

# Appendix B

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Historic Structure Report

**HISTORICAL RESOURCES IDENTIFICATION  
AND  
IMPACT ANALYSIS REPORT**

**State of California Resources Building  
1416 9th Street, Sacramento, California**



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Appendix A: Character-Defining and Non-Contributing Features of the Resources Building

Appendix B: Previous Documentation

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## **1. EXECUTIVE SUMMARY**

This document presents analysis of impacts to historical resources that may result from the proposed Resources Building Renovation Project (Project) in Sacramento, California. The State of California Department of General Services (DGS) proposes to renovate the Resources Building, located at 1416 9<sup>th</sup> Street in Sacramento, to meet current compulsory seismic, fire- and life-safety standards. The Resources Building is eligible for listing in the National Register of Historic Places (NRHP) and California Register of Historical Resources (CRHR), and is included on the Master List of State-Owned Historical Resources (Public Resources Code §5024). The Resources Building is a historical resource under the California Environmental Quality Act (CEQA).

CEQA requires that DGS, as the project lead agency, determine the significance of impacts that the project may have on historical resources. JRP Historical Consulting, LLC (JRP) prepared this report to assist the DGS in its CEQA compliance, as it pertains to historical resources in CEQA Guidelines Section 15064.5, and Public Resources Code (PRC) §5024. This impacts analysis follows the guidelines presented in the California Public Resources Code (PRC Sec 21000 et seq.) and the California Code of Regulations (14 CCR Sec. 15000 et seq.). The report summarizes the Project and significance of the Resources Building, and analyzes potential impacts to historical resources that may be caused by the proposed Project. The Resources Building's character-defining features, and non-contributing features, are detailed in Appendix A.

This report concludes that the Project would cause a substantial adverse change to the Resources Building, as per CEQA Guidelines Section 15064.5(b).

## **2. PROJECT DESCRIPTION<sup>1</sup>**

### **2.1 Project Background and Need**

The Resources Building, originally referred to as the Retirement Building, was constructed by the State of California in 1964 and has been continuously occupied for nearly 50 years. The 17-story, 657,000-square-foot building, located at 1416 9th Street in downtown Sacramento, supports approximately 2,400 State employees and serves as the headquarters for the California Natural Resources Agency. It includes staff from the departments of Fish and Wildlife, Water Resources, Parks and Recreation, and Forestry and Fire Protection. The building's central location allows easy access to the Governor's office, legislators and staff, and other State agencies. For approximately 20 years, it was the tallest building in Sacramento and was a popular venue for press conferences and demonstrations. For over 30 years, the building's rooftop has housed the California Public Safety Microwave System (Northern Region), which was cutting-edge communication technology in the 1960s, and now valued for grandfathered frequencies and radio pathways.

The Resources Building Renovation Project is necessary to fulfill office space needs in the Sacramento Region. The California Department of General Services (DGS) has identified it as an important functioning government building because of its large size, occupant density, centralized location, and access to transit. However, the building, which is considered a "high rise" by the California Building Code (CBC), has received minimal repair and updating since its construction. In 2015, DGS prepared facility condition assessments (FCAs) for the DGS-controlled state-owned office buildings in Sacramento. The results of the FCAs, and subsequent ranking of the buildings, became the basis of a Ten-Year Sequencing Plan for building renovation. The Resources Building was ranked first for buildings in Sacramento with the highest need for replacement or renovation. According to a 2001 Resources Renovation Study, the State Fire Marshal identified numerous building deficiencies that did not comply with fire and life-safety standards in 1996. In 1997, it was identified that the structural strength of the building was unsatisfactory and in need of improvement. A 2014 Resources Building Renovation Study Update identified that the building's seismic deficiencies and absence of modern high-rise fire, and life and safety elements put the building's occupants at high risk should an earthquake, fire, or any other emergency event occur. Other building deficiencies identified in the 2014 study include the presence of hazardous materials (e.g., asbestos) and water intrusion, as well as needed upgrades to emergency access, air systems, plumbing, telecommunications, lighting controls, restrooms, and other building infrastructure.

The compulsory code-required improvements include: seismic upgrade, installation of a building-wide fire sprinkler system, reconstruction of three 17-story exit stair towers, and replacement of asbestos-containing fireproofing. Extensive demolition is required to replace the antiquated

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<sup>1</sup> Ascent Environmental, Inc. provided the project description.

mechanical, plumbing, electrical, security, and telecommunication systems. The project would include removal of architectural barriers in accordance with the Americans with Disabilities Act (ADA) and the CBC. Replacement of the building envelope (roof, windows, and exterior pre-cast concrete panels) is necessary to correct seismic deficiencies, alleviate water intrusion, and to increase energy efficiency. Finally, lead- and asbestos-containing materials are present throughout the existing building and require abatement.

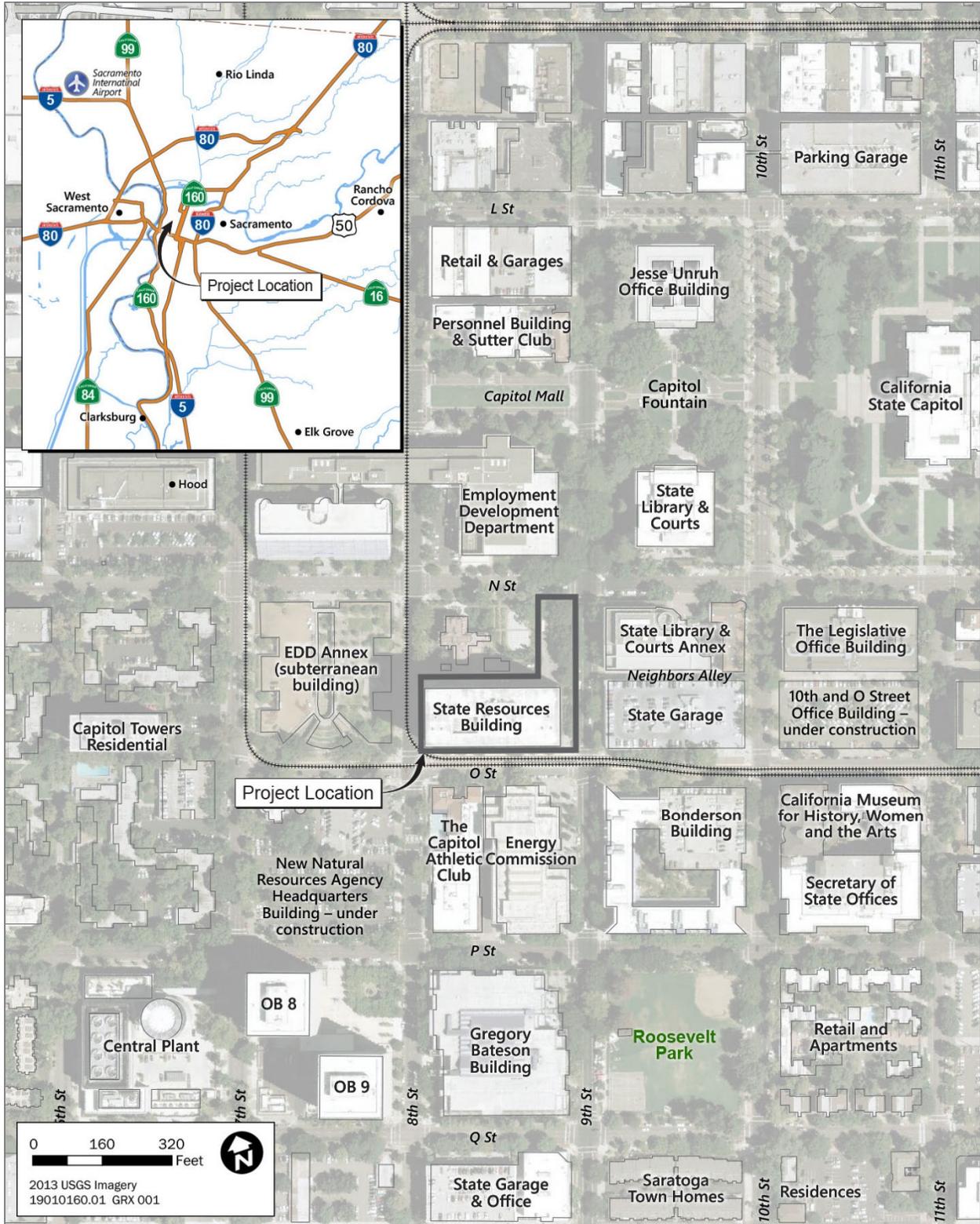
## **2.2 Project Objectives**

Consistent with, and in furtherance of DGS's mission and the 2018-2019 Five-Year Infrastructure plan, the objectives of the Resources Building Renovation Project are to:

- protect the health and safety of the Resources Building occupants;
- correct fire and life safety deficiencies and provide a complete upgrade of all the building's infrastructure systems;
- extend the useful life and viability of the Resources Building;
- provide a modern, efficient, and safe environment for State employees and the public they serve;
- integrate the new State development with the existing neighborhood;
- develop a sustainable and energy-efficient building;
- design a building that is respectful of the existing historic Leland Stanford Mansion State Historic Park; and
- make the building safe while honoring the historical qualities of the building.

## **2.3 Project Location and Existing Conditions**

The Resources Building is located at 1416 9th Street in downtown Sacramento, southwest of the California State Capitol and south of the Capitol Mall corridor. As shown on **Figure 1**, the project site encompasses approximately three quarters of the block bounded by N Street on the north, 9th Street on the east, O Street on the south, and 8th Street on the west. The building covers most of the southern half of the block, south of Neighbors Alley. The northeastern portion of the block, which is occupied by trees and bicycle lockers, is included in the project site, as is Neighbors Alley; however, the northwestern portion of the block, which supports the Leland Stanford Mansion State Historic Park, is not part of the project and is not included in the project site.



Source: Sacramento County 2006. Adapted by Ascent Environmental in 2019

Figure 1: Project Site Location

The building is constructed in an “international” architectural style and derives its character from the blue and green face of the precast concrete panels and signature “saw-toothed” shaped mechanical vents. The building’s interior is organized around a central corridor spine and primarily contains open office space. Internal amenities include a cafeteria and fixed-seat auditorium. The building is connected to the DGS Central Utility Plant for steam and chilled water used for building heating and cooling. Electrical service is provided by the Sacramento Municipal Utility District (SMUD).

The State’s Capitol Area Plan (CAP) identifies the portion of the block occupied by the Resources Building as “Office,” and specifically identifies the project site as existing office space and as being under DGS ownership. The project site is located in the Central Business District of the City of Sacramento.

Surrounding land uses include the Leland Stanford Mansion State Historic Park, adjacent to the project site on the northwestern corner of the block, which is designated under the CAP as “Parks and Open Space”; other state-owned office buildings, including the Employment Development Department, U.S. Labor Department, the California State Clearinghouse, California State Library, California Energy Commission, and the New State Resources Building (under construction); and other non-state offices and parking structures.

## **2.4 Project Characteristics**

To complete the necessary improvements described in Section 3.1, above, the project would involve a comprehensive tear-down, leaving the building’s steel frame, and then reinforcement and rebuild. The reconstruction would address the necessary improvements within the building’s current footprint, mass, and height. The project would improve safety and energy efficiency while honoring the building’s historic qualities. The project goal is to achieve Zero Net Energy and Leadership in Energy and Environmental Design (LEED) Silver certification.

### **2.4.1 Comprehensive Tear Down of the Resources Building**

Due to the extensive seismic, fire/life safety, and infrastructure system improvements needed in the Resources Building, the project would involve a comprehensive tear-down, removing most of the building while leaving the steel framing beams. Demolition would also involve removal of the existing asphalt, concrete, and trees surrounding the building, including the sidewalks on the southern half of the block bounded by 8th, 9th, and O Streets and Neighbors Alley. A pre-demolition hazardous materials investigation DATE identified hazardous materials on the site and within the building, including a 2,000-gallon diesel fuel underground storage tank for emergency generators, asbestos, lead, PCBs (polychlorinated bi phenyls), and mercury. To reduce disposal fees and protect workers and the public, hazardous materials would be abated and removed prior to demolition activities. Once this process is complete and the existing building has been certified as free from hazardous materials, demolition would commence. Demolition would generate

approximately 20,000 cubic yards of debris. Materials such as concrete and steel would be separated, sorted, and recycled.

#### 2.4.2 Building Renovation

The project would involve a comprehensive reconstruction of the Resources Building, addressing the seismic deficiencies and absence of modern high-rise fire, life, and safety elements. Compulsory code-required improvements would be implemented: seismic upgrades and reinforcement to the existing building frame, installation of a building-wide fire sprinkler system, reconstruction of three 17-story exit stair towers, and replacement of asbestos-containing fireproofing. The antiquated mechanical, plumbing, electrical, security, and telecommunication systems would be replaced. The project would include removal of architectural barriers in accordance with the ADA and CBC and the building envelope (roof, windows, and exterior pre-cast concrete panels) would be replaced to correct seismic deficiencies, alleviate water intrusion, and to increase energy efficiency.

The reconstructed building would maintain the existing building height of 17 stories and the gross building area of approximately 657,000 square feet. The asphalt and concrete for sidewalks, Neighbors Alley, and plaza would be reestablished and landscaping and trees would be replaced.

#### 2.4.3 Tenant Elements and Assumptions

The building serves as the headquarters for the California Natural Resources Agency and includes staff from the departments of Fish and Wildlife, Water Resources, Parks and Recreation, and Forestry and Fire Protection. The existing employee capacity of the Resources Building is approximately 2,400. The current occupants would be moved to the new Resources Building (the P Street Office Building, which is under construction on the block bounded by 7th and 8th Streets and O and P Streets) along with additional California Natural Resources Agency departments. After the building is reconstructed, it would be occupied by employees from the Employment Development Division. The project supports DGS' strategic mission to provide the highest level of customer service in fulfilling State agencies' facility and real property needs by ultimately providing new or renovated office space to replace existing deficient office space. The project would also be consistent with statutory directives and requirements used to guide state office space planning and development (including water conservation and energy reduction measures) as referenced in DGS's 2016 Five-Year Infrastructure Plan. The project would not substantially modify the number of employees housed in the building, but efficiencies gained through renovation could conservatively accommodate an additional 100 employees (an increase of 4 percent), for a total capacity of 2,500.

#### 2.4.4 Transit and Parking

Vehicular access to the building would not change. Ingress and egress would continue to be from 8th Street to Neighbors Alley. There are no on-site parking spaces for office tenants at the Resources Building; however, there are six parking spaces next to the loading dock area on

Neighbors Alley for use by the building manager. The State of California owns, leases, and rents parking spaces in various locations in the downtown area. Employees use offsite parking spaces provided by the State, arrange for their own parking, or use alternative commute modes. This would not change for the employees who move into the renovated Resources Building or for the employees that move from the existing building into the new Resources Building under construction on the block between 7th/8th and O/P Streets.

Transit availability at State office buildings is required by Government Code Sections 15808.1 and 14660, and Health and Safety Code Section 50093.5, which mandate that State office facilities with more than 200 employees or which directly serve the public be located within a “public transit corridor.” This is defined in Health and Safety Code Section 50093.5 as “that area within one-quarter mile of a route on which the level of service is at, or above, the average for the transit system as a whole, according to the transit operator serving the area, and on which regularly scheduled public mass transit stops are located, or within one-quarter mile of an existing or planned public mass transit guideway or busway station, or within one-quarter mile of a multimodal transportation terminal serving public mass transit operations.” The Resources Building is located directly adjacent to the Sacramento Regional Transit (SacRT) light rail station at 8th and O Streets that serves the Green, Gold, and Blue lines. In addition, there are bus stops for different routes and transit providers located within one-quarter mile of the building, including a SacRT and Yolobus bus stop at 9th and O Streets at the front of the California Energy Commission Building.

#### 2.4.5 Energy Use

The project would be designed to exceed the 2019 Building Energy Efficiency Standards, to achieve Zero Net Energy, and to achieve LEED v4 Silver certification. The State has a 20-year contract (signed in 2018) with SMUD to provide electricity from 100 percent renewable sources to State buildings in downtown Sacramento, including the Resources Building. This contract would be applied to the renovated building. Energy Star office equipment, energy efficient computer monitors, and LED (light-emitting diode) lighting would need to be used throughout the building to achieve the energy goals. Electrical metering and control systems would be installed to control systems and monitor electrical loads on a per system basis (e.g., lighting, mechanical) and on a per floor basis.

