County of Santa Clara
Main Jail South
San Jose, CA
Historic Resource Evaluation - DRAFT

Prepared for
Group 4 Architecture, Research + Planning Inc.
San Francisco, CA

Prepared by
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INTRODUCTION

PROJECT OVERVIEW
Garavaglia Architecture, Inc. was contracted by Group 4 Architecture, Research + Planning, Inc. in March of 2015 to prepare a Historic Resource Evaluation (HRE) for County of Santa Clara Main Jail South (Jail) at 180 West Hedding Street, part of the County of Santa Clara Main Jail Complex in San Jose, California (Figure 1). This report has been requested in connection with the proposed demolition of the building and construction of a new jail building on the site by the County of Santa Clara (County). The building has not been previously evaluated for historical significance and is not part of an existing or identified potential historic district.

The Jail was built in 1958, and is more than 50 years old. Since the property is listed for demolition, the property must be evaluated to determine whether it meets the criteria necessary to qualify as a “historic resource” for the purposes of the California Environmental Quality Act (CEQA). This HRE will address the subject property’s eligibility for listing as a historic resource on the California Register of Historical Resources (CRHR), the National Register of Historic Places (NRHP), and under the County of Santa Clara Historic Preservation Ordinance.

METHODOLOGY
Garavaglia Architecture, Inc. staff conducted a site visit and survey of the property’s interior and exterior on March 17, 2015. During this visit, staff documented the building’s configuration
and architectural elements with photographs and field notes. The County provided building plans for initial construction and later renovations and additions prior to the site visit.

Garavaglia Architecture Inc. also conducted additional archival research on the subject property and surrounding area. The following repositories/collections were consulted to complete the research process. (See References section for complete list of resources)

- Sanborn Fire Insurance Maps
- San Francisco History Center, San Francisco Public Library
- The California Digital Newspaper Collection and Internet Archive
- Online Archive of California
- San Jose Mercury News Archive
- Bancroft, Doe, and Environmental Design Libraries at University of California, Berkeley

RESOURCE DESCRIPTION

SITE
The subject property is located in the City of San Jose at 180 West Hedding Street. It occupies a trapezoidal lot that encompasses other County-owned buildings on the west side of North San Pedro Street, between West Hedding and West Mission Streets (APN Number 259-04-020).

The entrance to the jail faces north, toward the County of Santa Clara Main Jail North building. It is located at the east end of the lot, and is set back approximately 50 feet from North San Pedro Street. Several large trees and other vegetation are found to the east of the Jail, between the building and North San Pedro Street. A small parking lot is also located to the east of the building. Directly to the north of the building, a gated walkway separates Main Jail South from Main Jail North, and provides access to the main entrance of Main Jail South. Parking is located to the south of the Jail, along the south perimeter of the building. To the west of the jail, a driveway provides access to the building’s main loading dock as well as a ramp leading down to the building’s basement, which also exits to the parking lot to the east of the Jail.

BUILDING
The jail is three stories tall with a basement and a mechanical penthouse on its roof, and is approximately 133,200 square feet in area (Figure 2). The building is part of the County jail system, and was once the main County jail. Today, the jail has a rated capacity of 674 inmates.¹

The jail is a reinforced-concrete structure with a flat roof ringed by a metal safety railing. The elevations are beige-painted concrete with larger aluminum-framed windows on the first floor, multilight steel security windows and glazing shielded with louvers on the second floor, and skylights providing natural light to the cells on the third floor (Figures 3 and 4). The north facade of the jail, which was originally the primary facade of the building, has more glazing than the other elevations (Figures 5 and 6). The building’s historic main entrance at this facade’s center, with paired aluminum-and-glass doors with a glazed transom and floor-to-ceiling fixed-

glass panels on either side. The remainder of the north facade ground floor consists of an aluminum paneling system with a mosaic-tile bulkhead, small hopper windows above the bulkhead, and larger fixed-glass panels above the hopper windows and bulkhead. The second and third floors of the north elevation have slightly projecting glazing strips separated by narrow concrete piers, with alternating layers of security louvers behind the glazing. The building was originally constructed in a T shape but is now roughly rectangular, with several additions constructed over the decades. The southwest corner of the building contains a raised exercise yard/sun deck at the second floor, surrounded by two-story-tall, beige-painted corrugated steel siding topped by barbed wire (Figure 7). A concrete ramp, part of the original jail design, runs through the basement level of the building, allowing vehicular access to this level to provide a secure transfer point for inmates through a basement entrance (Figure 8). The area on this driveway can be enclosed with steel-mesh roll-down gates on either side of the basement entrance.

The basement was historically the booking and intake area for the jail, but since the opening of Main Jail North, this area has served as a staging area for inmates heading to Main Jail North or to the County courthouse, both of which are connected to Main Jail South via underground tunnels. A former kitchen area in the basement now serves as storage space. The first floor contains mostly administrative offices for the jail complex, with a combination of cubicles and individual offices. Paneled partition walls with transom windows are found throughout this floor, and appear to be original to the building. Much of the other finishes and furnishings on this floor appear to be more recent. A visiting area for inmates is also located on the first floor. The second and third floors contain cells for inmates, and are similar in layout. Cells are located behind steel security gates, and are a mixture of smaller cells for one or two inmates and larger cells that contain twenty or more inmates in shared sleeping and living quarters. Floors are typically concrete or linoleum, with carpeting in the administrative office areas. The building has two elevators, located near the center of the jail, and six separate stairwells.

