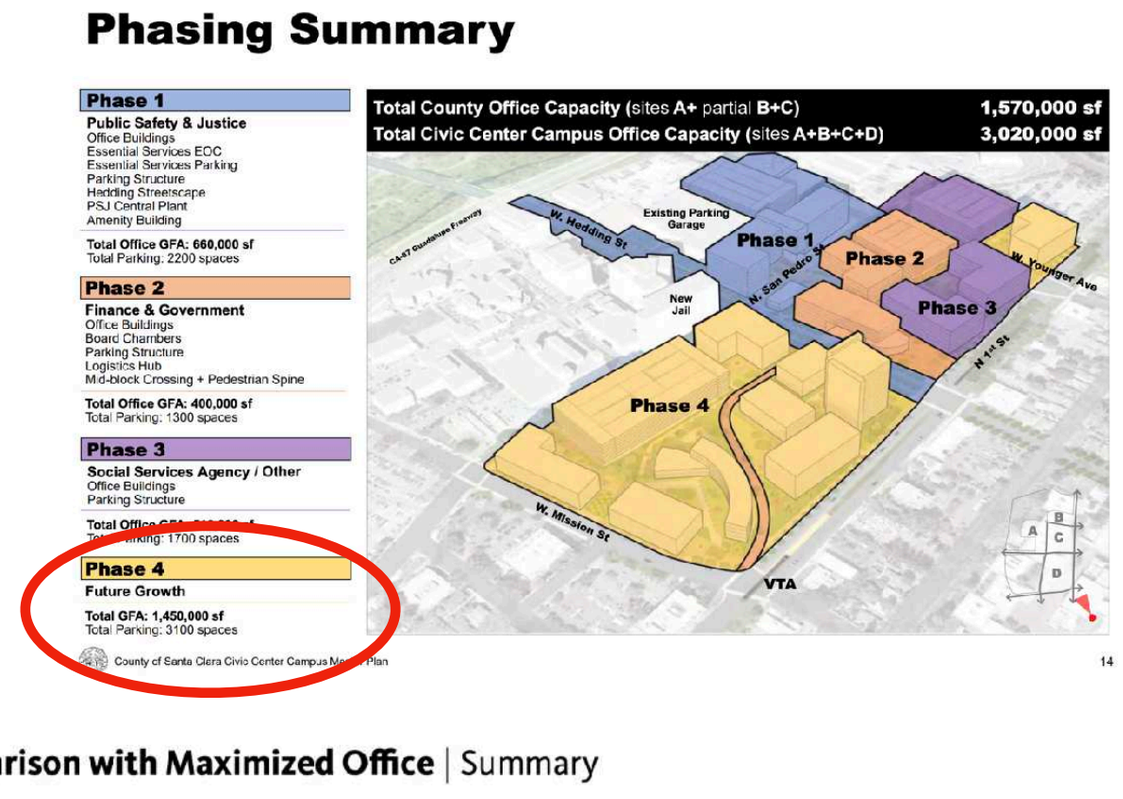


- No ground-floor housing units?



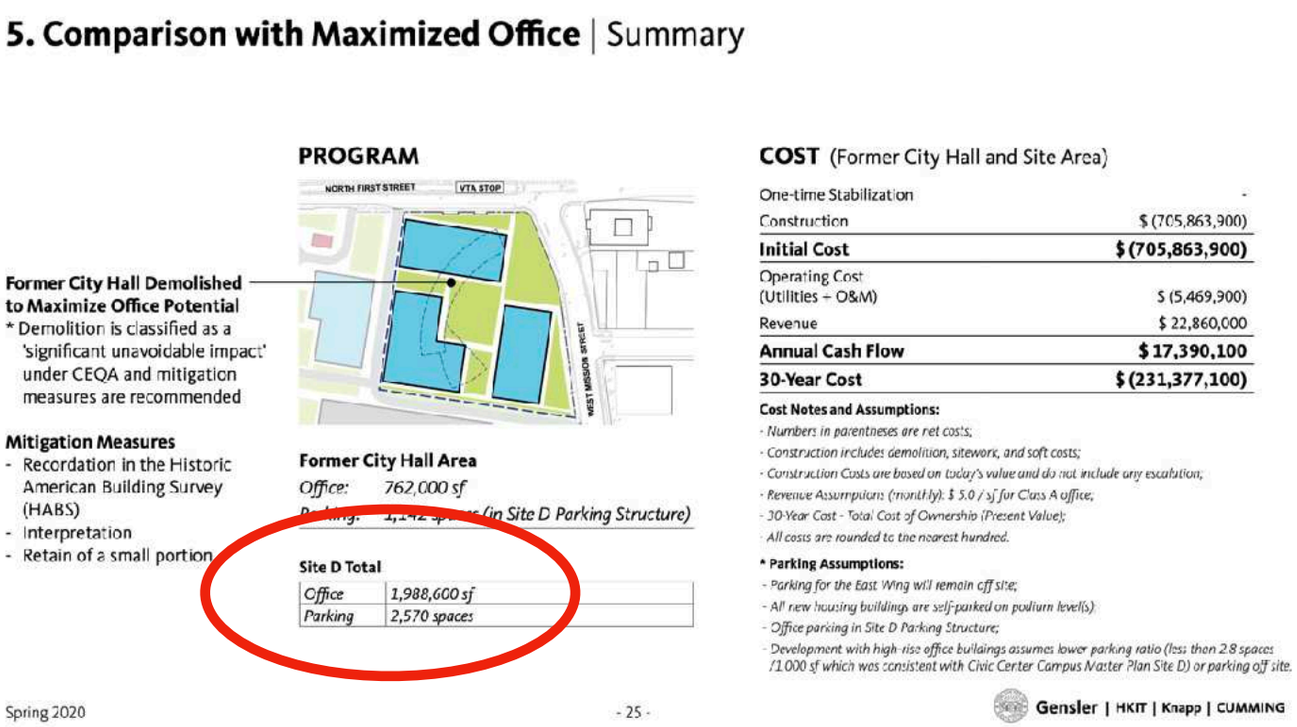
- Questionable revenue assumptions ($773 monthly rentals, regardless of unit type?)