The building does not have natural gas service, and no natural gas would be provided or used directly at the building after renovation. Furthermore, after renovation, the building’s heating would no longer be served by the State Central Utility Plant (which utilizes natural gas to generate steam), but rather through onsite electric heating. Cooling for the renovated building would continue to be provided by chilled water from the State’s Central Utility Plant, which does not utilize natural gas.

Existing generators within the building would be replaced with a new 1,500-kilowatt diesel generator that would be installed as part of the building renovation. Electrical loads served by the

emergency generator would include egress/exit lighting, elevators, fire alarm system, security system, and smoke evacuation fans.

#### 2.4.6 Construction Schedule

Project construction activities are projected to begin in summer 2021. Construction efforts would take approximately 3 years and would be completed mid-2024, with tenant occupancy anticipated in September 2024. The project would include the following efforts and the construction contractor would determine the most efficient sequencing of work:

- relocation of current tenants;
- hazardous materials abatement;
- building tear-down;
- utility upgrades;
- seismic upgrades and reinforcement to the existing building frame;
- reconstruction, addressing interior and exterior renovations; and
- new tenant occupancy.

The construction labor force would fluctuate depending on the phase of work. However, it is estimated that the building renovations would require an estimated 25 to 50 workers during initial phases and up to approximately 590 workers during the peak of construction.

Construction staging would occur at the plaza located near the corner of N Street and 9th Street. Entry to the staging area would occur from 8th Street, through Neighbors Alley. Exit from the construction site would be made via 9th Street. Emergency access during construction would be maintained through Neighbors Alley between 8th and 9th Streets.

During demolition and construction, it would be necessary to restrict or redirect pedestrian, bicycle, and vehicular movements around the site to accommodate material hauling, materials staging, modifications to utility connections, or other construction activities. Such restrictions would include fencing off the plaza for construction staging on the northeastern corner of the block and the sidewalks, parking, bike lane, and temporary vehicular travel lane closures on 9th Street between N Street and O Street. In addition, the sidewalks, parking, and bike lane on 8th Street would be fenced off from Neighbors Alley south to O Street. The sidewalk access along O Street would be maintained with a protective tunnel to support pedestrian access to the O Street transit stop, and the transit lines and vehicular access on O Street would be maintained. Vehicular, pedestrian, and bicycle access to the Leland Stanford Mansion as well as office buildings and other uses in the vicinity of the Resources Building would be maintained at all times.

While the State is not subject to local laws and regulations, DGS would prepare a construction traffic control plan, consistent with Section 12.20.20 of the Sacramento City Code, that illustrates

the location of the proposed work area; identifies the location of areas where the public right-of-way would be closed or obstructed and the placement of traffic control devices necessary to perform the work; shows the proposed phases of traffic control; and identifies the time periods when the traffic control would be in effect and the time periods when work would prohibit access to private property from a public right-of-way. The City may request modifications to the plan at any time to eliminate or avoid traffic conditions that are hazardous to the safety of the public. The traffic control plan would also provide information on access for emergency vehicles to prevent interference with emergency response.

#### 2.4.7 Construction Methods and Equipment

Project construction may involve the use of the following equipment:

- asphalt spreader
- bobcats
- boom lift
- compressor
- concrete pump trucks
- concrete trucks
- concrete/industrial saw
- crane
- forklift, scissor lift
- generator set
- haul truck
- man-lift
- off-highway trucks
- painting equipment
- roller/compactor
- rubber tired or track dozer
- tractors/loaders/backhoes
- welding machine

Where feasible and available, diesel construction equipment would be powered by Tier 3 or Tier 4 engines, which reduce harmful exhaust gases as mandated by the California Air Resources Board (CARB) and U.S. Environmental Protection Agency. In addition, if available for on-site delivery, diesel construction equipment would be powered with renewable diesel fuel that is compliant with California's Low Carbon Fuel Standards and certified as renewable by the CARB executive officer.

Project construction would require approximately 8,000 total haul trips for all phases of construction and would generate approximately 50,000 cubic yards of solid waste.

As part of construction, the building's pile caps, which are approximately 12 feet below the ground surface, would be reinforced. Dewatering would be necessary during excavation of test pits. The treatment and disposal of any water removed from the excavation would meet Central Valley Regional Water Quality Control Board requirements.

Although not anticipated, it is possible that periods of nighttime construction may be needed. A distinction is made between nighttime construction indoors, within the building after walls and

windows are in place, and outdoor construction activities that are not enclosed by the partially completed building. Indoor construction activities, such as installing wiring, drywall, and carpet, would be permitted during nighttime hours. However, the selected design-build team would only be permitted to conduct outdoor construction during the nighttime hours if there are no other reasonable options. For example, some foundation designs require that once the pouring of concrete begins, the pour must continue without pauses until complete. In some instances, such a concrete pour may take 20 or more hours, requiring work during the nighttime hours. It is unknown at this time if the final building design will have any elements that require outdoor nighttime construction. Therefore, to ensure a comprehensive evaluation of potential environmental effects, this EIR assumes the potential for limited outdoor nighttime construction activity.

### 3. HISTORICAL RESOURCES

#### 3.1 Identified Historical Resources in the Study Area

In consultation with DGS, JRP identified the Resources Building as the only historical resource located in the project study area.

##### 3.1.1 Resources Building

The Resources Building was previously evaluated by ECORP Consulting, Inc. (ECORP) in the *Final Architectural History Evaluation of the State of California Resources Building at 1416 9th Street, Sacramento, Sacramento County, California* (2015) and found ineligible for the NRHP and CRHR, and as a California Historical Landmark (see Appendix B). The SHPO concurred with ECORP's finding that the building was not a California Historical Landmark, but disagreed in its NRHP and CRHR ineligibility conclusion. Instead, the SHPO concluded in September 2015 that for the purposes of PRC § 5024, the Resources building is eligible for listing in the NRHP (and CRHR) and therefore shall be included in the Master List of State-Owned Historical Resource (Appendix C). The SHPO added Resources Building to the list in 2015.

The State of California Resources Building was completed in 1964 at the northwestern corner of O and 9<sup>th</sup> streets (**Figure 2**). Its design is International Style Modernism, but it illustrates some variations within that style.



Figure 2: Resources Building (JRP 2019)

The building is comprised of a 17-floor, steel-frame tower with an elevator penthouse on the rooftop. The north and south façades (floors 3 through 16) are symmetrical and dominated by fifteen vertical bays comprised of alternating bands of aluminum-frame ribbon windows and light-colored ceramic-faced precast panels boxed by projecting aluminum-box framing. Green-colored ceramic-faced precast panels clad the rest of these sides and the symmetrical east and west side,

which include square sawtooth geometrical openings cut into the panels thus providing ventilation to the east and west stairwells and mechanical rooms.

The building has a recessed ground level with structural columns on the south side creating a vestibule that runs the width of the south façade. First and second floors have full-height aluminum-frame windows of varying widths with projecting aluminum mullions with alternating clear glass and darkened spandrel glass. The main entrance facing 9<sup>th</sup> Street is recessed and consists of replacement doors. Other entrances include one or more sets of anodized aluminum-frame glazed replacement doors. The main entrance is adjacent to the landscaped plaza at the corner of N and 9<sup>th</sup> streets.

The following significance statement summarizes the SHPO's rationale for the building's eligibility and significance at the local level. The statement below provides a proposed period of significance and property boundary for the historical resource based on the SHPO's conclusions and additional limited research.

Within the context of community planning and development, the Resources Building is significant at the local level under NRHP Criterion A/CRHR Criterion 1 for its association with the development of the Capitol Master Plan (Plan), a comprehensive long-term plan for the construction and expansion of state facilities around the State Capitol. Not only was the Plan important in the development of California's new state facilities during the 1960s and 1970s, it had an important effect on the City of Sacramento by substantially altering the character and design of its downtown. The Resources Building was the first manifestation of that Plan.<sup>2</sup> The period of significance under these criteria would extend from 1964, when the Resources building was completed, to 1970, the 50-year cutoff for the NRHP.

The Resources Building also meets NRHP Criterion C/CRHR Criterion 3 within the context of Modernism and the International Style in Sacramento. The building is an illustrative example of Modernist architecture within Sacramento, the building embodies distinctive characteristics of a type, period, or method of construction.<sup>3</sup> The period of significance under these criteria is 1964, the date of completion of the building.

The historic property boundary is generally delineated by O Street to the south, 8<sup>th</sup> and 9<sup>th</sup> streets to the west and east, respectively, and Neighbors Alley to the north, and includes the adjacent landscaped plaza that is bounded by 9<sup>th</sup> and N streets, and the Leland Stanford Mansion State Historic Park. In general, character-defining features include those attributes that date to the period of significance and retain historic integrity. Please refer to Appendix A for a detailed list of the character-defining features, ranked by their importance in contributing to the historical resources

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<sup>2</sup> Julianne Polanco, State Historic Preservation Officer, to Val Namba, California Department of General Services, re: CAGEN\_2014\_0314\_002, September 25, 2015.

<sup>3</sup> Julianne Polanco, State Historic Preservation Officer, to Val Namba, California Department of General Services, re: CAGEN\_2014\_0314\_002, September 25, 2015.

significance under NRHP/CRHR Criteria A/1 and C/3, followed by a list of non-contributing features of the Resources Building.

### **3.2 Identified Historical Resources Near the Study Area**

To identify historical resources near the project study area, JRP reviewed the following sources: National Register of Historic Places; California Register of Historical Resources; California Inventory of Historic Resources; California Historical Landmarks (State of California 1996) et seq.; California State Historic Resources Inventory (HRI); and the Sacramento Register of Historic & Cultural Resources. JRP also examined previous cultural resources surveys and reports. As a result, two known historical resources (Leland Stanford Mansion and Klumpp Funeral Home) were identified near the project study area. Both the Stanford Mansion and Klumpp Funeral Home are historical resources for the purposes of CEQA.

#### **3.2.1 Leland Stanford Mansion**

The Stanford Mansion is located within the Leland Stanford Mansion State Historic Park, an approximately 0.9-acre property that includes a brick stable, constructed in the 1850s, and designed grounds, both of which are assumed to contribute to the significance of the mansion. The original 1857 Renaissance Revival-style, brick mansion was enlarged in 1871 and redesigned into the present-day Second Empire-style mansion. Both buildings were rehabilitated and seismically upgraded in the mid-2000s.

The Leland Stanford Mansion (800 N Street), also known as the Lathrop-Stanford House, is a National Historic Landmark listed in the NRHP, CRHR, and the State Master List of Historical Resources, and is designated a City of Sacramento Landmark. The property is significant at the state and national levels under NRHP Criteria A, B, and C. Constructed in 1857 and enlarged in 1871, the Second Empire residence is the only surviving building associated with the career of Leland Stanford, California governor (1861-1863) and US senator (1885-1893) and one of the “Big Four,” who helped lead completion of the first transcontinental railroad. The property served as his primary and secondary residence from 1861 until his death in 1893, and as the unofficial governor’s mansion and office during his and Governor Frederick Low’s gubernatorial tenure (1861-1867). It was also within the property that Stanford conducted much of his railroad-related business. The period of significance for the property is 1861-1893.<sup>4</sup>

#### **3.2.2 Klumpp Funeral Home**

The Klumpp Funeral Home, located at 806 O Street, is eligible for listing in the NRHP and State Master List of Historical Resources, and is a designated a city landmark. The 1931 commercial

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<sup>4</sup> Dorothy F. Regnery, National Register of Historic Places Inventory-Nomination Form, Leland Stanford House, January 30, 1987; City of Sacramento, Sacramento Register of Historic & Cultural Resources, updated August 2015.

building is significant for its Spanish Colonial Revival style. It was heavily modified in the mid-1980s resulting in the partial demolition of the original building.<sup>5</sup>

### 3.2.3 Buildings Assumed to be Historical Resources for this Study

In addition, the following building located near the project study area are assumed eligible as CEQA historical resources for the purposes of this study:<sup>6</sup>

- Employment Development Department (EDD) Annex Subterranean Building (750 P Street) built in 1983;
- State Parking Garage (1416 10th Street) building in the 1951;
- Energy Resources Conservation and Development Building (1516 9th Street) built in 1983; and
- Paul Bonderson Building (901 P Street) built in 1983.

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<sup>5</sup> Sacramento City Planning Department, California Department of Parks and Recreation Historic Resources Inventory Form, California Department of Parks and Recreation Office (Klumpp Funeral Home), 1981; Sacramento City Council, Ordinance No. 82-046, June 15, 1982; City of Sacramento, Sacramento Register of Historic & Cultural Resources, updated August 2015.

<sup>6</sup> Similar assumptions of eligibility were included in the DGS, *Draft Environmental Impact Report for the Resources Building Replacement Project*, State Clearinghouse No. 20161222025, May 2017. See pages 4.12-18 to 4.12-25.

## 4. IMPACTS ANALYSIS

CEQA requires that state and local public agencies identify the significant environmental impact of their actions and either avoid or mitigate those impacts to historical resources, “unique archaeological” resources, Native American human remains, tribal cultural resources, and paleontological resources. Under CEQA “historical resources” can include buildings, structures, objects, sites, districts, and archaeological resources that are historically or culturally significant. CEQA Guidelines §15064.5(a) and PRC §21084.1 define historical resources as those listed or eligible for listing in the CRHR.

Impacts upon an historical resource are defined as those that cause an adverse change in the significance of the historical resource. Substantial adverse change is defined as the physical demolition, destruction, relocation, or alteration of the resource or its surroundings that materially impair the resource. A resource is materially impaired when a project demolishes or materially alters in an adverse manner those physical characteristics that convey its historical significance. Under CEQA, projects following the Secretary of the Interior’s Standards for the Treatment of Historic Properties are generally considered mitigated to less than significant impact. CEQA requires the lead public agency to mitigate any impacts through enforceable measures included in project permits, agreements, or other measures.

CEQA utilizes the United States Secretary of the Interior’s Standards for the Treatment of Historic Properties to guide projects and protect historical resources. In general, project that follow the SOI Standards are considered to be mitigated to a level of less than significant impact on historical resources. The Secretary of the Interior’s Standards defines four approaches for the treatment of historic properties as follows:

**Preservation:** Treatment requires retention of the greatest amount of historic fabric, along with the building’s historic form, features, and detailing as they have evolved over time.

**Rehabilitation:** Treatment acknowledges the need to alter or add to a historic property to meet continuing or new uses while retaining historic character.

**Restoration:** Treatment allows for the depiction of a property at a particular time in its history by preserving materials from the period of significance and removing materials from other periods.

**Reconstruction:** Treatment establishes a limited framework for re-creating a vanished or nonsurviving building with new materials, primarily for interpretive purposes.

### 4.1 Impacts to the Resources Building

The Resources Building would be subject to risk of adverse physical change as a result of project-related physical demolition, destruction, relocation, or alteration per CEQA Guidelines

15064.5(b)(1). The Project would consist of a comprehensive tear-down of the Resources Building, leaving the building's steel frame, and replacement of the building envelope (roof, windows, and exterior pre-cast concrete panels). These alterations to the building would result in an adverse physical change to the historical resource because such activities would impair qualities of the Resources Building that qualify it as a CEQA historical resource. Therefore, the project would result in a substantial adverse change to the Resources Building.

The substantial adverse change to this historical resource would be caused by the comprehensive teardown of the Resources Building to its steel frame and subsequent actions. The building would then be structurally and seismically reinforced, and all roofing and exterior windows and cladding would be replaced to correct seismic deficiencies, water intrusion, and increase energy efficiency. The mechanical, plumbing, electrical, security and telecommunication systems would be replaced, and a building-wide fire sprinkler system installed. All exit stair towers would be reconstructed, and asbestos-containing fireproofing would be replaced. Furthermore, all hardscape and landscaping, including surrounding sidewalks, would be replaced. While the reconstructed building would continue its historic use as an office building, and would maintain its height and general massing, the complete dismantling of the historical resource would remove and destroy almost all of its character-defining features. Therefore, the project would follow any of the treatments of the building according to this treatment as prescribed under the Secretary of the Interior's Standards.

#### **4.2 Impacts to the Leland Stanford Mansion**

The project may result in a substantial adverse change to the Leland Standard Mansion because the project has the potential to materially alter the property in an adverse manner affecting the physical characteristics that convey its historical significance.