Figure 2. Overall view of jail from North San Pedro Street, looking west, with Main Jail North tower visible to the right, March 2015 (Garavaglia Architecture, Inc.)
Figure 3. View of east facade of jail, looking west, with ramp leading to basement to the right, March 2015 (Garavaglia Architecture, Inc.)

Figure 4. View of south and east facades of jail, looking northwest, March 2015 (Garavaglia Architecture, Inc.)
Figure 5. View of north facade of jail, looking west, with Main Jail North tower on the right, March 2015 (Garavaglia Architecture, Inc.)

Figure 6. View of main entrance to jail at north facade, March 2015 (Garavaglia Architecture, Inc.)
Figure 7. View of west facade of jail, looking north, with ramp leading to basement to the right, underneath the staircase leading to the second floor, March 2015 (Garavaglia Architecture, Inc.)

Figure 8. View of ramp leading to basement sally port entrance, looking west, March 2015 (Garavaglia Architecture, Inc.)
HISTORICAL BACKGROUND

Figure 9. Aerial view of the City of San Jose in 1906 (Library of Congress Prints and Photographs Division)

TWENTIETH-CENTURY DEVELOPMENT OF SAN JOSE AND SANTA CLARA COUNTY

Early Development of San Jose and Santa Clara County
County of Santa Clara Main Jail South serves one of the country’s most-populous urban areas—in 2013, Santa Clara County contained approximately 1.8 million residents. The jail is located in the seat of Santa Clara County, the City of San Jose. With a little more than a million residents, San Jose is the largest city in the Bay Area, the third-largest city in California, and the tenth-largest city in the United States.²

The earliest inhabitants of the Santa Clara Valley were members of the Ohlone American Indians, specifically the Tamyen/Timen group.³ The City of San Jose was founded as the Pueblo de San Jose in 1777, and was the first European civilian settlement in California.⁴ In 1821, Mexico took control of the San Jose area, and the Mexican government issued land grants to encourage settlement of the Santa Clara Valley.⁵ California became a state in 1850, and the County of Santa Clara was designated one of the 27 original counties of the state that year. On March 27, 1850, the City of San Jose was incorporated, and became California’s first state capital

³ Archives & Architecture, LLC, Historical Overview and Context for the City of San Jose (San Jose: Planning Department of the City of San Jose, 1992), 1.
⁴ City of San Jose Department of Planning, Fact Sheet.
⁵ Archives & Architecture, LLC, Greater Gardner Neighborhoods Historic Context Survey (San Jose: City of San Jose Department of Planning, Building, and Code Enforcement, 2011), 22.
that same year. San Jose quickly developed into an urban center starting in the 1860s. In that decade, the city installed gas mains and a sewer system, and also established its own water company. Starting in the mid-nineteenth century, many orchards were planted in the Santa Clara Valley, and agriculture became a predominant economic drive for the region, which was known as the “Valley of Heart’s Delight.” In 1888, San Jose began operating an electric streetcar system in 1888, the first of its kind west of the Rocky Mountains. The streetcars ran through the city until 1938. At the close of the nineteenth century, the City of San Jose and the County of Santa Clara continued to grow with the expansion of the area’s agricultural industries.

San Jose and Santa Clara County in the Mid-Twentieth Century
During the early twentieth century, Santa Clara County’s economy continued to be driven by agriculture. In the period leading up to World War II, though, the region also began to move toward being a center of technology and industry. In 1939, William Hewlett and David Packard began developing electronic test equipment in a Palo Alto garage, and received government contracts during World War II that continued postwar as well. IBM opened its first San Jose manufacturing facility in 1943, and began developing technology for computer disks in the early 1950s in the city. During World War II, the Bay Area was a major center of operations for the Pacific Theater, and many military personnel moved through Santa Clara County for training and processing. After the war, the business community of San Jose actively campaigned to attract non-agricultural industry to the city. The International Mineral and Chemical Corporation opened a plant in the city in 1946, followed by the opening of a General Electric plant in the early 1950s, among others. By the 1960s, Santa Clara County’s economy was based primarily around the electronics and defense industries.

In 1950, the pro-growth city council of San Jose appointed A. P. “Dutch” Hamann to be City Manager. Hamann, who was sworn in on the hundredth anniversary of San Jose’s incorporation as a city, remained in this role until 1969, and was behind much of the growth in San Jose and Santa Clara County as a whole during his tenure. Under Hamann, San Jose modeled itself after Los Angeles, focusing on land annexation and outward suburban growth, all centered around the automobile. According to the historical context statement prepared for the City of San Jose by Archives & Architecture, LLC, “During this period residential subdivisions replaced orchards at amazing speed. Rural roads widened into freeways, and...”

