

## APPENDIX C: PROJECT PROPOSAL

Please provide a succinct and clearly written response to each of the following evaluation factors in the order in which they appear. Cite all references, studies, reports, or other data that support the responses. Please type responses below each question. There is no limit on the length of each individual response as long as the entire proposal narrative is ten (10) pages or less using 12pt Arial font.

### C1 - PROJECT PROPOSAL NARRATIVE

#### 1. Historical Need

- 1a. Describe the historical need in Santa Clara county the proposed Project will address.

Santa Clara County has undergone a remarkable transformation over the past century, morphing from the agricultural “Valley of Hearts’ Delight” of the past into the high-tech “Silicon Valley” of today. This transformation is so unique in our nation’s history that the National Park Service deemed it worthwhile for the County to apply for National Heritage Area recognition. Longtime residents may remember the orchards of prune and apricot trees that once carpeted the valley and the canneries that processed that bounty, and also the freight trains that carried the fresh, dried, and canned produce off to market across the country. But newer residents and members of the more recent generations have only known the area as the land of freeways, housing areas, and the high-tech industries, be it the early silicon-chip fab-labs or the more recent software and internet companies.

We in the community of Willow Glen are working to save an artifact of these bygone days: a now-unused wooden railroad trestle from 1922 that bridges the Los Gatos Creek, and also bridges our modern time back to our agricultural past. We want to tell the trestle’s untold stories.

The Willow Glen Trestle has a remarkable history: it is the structure that allowed the Western Pacific Railroad (WP) Company to reach the main depot in San José, and thereby break a decades-long monopoly the rival Southern Pacific (SP) had held on San José and the Santa Clara Valley. For this, the California State Historical Resources Commission unanimously (and repeatedly) declared the trestle worthy of listing on the State Register of Historic Resources.<sup>1</sup>

The construction of the WP line also gave the City of San José some leverage in dealing with the much larger Southern Pacific. Back then, the SP tracks ran right down the middle of town, at grade, along 4th Street, and there were roughly a hundred trains per day, disrupting traffic in town. San José was able

<sup>1</sup> The trestle’s history is summarized in our application to the State Office of Historic Preservation:

[http://ohp.parks.ca.gov/pages/1067/files/ca\\_santa%20clara%20county\\_willow%20glen%20trestle.pdf](http://ohp.parks.ca.gov/pages/1067/files/ca_santa%20clara%20county_willow%20glen%20trestle.pdf) Subsequent historic filings and findings, along with links to presentation chart-sets and videos of the hearings are on our website, [www.WGTrestle.org](http://www.WGTrestle.org)

to play WP off against SP in the granting of city franchises in order to negotiate SP's relocation of their tracks away from downtown.<sup>2</sup>

At around the same time, the residents of Willow Glen felt that they had to incorporate their town so that they could fight against the impacts of Southern Pacific, something that they didn't have to do for Western Pacific. Western Pacific executives had promised "hardly a train a day" would go through town, over the trestle, and to the depot, but Southern Pacific's plans to relocate their tracks to the edge of town threatened to isolate the residents of Willow Glen from San José unless SP provided grade-separations. By incorporating as the town of Willow Glen, they were able to require proper accommodations, and when SP refused, the town sued SP in a case that made it up to the US Supreme Court.<sup>3</sup>

Agriculture faded over the years, and so did the canneries and the need for the railroads that served them. Service on the former WP line stopped around 2000, and San José bought part of the rail right-of-way, including the Willow Glen Trestle, for the future Three Creeks Trail. According to a 2012 Engineering Study<sup>4</sup> commissioned by the City of San José, the trestle is well-suited to be adapted as a pedestrian and bicycle connector between that trail and the Los Gatos Creek Trail. However, in 2013, the City of San José rushed to purchase a prefab steel replacement bridge, without even consulting its Historic Landmarks Commission or its Parks & Recreation Commission, and also without waiting to hear from the general public at its announced public hearings on trail design.<sup>5</sup> The Friends of the Willow Glen Trestle filed suit against the City to enforce California Environmental Quality Act (CEQA) regulations, seeking an Environmental Impact Report (EIR) to evaluate the trestle's historic status. The Friends also fought to have the trestle officially declared "historic", even though the City objected. After five years of legal maneuvers,<sup>6</sup> the trestle is still standing, and it also now is officially listed on the California Register of Historic Resources.<sup>7</sup> The Courts are now considering whether the City will still be allowed to demolish the historic trestle since it wasn't officially listed as historic at the time the City voted to demolish it, given that it was a State-listed historic structure when the City later sought to renew the required streambed alteration agreements from the California Department of Fish and Wildlife.