The mansion is located within an approximate 0.9-acre property bordered to south and east by the project site. The mansion and its associated brick stable, both originally constructed in the 1850s, are the primary historical resources of the Leland Stanford Mansion State Historic Park, which also includes designed grounds, and a modern visitor center and museum store. Various components of the historical resource would be close proximity to the project site. The closest features, the stable and metal fencing and masonry walls, are sited at the southern boundary of the state park and adjacent to Neighbors Alley, which currently provides access to the loading docks of the Resources Building. Similar fencing and walls border eastern boundary of the project, adjacent to the Resources Building plaza. The mansion is located approximately 25 feet north of the project site.

To avoid inadvertent damage from debris falling during project demolition and construction, the project will implement protection methods, such as movable metal net held by cranes, that would avoid impacts to this historical resource from falling debris and thus, avoiding any substantial adverse changes to the Stanford Mansion.

The project proposes a staging area within the extant plaza located at the corner of N and 9th streets. Access to the staging area would be via Neighbors Alley from 8th Street. The project anticipates that Neighbors Alley would be subject to approximately 8,000 haul trips. Asphalt and concrete for sidewalks adjacent to the Resources Building, Neighbors Alley, and the plaza would be removed during construction. While all project demolition and construction activity would be constrained to the project site, the proximity of the historical resource to project construction may result in inadvertent damage to one or more of the resources contributors. Thus, the project has potential to cause a substantial adverse change to the Stanford Mansion from inadvertent damage from inadvertent damage.

There would be no substantial adverse change to this historical resource from vibration impacts because the vibration analysis conducted for this project concludes that there would be no predicted vibration impacts to historical resources from project construction. The project would implement a vibration monitoring program that would include monitoring of ground-borne vibration at one or more locations of this historical resource and would avoid and/or minimize any unanticipated impact that may be potentially caused by project vibration.

#### **4.3 Impacts to the Klumpp Funeral Home and Buildings Assumed to be Historical Resources for this Study**

The five other known and assumed historical resources in or near the project study area would not be subject to risk of substantial adverse change as a result of project-related physical demolition, destruction, relocation, or alteration of the resources per CEQA Guidelines 15064.5(b)(1). These five resources -- the Klumpp Funeral Home, Employment Development Department (EDD) Annex Subterranean Building, State Parking Garage, Energy Resources Conservation and Development Building, and Paul Bonderson Building -- were constructed between 1939 and 1983, are four stories or less in height, and are located across 8th, 9th, or O streets and more than 70 feet away from the project site.

The demolition and construction for the project would not cause any adverse impacts to these resources because these project activities would be constrained to the project site and would not physically demolish, destruct, or alter any of the five historical resources. Set in a dense urban environment generally surrounded by low- to high-rise office buildings predominantly built in the second half of the twentieth century, the project would not adversely alter the views or setting of the five historical resources. The reconstructed Resources Building would have the same approximate footprint, massing, and height, of the extant 1964 building, thus the views when looking to or from these resources would remain generally the same and the dense urban setting would be unchanged. Furthermore, because the footprint and height of the reconstructed Resources Building would mostly be unchanged, no new shadows would be cast on these historical resources. Furthermore, no vibration or auditory impacts are anticipated from the project. Therefore, the

project would not result in a substantial adverse change to the immediate surroundings or physical characteristics that convey the significance of these five historical resources.

#### **4.4 Cumulative Impacts**

Cumulative effects analysis assesses the current Resources Building Renovation Project taken together with past and foreseeable future nearby projects. There are no known projects in the vicinity of the project study area in the foreseeable future. One past project to consider is the Resources Building Replacement Project (previously known as the P Street Office Building Project). Currently under construction, the project consists of the demolition of a surface parking lot and construction of one or more new office buildings on the block bounded by O and P Streets and 7th and 8th Streets. That project was found to have no adverse impact to any historical resource identified in this report, including the Resources Building. Therefore, taken together with the Resources Building Replacement Project, the proposed project would no cause cumulative adverse impacts on an of the historical resources identified herein.

## **5. PREPARERS' QUALIFICATIONS**

This report was prepared under the general direction of JRP Principal, Christopher McMorris (M.S., Historic Preservation, Columbia University). Mr. McMorris has more than 21 years of experience working as a consulting architectural historian on a wide variety of historical research and cultural resource management projects as a researcher, author, and project manager. Mr. McMorris meets and exceeds the Secretary of the Interior's Professional Qualification Standards under History and Architectural History (as defined in 36 CFR Part 61).

JRP Architectural Historian Toni Webb was the project manager/lead architectural historian for the project. Ms. Webb received a B.F.A. in Historic Preservation from the Savannah College of Art & Design and has over 20 years of experience in historic preservation and public history. Based on her level of experience and education, Ms. Webb meets and exceeds the Secretary of the Interior's Professional Qualification Standards under History and Architectural History.

## **6. REFERENCES**

City of Sacramento. Sacramento Register of Historic & Cultural Resources, updated August 2015.

ECORP Consulting, Inc. *Final Architectural History Evaluation of the State of California Resources Building at 1416 9<sup>th</sup> Street, Sacramento, Sacramento County, California*. Prepared for Department of General Services. May 2015.

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**Appendix A**

**Character-Defining and Non-Contributing Features of the Resources Building**

## **CHARACTER-DEFINING FEATURES**

**of the**

### **RESOURCES BUILDING**

**1416 9<sup>th</sup> Street**

**Sacramento, CA**

The identified character-defining features are ranked by their importance in contributing to the historical resources significance under NRHP/CRHR Criteria A/1 and C/3 and are defined as Primary, a principal feature or space that is essential to the significance of the building and should be retained/repared to the extent possible or replaced in-kind; or Secondary, a lower priority or modified feature or space that contributes to the significance of the building and should be retained or replaced with similar material, or rehabilitated, to the extent possible.

## EXTERIOR FEATURES



Feature: Orientation to O and 9th streets

Location: South and east façades

Rank: Primary

Description: The main entrances of the building are oriented to 9<sup>th</sup> and O streets.



Feature: Rectangular footprint

Location: Entire building

Rank: Primary

Description: The rectangular footprint stretches an entire block between 8<sup>th</sup> and 9<sup>th</sup> streets and O Street and Neighbors Alley.

## EXTERIOR FEATURES



Feature: 17-story height symmetrical tower

Location: All façades

Rank: Primary

Description: The building rises to 17 floors with a high-rise elevator penthouse on rooftop. The north and south façades are symmetrical.

## EXTERIOR FEATURES



Feature: Vertical bays

Location: North and south façades

Rank: Primary

Description: Fifteen vertical bays comprised of alternating bands of ribbon windows and ceramic-faced precast panels are boxed by projecting aluminum-box framing on the north and south sides.

## EXTERIOR FEATURES



Feature: Recessed ground level

Location: South façade

Rank: Primary

Description: The entire first and second floors are recessed from the upper levels of the building; sixteen structural columns clad with granite veneer panels form a vestibule.



Feature: Flat built-up roof

Location: n/a

Rank: Primary

Description: Flat roofs top both the 16<sup>th</sup> and 17<sup>th</sup> floors.

## EXTERIOR FEATURES

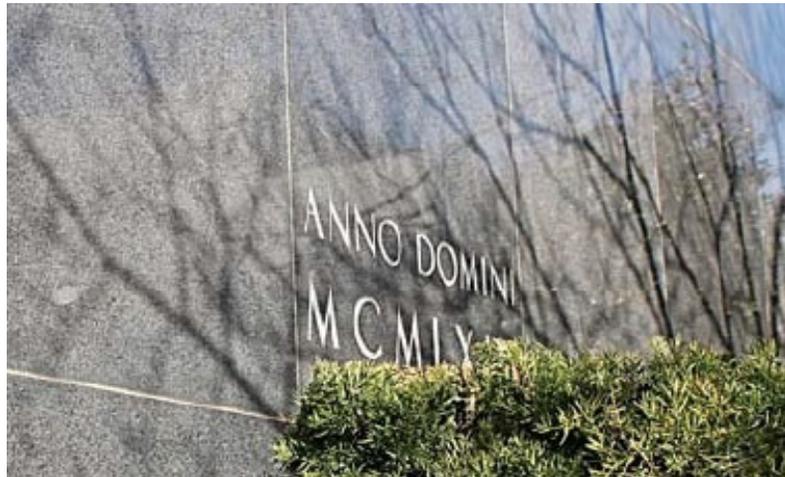


Feature: Cantilevered overhang

Location: Floor 17

Rank: Primary

Description: The 17<sup>th</sup> floor is recessed and topped by a cantilevered overhang clad in stucco.



Feature: Cornerstone

Location: East side, near southeast corner of building

Rank: Secondary

Description: A granite veneer panel cornerstone incised with "ANNO DOMINI MCMLIV."<sup>7</sup>

---

<sup>7</sup> Original building plans called for a cooper box to be placed behind this cornerstone panel. Presumably, there is something encased in the area of the building that should be preserved or recovered during the building's renovation.

## EXTERIOR FEATURES



Feature: Ceramic-faced precast panels

Location: East and west façades

Rank: Primary

Description: The entire exterior of the east and west façades above between floors 3 and 16 are clad in large green speckled, ceramic-faced precast panels with narrow raked joints.



Feature: Ceramic-faced precast panels

Location: North and south façades, floors 3-16

Rank: Primary

Description: North and south façades above the second floor are clad in light-colored speckled, ceramic-faced precast panels with smooth joints and irregularly placed rectangular recesses.

## EXTERIOR FEATURES



Feature: Granit veneer panels

Location: All façades

Rank: Primary

Description: The first and second floors are clad in large charcoal-colored granite veneer panels.



Feature: Square sawtooth cutouts

Location: East and west façades

Rank: Primary

Description: Ceramic-faced precast panels are cut with a square sawtooth geometrical design. These openings are found along the east and west stairwells and mechanical rooms.

## EXTERIOR FEATURES

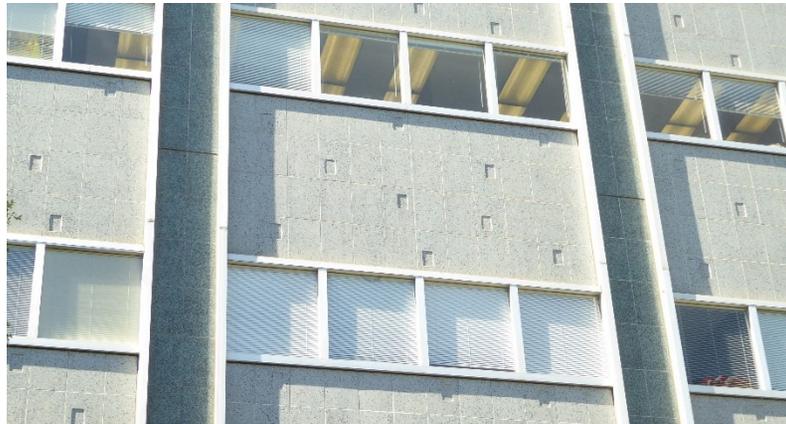


Feature: Windows

Location: All façades

Rank: Primary

Description: First and second floors have full-height sets of aluminum-frame windows of varying widths with projecting aluminum mullions and alternating with clear glass and darkened spandrel glass.



Feature: Ribbon windows

Location: North and south façades

Rank: Primary

Description: Sets of four fixed, aluminum-frame windows with projecting mullions and surrounds.

## EXTERIOR FEATURES



Feature: Metal Screens

Location: South façade

Rank: Secondary

Description: Hinged louvered metal screens are attached to windows between floors 3-16.



Feature: Windows

Location: North façades

Rank: Primary

Description: Sets of four fixed, aluminum-frame windows with projecting mullions and frames.

## EXTERIOR FEATURES



Feature: Primary entrance

Location: North façade, 9<sup>th</sup> Street entrance

Rank: Primary

Description: Inset entrance consisting of two-sets of non-contributing anodized-aluminum glazed automatic double replacement doors.



Feature: Primary entrance

Location: South façade, O Street entrance

Rank: Primary

Description: The O Street entrance is offset on the south façade and consists of two sets of anodized aluminum-frame glazed double doors with fixed replacement transoms set in original aluminum frame with aluminum filler panels with gold anodized finish. The doors appear to be replacements and while they are generally consistent with those originally designed for the building, they are non-contributing features to this primary entrance.

## EXTERIOR FEATURES



Feature: Aluminum lettering

Location: 9<sup>th</sup> and O street entrances and east façade

Rank: Primary

Description: Aluminum lettering.

## EXTERIOR FEATURES



Feature: Recessed Lights

Location: Perimeter of building

Rank: Secondary

Description: Recessed lights in soffits along the exterior of building appear to be aluminum or stainless-steel construction.

## EXTERIOR FEATURES



Feature: California seal

Location: East and west façades

Rank: Primary

Description: Cast aluminum plaque with gold anodized finish.

## INTERIOR FEATURES



Feature: Main lobby

Location: First floor

Rank: Primary

Description: The Main Lobby includes an information/security area (right) and main and secondary entry doors. All furniture in the information/security area are contemporary as are secondary doors, and metal detectors and do not contribute to the significance of the building.



Feature: West Elevator Lobby

Location: First floor

Rank: Primary

Description: The West Elevator Lobby contains five high-rise elevators: two on the north wall and three on the south wall.

## INTERIOR FEATURES



Feature: East Elevator Lobby

Location: First Floor

Rank: Primary

Description: Each side of the East Elevator Lobby contains two low-rise elevators.



Feature: Elevators

Location: All floors

Rank: Secondary

Description: Stainless steel elevator landing doors with stainless steel upper and side panels

## INTERIOR FEATURES



Feature: Terrazzo Flooring

Location: Main lobby, east and west elevator lobbies; lobby corridor; and vendor area

Rank: Primary

Description: Set in a grid pattern with light-colored square areas comprised of three rectangles separated by metal divider strips with narrow dark colored terrazzo strips and border.



Feature: Windows

Location: Main lobby

Rank: Secondary

Description: Aluminum-frame windows with projecting aluminum mullions upper and lower opaque spandrel glass and middle aluminum display cases. Metal light fixtures appear to be contemporary additions.

## INTERIOR FEATURES



Feature: Windows

Location: Main lobby

Rank: Secondary

Description: Full-height aluminum-frame windows with projecting aluminum mullions and with clear upper glass and lower opaque spandrel glass.

## INTERIOR FEATURES



Feature: Marble wall panels

Location: Main lobby, east and west elevator lobbies; lobby corridor; and vendor area

Rank: Primary

Description: Floor-to-ceiling polished marble panels set flush with metal dividers.



Feature: Signage

Location: Lobby

Rank: Secondary

Description: Illuminated signs for high-rise and low rise elevators

## INTERIOR FEATURES



Feature: Marble ashtray

Location: East and west elevator lobbies

Rank: Secondary

Description: Polished marble ashtrays. Stainless-steel ashtray inserts may be missing.



Feature: Doors

Location: Various locations

Rank: Secondary

Description: Hollow stainless-steel double doors with clear glass and contemporary handles.

## INTERIOR FEATURES



Feature: Door

Location: Various locations

Rank: Secondary

Description: Hollow stainless-steel double doors.

## INTERIOR FEATURES



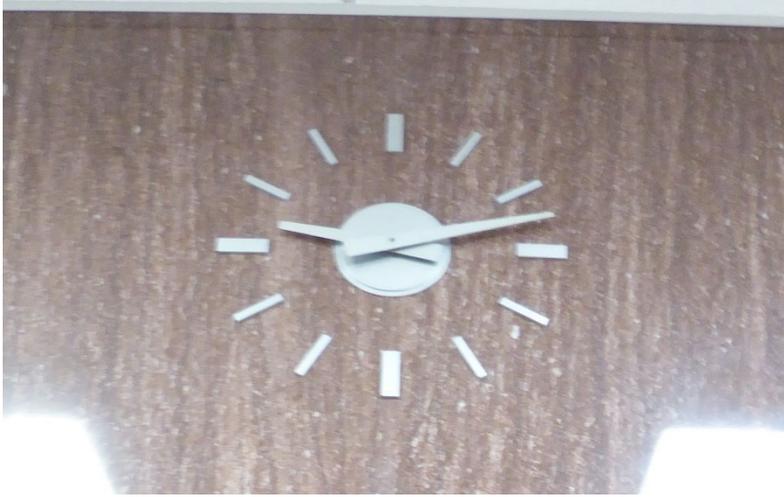
Feature: Door

Location: Various locations

Rank: Secondary

Description: Hollow stainless-steel door with clear glass set in metal frame with push plate or replacement handles.