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7 Archives & Architecture, Historical Overview and Context for the City of San Jose, 7.
8 Ibid., 8. See also Archives & Architecture, County of Santa Clara Historic Context Statement (San Jose: County of Santa Clara Department of Planning and Development, 2004/2012), 7.
9 Terplan, Shaping Downtown San Jose.
10 Archives & Architecture, Historical Overview and Context for the City of San Jose, 10.
11 Terplan, Shaping Downtown San Jose.
12 Archives & Architecture, County of Santa Clara Historic Context Statement, 45.
13 Archives & Architecture, Historical Overview and Context for the City of San Jose, 10.
14 Ibid.
15 PAST Consultants LLC, San Jose Modernism: Historic Context Statement (San Jose: Preservation Action Council of San Jose, 2009), 26; see also Archives & Architecture, Historical Overview and Context for the City of San Jose, 10–11.
16 Terplan, Shaping Downtown San Jose.”
expressways and boulevards were lined with restaurants and automobile salesrooms.”17 This growth was aided by a postwar construction boom, when servicemen and defense workers decided to build their G.I. Bill–financed homes in the Santa Clara Valley. The effect of the urban growth policies put into place after World War II can be seen by a comparison of San Jose’s population and land area from 1950 to 1970. In 1950, the city’s population was 95,000, while 20 years later it shot up to 450,000. In that same time period, San Jose’s land area increased from 17 square miles to 136 square miles through the annexation of 1,389 land parcels.18

Figure 10. Circa-1958 aerial view of the new joint City of San Jose/County of Santa Clara Civic Center: The County of Santa Clara Jail can be seen at the center left of the picture. (Sourisseau Academy for State and Local History)

City of San Jose and County of Santa Clara Joint Civic Center
A major symbol of San Jose and Santa Clara County’s mid-century growth was the construction of a new joint civic center in the 1950s. Through World War II, downtown San Jose was the center of the Santa Clara Valley’s economic and social life. This changed after the war, when San Jose became a bedroom community for the growing industry in Silicon Valley.19 This shift coincided with a desire to move city and county buildings out of San Jose’s historic downtown. As early as 1931, a report was prepared for the City of San Jose by planners Harland Bartholomew and Associates, giving a number of alternate sites for the city’s civic center.20 In the mid-1940s, the city of San Jose and the County of Santa Clara entered discussions to create a

17 Archives & Architecture, Historical Overview and Context for the City of San Jose, 11.
18 Terplan, Shaping Downtown San Jose”; see also PAST Consultants, San Jose Modernism, 27.
19 Terplan, Shaping Downtown San Jose.”
20 Archives & Architecture, San Jose City Hall: Department of Parks and Recreation Recordation Forms (Sacramento: California Department of Parks and Recreation, 2007), 7.
joint civic center, and property along North First Street in San Jose was acquired for this new development through eminent domain in 1948.\textsuperscript{21} In 1952, San Jose residents approved the relocation of City Hall from downtown to First and Mission streets, along with a nearly two-million-dollar bond to finance the construction of the new building, which was designed by architect Donald F. Haines.\textsuperscript{22} The new City Hall opened in 1958 in the joint civic center, located almost 2 miles north of San Jose’s historic downtown, and the old City Hall building was demolished.\textsuperscript{23} According to SPUR regional planning director Egon Terplan, “The form of the new city hall area was emblematic of the era: The new public buildings were on a superblock surrounded by low-rise buildings and new landscaping.”\textsuperscript{24} The new County of Santa Clara Jail opened in the joint civic center the same year as the City Hall. (Figure 10)

TWENTIETH-CENTURY JAIL DESIGN IN THE UNITED STATES

Brief History of Jails in the United States
The U.S. Bureau of Justice defines jails as “locally-operated correctional facilities that confine persons before or after adjudication. Inmates sentenced to jail usually have a sentence of a year or less.”\textsuperscript{25} Typically, jails house both pretrial detainees, who haven’t been convicted of a crime, as well as inmates convicted of a misdemeanor. Since jails are meant to house inmates serving shorter sentences, they usually focus less on providing space for rehabilitative programs than prisons. Jails are usually located in or near central business districts, near the municipal courthouse, as the County of Santa Clara Main Jail South is.\textsuperscript{26}

The first jail in Colonial America is thought to be one established in Jamestown, Virginia, in the early 1600s.\textsuperscript{27} At that time, jails were not very common, and punishment for crimes usually took the form of fines or public punishment, such as branding and stocks. As the colonies’ populations grew in the 1700s, jails became more prevalent as a means of punishment, as not all criminals could pay a fine or would have their behavior altered by public punishment. In 1682, Penn’s Code—which made prisoners eligible for bail, gave them free food and lodging, and provided jails as a replacement for pillories and stocks—was established under the leadership of William Penn in Pennsylvania. This code was the background of the modern penitentiary system in the United States.\textsuperscript{28}

Jail Design in the United States
There are three main types of jail designs in the United States: first-generation jails, second-generation jails, and third-generation jails. Most jails in the United States are first-generation, or traditional, jails, with a linear design of inmates in cells along corridors. This jail design dates back to colonial America, and is also referred to as intermittent-surveillance design. First-generation jails are meant to hold up to intense use, and are designed to be durable and

\begin{itemize}
\item \textsuperscript{21} Ibid.
\item \textsuperscript{22} PAST Consultants, \textit{San Jose Modernism}, 41.
\item \textsuperscript{23} Terplan, “Shaping Downtown San Jose.”
\item \textsuperscript{24} Ibid.
\item \textsuperscript{26} Ibid., 144–45.
\item \textsuperscript{27} Ibid., 148.
\item \textsuperscript{28} Ibid., 25–28.
\end{itemize}
functional. Second-generation jails have remote or indirect surveillance of inmates, with more limited communication between guards and inmates. Third-generation jails started to be built in the 1960s, with individual cells for inmates, direct supervision by staff, and functional living units. According to criminal justice architect James Kessler, “Direct supervision has evolved from indirect supervision, where an officer in a secure control room observed a series of relatively small pods of inmates. This design was useful in providing multiple levels of classification. However, the remote location of the officer and the impediments to direct contact limited the officer’s effectiveness in understanding the behavioural dynamics of the pod.” County of Santa Clara Main Jail South was designed as a first-generation jail at a time when second- and third-generation jails were just beginning to be more prevalent.