There are many books on railroads and bridges, and a number of books on San José and even the Willow Glen district within it. However, we wish to tell a couple of local "untold stories":

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<sup>2</sup> *Touring Historic Willow Glen – Ten Walking Loops*, © 2007 by the Willow Glen Neighborhood Association, in partnership with Preservation Action Council of San José (PAC\* SJ)

<sup>3</sup> *ibid*

<sup>4</sup> Engineering Report is on the city's website:

<http://www.sanjoseca.gov/DocumentCenter/View/11898>

Note: the report's Executive Summary is based on a flawed trade matrix: see

[http://www.wgbackfence.net/trade\\_rebuttal.doc](http://www.wgbackfence.net/trade_rebuttal.doc)

<sup>5</sup> Council Agenda 3/26/13, item 5.1: <http://www.sanjoseca.gov/DocumentCenter/View/13322>;

Letter to Council, 3/24/13: [http://www.wgbackfence.net/Train\\_Trestle.doc](http://www.wgbackfence.net/Train_Trestle.doc); Council Agenda 4/9/13, item 2.17: <http://www.sanjoseca.gov/DocumentCenter/View/14283>; transcript of public comment at Council, 4/9/13: [http://www.wgbackfence.net/trestle\\_talk.doc](http://www.wgbackfence.net/trestle_talk.doc)

<sup>6</sup> The various legal filings, both pro and con, are archived on the website, [www.WGTrestle.org](http://www.WGTrestle.org)

<sup>7</sup> Notice from SHRC, 5/10/17: [http://www.wgtrestle.org/Calif\\_Register\\_Findings.jpg](http://www.wgtrestle.org/Calif_Register_Findings.jpg)

- One story is of how the local farmers and orchardists of Santa Clara County, tired of dealing with the expense and arrogance of the monopolistic Southern Pacific Railroad, convinced T.S.Montgomery, one of the richest men in town, to serve on the board of the rival Western Pacific and to bring it into San José. The Willow Glen Trestle enabled WP to enter the San José market without disturbing the local residents by looping around town in a giant “J-hook”. Western Pacific not only broke a decade’s-long monopoly, they also introduced new services, “Less Than Carload” and “Overnight Shipping”, which benefited the area’s smaller local farmers and orchardists. We uncovered a number of “primary sources” when researching the trestle for the State listing that a good writer could fold into a most interesting yet untold story.
- Another part of this untold story is of how, for decades, Southern Pacific had run its tracks right down the center of San Jose, and how the City, annoyed by the traffic disruption caused by this train traffic, played Western Pacific off against Southern Pacific to get the latter to move their tracks out of downtown. Concurrently, Willow Glen residents incorporated as a town to make sure these relocated tracks did not isolate their town, and had to sue to have Southern Pacific construct the needed overpasses. We told some of this tale a decade ago in our book, “*Touring Historic Willow Glen*”,<sup>8</sup> but we now have additional information worth documenting.
- And, nearly a century later, there’s also the untold story of how the community has rallied to save the trestle in the face of the city’s shortsighted and determined efforts to demolish and replace it. Our book will serve as a record of how citizens can work to save historic structures, both in the courts and with official State commissions, even when the city stubbornly fights back. It will also document the legal case.