# INTERIOR FEATURES

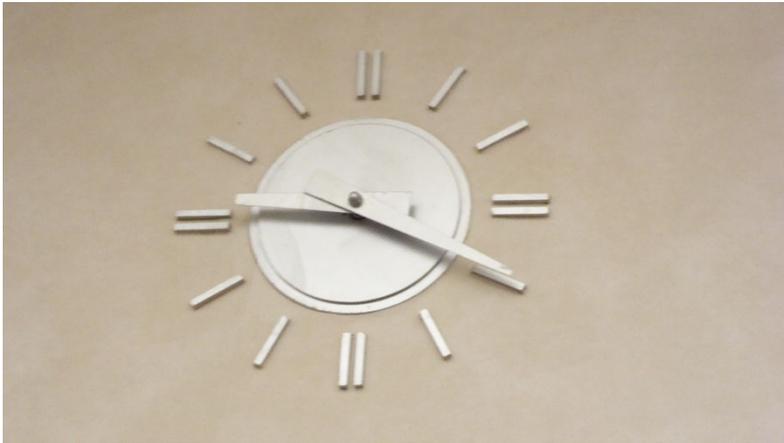


Feature: Electric clock

Location: Main Lobby

Rank: Secondary

Description: Analog built-in wall clock with metal hands, numbers and dial.



Feature: Electric clock

Location: Conference room, first floor

Rank: Secondary

Description: Analog built-in wall clock with metal hands, numbers and dial.

# INTERIOR FEATURES



Feature: Mail box and chute

Location: First floor lobby corridor; floors 2-16

Rank: Secondary

Description: Metal mail box and metal and glass chute.



Feature: Ceiling Lights

Location: Lobby areas

Rank: Secondary

Description: Large circular ceiling light fixtures.

## INTERIOR FEATURES



Feature: Movable Partitions

Location: Various locations

Rank: Secondary

Description: Aluminum or steel-frame partitions with solid incombustible panels and/or glass panels with hollow or solid core flush doors with or without glazing.

## INTERIOR FEATURES



Feature: Auditorium Entrance

Location: Main lobby

Rank: Secondary

Description: Hollow stainless-steel double doors with clear glass and contemporary replacement handles, upper stainless-steel panels, and stainless-steel transom bar with black enameled lettering.



Feature: Ceiling Lights

Location: Auditorium

Rank: Secondary

Description: Large circular ceiling light fixtures along the perimeter of the main auditorium.

## INTERIOR FEATURES



Feature: Auditorium, General Plan

Location: First floor

Rank: Secondary

Description: General plan of the auditorium dates to the period of significance. Many of the architectural features within this room are not original. Known features that were likely extant by 1969 include: curved walls, soffit, and projection room, square columns, and ancillary rooms (vestibules, closets, holding rooms, etc.). Auditorium furniture (counter and seating) and wood paneling likely post-date 1969.

## LANDSCAPING FEATURES



Feature: Plan of Plaza

Location: Northeast of Resources Building

Rank: Secondary

Description: The plaza has a rectangular plan with planters, fountain, street furniture, and planting set on a north-south grid.



Feature: Fountain

Location: Plaza

Rank: Secondary

Description: Rectangular concrete fountain with tapered walls and aggregate bottom.

## LANDSCAPING FEATURES



Feature: Walkways

Location: Plaza, perimeter of building

Rank: Secondary

Description: Aggregate walkways surround the building. The plaza consists of grid pattern of exposed aggregate with smooth concrete.



## LANDSCAPING FEATURES



Feature: Planters

Location: Plaza, various location adjacent to building

Rank: Secondary

Description: Open planting areas with mature shade trees.



Feature: Concrete Planters

Location: Southeast and southwest corners of building

Rank: Secondary

Description: Rectangular concrete planters.

## LANDSCAPING FEATURES



Feature: Street Furniture

Location: Plaza, various locations

Rank: Secondary

Description: Simple long, rectangular concrete benches with continuous bases.



Feature: Street Furniture

Location: Plaza, various locations

Rank: Secondary

Description: Simple rectangular concrete benches with tapered legs.

## LANDSCAPING FEATURES



Feature: Light Standard

Location: Various locations

Rank: Secondary

Description: Simple light standards with round metal round and white glass globe. The lights sit on a square concrete base.

## LANDSCAPING FEATURES



Feature: Flagpoles

Location: Plaza

Rank: Secondary

Description: The plaza includes two simple tapered metal flagpoles topped by gold-toned balls.

Non-Contributing elements include those features or spaces that do not contribute to the significance of the building. While some features of the original building are not important to the historic significance of the Resources Building, many of the non-contributing features post-date the building's period of significance or they lack sufficient historic integrity. A general list of elements of the building and/or associated landscaping that do not contribute to the overall significance of the Resources Building is as follows:

Exterior:

- Retaining wall adjacent to north side of building
- Ground-level lighting around base of building
- Entry doors at main 9<sup>th</sup> Street entrance
- Entry doors at the O Street entrance
- Contemporary flood/security lighting

Interior

- Signage that postdates period of significance
- Flooring (carpet, vinyl, etc.) not specifically identified as character defining
- Contemporary light fixtures / light fixtures added after period of significance
- Drop-roof ceiling
- Security features at entrances
- Furniture at information/security area in main lobby
- Secondary entry doors at main lobby
- Auditorium furniture (counter and seating) and wood paneling
- General plans and layouts of floors 2-17
- Kitchen
- Solid-core wood doors within upper floors
- Loading dock area

Landscaping

- Bicycle lockers in plaza
- Shrubs in plaza and around perimeter of building
- Sidewalks
- Planting strip (including trees, parking meters, street furniture, light rail features)
- Aggregate trash and ashtray receptacles
- Metal fencing

**Appendix B**  
**Previous Documentation**

*FINAL*

**Architectural History Evaluation of the State of California  
Resources Building at  
1416 9th Street, Sacramento  
Sacramento County, California**

Prepared For:  
Department of General Services  
Real Estate Services Division  
707 Third Street 3-40  
West Sacramento, California 95605

Prepared By:  
Jeremy Adams, MA and Stephen Pappas  
ECORP Consulting, Inc.  
2525 Warren Drive  
Rocklin, California 95677

May 2015



## MANAGEMENT SUMMARY

In 2013, the California Department of General Services (DGS), Real Estate Services Division (RES D) retained ECORP Consulting, Inc. (ECORP) to conduct an architectural history evaluation of the State of California Resources Building in Sacramento, California. RES D is preparing to make access and safety compliance improvements to the building. The improvements involve renovation to ensure the current access and safety deficiencies are modified to meet applicable compliance standards. The Resources Building is located at 1416 9th Street in the City of Sacramento.

This study was conducted in accordance with the California Environmental Quality Act (CEQA) as well as the implementing regulations under Section 106 of the National Historic Preservation Act (NHPA) and includes an evaluation for eligibility of the building for listing in the California Register of Historical Resources (CRHR) and the National Register of Historic Places (NRHP) as well as consideration as a California Historical Landmark (CHL).

The architectural history evaluation included a records search, intensive site survey of the exterior and interior of the building, focused archival and historical research, and an evaluation of the Resources Building. The records search results indicated that the building had not been previously inventoried or evaluated. Though the building is located within the survey coverage areas of several previous archaeological and architectural inventories, construction of the building was completed in 1964 and, therefore, only in 2014 did it become old enough to be considered a cultural resource.

The results of the intensive site survey and focused archival research were used in the NRHP and CRHR eligibility evaluation of the Resources Building. The Resources Building is evaluated as not eligible for the NRHP and CRHR, nor is it considered a California State Historical Landmark.

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of the  
State of California Resources Building - Sacramento**

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**LIST OF ATTACHMENTS**

- Attachment A – Records Search Confirmation
- Attachment B – Resources Building Photographs
- Attachment C – Department of Parks and Recreation (DPR) 523 form

## 1.0 INTRODUCTION

In December 2013, the California Department of General Services (DGS), Real Estate Services Division (RESA) retained ECORP Consulting, Inc. (ECORP) to conduct an architectural history evaluation of the State of California Resources Building in Sacramento, California. RESA is preparing to make access and safety compliance improvements to the building. The improvements involve renovation to ensure the current access and safety deficiencies are modified to meet applicable compliance standards. The Resources Building is located at 1416 9th Street in the City of Sacramento.

### 1.1 Project Location

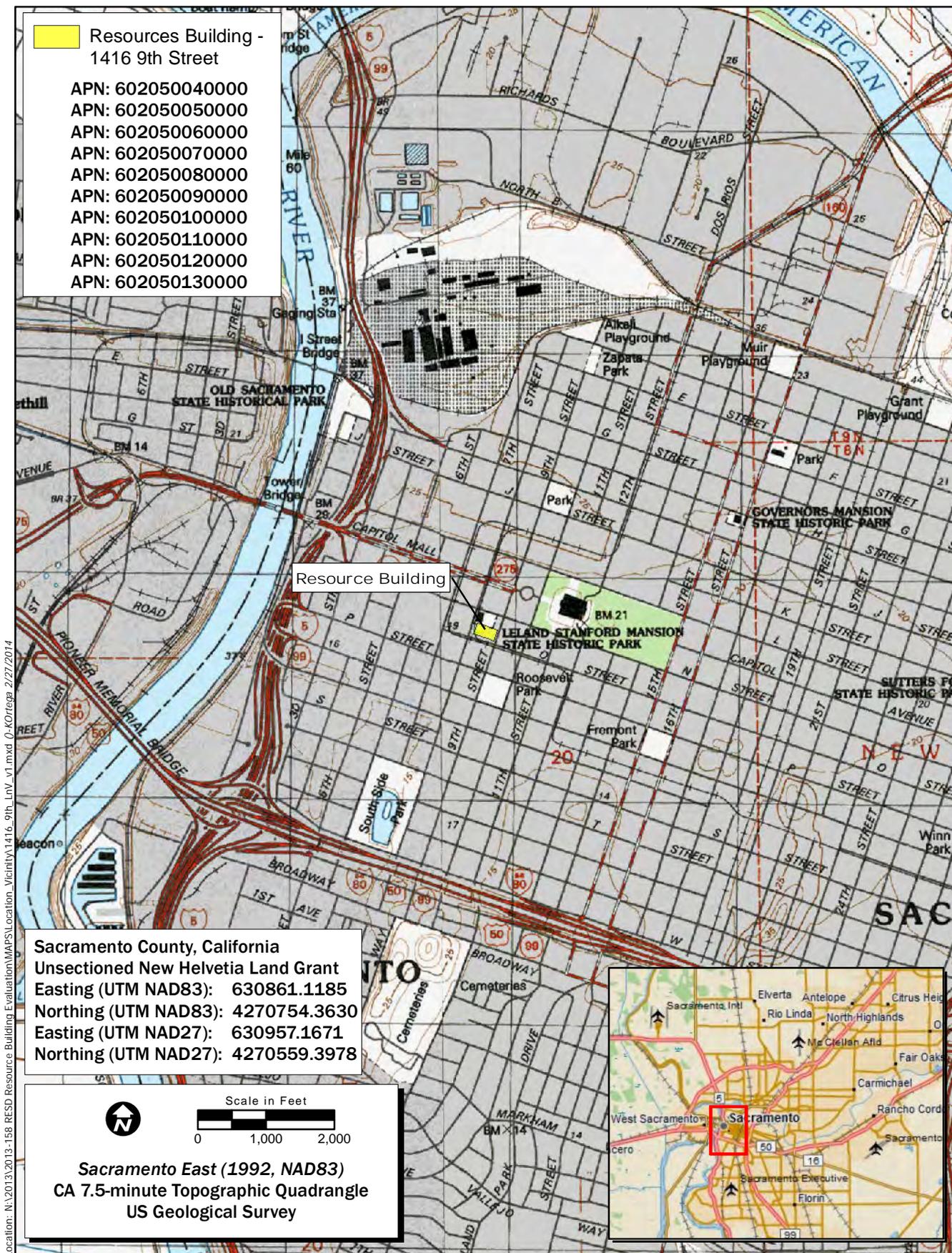
The Resources Building is located between O Street to the south and N Street to the north. The building is also between 9th Street to the east and 8th Street to the west, in downtown Sacramento. The building is west of the California State Capitol, south of the Capitol Mall area, and immediately south and adjacent to the historic Leland Stanford Mansion. The Resources Building is considered a high-rise building and is located within the heart of the city. The remainder of the vicinity around the building includes commercial and government buildings. The building is located in an unsectioned portion of the New Helvetica Land Grant, as shown on the 1992 Sacramento East USGS 7.5' topographic quadrangle map (Figure 1). The building houses several government offices and contains multiple associated Assessor Parcel Numbers (APNs), which are listed below:

- APN 602050040000
- APN 602050050000
- APN 602050060000
- APN 602050070000
- APN 602050080000
- APN 602050090000
- APN 602050100000
- APN 602050110000
- APN 602050120000
- APN 602050130000

### 1.2 Project Description

RESA is preparing to make access and safety compliance improvements to the building. The improvements involve renovation to ensure the current access and safety deficiencies are corrected to meet the compliance standards of the Americans with Disabilities Act (ADA).

In accordance with Public Resources Code (PRC) 5024.5 (a), no state agency shall alter the original or significant historical features or fabric, or transfer, relocate, or demolish historical resources on the master list maintained pursuant to subdivision (d) of Section 5024 without, early in the planning processes, first giving notice and a summary of the proposed action to the SHPO who shall have 30 days after receipt of the notice and summary for review and comment. Further, PRC 5024.5 (b) states that if the officer determines that a proposed action will have an adverse effect on a listed historical resource, the head of the state agency having jurisdiction over the historical resource and the officer shall adopt prudent and feasible measures that will eliminate or mitigate the adverse effects. Therefore, approval of this project would require consideration of whether or not the proposed actions would have an adverse effect on a listed historical resource.



Location: N:\2013\13-158 RESD Resource Building Evaluation\MAPS\Location\_Vicinity\1416\_9th\_LNV\_v1.mxd 0-KORrep 2/27/2014

Map Date: 2/27/2014  
 Service Layer Credits: Copyright:© 2013 DeLorme

**Figure 1. Project Location and Vicinity**

### **1.3 Report Organization**

The following report documents the architectural history evaluation of the Resources Building and was prepared in conformance with the California Office of Historic Preservation's (OHP) acceptable format. Attachment A includes a confirmation of the records search with the California Historical Resources Information System (CHRIS). Attachment B presents photographs of the Project Area. Attachment C contains the cultural resource DPR 523 record form.

## **2.0 CULTURAL CONTEXT**

### **2.1 Local History**

Permanent non-native settlement in Sacramento began with John Sutter, a European immigrant, who built a fort near the confluence of the Sacramento and American Rivers in 1839. Sutter petitioned the Mexican governor of Alta California for a land grant, which he received in 1841. Sutter built a flour mill and grew wheat near the fort (Bidwell 1971). Gold was discovered in the flume of Sutter's lumber mill at Coloma on the South Fork of the American River in January 1848 (Marshall 1971). The discovery of gold initiated the 1849 California Gold Rush, which brought thousands of miners and settlers to the Sierra foothills east and southeast of Sacramento.

As the Gold Rush continued, Sutter's settlement served as a busy hub of business where ships and riverboats utilized the Sacramento River to transport supplies and people to and from the mines of the Sierra Nevada Mountains. Eventually, Sutter laid out a grid of streets extending from the river and the town was named Sacramento. Sacramento grew incredibly rapidly, such that by 1849, there were already more than 2,000 permanent residents centered on Front Street and inland along J Street. The area now known as "Old Sacramento" represents the type of wharfs, saloons, shops, and street sidewalks of the original town (JRP Historical 2013).

Downtown Sacramento significantly developed after the initial years of the Gold Rush. By 1851, J Street was heavily occupied with stores, saloons, hotels, and supply houses all located along the busy road. Constant flooding during the 1850s, as well as a powerful flood in 1861, led city planners to develop the idea of raising the street levels up by several feet. Utilizing the technology and techniques available at the time, the process of raising Sacramento's streets resulted in thirteen years of work, which left gaps between the streets and businesses. These gaps were later covered leaving hollow sidewalks below the surface streets. These hollow sidewalks are still located in areas of downtown Sacramento (JRP Historical 2013).