A manual on jail design published the same year that County of Santa Clara Main Jail South opened, in 1958, notes that “sound jail planning calls for, first, a properly developed operational program based on a comprehensive survey of the community’s jail needs; second, a floor plan layout designed to carry out that program; and third, an adequate and substantially constructed building to accommodate the floor plan.” Due to the amount of security needed in a jail building and the multiple use types it must provide for, jail design can be very complicated and expensive. Typical jails contain a sally port, or drive-through area to securely bring inmates into the jail; an intake area for booking, identification, and temporary holding; medical facilities; housing for inmates, in cells or dormitories; recreational/exercise spaces for inmates; inmate visiting areas; and administration areas for jail staff. The County of Santa Clara Main Jail South was designed with all of these areas. The 1958 jail design manual states that when possible, jails should have “horizontal rather than vertical construction,” because “the fewer floors a jail has the less guard posts are required and, consequently, the greater the saving in guard hire. In addition, more safety and security are assured because closer supervision is possible over the interior security area of the jail from a properly designed central Control Room.” County of Santa Clara Main Jail South, with its lower profile and long wings, follows this design guideline. The 1958 manual also notes the importance of using strong and fireproof materials, as “perhaps no other building receives as much abusive treatment nor is subjected to so many determined and malicious efforts at mutilation and destruction as does a city of county jail.” County of Santa Clara Main Jail South is constructed mainly of reinforced concrete, one of the favored materials in the 1958 manual.

29 Ibid., 155–56.
30 Ibid., 157–58.
34 Casey, The Modern Jail, 5.
35 Ibid., 28.
County of Santa Clara Main Jail South

The main jail that served Santa Clara County up to the mid-twentieth century was originally built in 1871 to hold up to 50 prisoners. (Figure 11) More than three quarters of a century later, in 1948, the jail was still in use, but held more than 200 prisoners. A newspaper article from that time noted “the stench of unwashed bodies behind those jail doors,” and rising public sentiment against the existing jail led the county to order up plans for a new jail.\(^{36}\) Although the need for a new jail was recognized in the 1940s, it took a decade for a new building to be constructed. In 1954, the California Board of Corrections prepared a study of Santa Clara County’s detention facilities, and suggested that “a new central jail for adults should be immediately constructed to meet present urgent needs.”\(^{37}\) This report also suggested that a new jail should serve both San Jose and Santa Clara County to reduce operating costs and increase the jail’s efficiency.

County voters approved a 1.5-million-dollar construction bond for a new joint city-county jail and adjacent criminal and legal building in 1955, perhaps convinced by a local newspaper article that argued that the existing county jail’s conditions had created “human degradation beyond belief.”\(^{38}\) In August of that year, architect Frank Treseder was announced as the designer of both buildings, with H. J. Brunnier as structural engineer, G. M. Simonson as


\(^{38}\) “‘Yes’ Vote Tuesday will Give County These,” *San Jose Mercury-News*, October 23, 1955: 1–2A.
mechanical engineer, and DeLappe & Van Bourg as consulting architects. Plans for the jail were drawn up in 1956, and in 1958 County of Santa Clara Main Jail South opened as part of the new City of San Jose/County of Santa Clara joint civic center complex. A formal dedication for the new jail and criminal/legal building was held on May 1, 1958, at which the key to the jail’s was ceremonially torched because the building would be kept open around the clock, and presumably would not need a key. After the dedication ceremony, the jail was open to the public for tours for several weeks before housing inmates, and members of the Santa Clara and Santa Cruz AIA County chapters received a tour of the building and ate dinner there. A year-end review of events in Santa Clara County that year called the jail a “splendid new edifice” and “one of the State’s outstanding penal installations.”

Santa Clara County Architect Frank Treseder
Architect Frank Treseder designed buildings and guided planning efforts throughout Santa Clara County for nearly fifty years. He was born in Salt Lake City in 1916, and moved to San Francisco as a young man. After graduating with a Master of Architecture degree from Harvard University, Treseder served in the Army during World War II, where his regiment was involved in the invasion of Normandy. The Archives of American Art at the Smithsonian Institution has two letters from Treseder written in 1946 to architect Marcel Breuer. In 1948, Treseder and his family moved to Los Gatos, where he would remain for the rest of his life. After working for a time for San Jose firm Kress and Gibson, Treseder opened his own practice in 1954, and received the commission to build the new county jail not long afterward. In 1956, the year the jail began construction, Treseder was the president of the Coast Valleys chapter of the AIA, which had been founded in 1950. Over the next several decades, Treseder’s firm worked mainly on school and residential projects in Santa Clara County. He served as the planning commissioner of Los Gatos from 1963 to 1979, and was instrumental in preserving the town’s oldest building, the Forbes Mill. Treseder died at age 79 in 1995, in his longtime home of Los Gatos. Today, Los Gatos has a small street called Treseder Court.