As we write this grant application, it is as yet unclear as to whether in the end we will ultimately be successful. But regardless of whether the trestle itself remains standing or not, it remains part of our local history and is a set of untold stories worth telling! Our hope is to have the book researched, written, and published in time for the trestle’s 100th anniversary in 2022.

1b. Describe the proposed Project and how it will help meet the historical need.

The proposed project is to research and document the history of Willow Glen, the railroads serving the region and the battles between them, and the Willow Glen Trestle itself – both as a historic artifact and as the subject of the citizen-led political and legal process to save it. Also, community members have suggested a couple alternative restoration concepts, and our project includes a small stipend for some college engineering students or interns to undertake a couple quick seismic analyses / feasibility studies / design sanity-checks. Regardless of whether or not the courts eventually rule in favor of preserving the trestle, current and future residents will benefit by having documentation of what was once here and of the efforts of the community to save it.

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<sup>8</sup> *op cit*

1c Describe the specific community that is affected by the untold story, or unmet historical need and how they will be engaged with/by the completed Project.

A number of groups are likely to be interested in a well-researched and documented book on the history of the trestle, the related “railroad war” between Southern Pacific and Western Pacific and how San José and Willow Glen played them against one-another for the betterment of both towns, and the present-day efforts to save the trestle. Interested groups include:

- The residents of the community of Willow Glen, given how the Willow Glen Trestle and the accompanying Western Pacific Railroad shaped the character and development of Willow Glen;
- Rail enthusiasts, especially those interested in the Western Pacific, are also likely to be interested;
- Preservationists, who may be interested in how citizen historians” were able to research and document the trestle’s history, and then seek and win official State historic status even in the face of strong city opposition;
- And Community activists, who can be inspired by the community’s legal battles, and who can benefit by having ready reference to the court proceedings. Just as John Muir’s (unsuccessful) efforts to save Hetch Hetchy spawned a movement, this too may inspire generations to action.

1d Is this community served located in a disadvantaged area as illustrated at <http://www.parksforcalifornia.org/communities?>  Yes  No

If so, attach documentation.

The Willow Glen Trestle is not located in an area now listed as disadvantaged. When the trestle was built, it was to the advantage of the smaller farmers of the region, since Western Pacific introduced the concept of “partial load” shipping which allowed small farmers to get their produce to market without having to wait until they could fill a full railroad car with produce.

1e How will the Project benefit the community and make a significant, long-term contribution to acknowledging, celebrating, or preserving history in Santa Clara county?

Our project is to document the history of Willow Glen and the railroads: how Western Pacific (and the Willow Glen Trestle) shaped Willow Glen and the region; how the city leaders in San José used the rivalry between WP and Southern Pacific, and the expiration of SP’s railroad franchise, as leverage to remove SP’s traffic-disrupting tracks away from the middle of San José; and how Willow Glen fought for, and got, SP to provide grade-separations so that Willow Glen would not be isolated from San José by the heavily used SP tracks. The project will record how WP battled against the larger rival Southern Pacific with innovative services that helped the area’s small farmers and orchardists. We seek to acknowledge and celebrate both those involved with the construction of the trestle (including T. S. Montgomery on the Western Pacific Board, and Howard M. Smitten who was appointed in 1921 to be the bridge engineer for Western Pacific), and those (such as L.D.Bohnett and Paul F. Clark) who were involved in the SP/WP “railroad wars” and the alignment of the various routes.

And then there's also the "second chapter", the efforts to save the trestle. This would record how "citizen historians" (Jean Dresden, Larry Ames) were able to have a resource officially listed on the State Register, even after the owner (the city) had rejected any historic listing. The project will also document the legal work of Susan Brandt-Hawley, our lawyer who specializes in CEQA law and historic preservation, and help preserve the court filings so that others can follow in our footsteps.

## 2. Milestones and Timelines

2a. What are the major milestones/grant deliverables of the Project?

The major milestone is to have the process completed and have a book published by 2022, the 100th anniversary of the opening of the Willow Glen Trestle.