The Resources Building is located in the heart of the City of Sacramento within the generalized area known as the "West End" of Sacramento. The West End is unofficially the area between the Sacramento River and the State Capitol building, bounded by the Southern Pacific rail yard to the north and Y Street to the south. The West End has historically been comprised of businesses and acts as the commercial core of the City. In addition to commercial businesses, the West End is also occupied by residential apartment buildings and a sparse distribution of houses. The years following the Gold Rush and into the 1910s were the periods of vast expansion for this portion of Sacramento. The mixed commercial and residential area evolved from small local stores to major chain stores. Many of these shops were centered on K Street between 4th and 8th Streets. By the 1930s, the commercial businesses along K Street declined as suburban areas developed further from the center of the City and stores and shops in the outlying areas became more popular (JRP Historical 2013).

The West End of Sacramento quickly fell into decline through the 1940s during WWII. Like most metropolitan areas, the City's economic growth was largely dependent on commercial and industrial consumers and as suburbs expanded around the City, the West End continued to decline. In addition, use

of the Sacramento River and railroads also declined as local industries moved away from the river and into the newly developed areas. By the 1950s, approximately 82 percent of West End residences were not owner-occupied (JRP Historical 2013).

In 1949, the Federal Housing Act (Act) was enacted to deal with the problem of substandard housing and residential blight, which was apparent in the West End of Sacramento. The Act called for the removal of “substandard and other inadequate housing through the clearance of slums and blighted areas, and the realization as soon as feasible of a goal of a decent home and a suitable living environment for every American family.” The Sacramento City Council then passed an ordinance that led to the clearance of thousands of substandard dwellings and instituted the Sacramento Redevelopment Agency (SRA) to be responsible for redevelopment projects. The SRA devised a plan, which called for the demolition of old residential buildings to be replaced with large high-rise public housing facilities and other commercial and industrial buildings. As a result of the plan, the West End was the site of the first federally-supported redevelopment project in California, which was carried out in the 1950s. The redevelopment included the construction of state and interstate highways. Interstate 5 was built where substandard buildings had been removed between the West End and Old Town (JRP Historical 2013).

## **2.2 California State Capitol and Capitol Master Plan**

California’s government body has functioned in several different cities throughout the State; however, it has historically been primarily located in Sacramento. In 1852, the California State Legislature met for the first time in Sacramento after having previously gathered in Vallejo and San Jose. Constant flooding of the Sacramento River, however, forced the Legislature to leave Sacramento and instead operate in Benicia. The first official Capitol building for California was the Benicia City Hall. Two years later, the Legislature returned to Sacramento and conducted meetings at the courthouse at 7th and H Streets. A fire at that courthouse forced the Legislature to move again to a newly constructed court house. During the mid-1850s to 1860, attempts were made to construct a new official Capitol building, but plans were halted due to constant flooding and lack of sufficient funds. Finally, in 1861, construction of the current Capitol building commenced, with the interior completed in 1869 and the exterior finally completed in 1874 (Poage 1956).

The next decade brought expansion of the Capitol grounds with the development of ten blocks of parks and facilities located east of the Capitol building. The first half of the 20th century showed continued growth, with the expansion of State agencies such as the Department of Motor Vehicles, Department of Public Works, and Department of Employment, which led to the construction of new office buildings within the vicinity of the Capitol (Poage 1956). State government continued to grow after 1950. Between 1950 and 1960, the number of State employees increased from 30,000 to 51,000. Of the 51,000 employees, 21,000 worked within the County of Sacramento, with 16,000 working within the vicinity of the State Capitol (Livingston 1962). This rapid increase in State employment amplified the need for the future growth of State-owned buildings and property. It was estimated in 1960 that by the year 2000, the population of California would be near 48 million, requiring a much needed expansion of State facilities and State workers (Davies 1959).

As a result of State growth during the 1950s, the California Legislature realized the need for a long-term plan for the construction and expansion of State facilities surrounding the Capitol. In September 1959, an Act of State Legislature, Chapter 1641, created a 13-person Capitol Building and Planning Commission (Commission) in order to develop, carry out, and amend a plan for the Capitol improvements. The 13 members were appointed by the Governor of California with three members chosen from a list nominated by the Mayor of Sacramento and three chosen from the Chairman of the Sacramento County Board of Supervisors. The Commission’s Chairman was Sacramento architect Albert M. Dreyfuss, with John Downey as Vice Chairman. In 1960, the Commission hired two San Francisco Bay Area architectural and planning consultant firms (Livingston and Blayney, and John Carl Warnecke and Associates) to design the plan (Davies 1959). The Commission served as the liaison to the Legislature for approval and

recommendations for laws and spending associated with the plan and was required to present the Legislature with an annual report summarizing the progress of the plan.

The Capitol Master Plan (Master Plan or Plan) was adopted by the Commission in 1960 to provide planning for the State's use of 138 acres within the blocks between L and Q Streets, and 7th and 17th Streets centered on the existing Capitol Plaza Park. The Plan was officially adopted by the State Legislature in January 1961. The architectural consultants urged laws be enacted to make the Commission responsible for carrying out the Plan, noting that acquisition of property and timing of building construction were essential for the Plan to be successfully implemented (*Sacramento Bee* 1960). The Plan was expected to be executed over a 40-year build-out period to accommodate the need for expanded State resources and agencies serving California. The original cost of the Master Plan was estimated at \$300 million for land acquisition, office and parking lot construction, and development of parks, plazas, pools, and fountains (Sacramento Bee 1960; Davies 1959).

In 1960, the State owned 69.8 of the 138 acres and planned to acquire the remaining 68.2 acres over the next two decades. The Master Plan consisted of 75 acres for State buildings, 38 acres for plazas and parks, and 19 acres for parking, with the remaining 6 acres set aside for private development, such as bank branches and restaurants (Davies 1959). Existing structures, such as the State Capitol, State Office Building 1, Library-Courts building, and several other historic buildings and structures, were to be preserved. The buildings surrounding the Capitol Park were planned to stand six stories tall, to retain the Capitol and surrounding park as the dominant property. Taller buildings standing up to 24 stories were planned to be constructed around the perimeter of the Plan area (*Oakland Tribune* 1960). The first building planned for construction was the Retirement Building, now called the Resources Building, at a cost of \$15 million (*Sacramento Bee* 1962a, 1962b).

In late 1962, state legislators and planners proposed a five-year plan to acquire the remaining acreage of property needed to complete the Master Plan. This accelerated plan, as opposed to the original 20-year plan for acquiring the land, was proposed due to sharply rising costs of real estate in Sacramento. The estimated cost for the five-year land acquisition was \$35 million, which was expected to be double that amount if the land were to be acquired over a 20-year span instead (*Sacramento Bee* 1962a, 1962b).

Little information of the actual design intent of the Master Plan was found in the archival record. Most of the available information in the archival record regarding the design of the Master Plan area comes from the Capitol Planning Area Construction Program (Program) record, on file at the State Archives. The Program outlines the order of construction of facilities projected in the Master Plan. The program was divided into four 5-year periods. According to the Program "the majority of projects are for general office space and related parking and open space. Several special projects, not directly related to growth in employment, are listed separately at the end [of the Program document]." The Program language continues by stating that "General office space needs are based on 128 net square feet per employee plus additional space for special functions" (Capitol Planning Area Construction Program n.d.). The information provided in the Program document shows that the Master Plan was purposefully designed to support government office space growth. Landscape plazas were included in the original design plan; however, information on the architectural contribution of those plazas to the plan is not available in the archival record.

Despite the abundance of campus plans and magnificent landscapes being constructed at other commercial and public areas of Sacramento and California, the landscapes within the Master Plan were relatively minor. Descriptions of the landscapes included in the plan are described in the Capitol Planning Area Construction Program as minimal features serving utilitarian functions. For example, the description of the plaza at the Southwest corner of 9<sup>th</sup> and N Streets, out front of the Resources Building, was described in the Program as "to serve as main entrance to Retirement Building (Resources Building)." In addition, the plaza at Block O-P-8-9 was described in the Program as "to serve as open space between Retirement Building (Resources Building) and Project 6 building" (Capitol Planning Area Construction

Program n.d.). These descriptions depict the landscaped features as minor and ubiquitous, included to serve a function rather than an architecturally planned purpose or intent within the design plan. In addition, the magnitude of the Master Plan and location within downtown Sacramento made it difficult to incorporate any artistic or significant landscape plan or large open space area within the Master Plan and so the plaza's and landscaped areas remained limited in size and design.

The 1965 Commission Annual Report stated that by December of 1964, more than \$6 million of property planned for the Master Plan had been acquired by the State, with an additional \$9 million of property in the process of acquisition. By the mid-1960s, the Master Plan was underway and development was progressing. On January 8, 1965, the Retirement Building (now Resources Building) was dedicated, and was the first major structure built within the Plan area (Commission 1965).

As stated in the 1960 plan, a 20-year outline for land acquisition and 40-year build-out of buildings, structures, parking lots, and landscaping improvements was provided. The Plan was broken down into activities carried out in 5-year increments. For example, 27 individual projects were planned to be carried out in the 10 years between 1962 and 1972 (Capitol Planning Area Construction Program n.d.). Throughout the 1960s and 1970s, construction of office buildings and facilities continued; however, due to changes such as the amount of available funds and the demand for additional facilities, the original Master Plan was revised as needed.

In 1977, DGS took over the responsibilities of the Commission and implemented a new design called the Capitol Area Plan. Like the Commission, DGS was required to provide an annual report to the legislature regarding the status of the current land use, construction projects, future land purchases, and developments within the Capitol Area Plan (Mugartegui 2012). DGS is now solely responsible for the Capitol Area Plan and the original Commission no longer exists.

### **2.3 Architectural Context**

The Resources Building is most closely associated with the International style of architecture. International style was the dominant architectural style of post-World War II public building construction, particularly for commercial buildings. The style originated in Europe in the early 1920s, pioneered by the work of Le Corbusier, and is a form of building construction and design still used in the 21st century, though the style reached its peak of popularity in the United States in the 1930s and 1940s. The term "International" originated from a 1932 architectural exhibition held in New York in which speaker Philip Johnson used the name to describe these types of buildings (MacDonald 2008).

The style focuses on the simplification of form and ultimate rejection of ornamentation. It emphasizes the technique of architectural massing, which is the act of composing and manipulating three-dimensional forms into a unified and coherent configuration. Le Corbusier, a Swedish-born architect who studied and practiced architecture in France, defined architecture as "the masterly, correct, and magnificent play of masses brought together in light" (Akin and Moustapha 2003).

Specific elements of International style include dynamic spaces and massing techniques. Typical International style buildings have square or rectangular footprints with horizontal bands of windows, flat roofs, and large, flat open walls composed of materials such as concrete, steel, stucco, brick, or glass (MacDonald 2008).

The U.S. General Services Administration (GSA) developed a context for government buildings designed and constructed during the period of the 1950s, 1960s, and 1970s (General Services Administration 2003). The following information on International style government buildings is taken from that context and specifically addresses only that information relevant to the context of the Resources Building.

At the close of World War II the United States had assumed a role worldwide as a power force. The government, though slowly at first, began to encourage the Modern design in government buildings in an attempt to emulate that new power. Prior to World War II, public buildings constructed under the New Deal era were simplified in design yet contained stylistic elements. Stylistic features on buildings began to emphasize the nation's technological advances, such as accomplishments in the designs of automobiles, airplanes, and ships. These streamlined designs, however, maintained an artistic approach to architecture that began to wane after World War II. When the United States became recognized as a power force, government buildings were expected to show that power and the artistic designs of Art Deco and other pre-war construction failed to represent that strength. It was heavy Modern designs that included massed elements constructed with powerful materials such as concrete, steel, and stone that gained the majority of government building interest (General Services Administration 2003).

In addition to their show of strength, a great benefit of these massive blocked buildings was that the elements could be fabricated in factories and assembled on-site, and so mass production was much more feasible and cost-effective. Rather than paying individual craftsman and artisans, the government was able to mass produce these buildings at a large scale and quite quickly. Heavy materials such as concrete and steel were also extremely economical because they were expected to survive decades longer than lighter and less durable wood and stucco materials. Functional efficiency, coupled with economic efficiency, became the new norm for government buildings and construction of these Modern styled buildings greatly outnumbered the elaborately ornamented buildings of the pre-war age (General Services Administration 2003).

During the post-war period in the United States, the federal government largely maintained "pro-business" ideals and so private architects were highly utilized in building design plans. Federal agencies, however, turned away from cutting-edge architects during the 1950s, 1960s, and 1970s. More concerned with efficiency and economic value than aesthetics; public buildings were instead largely designed by conservative private architects with experience and practice. The government utilized experienced architects to design building plans while the agency maintained primarily an administrative role. This is shown in practice with the Capitol Master Plan because a large Commission of private architects were appointed for the design rather than utilizing a government agency. Using private architects, however, caused a decline in visual differences between public and private buildings. Public buildings were being designed with less emphasis on the government aspect making it difficult to distinguish between the two. During this period, private architects constructed all types of buildings, public and private, with large glass windows, monolithic blocks, and prominent massing throughout (General Services Administration 2003).

One of the largest needs of new government building design was in office space as a result of massive population increases after World War II. The Public Buildings Act of 1959 provided an opportunity to correct the shortage in office space. The Act enabled new public buildings to be constructed by Federal agencies with appropriates made to the GSA. The GSA was to submit proposals for specific construction project needs based on surveys and, after a review by the Office of Management and Budget, the House and Senate Public Works Committees would approve the projects for legislative funds. Following the 1959 Act, construction in public buildings increased dramatically to accommodate the Federal office space needs (General Services Administration 2003).

Almost immediately after the Public Buildings Act, the Ad Hoc Committee on Federal Office Space was formed to address the long-term office space needs of the Federal government. The committee wrote a report that identified the problems of government office space needs and offered a solution to the problem. The solution was a three-point policy on architectural designs for government buildings. The recommendations included the following essential elements:

- 1 - Buildings should be functional and designed by local and regional architects and incorporate materials, methods, and equipment of dependability.

- 2 – Development of an official style should be avoided and high quality designs obtained despite additional costs.
- 3 – The choice and development of the building site should be considered in the design process, with attention to street layout and public places to permit generous development of landscape.

These “Guiding Principles”, as they were called, became a prominent component of implementation of building design plans during the 1960s and 1970s (General Services Administration 2003). The Capitol Master Plan largely followed these guiding principles, despite no official record stating as such.

### *2.3.1 Architectural Context Specific to Sacramento*

In the years leading up to the war, modern architecture in Sacramento emphasized the artistic styles of the Art/Streamline Moderne and Art Deco styles. Many government funded buildings, particularly those constructed using the federal funds of the Works Progress Administration (WPA), were intentionally designed to represent the technological influences of its time including the advances in automobile, aircraft, and ship design. Therefore, buildings were constructed with emphasis on smooth, streamlined surfaces, horizontal features, glass blocks, and artistic base colors (McAlester 2013). After World War II, however, government funded architecture throughout the nation, including Sacramento, turned in a different direction. In Sacramento, the post-war boom years led to rapid population growth in the capitol city. The new emphasis for modern buildings was not on artistic design and technological advances, but rather on a solid foundation, a show of strength, and other qualities that represent the power needed during the post-war period. Sacramento government buildings followed the same essential “Guiding Principles” that were being implemented throughout the nation.

Several excellent examples of International style architecture were constructed during the post-war period in Sacramento, particularly in the 1950s and 1960s. Below are some excellent examples of International style architecture and building techniques of the period that have locally recognized historical and architectural value.

The SMUD headquarters is one of the most prominent symbols of International style architecture in Sacramento. The SMUD headquarters was constructed by Dreyfuss and Blackford in 1961 and helped bring their architecture practice into the spotlight. The modern building was constructed on a concrete base foundation with obvious emphasis of horizontal glass walls, a flat roof, and open floor plan; all features popular with the International style of architecture. Details of the SMUD headquarters building construction, including its unique features that make it an outstanding example of Dreyfuss and Blackford's premier work, are described further in Section 2.4 below.