Concern #4: Civic Center Master Plan ignored



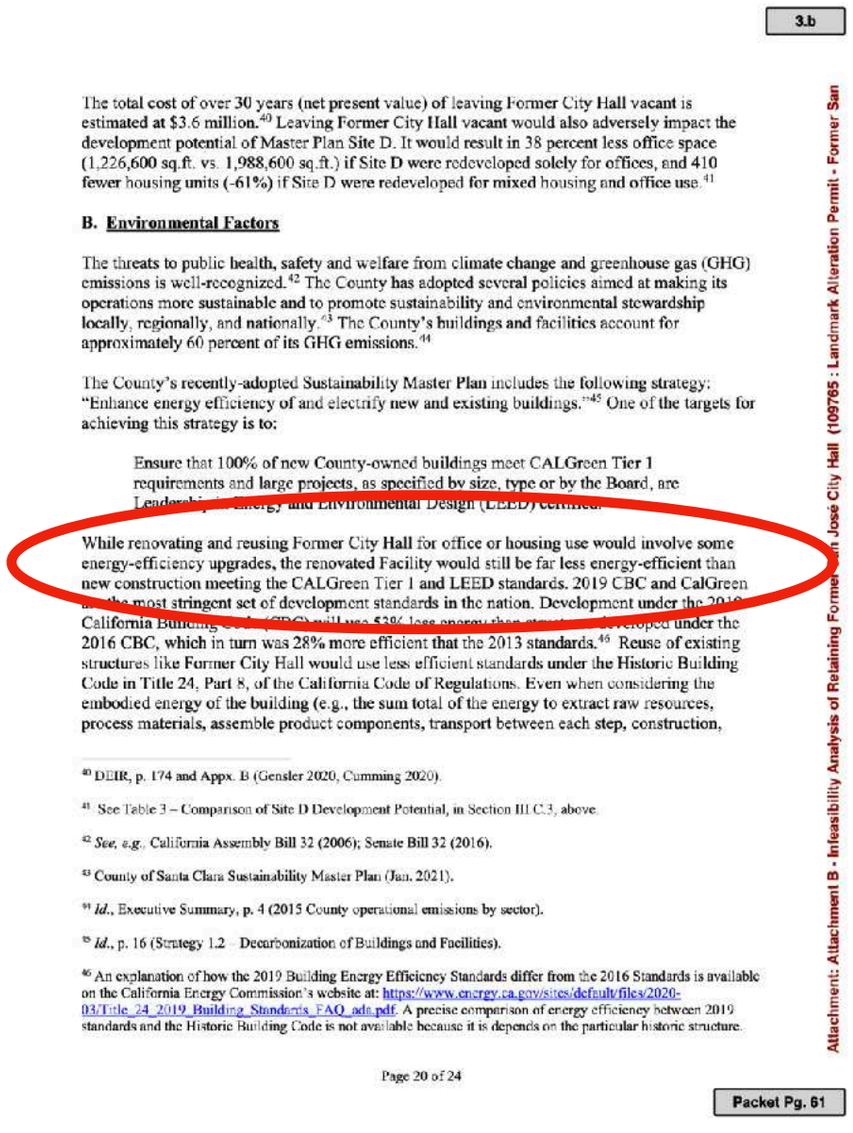
"Maximized development" alternatives exceed Master Plan capacity:

- **1.45M vs 1.99M sq ft**



Concern #5: Environmental Impacts of Demolition vs New Construction

County Infeasibility Analysis:



3.b

The total cost of over 30 years (net present value) of leaving Former City Hall vacant is estimated at $3.6 million.[40] Leaving Former City Hall vacant would also adversely impact the development potential of Master Plan Site D. It would result in 38 percent less office space (1,226,600 sq.ft. vs. 1,988,600 sq.ft.) if Site D were redeveloped solely for offices, and 410 fewer housing units (-61%) if Site D were redeveloped for mixed housing and office use.[41]

B. Environmental Factors

The threats to public health, safety and welfare from climate change and greenhouse gas (GHG) emissions is well-recognized.[42] The County has adopted several policies aimed at making its operations more sustainable and to promote sustainability and environmental stewardship locally, regionally, and nationally.[43] The County's buildings and facilities account for approximately 60 percent of its GHG emissions.[44]

The County's recently-adopted Sustainability Master Plan includes the following strategy: "Enhance energy efficiency of and electrify new and existing buildings."[45] One of the targets for achieving this strategy is to:

> Ensure that 100% of new County-owned buildings meet CALGreen Tier 1 requirements and large projects, as specified by size, type or by the Board, are Leadership in Energy and Environmental Design (LEED) certified.

While renovating and reusing Former City Hall for office or housing use would involve some energy-efficiency upgrades, the renovated Facility would still be far less energy-efficient than new construction meeting the CALGreen Tier 1 and LEED standards. 2019 CBC and CalGreen [illegible] the most stringent set of development standards in the nation. Development under the 2019 California Building Code (CBC) will use 53% less energy than structures developed under the 2016 CBC, which in turn was 28% more efficient that the 2013 standards.[46] Reuse of existing structures like Former City Hall would use less efficient standards under the Historic Building Code in Title 24, Part 8, of the California Code of Regulations. Even when considering the embodied energy of the building (e.g., the sum total of the energy to extract raw resources, process materials, assemble product components, transport between each step, construction,

[40] DEIR, p. 174 and Appx. B (Gensler 2020, Cumming 2020).

[41] See Table 3 – Comparison of Site D Development Potential, in Section III.C.3, above.

[42] *See, e.g.*, California Assembly Bill 32 (2006); Senate Bill 32 (2016).

[43] County of Santa Clara Sustainability Master Plan (Jan. 2021).

[44] *Id.*, Executive Summary, p. 4 (2015 County operational emissions by sector).

[45] *Id.*, p. 16 (Strategy 1.2 – Decarbonization of Buildings and Facilities).

[46] An explanation of how the 2019 Building Energy Efficiency Standards differ from the 2016 Standards is available on the California Energy Commission's website at: https://www.energy.ca.gov/sites/default/files/2020-03/Title_24_2019_Building_Standards_FAQ_ada.pdf. A precise comparison of energy efficiency between 2019 standards and the Historic Building Code is not available because it is depends on the particular historic structure.

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Packet Pg. 61

Attachment: Attachment B - Infeasibility Analysis of Retaining Former San José City Hall (109765 : Landmark Alteration Permit - Former San

"A renovated Former City Hall would be far less energy-efficient than new construction…."

?

Concern #5: Environmental Impacts of Demolition vs New Construction

Looking for the "Greenest" Building?
Start with the one that already exists.

A report produced by the Preservation Green Lab of the National Trust for Historic Preservation provides the most comprehensive analysis to date of the potential environmental benefit of building reuse.

'Main Street' buildings, common in historic neighborhoods, are one building type evaluated in the study.

This groundbreaking study, **"The Greenest Building: Quantifying the Value of Building Reuse,"** concludes that, when comparing buildings of equivalent size and function, *building reuse almost always offers environmental savings over demolition and new construction.*

Preservation Green Lab
NATIONAL TRUST FOR HISTORIC PRESERVATION

Concern #5: Environmental Impacts of Demolition vs New Construction

Former Las Vegas City Hall (1977)

- LEED Gold
- Office

Former Pirelli Tire Building (1970)

- LEED Platinum
- Net-Zero
- Hotel

Concern #6: Dangerous Precedent

Santa Clara County Historic Preservation Ordinance:

Sec. C17-16. - Permit findings.

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B. The proposed alteration or demolition would not destroy or have a significant adverse effect on the integrity of the designated landmark, and the landmark will retain the essential elements that make it significant.

C. In the case of any proposed alteration that includes detached new construction on the designated landmark site, the exterior features of such new construction would not have a significant adverse effect or be incompatible with the exterior features of the designated landmark.

D. There is no feasible alternative that would avoid the significant adverse effect on the integrity of the designated landmark. The owner shall provide facts and substantial evidence demonstrating that there is no feasible alternative to the proposed alteration or demolition that would preserve the integrity of the designated landmark. In the case of demolition, up to a six-month waiting period may be imposed by the Board of Supervisors from the date of the HHC hearing at which the HHC recommendation was made.

If the department director or designee, or Board of Supervisors, cannot make one or more of the above findings, the landmark alteration permit may be denied.

"Infeasible" ≠ "Less than Ideal"