46 Ostrom, “Frank Treseder, 79.”
SITE EVOLUTION AND CONSTRUCTION CHRONOLOGY

Site Development

The subject property is located to the east of the Guadalupe River, on land obtained at the southwest intersection of North San Pedro Street and Rosa Street (now West Hedding Street) in 1948 by the County of Santa Clara and San Jose through eminent domain. A 1950 Sanborn map shows the plot of land where the jail and the surrounding new civic were to be located as undeveloped (Figure 8). By the time the construction drawings for the jail were prepared in 1956, the County of Santa Clara Administration Building had been built on the civic center site (Figure 9). Soon after, Rosa Street was connected to Hedding Street and the entire street was renamed Hedding Street, and San Pedro Street was extended southward (Figure 10).

Figure 12. 1950 Sanborn Fire Insurance map of San Jose, with approximate location of future jail indicated in red (Proquest Digital Sanborn Maps, altered by author)

Figure 13. 1956 site plan for proposed jail, showing proposed jail site in red and existing County Administration Building to the right (County of Santa Clara, altered by author)
Figure 14. 1966 site plan for an addition to the County of Santa Clara jail, showing Rosa Street renamed as Hedding Street and San Pedro Street extended southward, with jail indicated in red (County of Santa Clara, altered by author)

Construction Chronology

<table>
<thead>
<tr>
<th>Date</th>
<th>Event</th>
</tr>
</thead>
<tbody>
<tr>
<td>1948</td>
<td>City of San Jose and County of Santa Clara acquire site of new civic center through eminent domain</td>
</tr>
<tr>
<td>1955</td>
<td>Construction bond for new jail building issued; Frank Treseder announced as architect</td>
</tr>
<tr>
<td>1956–58</td>
<td>County of Santa Clara Jail constructed to be three stories tall with a basement, with a mechanical penthouse and an open colonnade on the ground floor of the south wing</td>
</tr>
<tr>
<td>1960</td>
<td>Ground floor of south wing enclosed</td>
</tr>
<tr>
<td>1966</td>
<td>Third floor of south wing reconfigured from open dormitory to smaller 4-man, 6-man, and 12-man cells; new elevator added at west end of building</td>
</tr>
<tr>
<td>1967</td>
<td>New jail wing constructed on east side of south wing, with three stories, a basement, and a penthouse; additional interior alterations at portions of the original building</td>
</tr>
<tr>
<td>1974</td>
<td>New jail wing constructed on west side of south wing, one story tall with a fenced-in exercise deck on the roof</td>
</tr>
<tr>
<td>1985–88</td>
<td>New 13-story-tall county jail building constructed just to the north of the 1958 jail, creating the County Main Jail Complex</td>
</tr>
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</table>
OWNERSHIP & CONSTRUCTION HISTORY

The City of San Jose and County of Santa Clara acquired the site for the County of Santa Clara Main Jail South Building in 1948, but site preparations didn’t begin until 1955, when the construction bond for the jail was approved and Frank Treseder was chosen as the architect of the jail and nearby Criminal-Legal Building. The construction drawings for the new jail note that it would also house the offices of the County Sheriff, whose department would run the jail.47 The T-shaped jail had a large parking lot to its north, with minimal landscaping in front of the main north facade. Most of the building was three stories tall, with the exception of fenced-in, open-air spaces topped with barbed wire located at the east wing and the south wing. Windows were steel sash with tempered glazing and a mix of vertical and horizontal “maximum security grilles.” The first floor of the south wing was also open to the outside to serve as space for additional parking and car washing. The jail was built with numerous stairwells for security and safety purposes, and initially had just one elevator. The initial construction drawings show that movable full-height paneled partitions with clerestory windows would be installed in the administrative offices on the first floor, which also contained the main lobby for the jail and a visitor area. The second floor contained various cells for inmates, ranging from a “drunk cell” to a larger men’s dormitory to an isolation cell. The third floor contained the highest number of single cells, with “tool resisting steel cell fronts.” Running underneath the south wing parallel with the building’s north wing, a concrete driveway led down to a sally port prisoner intake area, where rolling grille doors would secure a vehicle during the inmate transfer process.

County of Santa Clara Main Jail South received several major additions and renovations in the decades after it first opened (Figure 11). These additions aligned with the county’s growing population in the 1960s and 1970s. The jail’s first major renovation occurred in 1960, just two