A good early example of International style architecture in Sacramento is the Sacramento Executive Airport (then called the Sacramento Municipal Airport). The terminal building for the Sacramento Executive Airport was constructed in 1954-1956 and was built to house airport facilities. The terminal showcased the “International Room” which a huge open space design room was with featured a panoramic view of arriving and departing planes. The building emphasized glass walls for windows, flat roofs and horizontal square features, and a massed design plan. The terminal was a unique design feature, designed by Leonard Starks a renowned Sacramento area architect, which was a popular and impressive early example of International design techniques and is recognized as a local landmark for modern architecture in Sacramento (Sacramento Modern 2013).

According to local historical society Sacramento Modern, a group that focuses on mid-century modern architecture in Sacramento, another exceptional example of International style architecture is the office building at 2407 J Street. The office building was designed by Starks, Jozens, and Nacht and built in 1961. The building was designed with heavy building materials including concrete walls, steel pillars, and steel floors with glass partitions at the windows. The building emphasizes the use of metal, which is the dominant characteristic of each elevation where metal grilles are a visually striking feature on the building. The weight and strength of the metal-heavy building is clear in its design and construction. This

office building is included on a walking tour of International style and other mid-century modern architecture in Sacramento (Sacramento Modern 2013).

Another iconic International style building in Sacramento is the former IBM building (now called the American River Bank Building). The IBM building was also designed by Dreyfuss and Blackford (primarily Blackford) and emphasizes heavy forms of concrete and massing techniques. The building was constructed in 1964, built simultaneously with the Resources Building, and was built in the Capitol Mall area. The former IBM building, however, has some specific architectural elements that, when compared to other modern style buildings in Sacramento, show its significance. The building is an extremely successful example of International style form. The design of the building emphasizes a clearly massed technique with precise parts of concrete, glass, and steel. The building has a large open entry design plan with a horizontal window and geometrically consistent flow pattern. In addition, there are no artistic design additions or ornamental patterns. Overall, it is a prime example of the International style in Sacramento and is also recognized throughout California as one of the best examples of mid-century modern architecture and a premier representation of the work of Dreyfuss and Blackford.

## **2.4 Relevant Architects and Designers**

The Commission consisted of several architects and designers who each contributed to the Master Plan for the Capitol area, including the design of the Resources Building. The most significant architects and designers on the Commission include Commission Chairman and architect Albert M. Dreyfuss, architect and planner John Carl Warnecke, and Bay Area architectural and planning firm Livingston and Blayney. Though these individuals were included in the 13-man Commission, their individual contributions to the Capitol Master Plan and design of the Resources Building are not specifically identified in the archival record. Therefore, information on their notable achievements and accomplishments, including what makes their work significant, is included below in order to assist with placing the Resources Building and Master Plan within the appropriate context of their work.

Albert Dreyfuss was an architect who first opened his office in 1950 in Sacramento. Dreyfuss emphasized Modernism in his styles and is responsible for the construction of several innovative projects emphasizing creative and alternative techniques, such as use of aluminum in building designs and building space for public art, of the International Style of architecture between the 1960s and 1990s. Major projects that Mr. Dreyfuss worked on include the San Francisco International Airport; SMUD headquarters in Sacramento; headquarters buildings for IBM in Sacramento; the Sacramento Union newspaper building; the Nut Tree highway commercial center; Lincoln Plaza and the CalPERS Headquarters. These notable achievements have won Dreyfuss, and his longtime associate Leonard Blackford, several design awards in architecture, several of which have stirred international attention. Dreyfuss and Blackford's company "Dreyfuss & Blackford" remains in business in the 21st century (Dreyfuss & Blackford 2014).

At the time of conception of the Capitol Master Plan and construction of the Resources Building within that plan, Dreyfuss and Blackford had just completed construction of the SMUD headquarters building, located at 6301 S Street in Sacramento. The conception of the SMUD building plan and its architectural design was conceived by Dreyfuss and Blackford. The SMUD building emphasizes many features that make it unique and a prime example of Dreyfuss and Blackford architecture. The most obvious feature is the emphasis on concrete, steel, and glass, all used heavily and designed to express modernism. In addition to these heavy elements, however, Dreyfuss and Blackford added an innovative touch with the inclusion of aluminum as a construction material. The use of aluminum is visible on the building and it gives the architecture a sense of weightlessness to an otherwise heavy building. In addition, the building has low horizontal structure and maintains consistent regularity of form throughout. Despite the building mostly following the design style and having no ornamentation, Dreyfuss and Blackford did add an artistic touch by allowing the idea of public art along the travertine-clad façade on the base of the building. This is a particularly unique feature to International style and shows the personal touches Dreyfuss and Blackford added to the design plan. The significance of this building and its contributions to Sacramento's

modern architecture and representation of the accomplishments of Dreyfuss and Blackford is obvious (Stein 2011; Sacramento Modern 2011).

Dreyfuss gained national attention for his work on many buildings and building plans, however, his contribution to the Capitol Master Plan and in particular the Resources Building was not prominent in the archival record. Dreyfuss was chairman of the 13-man Commission based on his experience and reputation as a leading architect but the Resources Building and the Capitol Master Plan did not implement any of the specific innovative ideas or techniques of Dreyfuss or his firm. Dreyfuss' primary innovative techniques, such as use of aluminum in the design plan or use of parts of the building for public art space, are not present in the Capitol Master Plan records or records for the Resources Building. In addition, archival research specifically on Albert Dreyfuss identified several buildings commonly known to be the premier examples of his work and contributions to architecture in Sacramento including the SMUD headquarters, IBM headquarters, Sacramento union newspaper building, the Dreyfuss and Blackford office building, the CalPERS headquarters and Lincoln Plaza; as well as several bodies of work outside of Sacramento including the San Francisco International Airport. The Capitol Master Plan and the Resources Building are not on any list of his major accomplishments and are not locally, statewide, or nationally recognized as the work of the architectural ingenuity of Dreyfuss.

John Carl Warnecke was an architect who attended Stanford University for his undergraduate work and later Harvard's Graduate School of Design. He received his Master's Degree in Architecture in 1942. Warnecke opened his own office in Richmond in 1945. He worked on several small-scale projects until he was contracted with the redesign of the Lafayette Square area, near the White House in Washington, D.C. The project encompassed preservation of local historic houses and construction of new buildings, the National Courts Building in 1967, and the New Executive Office Building in 1969. During his tenure in Washington, Warnecke became acquainted with President John F. Kennedy and First Lady Jacqueline Kennedy. After the assassination of Kennedy, Warnecke designed the JFK Eternal Flame monument at the grave site at Arlington National Cemetery in 1967. In 1960, he started to expand and open up more offices and at the height of his career, in 1975, he had offices in San Francisco, New York, Los Angeles, Washington, Boston, and Honolulu and was one of the largest architecture firms in the nation. During that time, his firm designed several significant buildings, including the Soviet Embassy in 1975; the Hart Senate Office Building in Washington in 1975; and the South Terminal at Logan Airport in Boston in 1977. He also opened the Warnecke Institute of Design, Art and Architecture at his Healdsburg headquarters. He is also responsible for designing the American Embassy in Thailand; the Hawaiian State Capitol building in Honolulu; Terminal 1 at the Oakland International Airport; the Stanford University Library; and the College of San Mateo. He was also the master-planning architect of the University of California, Santa Cruz campus (Stephens 2010).

Warnecke was well known for applying the architectural theory of contextualization in his building designs and practices. Contextualization is the practice of harmonizing the buildings architecture with the environment for which they are constructed in terms of cultural and historical setting. In other words, Warnecke became famous for designing buildings to blend with the historical buildings and structures surrounding the new construction. He gained national attention for this technique with his contribution to the Mira Vista Elementary School in the northern part of San Francisco in 1951. His design applied the modern approach to redesigning an old building within an historic residential community. Again, Warnecke utilized the same approach with designing the U.S. embassy in Thailand in 1956 to mimick the cultural surroundings, though this building was never officially constructed. His most notable achievements came from designing Lafayette Square in 1962. Lafayette Square is located within an historic area near Washington D.C. The area contains dozens of very historic buildings constructed during the 1800s. Warnecke was one of the first architects to successfully design and build modern buildings within Lafayette Square by utilizing the contextualization design philosophy. His work on Lafayette Square gained him the recognition of the White House and Kennedy Administration and worked on many designs for the General Services Administration (Stephens 2010).

Warnecke gained national attention for his work on many buildings and building plans, however, his contribution to the Capitol Master Plan and in particular the Resources Building was not prominent in the archival record. Warnecke was a member of the 13-man Commission based on his experience and reputation but his particular architectural practices and theories in design are not prominent in the design of the Resources Building. It is most likely that Warnecke was asked to join the Commission based primarily on the Capitol Master Plan's proximity to the historic State Capitol and surrounding Capitol grounds. Warnecke would have contributed to the design of the Master Plan by ensuring contextualization of specific buildings within the plan area do not detract from the historical aspects of the area in which the Master Plan was being constructed. These particular techniques, however, are not apparent with the construction of the Resources Building. The Resources Building is a very obvious modern construction with no visible contextualization techniques employed in its construction. Warnecke was known as a leading national architect but the Resources Building and Capitol Master Plan did not appear to contain any of his prominent contributions to architecture and they are not on any list of his major or important accomplishments.

Lawrence Livingston was an urban planner and designer in the Bay Area. He was a brilliant architect who earned a history degree from Stanford University, law degree from Yale, and a Master's degree in City Planning from the Massachusetts Institute of Technology. He worked as assistant to the city planner in Oakland before taking up a private practice with his partner, John Blayney. The partnership of Livingston and Blayney were responsible for several general planning, fiscal analysis, urban design, and mass transit studies in San Francisco and the greater Bay Area. Their firm managed planning projects utilizing the idea of open space in major metropolitan areas, which influenced designs such as San Francisco's Market Street corridor and the parks in Palo Alto. They are responsible for much of the open area and natural landscape seen today in the Bay Area. Some major planning projects, which feature their contributions, include the Bay Area Regional Transit design and the Yerba Buena Center. Livingston was nicknamed "Mr. Open Space" because of the economic, rational approach he introduced for landscapes within city plans. The firm has since changed names to Dyett and Bhatia, but is still in business today (King 2007).

Livingston gained attention for his work on urban planning and open space designs. However, his specific contributions to the Capitol Master Plan and the Resources Building are not prominent in the archival record. Livingston was a member of the 13-man Commission based on his experience and reputation in the designs of landscapes and open spaces but his architectural practices and theories in design are not prominent in the Resources Building. It is most likely that Livingston was on the Commission to contribute to the planning of the landscaped plaza's and walkways between buildings within the Capitol Master Plan. His most prominent architectural theme was the use of open space in landscapes; however, the small plaza out front of the Resources Building fails to maintain the open space quality. The Resources Building and Capitol Master Plan do not appear to contain any of the prominent contributions Livingston had on architecture and landscape planning and design and they are not on any list of his major or important accomplishments.

## **3.0 METHODS**

### **3.1 Personnel Qualifications**

The architectural history evaluation and analysis was conducted by Principal Investigator architectural historian Jeremy Adams, who meets the Secretary of the Interior's (SOI) Professional Qualifications Standards for architectural history and history. Mr. Adams and Field Director Stephen Pappas both conducted extensive archival and historical research and together participated in the site visit. Lisa Westwood, MA, RPA provided Quality Control review.

Jeremy Adams meets the SOI Standards by holding an M.A. degree in Public History and a B.A. degree in History, with 5 years experience specializing in historic resources of the built environment. He is

skilled in carrying out historical research at repositories such as city, state, and private archives, libraries, CHRIS information centers, and historical societies. He has experience conducting field reconnaissance and intensive surveys. Mr. Adams has conducted evaluations of cultural resources of all types for eligibility to the NRHP and CRHR.

Stephen Pappas is a Staff Archaeologist and Field Director for ECORP and has nine years of experience in cultural resources management, primarily in California and New Mexico. He holds a B.A. degree in Anthropology and has participated in all aspects of archaeological fieldwork, including survey, test excavation, data recovery, and construction monitoring. He has extensive familiarity in meeting the cultural resource requirements of CEQA and Section 106 of the NHPA.

### **3.2 Records Search Methods**

A records search for the building was completed at the North Central Information Center (NCIC) of the CHRIS at California State University-Sacramento on 23 December 2013 (NCIC search #SAC-13-152; Attachment A). The purpose of the records search was to determine if all of, or a portion of, the Resources Building has been previously inventoried or evaluated.

In addition to the official records and maps for historical sites and surveys in Sacramento County, the following historic references were also reviewed: Historic Property Data File for Sacramento County (OHP 2014; *The National Register Information System* (NPS 2014); *Office of Historic Preservation, California Historical Landmarks* (OHP 2014; *California Historical Landmarks* (OHP 1996 and updates); *California Points of Historical Interest* (OHP 1992 and updates); and *Directory of Properties in the Historical Resources Inventory* (OHP 1999). The local City of Sacramento Historical Register was also reviewed.

### **3.3 Archival Research Methods**

Focused archival research on the Resources Building was carried out by architectural historian Jeremy Adams. Because this is a State-owned building and construction records are confidential, the Sacramento County Assessor's office does not contain building specific information such as construction date, building characteristics, and drawings. Building construction plans and as-built drawings are housed at the building in the building manager's office.

George Lichty, the Office Building Manager for the Resources Building, granted ECORP access to review and photograph the building plans and as-built drawings to assist with the evaluation. In addition, archival research was conducted at the California State Archives in an attempt to locate and review historical records pertaining to the Master Plan. The State Archives produced an abundance of records pertaining to the Master Plan, including newspaper articles, photographs, drawings, architect information, public works memorandums, and planning commission reports. ECORP also conducted research at the Center for Sacramento History, where several original construction photographs of the building were reviewed. Additional research was conducted at the California History Room in the California State Library, where newspaper articles, maps, and secondary resources were reviewed. Online research was undertaken for other documents relating specifically to the Resources Building and the Master Plan. The online research, review of historical aerials, construction and modification related documents, State and City archival research, and review of as-built drawings and original construction photographs resulted in sufficient information for ECORP to prepare an evaluation of the Resources Building.

ECORP also reached out to the City of Sacramento Community Development Department for comments about local mid-century modern architecture and to inquire about other examples of International style buildings in Sacramento. No response or comments have been received as of the date of submittal of this report.

ECORP also reviewed the works of the local historical society Sacramento Modern. Sacramento Modern is a local Sacramento based non-profit historical society and interest group that focuses on mid-century modern architecture in Sacramento. Sacramento Modern has published numerous source materials, including commercial and residential walking tours of mid-century modern architecture in Sacramento. Sacramento Modern's source materials were reviewed by ECORP in order to gather relevant information regarding comparable International style architecture and other mid-century modern architecture in Sacramento.

### **3.4 Field Methods**

On 17 January 2014, ECORP conducted an intensive site visit utilizing the OHP's guidelines for recording historical resources (OHP 1995) to document the building on appropriate DPR 523 forms (Attachment C). The entire exterior of the building was walked and photographed. Interior spaces including corridors, lobbies, public spaces, primary offices, the roof, stairwells, elevators, and other major spaces within the building were also photographed and documented during the site visit. These spaces were recorded in anticipation that an assessment of impacts may be required for the Project if the building had been found eligible for the NRHP or CRHR. During the site visit, architectural details and integrity considerations were noted for the features of the building including its setting relative to the streets of Sacramento. Only the built environment (the building and its courtyard) were recorded during the intensive site visit.

### **3.5 Evaluation Criteria**

#### *3.5.1 Federal Evaluation Criteria*

The Resources Building was evaluated against the NRHP eligibility criteria subject to federal regulations implementing Section 106 of the NHPA (36 CFR Part 800). The eligibility criteria for the NRHP are as follows (36 CFR 60.4):

"The quality of significance in American history, architecture, archaeology, and culture is present in districts, sites, buildings, structures, and objects of state and local importance that possess aspects of integrity of location, design, setting, materials, workmanship, feeling, association, and

- (A) Is associated with events that have made a significant contribution to the broad patterns of our nation's history and cultural heritage;
- (B) Is associated with the lives of persons important in our past;
- (C) Embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual, or possesses high artistic values; or
- (D) Has yielded, or may be likely to yield, information important in prehistory or history."

In addition, the resource must be at least 50 years old, except in exceptional circumstances (36 CFR 60.4).

Historical buildings, structures, and objects are usually evaluated under Criteria A, B, and C based on historical research and architectural or engineering characteristics. Archaeological sites are usually evaluated under Criterion D, the potential to yield information important in prehistory or history. The lead federal agency makes the determination of eligibility and seeks concurrence from the State Historic Preservation Officer (SHPO).