2b. What is the Project timeline? Explain how the Project will be completed within the three (3) year Project Completion Term requirement.

- Jan 2020 - Mar 2020: interview and hire (contract) researcher(s) and analyst(s)/interns
- Mar 2020 - Sept 2020: research, interviews, analysis
- Sept 2020 - July 2021: draft, write, edit book
- Aug 2021 - Oct 2021: publish book
- Jan 2020 - Dec 2022: promote book

2c. Who will be responsible for performing Project activities (milestones/grant deliverables)? What are their qualifications for completing the Project?

We have not yet selected the individuals who will do the actual research, analysis, interviewing, writing, editing, or publishing. The person responsible for leading the project's activities: Dr. Lawrence Ames.

Qualifications:

- Ph.D. physicist, retired after a 30+ year career in aerospace. Nearly 40 years in community activities: neighborhood associations, parks commissions, environmental boards, historic preservation clubs, trail committees, community planning task forces.
- Dr. Ames was appointed to Santa Clara County's Los Gatos Creek Streamside Park Committee in 1984, and served continuously until the Committee ceased operation around 2000.
- Dr. Ames in 1993 - 1996 was Project Manager for the Los Gatos Creek Urban Stream Restoration Project,<sup>9</sup> co-sponsored by Santa Clara County, which used a \$66,000 State Grant to coordinate 200 volunteers and to plant over a thousand native trees and shrubs.
- Dr. Ames was one of the co-authors of the book, *Touring Historic Willow Glen / Ten Walking Loops*, © 2007, usually available at Hicklebees on Lincoln Avenue.

<sup>9</sup> See our technical paper, online at [www.wgbackfence.net/LGCUSRP.pdf](http://www.wgbackfence.net/LGCUSRP.pdf)

- Dr. Ames is Founder of Friends of the Willow Glen Trestle and the Willow Glen Trestle Conservancy, and spearheaded the successful efforts to have the trestle officially listed on the State Register of Historical Resources in 2017.

### 3. Public Access Schedule

3a. Describe how the finished Project be open to the public on an equal and non-discriminatory basis. Will admission or fees be charged? If so, elaborate.

We will give free eBook copies of the completed book to the Martin Luther King Library and to the Willow Glen Branch Library, which are free and open to all. We will also distribute printed or eBook copies to local museums, schools, etc.

### 4. Budget

4a. Describe how the Project will be efficiently and effectively developed to address the identified Project need within estimated Project costs.

We will be able to efficiently and effectively leverage the grant funding with our own resources:

- The thorough documentation we generated for the California State Historical Resources Commission (SHRC) hearings, for nomination to be listed on the National Register of Historic Resources, for the successful listing on the State Register, and for the successful rebuff of the City’s request for “Redetermination”.
- The collected archive of court records and findings
- Presentations to elected officials, staff, and the general public
- Links to relevant city documents, including videos of critical Council hearings
- Detailed engineering diagrams from the City-commissioned Engineering Report will enable summer interns and/or college honor students to model and analyze various alternatives without requiring any onsite measurements or inspections.

Most of these materials are indexed and readily accessible through our website: [www.WGTrestle.org](http://www.WGTrestle.org)

4b. Explain how the Project budget was determined and explain the competitive process that will be used to award contracts paid for by grant funds. (The cost basis for the budget must be documented and justified). Ensure Project costs are clearly defined. Distinguish preservation work from other work required by code or operational updates, for example, infrastructure, and technology and interior improvements.

- Research and Interviewing: \$35,000
  - Based on conversations with several authors at a recent writers’ fair,<sup>10</sup> estimate \$15,000 for labor of researching, equivalent to \$90k/yr for 4 months at halftime.

<sup>10</sup> San José Women’s Club’s “Chill Out and Read”, Aug. 4, 2019.