47 Construction drawings for the new building and later alterations were provided to the author by the County of Santa Clara, Capital Projects Division.
years after the jail opened. Architect Frank Treseder, who would handle several of the jail’s modifications through the 1970s, drew up plans to enclose the first floor of the jail’s south wing, which had previously served as a covered parking. This area was reassigned to serve as a “Drunk Facility,” and housed several larger drunk cells, individual cells, and an alcohol and drug testing area. In 1966, Treseder issued plans to enclose the third floor of the south wing, changing this space from an exercise deck to cells to house up to twelve men together. These new cells received daylight from skylights in the ceiling, and each cell had shared toilets and dining tables. A new elevator was also built at the west wing of the jail at this time. Treseder designed a major addition to the jail a year later, in 1967. This three-story, rectangular addition was inserted between the east and south wings of the original jail, and extended over the basement driveway on the building’s east side. A landscaped yard separated the new addition from Pedro Street. The addition provided more office and storage room at the basement and first floors, additional cells and dormitories of various sizes on the second floor, and a large unfinished space on the third floor. Some portions of the existing building were reconfigured at this time as well, including the basement level of the original east wing, which received a new elevator and modified intake areas. Another larger addition designed by the Palo Alto architecture firm William L. Carmen & Associates was constructed in 1974 on the west side of the jail’s original south wing, to the south of the basement driveway ramp. This addition contained a medical ward on its first floor and an open-air exercise deck on the second floor, with basketball and handball courts.

Proposition 13 was passed in California in 1978. This legislation drastically cut property taxes, hurting county budgets statewide. The County of Santa Clara decided not to cut human services despite the lower budget, and building maintenance suffered instead. At the same time that county funds were decreased, the Santa Clara County inmate population was growing. Between 1978 and 1985, the County’s jail population increased from 1,550 inmates to 3,750 inmates. In 1981, inmates of County of Santa Clara Jail filed a lawsuit against the jail that was later settled in court for overcrowding issues in the jail. The settlement limited the maximum number of prisoners to 712; the original jail was built to house roughly half that amount of inmates. Proposition 13 had slowed construction in the county for nearly a decade, but by the mid-1980s, the demand was high enough that the city had to act to expand its services.

In 1986, County of Santa Clara was planning or working on more than 800 million dollars’ worth of construction projects, with 200 million dollars going toward county jail improvements alone, including the construction of a new 13-story jail tower adjacent to the 1958 jail. In 1987, a new County of Santa Clara Department of Correction was established. This department took over management of the county jails from the County Sheriff. At the time that the Department of Correction was created, the County of Santa Clara operated the sixth-largest county jail system in the United States. The expansions in the late 1980s increased the county jail system’s capacity from 2,994 inmates to 4,220 inmates. The new County of Santa Clara Main Jail North,

49 Michael Rezendes, “Governor Visits Jail Site, Urge More of Same, Takes L.A.’s Bradley to Task in Visit to Santa Clara County,” San Jose Mercury News, November 13, 1985: 3B.
50 E. A. Torriero, “Another Ordinary Day Had Begun at the County’s Jail and Already the Judicial and Penal Systems were Sputtering Behind Bulging Bars,” San Jose Mercury News, January 26, 1986: 1A.
51 Tom Legan, “In Defense of Jail Takeover Department of Correction Won’t Do Away with Deputies,” San Jose Mercury News, December 23, 1987: 7B.
which opened in 1988, was designed to house 720 inmates in single cells. A new 144-bed jail for women inmates was also built for the county in Elmwood around the same time.\(^{52}\) Despite the opening of the new jail building, maintenance of Main Jail South still suffered from a lack of funding, which wasn’t helped by the recession of the early 1990s. In 1997, the County of Santa Clara spent 8 million dollars on building maintenance, the same amount they’d spent 18 years earlier.\(^{52}\) Since County of Santa Clara Main Jail North opened, the Main Jail South building has received mostly minor renovations. Management of the county jail system transferred back to the County Sheriff’s Department in 2010.\(^{54}\)

**EVALUATION FRAMEWORK**

**THE NATIONAL REGISTER CRITERIA FOR EVALUATION (NRHP)**

The National Register is the nation’s master inventory of known historic resources. It is administered by the National Parks Service (NPS) in conjunction with the State Historic Preservation Office (SHPO). The National Register includes listings of buildings, structures, sites, objects, and districts possessing historic, architectural, engineering, archaeological, or cultural significance at the national, state, or local levels. The National Register criteria and associated definitions are outlined in the National Register Bulletin Number 15: How to Apply the National Register Criteria for Evaluation. The following is quoted from National Register Bulletin 15:

Criteria

Generally, resources (structures, sites, buildings, districts, and objects) over 50 years of age can be listed in the National Register provided that they meet the evaluative criteria described below. Resources can be listed individually in the National Register or as contributors to an historic district. The National Register criteria are as follows:

A. Resources that are associated with events that have made a significant contribution to the broad patterns of history;

B. Resources that are associated with the lives of persons significant in our past;

C. Resources that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant or distinguishable entity whose components may lack individual distinction; or

\(^{52}\) Rebecca Salner, “Prop. 13, Eat Your Heart Out: From Jails to Trains, Santa Clara County is Playing Catch-up with Unmet Needs,” *San Jose Mercury News*, July 20, 1986: 1B.

\(^{53}\) Kaplan, “Building Problems and no Quick Fixes.”

D. Resources that have yielded or may likely yield information important in prehistory or history.

**THE CALIFORNIA REGISTER CRITERIA FOR EVALUATION**

The California Register of Historical Resources (CRHR) is the official list of properties, structures, districts, and objects significant at the local, state, or national level. California Register properties must have significance under one of the four following criteria and must retain enough of their historic character or appearance to be recognizable as historical resources and convey the reasons for their significance (i.e. retain integrity). The California Register utilizes the same seven aspects of integrity as the National Register. Properties that are eligible for the National Register are automatically eligible for the California Register. Properties that do not meet the threshold for the National Register may meet the California Register criteria.