Effects to NRHP-eligible resources (historic properties) are adverse if the project may alter, directly or indirectly, any of the characteristics of an historic property that qualify the property for inclusion in the NRHP in a manner that would diminish the integrity of the property's location, design, setting, materials, workmanship, feeling, or association.

### *3.5.2 State Evaluation Criteria*

Under state law (CEQA), cultural resources are evaluated using CRHR eligibility criteria in order to determine whether any of the sites are Historical Resources, as defined by CEQA. CEQA requires that impacts to Historical Resources be identified and, if the impacts would be significant, that mitigation measures to reduce the impacts be applied.

An Historical Resource is a resource that 1) is listed in or has been determined eligible for listing in the CRHR by the State Historical Resources Commission; 2) is included in a local register of historical resources, as defined in Public Resources Code 5020.1(k); 3) has been identified as significant in an historical resources survey, as defined in Public Resources Code 5024.1(g); or 4) is determined to be historically significant by the CEQA lead agency [CCR Title 14, Section 15064.5(a)]. In making this determination, the CEQA lead agency usually applies the CRHR eligibility criteria.

The eligibility criteria for the CRHR [CCR Title 14, Section 4852(b)] state that a resource is eligible if:

- (1) It is 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) It is associated with the lives of persons important to local, California, or national history.
- (3) It 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) It has yielded, or has the potential to yield, information important to the prehistory or history of the local area, California, or the nation.

In addition, the resource must retain integrity. Integrity is evaluated with regard to the retention of location, design, setting, materials, workmanship, feeling, and association [CCR Title 14, Section 4852(c)].

Historical buildings, structures, and objects are usually evaluated under Criteria 1, 2, and 3 based on historical research and architectural or engineering characteristics. Archaeological sites are usually evaluated under Criterion 4, the potential to yield information important in prehistory or history. The CEQA lead agency makes the determination of eligibility. Cultural resources determined eligible for the NRHP by a federal agency are automatically eligible for the CRHR.

Impacts to a Historical Resource (as defined by CEQA) are significant if the resource is demolished or destroyed or if the characteristics that made the resource eligible are materially impaired [CCR Title 14, Section 15064.5(a)].

### *3.5.3 California Historical Landmarks*

CHLs are buildings, structures, sites, or places that have been determined to have statewide historical significance. The resource also must be approved for designation by the County Board of Supervisors or the City/Town Council in whose jurisdiction it is located; be recommended by the State Historical Resources Commission; and be officially designated by the Director of California State Parks.

To be a qualified historical property, as defined in Public Resources Code 5031, for consideration for listing as a CHL, the resource must be of statewide historical importance to California. A qualified historical property is a privately owned property which is not exempt from property taxation, is visually accessible to the public, and which is:

- (A) All landmark registrations up to and including Register No. 769, which were approved without the benefit of criteria, shall be approved only if the landmark site conforms to the existing criteria as determined by the California Historical Landmarks Advisory Committee or as to approvals on or after January 1, 1975, by the State Historical Resources Commission. Any other registered California historical landmark under Article 2 (commencing with Section 5020) of this chapter, except points of historical interest, and which satisfies any of the following requirements:
  - (1) The property is the first, last, only, or most significant historical property of its type in the region;
  - (2) The property is associated with an individual or group having a profound influence on the history of California; or
  - (3) The property is a prototype of, or an outstanding example of, a period, style, architectural movement, or construction, or if it is one of the more notable works, or the best surviving work, in a region of a pioneer architect, designer, or master builder; or,
- (B) A property which is listed on the national register described in Section 470a of Title 16 of the United States Code; or
- (C) A property which is listed on a city or county register or inventory of historical or architecturally significant sites, places or landmarks, provided, that such property satisfies any of the requirements set forth in paragraph 1, 2 or 3 under subdivision (a).

In addition, according to OHP technical assistance series 13 "How to Nominate a Property as a California Historical Landmark or California Point of Historical Interest," resources moved from their original locations do not qualify for landmark designation unless they provide significant architectural value or are the most important surviving structure associated with a prominent person or historic event. No two sites may be recognized for identical significance (OHP 2011).

According to OHP, resources must be 50 years of age or older to be considered for landmark status unless they possess exceptional design merit or historical significance that transcends the 50-year age requirement (OHP 2011). Landmarks must also be visibly accessible from a public thoroughfare, though not necessarily physically accessible.

## **4.0 RESULTS**

### **4.1 Records Search**

The records search consisted of a review of previous reports and records on file with the NCIC for the Resources Building.

#### *4.1.1 Previous Research*

The Resources Building has not been previously recorded or evaluated as part of any cultural resource inventory or study. Several cultural resources studies have been conducted covering areas that include the building, but none of these studies identified the building as a cultural resource. Construction of the building was completed in 1964 and, therefore, it would not have been 50 years old and would not have been considered to be a cultural resource during previous studies. Therefore, this technical evaluation report is the first cultural resources study to directly record and evaluate the Resources Building.

In addition, several databases, lists, and inventories were reviewed. The results of each review are included below:

- The OHP's Directory of Properties, Historic Property Data File for Sacramento County (dated 4/05/2012) did not include an entry for the Resources Building (OHP 2012).
- The National Register Information System (NPS 2014) does not list the Resources Building on the NRHP.
- The CHLs (OHP 1996) and the OHP (OHP 2014) do not include the Resources Building on the CRHR, CHL, or HRI lists.

The City of Sacramento Register of Historic and Cultural Resources was also reviewed. The local register includes several special planning Historic Districts located within the City, as well as individual properties designated by the City Council to have historical significance. One district, the Capitol District, is located adjacent to the northeastern side of the Resources Building plot. The Capitol District is primarily centered on the California State Capitol, which was built in the Classical Revival Style in the mid-1800s. The Resources Building, however, is not listed on the Sacramento Register as an individually significant resource, nor is it included in a designated historical district.

#### **4.2 Site Visit**

Select photographs of the Resources Building are included as Figures 2-6 below.



Figure 2. Resources Building north and west elevations cross-view (view towards the east).



Figure 3. Resources Building eastern elevation (view towards the west).



**Figure 4. Resources Building southern elevation (view towards the north).**



**Figure 5. Resources Building primary entrance on northeastern corner (view towards the west).**



**Figure 6. Resources Building entry level elevator lobby.**

The Resources Building is an 18-story government office skyscraper located in downtown Sacramento (Figure 2). The building architecture is influenced by mid-20th century modern styles, in particular the International style. The International style is evidenced in this building by the use of systematic grids of steel framework, pre-cast exterior concrete and granite panels; designed in a simple, repetitive, and quantitative massed layout. The building is steel reinforced with precast concrete and granite veneer and has a rectangular footprint, which takes up half of a city block. The building is bounded by N Street to the north, O Street to the south, 8th Street to the west, and 9th Street to the east. The historic Leland Stanford Mansion is located on the northern portion of the block and is separated from the Resources Building by an alley between the two buildings.

A loading dock is located at the midpoint of the alley between the buildings. The dock consists of a single large bay door. Adjacent to the dock is an electrical room, pump room, gas meter room, building maintenance supply room, janitorial storage, and paint supply room; all are accessed directly from the loading dock area. The main electrical room houses the switchgears for the entire building.

The primary entrance to the building is on the northeast corner, which also opens up to the courtyard and is oriented towards the State Capitol (Figure 5). The entrance is characterized by recessed double-glass doorways at the terminus of a short vestibule. Large vertical columns with granite veneer protect the entrance from the street. Above the entrance is the title of the building, which reads "Resources Building State of California." The courtyard is landscaped with concrete hardscape, trees, bushes, and other vegetation. The courtyard also contains bike parking, pole lighting, and serves as a promenade to the main entrance of the building.

The roof is mostly flat except for a large radio control structure, which protrudes from the center of the roof towards the sky and is not visible from the street. Attached to the radio control structure are several microwave drums, high and low frequency transmitters, and other diodes for transmitting and receiving signals of all types. There are approximately 14 microwave antennas of varied size on the roof. The roofline is separated from the face of the building with a large gap and there are no eaves extending from the top of the building.

#### *4.2.1 Western and Eastern Elevations*

The western and eastern elevations are almost identical, composed primarily of granite veneer that consists of blue-green precast panels (Figure 3). The granite veneer gives the building monolithic massing aesthetics with a nearly completely flat face from the third story to the roof. The massing on the western and eastern elevations has one decorative element consisting of saw-tooth shaped panels of the same granite material. The panels allow for ventilation of the stairwells and mechanical rooms. The saw-tooth panels are located on the centerline of the building in a vertical column and consist of seven teeth in a row alternating from extending from the roof and the floor of the mouth opening. Each row of teeth is stacked on top of each other at each floor of the building. The teeth design on the western elevation begins at the third floor and on the eastern elevation the design begins at the second floor, with both continuing to the top of the building. The western elevation second floor level contains a large grated exhaust vent below the saw-tooth designs. The first floor of both elevations consists of larger granite panels of a slightly darker color. The Great Seal of the State of California is also located on the first floor at both elevations.

#### *4.2.2 Southern and Northern Elevations*

Two double-doors composed of glass are at street-level, recessed within the building on the southern elevation. The primary entrance, as described above, is located on the northeastern corner of the building. A long vestibule corridor is located along the entire southern elevation, which shields pedestrians from weather elements and allows them walking space from the street and nearby light rail station to the building entrance. Multiple pillars faced with granite stretch along the vestibule on the southern elevation. The lower portion of the northern elevation consists of large paneled windows facing an alley, or loading dock area. Fenestration on the lower level of both the southern and northern elevations consists of multi-pane paneled windows that are located at street level.

The vast majority of the southern and northern elevations are covered in aluminum framed windows, which are set in vertical concrete panels (Figure 4). The vertical concrete panels are set on the granite veneer and are mounted extending slightly beyond the face of the building. The vertical panels each contain an equivalent number of horizontal rows of windows, each row containing four panes framed by mullions. Between each horizontal row of windows are decorative pre-cast concrete panels. Each vertical panel, window, and pre-cast concrete panel is framed in aluminum. The southern and northern elevations both consist of 15 vertical concrete panels, each with 14 rows of windows and 4 windows in each row, totaling 840 windows on each elevation.

#### *4.2.3 Interior*

The interior of the building contains several floors primarily consisting of general hallways and office space. Each hallway contains a basic elevator lobby with seating area. Beginning on the 16<sup>th</sup> floor is a built-in metal mail chute. The mail chute travels down to the main floor lobby into a mail compartment. The mail chute is of standard design and contains no unique features and was a common element in multi-story buildings from the early 1910s. Two primary interior spaces are located within the building on the first floor: (1) the main entrance and elevator lobby with guard station, and (2) the conference room.

The main entrance and elevator lobby retain the original terrazzo floors and walls and appear to maintain the original metal doors and accessories throughout. The vertical mail chute termination box is located in the lobby and appears original. At the primary entrance are four small display cases maintained by State Parks. The majority of the entrance and elevator lobby appear original and no particular artistic or architectural features are prominent in the lobby area. The guard station is located within the main entrance lobby but is separated by a waist-high partition where the guards are located to greet the guests. The guard station is a minor feature within the main entrance lobby and contains no unique architectural feature. Materials for the guard station include granite countertops, terrazzo floor, and wood

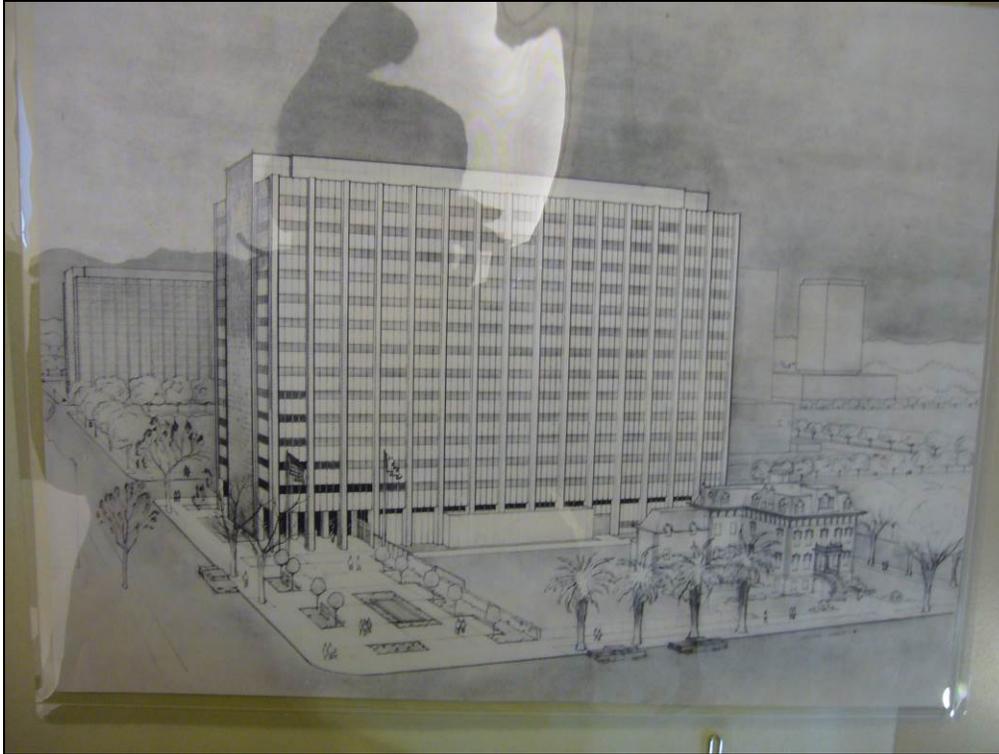
framed partition.

The conference room is located directly within the main entrance between swinging double wood doors. The conference room contains a curved panel bench composed of wood with composite stone surfaces for members to sit with audience seating on the opposite side. The curved wood panel bench has a built-in microphone system attached to speakers within the walls of the conference room. The room is carpeted with wood panel walls. A recording room with a glass panel window is located on the opposite side of the panel bench in order to manage the recording of panel discussions. The recording room and conference room both contain modern and outdated technological equipment including recording machines, speakers, flat screen televisions, and projectors. Overall, the conference room retains the original wood wall panels, curved bench, speaker system, and style and design but it has received modern technological upgrades including flat screen televisions, projectors, built-in projection screens, ADA modifications, and sound systems.

### **4.3 Resources Building Construction and Modification History**

Plans for the construction of the Resources Building were prepared by the Commission and approved by the Legislature in 1961. The original Commission members included architects, planners, and designers led by Albert M. Dreyfuss, who was the Chairman of the Commission. Mr. Dreyfuss was an architect in Sacramento who established his business in 1950. His primary approach to architecture was in Modernism design with a clear and intuitive use of steel, concrete, and masonry construction. Mr. Dreyfuss, in association with John Carl Warnecke and the Commission, was primarily responsible for the development of the Master Plan in Sacramento including the design and construction of the Resources Building (Commission 1965).

The Commission designed the Resources Building as a typical large office with architectural elements representing the popular styles of mid-20th century modern techniques. The International style, with its emphasis on massing, was employed on the Resources Building by Mr. Dreyfuss and the Commission's architects and designers. The original preliminary drawing of the building, presented to Legislature prior to appropriation of funds, is shown in Figure 7. Though the drawing, by artist Vargas Collins, was a preliminary interpretation of the architect's plans, it closely embodies the final building design.



**Figure 7. Original Preliminary Drawing of the Resources Building by artist Vargas Collins – on file at the California State Archives.**

Almost immediately after the Legislature approved the Master Plan, it approved the allocation of funds for the construction of the Resources Building. The building was originally planned to be called the Retirement Building because of the contribution of funds from the State Employees' Retirement System. The name of the building would eventually be changed, however, upon dedication of the building to house the resource agencies of California.

Construction of the building officially began in 1962. Articles in the *Sacramento Bee* show that by October of that year the steel frame of the Resources Building was already towering at the top of the Sacramento skyline. Construction of the building continued through 1963 with the exterior metal wall panels and windows being installed during the year (Commission 1965). Photographs taken in May and July 1963 show the progress of the building construction (Figures 8 and 9).

Construction of the Resources Building was completed in 1964. At the time of its completion, the building was the tallest along the Sacramento skyline. It contained more than 492,000 square feet of space and was centrally located in the State of California Capitol area (Commission 1965).