- Add \$10,000 for interviewing expenses (e.g., recording and transcription services), Public Record Request expenses, forensic accounting, copying and other fees, and for travel to remote resources such as the Train Museum archive in Sacramento and the Western Pacific Museum archive in Portola Calif.
- Include \$10,000 for a first-order analysis: a \$5,000 fee to a college or university and a \$5,000 stipend/honorarium for college student(s) or intern(s) to undertake an honors project to recreate a simple seismic model of the trestle based on the materials and dimensions provided in the City-commissioned Engineering Report, and then to evaluate several community-proposed alternatives to see whether it might be cost-effective to significantly reduce the roughly 150 tons of concrete trail decking that had been part of the model used by the city consultants. (Note: this would not involve any access to the property or detailed engineering design work.)
- Writing and Editing: \$25,000
  - Writer: \$90k/year, halftime for 4 months = \$15,000. Estimate based on conversation with several writers at the recent writers' faire.
  - Include \$5,000 for final editing
  - Include \$5,000 for graphic design (for the book cover and website upgrade).
- Publishing: \$5,000: \$2,000 to prepare as an eBook, \$1,000 to prepare and set up for on-demand printing, and \$2,000 for printing of 200 copies at an estimated \$10 each.
- Promotion and speaking travel: \$5,000: money to be used to go to the State Office of Historical Preservation in Sacramento, the Western Pacific Feather River museum in Portola, and/or the city in California hosting the quarterly meeting of the State Historical Resources Commission.

The total budget is \$70,000. Money can be shifted within a category, but not between categories. If expenses in a category are less than the amount budgeted, it will not be claimed. If expenses look to be more than budgeted, we may either reduce the scope of the task and/or augment the account with donations and fundraisers.

When hiring researchers, writers, editors, analysts, etc., a committee of core team members will interview several prospective candidates, checking costs and the quality of their work, prior to making an offer.

We are applying for a research and documentation grant: there is no physical work involved. There is no actual preservation, updated code improvements, infrastructure, or technology or interior improvements connected to the proposed project.

<p>4c. Are cash contributions from other sources being committed to the Project? If so, explain.</p> <p>No other cash is committed towards this project: our contribution is primarily our existing in-kind research and documentation work now stored online at <a href="http://www.WGTrestle.org">www.WGTrestle.org</a>. As noted above, if we find an aspect of the project appears to require more money than was budgeted, we may opt to hold a fundraiser and/or seek other donations.</p> <p>4d. If the Project is part of a long-range multi-phased overall Project, describe how this Projects fits in with the overall Project. How many phases are required to complete the multi-phased Project?</p> <p>Our project is stand-alone and not part of a long-range or multi-phased project.</p> <p>4e. Discuss how Contingency Funding will be identified and if not, how contingencies will be addressed if discovered during the Project.</p> <p>No contingency funding is identified. If contingencies arise, we will rescope that portion of the project and/or augment the funding with donations and/or fundraising.</p>
<p>4f. If applicable, discuss the use of any in-kind contributions (staff salaries (excluding benefits) volunteer hours, community letters of support (for Non-Profits only) to the Project.</p> <p>In-kind contributions include the research and documentation that is already collected and stored online at <a href="http://www.WGTrestle.org">www.WGTrestle.org</a>. Members of our organization will volunteer to help as appropriate with photographs and graphics as needed, just as we did with the book we helped publish (<i>Touring Historic Willow Glen – Ten Walking Loops</i>).</p> <p>We are including with this application more than ten letters of support from the community, including from neighbors, trail advocates, historians, rail enthusiasts, a former County Supervisor, a retired newspaper editor, and the grandson of the engineer that likely built the trestle in the first place nearly a century ago.</p> <p>4g. If grant funds will be used as seed money, please describe how.</p> <p>The grant funds will not be used as seed money.</p> <p>4h. If applicable, describe your fundraising plan.</p> <p>If fundraising is required, we would likely repeat what we did some years ago at the beginning of our preservation efforts: members of the group hosted an evening dinner party event that netted in excess of \$5,000. Since then, interest in the trestle has grown – and our list of potential donors has grown as well.</p>
<p>4i. If any Advanced funds are anticipated, please describe the use in relation to the Project timeline.</p> <p>Advanced funds are not anticipated.</p>
<p><b>5. Long-Term Maintenance and Operation</b></p>



5a. Describe the plan for long-term maintenance and operation of the Project through the Funding Agreement Term expiration. What funding sources or other resources will be used to maintain and operate the Project in the future?