1. Associated with events that have made a significant contribution to broad patterns of local or regional history, or cultural heritage of California or the United States;
2. Associated with the lives of persons important to the local, California or national history
3. Embodies the distinctive characteristics of a design-type, period, region, or method of construction, or represents the work of a master, or possesses high artistic value; or
4. Yields important information about prehistory or history of the local area, California or the nation.

CRHR criteria are similar to National Register of Historic Places criteria, and are tied to CEQA, so any resource that meets the above criteria, and retains a sufficient level of historic integrity, is considered an historical resource under CEQA.

**INTEGRITY**

When evaluating a resource for the NHRP or CRHR, one must evaluate and clearly state the significance of that resource to American history, architecture, archaeology, engineering, or culture. A resource may be considered individually eligible for listing in the NRHP or CRHR if it meets one or more of the above listed criteria for significance and it possesses historic integrity. Historic properties must retain sufficient historic integrity to convey their significance. The following seven aspects define historic integrity:

- **Location.** The place where the historic property was constructed or the place where the historic event occurred.
- **Design.** The combination of elements that create the form, plan, space, structure, and style of a property.
- **Setting.** The physical environment of a historic property.
- **Materials.** The physical elements that were combined or deposited during a particular period of time and in a particular pattern or configuration to form a historic property.
• **Workmanship.** The physical evidence of the crafts of a particular culture or people during any given period in history or prehistory.

• **Feeling.** A property’s expression of the aesthetic or historic sense of a particular period of time.

• **Association.** The direct link between an important historic event or person and a historic property.

To retain historic integrity, a resource should possess several of the above-mentioned aspects. The retention of specific aspects of integrity is essential for a resource to convey its significance. Comparisons with similar properties should also be considered when evaluating integrity as it may be important in deciding what physical features are essential to reflect the significance of a historic context.

## THE COUNTY OF SANTA CLARA HISTORIC PRESERVATION ORDINANCE

The County of Santa Clara Historic Preservation Ordinance was created in 2006 for the “preservation, protection, enhancement, and perpetuation of resources of architectural, historical, and cultural merit within Santa Clara County and to benefit the social and cultural enrichment, and general welfare of the people.” 55 This ordinance called for the creation of a heritage resource inventory of existing landmarks and other historic resources. To qualify as a historic resource under the ordinance, a resource must meet the following designation criteria:

A. Fifty years or older. If less than 50 years old, sufficient time must have passed to obtain a scholarly perspective on the events or individuals associated with the historic resource and/or the historic resource is a distinctive or important example of its type or style; and

B. Retains historic integrity. If a historic resource was moved to prevent demolition at its former location, it may still be considered eligible if the new location is compatible with the original character of the property; and

C. Meets one or more of the following criteria of significance:
   1. Associated with events that have made a significant contribution to the broad patterns of local or regional history, or the cultural heritage of California or the United States;
   2. Associated with the lives of persons important to local, California or national history;
   3. Embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of a master or possesses high artistic values; or
   4. Yielded or has the potential to yield information important to the pre-history or history of the local area, California, or the nation. 56

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FINDINGS

NATIONAL REGISTER OF HISTORIC PLACES/CALIFORNIA REGISTER OF HISTORICAL RESOURCES/HISTORIC PRESERVATION ORDINANCE OF THE COUNTY OF SANTA CLARA

This section uses the historic information discussed above to evaluate the property at 180 West Hedding Street in San Jose, California, for historic significance. The California Register of Historical Resources uses generally the same guidelines as the National Register of Historic Places (developed by the National Park Service); as such, selected language from those guidelines will be quoted below to help clarify the evaluation discussion.

To be potentially eligible for individual listing on the NRHP/CRHR, a structure must usually be more than 50 years old, must have historic significance, and must retain its physical integrity. The subject building at 180 West Hedding Street was constructed in 1958 and therefore meets the age requirement. In terms of historic significance, the NRHP/CRHR evaluates a resource based on the following four criteria:

Criterion A/1 (event)
As stated by the National Park Service (NPS), this criterion “recognizes properties associated with single events, such as the founding of a town, or with a pattern of events, repeated activities, or historic trends, such as the gradual rise of a port city’s prominence in trade and commerce.”

County of Santa Clara Main Jail South was constructed in 1958, a time of explosive growth for the City of San Jose and the County of Santa Clara. Several factors led to this expansion, including the growth of the defense and electronics industries in the region during and after World War II, the rising influence of the automobile on population growth and urban planning, and the decades-long leadership of an ambitious City Manager, A. P. “Dutch” Hamann. The jail was built as part of the new joint city-county Civic Center complex, along with a new San Jose City Hall and numerous other municipal buildings. As the city and county continued to grow in the 1960s through the 1980s, the jail grew as well, accruing several major additions to attempt to keep up with a growing inmate population. In the late 1980s, a new County of Santa Clara Main Jail building was constructed with a much higher capacity than the earlier jail, and no further major additions or alterations were made to County of Santa Clara Main Jail South afterwards. The jail is associated with the mid-twentieth-century growth of San Jose and Santa Clara County. However, it does not have an important association with that pattern of events, as it was one of many new municipal buildings constructed within this period. The jail was built to provide a functional service to the growing city and county population, but was not historically an especially visible or celebrated symbol of this municipal. In addition, other municipal

58 Ibid.
buildings with a stronger association to the mid-twentieth-century expansion of San Jose and Santa Clara County, such as the old City Hall building, still exist.