Our project is for research and documentation. There is no maintenance or operation involved in this project

5b. Who will be responsible for the maintenance and operation of the Project and ensuring its on-going availability for public use? Briefly describe their track record with similar Project.

There is no maintenance or operation involved in this project. We will produce a book and will donate copies to various branches of the San José Library in their preferred eBook format. The libraries have an excellent track record of preserving and publicly sharing their resources.

## 6. **Project Administration/Professional Capability/Schedule**

6a. Describe the personnel and methods to be utilized to carry out the Project. What individual or team will manage the Project from the time the grant is awarded until Project completion?

Two groups are involved with this project: the San José Parks Foundation is the 501(c)3 fiscal agent, and the Willow Glen Trestle Conservancy is the day-to-day contact. A team from the Conservancy will interview, select, and contract researcher(s), writer(s), analyst(s), editor(s), designer(s) and publisher(s) to carry out the project; the Foundation will handle the financial transactions.

The San Jose Parks Foundation “is a community-based nonprofit organization dedicated to advocating for San Jose's parks and trails and the programs within them, by empowering residents and volunteers and securing private donations.”<sup>11</sup> The Foundation was established in 2009 by James Reber, who remains the Executive Director with the support of the Board.

The Willow Glen Trestle Conservancy was established in 2017 as a follow-on to the Friends of the Willow Glen Trestle, which was established in 2013 by Dr. Lawrence Ames. We made the transition from Friends to Conservancy when the trestle was formally recognized as historic by the State of California.

6b. What experience does this individual or management team have which qualifies them to manage the Project?

Mr. Reber is a nonprofit entrepreneur, specializing in launching nonprofit organizations, and also is an experienced professional fundraising consultant and event planner/producer. He has over three decades of experience producing fundraising events and raising funds for a variety of causes.

Dr. Ames is described in section 2c above. Dr. Ames was appointed to Santa Clara County’s Los Gatos Creek Streamside Park Committee in 1984, first

<sup>11</sup> quoted from their website, [www.sanjoseparks.org](http://www.sanjoseparks.org)

encountered the Willow Glen Trestle that year when the Committee undertook an onsite tour of the Los Gatos Creek to evaluate possible future trail alignments, and has been working ever since to see that the trestle becomes an integral part of our local trail network. He has a proven track record at successfully organizing large and complex community volunteer efforts and at community-based research and publishing (see above).

6c. Explain how the proposed Project schedule realistic and achievable.

This project seems imminently achievable due to its limited scope, relaxed time frame, adequate funding to hire professionals, and a supportive community willing to volunteer assistance if needed. We are giving ourselves over two years for the professionals that we will contract to pour over a wealth of information that we already possess, for them do some additional research to augment the information that we provide, and then for them shape it into a readable narrative.

6d. Discuss any collaborative agreements or contracts with other organizations or agencies, including the status of each.

We have a collaborative agreement between the Willow Glen Trestle Conservancy and the San José Parks Foundation.

## 7. Land Tenure

7a. Demonstrate where the Project is located, as defined in the eligibility criteria. If the grant applicant is a tenant or operator, provide the lease or agreement that adequately safeguards the twenty-year use requirement for capital improvement Projects and the ten-year use requirement for non-capital improvement Projects. If the lease or operating agreement will expire before required term, the resolution and property owner's execution of the Grant Funding Agreement will serve as adequate evidence of continued public use.

Not applicable: this project is just to research and write a book.

### For Capital Improvement Projects:

8. Does this Project involve work in areas that will not be programmed for public access (administrative areas)? If so, explain how the Scope/Cost Estimate excluded these areas.

No applicable: this is not a capital improvement project.