According to the National Register Criteria for Evaluation of Integrity, County of Santa Clara Main Jail South has medium-to-low integrity. The building’s integrity was evaluated by comparing historic photos of the jail as well as its original floor plans with the building today, as observed during a site visit that included both the interior and exterior of the building. The building has not been moved since its initial construction, but its immediate setting has changed significantly since it was first constructed. The north primary facade used to be the jail’s most visible element, but is now in shadow from the Main Jail North building, which was constructed on the location of the 1958 jail’s former parking lot. The jail building retains a fair amount of its exterior facade design and materials, especially on the north facade, but its overall design has also been significantly altered since its initial construction by several major additions that have changed the footprint and massing of the building. Some elements of the interior have remained the same, including the movable office partitions on the first floor and many of the cells on the upper floors, while other elements of the original floor plans have been changed from exterior spaces to interior spaces. The building’s functional workmanship and materials do not give it a strong association with the time that it was constructed.

Based on a review of the above information, County of Santa Clara Main Jail South does not appear eligible for listing on the CRHR or NRHP under Criterion A/1. In addition, the building’s lowered level of integrity further reduces its eligibility for listing on the CRHR or NRHP.

**Criterion B/2 (person)**

This criterion applies to properties associated with individuals whose specific contributions to history can be identified and documented. The NPS defines significant persons as “individuals whose activities are demonstrably important within a local, state, or national historic context. The criterion is generally restricted to those properties that illustrate (rather than commemorate) a person’s important achievements. The persons associated with the property must be individually significant within a historic context.” The NPS also specifies that these properties “are usually those associated with a person’s productive life, reflecting the time period when he or she achieved significance.”

County of Santa Clara Main Jail South was constructed along with many other municipal buildings under the leadership of San Jose City Manager A. P. “Dutch” Hamann, an important individual in the local history of San Jose due to his role in the major growth of the city and the County of Santa Clara in the mid-twentieth century. However, the Jail’s connection to Hamann is not strong enough for the building to be eligible for listing on the CRHR or NRHP under Criterion B/2.

**Criterion C/3 (design/construction)**

Under this criterion, properties may be eligible if they “embody the distinctive characteristics of a type, period, or method of construction, ...represent the work of a master, ...possess high
artistic values, or...represent a significant and distinguishable entity whose components may lack individual distinction.”

According to the NPS, “‘Type, period, or method of construction’ refers to the way certain properties are related to one another by cultural tradition or function, by dates of construction or style, or by choice or availability of materials and technology. A structure is eligible as a specimen of its type or period of construction if it is an important example (within its context) of building practices of a particular time in history.”

A review of the jail’s design does not distinguish it from other buildings of incarceration constructed in the mid-twentieth century, and does not represent the work of a master. Based on a review of the above information, County of Santa Clara Main Jail South does not appear eligible for listing on the CRHR or NRHP under Criterion C/3.

Criterion D/4 (information potential)
Archival research and physical investigation of the site focused on the above ground resource only. Therefore, no informed determination could be made regarding the property’s eligibility for the CRHR under Criterion D/4.

CONCLUSION
In summary, the subject property, County of Santa Clara Main Jail South at 180 West Hedding Street, does not display a level of historical significance or integrity that would qualify it for listing as a historic resource on the California Register of Historical Resources or the National Register of Historic Places under any criterion, or as a local landmark under the County of Santa Clara Historic Preservation Ordinance. As County of Santa Clara Main Jail South does not qualify for listing on the California Register of Historical Resources, the property is also ineligible to be considered a historic resource under CEQA.

60 Ibid.
61 Ibid.
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Appendix A

EXISTING CONDITIONS PHOTOS

All Photos taken by Garavaglia Architecture, Inc., March 2015
Figure 1. View of non-historic gate to County of Santa Clara Main Jail South entrance, with Main Jail South to the left and Main Jail North to the right

Figure 2. Historic glass, tile, and metal-panel cladding at first floor of the north facade of Main Jail South
Figure 3. Vertical louvers at the windows of the jail’s north facade are likely historic, with clear outer panels added later.

Figure 4. Ramp leading to sally port, looking east: The original jail is to the left of and on top of the driveway, while the portion of the jail to the right of the driveway is part of a 1974 addition.
Figure 5. Sally port area at base of ramped driveway, with entrance to Main Jail South at the center left

Figure 6. Hallway in basement connecting Main Jail South with Main Jail North, looking south
Figure 7. Former booking/intake area in basement of Main Jail South

Figure 8. Doorway and transom at the first floor of a stairwell at the building’s south wing, looking south
Figure 9. Light-up security panel at first floor of jail, showing whether doors at different levels of the jail are secure or not

Figure 10. Inmate visiting area at first floor
Figure 11. Offices at first floor, with paneled office partitions that are likely original to the building.

Figure 12. Inmate dining area at second floor, with murals on walls painted by former inmates.
Figure 13. Steel gate securing a small group of cells

Figure 14. View of a typical smaller-scale cell in Main Jail South