According to Building Manager George Lichty, the Resources Building houses several agencies and departments for the State of California, including the California Department of Fish and Wildlife (CDFW); the Department of Water Resources (DWR); the Department of Parks and Recreation (DPR); the Department of Forestry; and, the Department of Natural Resources. The DGS is currently responsible for building management. Because the building was the tallest in Sacramento for a period of more than 20 years, its rooftop has housed the hub of the California Public Safety Microwave System for the Northern Region. The rooftop still contains antennas and microwave emitters, though not all are functioning or in use, for the California Highway Patrol (CHP) and DWR (Lichty 2014).



**Figure 8. State Resources Building under construction in the background of the Sacramento cityscape, May 1963 – on file at the Center for Sacramento History (CSH).**



**Figure 9. State Resources Building under construction, June 1963 – on file at the Center for Sacramento History (CSH).**

The Northern Region California Public Safety Microwave System is operated by DGS, which supports CHP, CDFW, DPR, Caltrans, and the Office of Emergency Services as the principal state link for emergencies. The Microwave System even has dedicated channels to support federal agencies such as the Federal Bureau of Investigation (FBI). In addition to the Microwave System, several other rooftop antennas and network systems are located on the roof. According to DGS, DWR maintains a network of fiber optic cabling, dedicated phone lines, microwave radio pathways, and other remote monitoring devices that feed the buildings seismic reporting unit (Lichty 2014).

The Resources Building has undergone several changes since it was first constructed. Due to the nature of the high-rise building, the majority of the changes are in response to increasing seismic retrofitting regulations, ADA-compliance modifications, and fire and life safety concerns. Early in the first decade of the 2000s, DGS contracted a Resources Building Renovation Study to be completed by Lionakis Beaumont Design Group, Inc., in order to design and implement the extensive renovation for the building. The renovation was primarily in response to a number of fire and life safety deficiencies identified in 1996 by the State Fire Marshal and in 1997 by the Peer Review Board of the State of California. The focus of the renovation was to repair the building to modernize it with the evolving technology, changing building codes, and safety and health concerns of the 21st century (Lionakis Beaumont n.d.).

All of the retrofitting and compliance modifications to the building were to interior spaces or structural components and also consisted of installation and modifications to existing systems. Several systems and infrastructure were evaluated in the 2000s and modified, including elevator systems, telecommunications systems, electrical systems, plumbing infrastructure, and mechanical systems. In addition, hazardous materials issues were identified and addressed, including removal of asbestos and lead-based paint. Structural components of the building, including architectural paneling and steel framing, were retrofitted for strength (Lionakis Beaumont n.d.).

In addition to the renovation in the early 2000s, as indicated by Building Manager George Lichty, each resource agency tenant has the capability to modify the floors they occupy to fit their program needs. The building was originally designed with an open floor plan scheme; however, through the course of 50 years, tenants have modified their respective floors to better accommodate their needs. Examples of modifications to different floors in the Resources Building include installation of cubed workstations, break rooms, main business offices, decorative art on the walls, and dynamic office spaces (Lichty 2014).

Though the interior and structural components of the building have received several changes, the exterior of the building still appears as it originally was constructed.

#### **4.4 Evaluation**

Historical and archival research for the Resources Building has successfully resulted in a comprehensive construction and renovation history for the entire building including all major modifications. Archival research specifically for the building utilized original construction plan drawings and as-built drawings, administrative memorandums, Master Plan records, newspaper articles, historical photographs, and other State documents, which showed construction of the building was completed in 1964. The building underwent an extensive renovation of all major systems in the early 2000s, though the renovations did not include space design changes to the main entrance and elevator lobby or conference room. In addition, the building has received extensive interior modifications and upgrades to office spaces and corridors on the upper floors. Historical research also adequately catalogued the history of the associated Master Plan and California State Capitol area so the Resources Building could be placed within its relevant historical context. A period of significance was established for the Resources Building between 1960 and 1977, which was the period of the inception of the Capitol Master Plan, construction of the Resources Building (in 1964), through the early design phase of the plan until the Department of General Services assumed control of the Capitol plan area.

Following is an evaluation against the NRHP and CRHR criteria of the Resources Building.

***NRHP / CRHR Criterion A or 1:*** The Resources Building is not related to the initial developments of the Capitol or government offices in Sacramento. The Resources Building was the first building constructed for the Master Plan initiated in the 1960s; however, the Plan itself was designed as a 40-year build-out to satisfy the demand for additional government work space and to supplement the numerous existing government buildings in the downtown area.

The plan follows most of the basic fundamentals of the “Guiding Principles” of Federal architecture enacted by President Kennedy’s administration, but it is not an outstanding example of the quality design plan theme as compared to comparable plans throughout the nation as well as California metropolitan areas and even local Sacramento public building plans. It did not permit generous development of the landscape which was an important component of the “Guiding Principles” in the design plan as most of the landscapes within the Capitol Master Plan area were designed to serve a utilitarian function rather than capture and utilize open space to maximize benefit of the land.

The Capitol area was also already surrounded by many government offices and buildings by the time the Master Plan was initiated and so it failed to dignify the presence of the government in Sacramento in any superior way. The existing State Capitol buildings and surrounding Capitol area, built decades earlier, are far better representations of the government plan for California and Sacramento as the Capitol city of that plan. The Resources Building displays only a modest representation of the overall improvement goals of the Capitol Master Plan. Within its period of development, the Resources Building and Capitol Master Plan was a result of implementation of a national trend in Sacramento’s Capitol area, however, it did not exemplify that design philosophy. The simple fact that it occurred within Sacramento, in a particular local area, does not make it significant to the local area, but rather it would have had to have been an exceptional historical example or important representation of the local history, which it was not. The plan improvements, even on the scale of the Capitol Master Plan, was part of the typical growth and expansion of the Capitol area in Sacramento as a result of national trends and made no significant impact or change in political, social, or economic status of Sacramento or the Capitol area.

In addition, the Resources Building itself does not primarily represent the historical significance of the Master Plan, but instead was just the first building in a long list of major Capitol area improvements. The Resources Building serves as a way of sustaining the existing need for government office space in the Capitol area. Within its period of significance, the Resources Building is not an outstanding model of the political or social changes in government planning or representation of Kennedy-era Capitol planning, but rather is a modest example among many outstanding examples during the period in Sacramento, California, and the nation. The Capitol Master Plan also is a local example that follows the basic national trends in government building design but it does not set the standard for Capitol improvement planning in Sacramento. The Capitol Master Plan simply follows national trends similar to the Capitol improvement plans that occurred decades prior and decades after its implementation in Sacramento. Therefore, the Resources Building is not related to the broad patterns of history or individually significantly associated with Sacramento, California, the nation, and is not eligible under NRHP Criterion A or CRHR Criterion 1.

There is potential for the Resources Building to be associated with a future Historic District, which would draw its significance from the events related to the implementation and development of the Master Plan initiated in the 1960s as a whole unit. Eligibility and status of contributing buildings to a potential District, however, cannot be determined until enough properties associated with the Master Plan become 50 years old and eligible to be cultural resources. Currently, only the Resources Building itself is eligible to be considered a cultural resource and other buildings and structures associated with the Master Plan are not yet 50 years old. Therefore, the Resources Building does not have association with an existing Historic District, but does have future potential as other properties potentially become eligible over time.

***NRHP / CRHR Criterion B or 2:*** A number of architects, designers, and construction workers collaborated on the construction of the building. The historical associations of architects and designers are discussed in NRHP and CRHR Criterion C and 3 below. No other noted individual is significantly associated with the Resources Building. Building tenants have changed multiple times throughout the years and have primarily consisted of State resource agencies with no particular specific individual having notable historical significance. Therefore, the Resources Building is not associated with the lives of persons significant in the past and is not eligible under NRHP Criterion B or CRHR Criterion 2.

***NRHP / CRHR Criterion C or 3:*** The steel reinforced concrete and granite building is of typical mid-20th century design and construction, designed in the International style of mid-20th century modernism architecture. The International style is still currently in use today; however, it reached its peak of popularity in the 1930s and 1940s, nearly 20 years prior to the construction of the Resources Building. Thousands of prime examples of International style and other mid-20th century modernism architectural styles exist in California and Sacramento with the best examples located in major metropolitan areas such as San Francisco and Los Angeles. However, there are some prime examples of International style buildings local to Sacramento that are well known to be premier examples of that style. These buildings are all located within Sacramento and have been identified by local experts on mid-century modern architecture and included on walking tours, in architectural journals, and recognized by architects themselves to be prime examples of that style. These buildings in Sacramento include the SMUD headquarters, IBM building, 2407 J Street office building, Office of Dreyfuss and Blackford, and the Sacramento Executive Airport. The Resources Building is not discussed in any known architectural journal, walking tour, or included on any list of local interest groups as any form of example of the International style. Though it retains many of the qualities of the International style, when compared to the excellent examples well known in Sacramento, it does not exemplify the successes of the International style. Its characteristics and defining features, including the granite pre-cast exterior panels, steel and concrete frame, and interior terrazzo floor and wood panel features, are not unique or exemplary among other more significant buildings of the same style in Sacramento, California, or the nation. The Resources Building is also missing key design features of the International style, including large horizontal windows particularly along the base floor and very large open interior spaces. In addition, the geometric decorative pattern along the eastern and western elevations are not conducive to the International style of architecture and actually detract from regularity, massing, and distinguishable lack of ornamentation that is typical of that style. Therefore, it is not an outstanding representation of the International style of architecture in Sacramento, California, or the nation.

The techniques employed for construction and maintenance of the Resources Building were not unique and were in existence prior to construction of the building, and therefore are not historically significant. The unique characteristics that the lead architects of the Capitol Master Plan (Dreyfuss, Warnecke, and Livingston) all brought to their major accomplishments are not seen in the Resources Building.

Albert Dreyfuss, Chairman of the Commission and lead architect and designer of the Resources Building, owned an architecture practice in Sacramento and was responsible for several large-scale projects in Sacramento, San Francisco and throughout California. Many of Dreyfuss' projects received international attention, awards in architecture and design, and were massive undertakings in which he or his practice was primarily responsible for its implementation. Dreyfuss, however, is not solely responsible for design and construction of the Resources Building but instead acted as Chairman of a 13-member Commission of designers. In addition, Dreyfuss popularized the use of aluminum in building construction and public art space on exterior walls. Both of these techniques are seen emulated on one of his most famous works, the International style SMUD headquarters in Sacramento, as well as other works including the IBM building and the CalPERS Headquarters and Lincoln Plaza. Neither technique is employed on the Resources Building.

The contributions of John Carl Warnecke and the firm Livingston and Blayney are not prime examples of their concepts, plans, and ideas. Warnecke employed the theme of contextualization in his building

designs to gain popularity and fame. This technique is emulated in his most famous work on Lafayette Square along with the dozens of projects he completed for the Kennedy Administration and the White House. However, contextualization was not employed at all on the Resources Building, despite it being located very near the historic Capitol building. The Resources building is composed entirely of modern materials and design with no visual representation of the historical context of the Capitol area. Livingston is most credited for the concept of open space in landscapes for major metropolitan areas. However, the Capitol Master Plan and Resources Building do not embody the distinctness of this concept. Livingston's ideals of open space in landscape planning and design does not appear employed in the erection of the courtyard and landscape outside and adjacent to the Resources Building, which are both small landscaped areas with minimal architectural detailing.

So, despite the famous architects' associations the Capitol Master Plan and the Resources Building, the design techniques, workmanship and use of specific materials, and ingenuity that made them important and masters of their craft were not used on the Resources Building. Therefore, the Resources Building does not utilize the profound influence of their body of work as compared to their overall portfolios and remains a modest design in contrast, even at the local level.

In addition, the design and function of the Resources Building is primarily for office space and is not distinguishable from other government buildings already in existence or constructed afterwards throughout California. The design theme clearly followed portions of the "Guiding Principles" being employed throughout the nation but does not emulate a prime example of those principles. There are no vast halls on the interior or huge spaces specifically for government functions within the Resources Building which was one component of the Guiding Principles architectural philosophy. The building was designed to fulfill the necessity to increase space for government offices in California's capital city, Sacramento, which included standard office needs such as open space on the interior, proximity to the Capitol, and accessibility from the street. It does not exemplify the design model of government buildings of the period in Sacramento, but rather emulates its theme modestly.

Therefore, the Resources Building is not eligible under NRHP Criterion C or CRHR Criterion 3.

**NRHP / CRHR Criterion D or 4:** The Resources Building does not have potential to yield information important in prehistory or history. Archival research potential for the Resources Building has been exhausted, and the building's history is well documented in the archival record. The building has no subsurface components other than a foundation, which by itself cannot provide additional historically important information, and there is no potential for the building to provide additional information that is not already represented in the archival record. As a result, the Resources Building is not eligible under NRHP Criteria D or CRHR Criterion 4.

**Integrity:** The Resources Building is currently in use by several State of California resources departments and agencies. The site visit and review of historical photographs, construction plan drawings and as-built drawings, administrative documents, newspapers, and the Renovation Study indicate that the building retains integrity of location, setting, feeling, and association. Regular maintenance and an extensive renovation for the building have occurred, including constant interior office space changes and structural modifications. The materials, workmanship, and design of the interior upper floors have diminished. The upper floors within the office spaces as the layouts of the interior offices have changed over time and the hallway corridors wood framed materials have been replaced and upgraded. In addition, accessories on the upper floors have been replaced over time. The interior office changes are specific to the office spaces within the upper floors themselves and do not include changes to the main entrance and elevator lobby, guard station, or conference room on the primary entrance floor. The terrazzo floors and walls, metal elevator and other doors all appear original. The conference room wood panel walls and curved bench are also original and the built-in microphone and speaker system integrated into the walls are also original, though their use has been replaced by modern technology. The

granite exterior and glass window partitions with concrete and steel form of the building also appear original and follow the form of the International style as it was originally constructed.

The building has not moved and so it retains integrity of location, and adjacent buildings still strongly represent the Capitol plan area and public use setting, feeling and association with the Capitol Master Plan. However, the exterior of the building, which includes the granite and concrete materials that are the significant characteristics representing the International style design, have not changed. The steel and concrete frame of the building remains consistent with no changes and the design with the landscaped courtyard and layout within the Master Plan are remains consistent with its original construction. Therefore, the Resources Building maintains all seven aspects of integrity including materials, workmanship, design, location, setting, feeling, and association.

Regardless of integrity, the building is evaluated as not eligible for the NRHP and CRHR.

***California Historical Landmark Considerations:*** The Resources Building was the first building constructed as part of the Master Plan in the 1960s. However, the fact that it is the first building constructed as part of the Master Plan, as explained above, does not make it historically significant to California. The building is not a prime representative example of any individuals' historically significant works or their contributions to the history of California. The Resources Building represents the International style of architecture, but its characteristics and defining features are not unique or exemplary among other buildings of the same style. Therefore, it is not an outstanding representation of that architectural style in California. In addition, the building is evaluated as not eligible for either the NRHP or the CRHR, and it is not currently listed on any local historical register for the City of Sacramento. Overall, the Resources Building lacks historical significance to California and is considered not eligible for designation as a California Historical Landmark (CHL).

## **5.0 MANAGEMENT CONSIDERATIONS**

ECORP recommends that DGS determine the Resources Building to be not eligible for the NRHP or CRHR under any criteria. Accordingly, the building is not considered to be a Historical Resource under CEQA or a Historic Property under NHPA. ECORP also recommends that DGS determine the building not eligible for designation as a CHL. DGS will consult with SHPO on these findings, in accordance with the procedures outlined in PRC 5024 and 5024.5.

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## **LIST OF ATTACHMENTS**

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Attachment A – Records Search Confirmation

Attachment B – Resources Building Photographs

Attachment C – Department of Parks and Recreation (DPR) 523 form

## **ATTACHMENT A**

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Records Search Confirmation



**INFORMATION CENTER ELECTRONIC ACCESS AGREEMENT** FILE NO.: SAC-13-152

I, the undersigned, have been granted access to historical resources electronic data housed at the North Central Information Center (NCIC) of the California Historical Resources Information System, for the purposes of:

Project Planning  Scientific Research  Other (please specify) \_\_\_\_\_

*I understand that all access fees charged for services are subject to a one hour minimum charge, thereafter increased by half hour increments, and that payment must be remitted within thirty days of billing.*

I understand that any confidential information that I access at the NCIC must remain out of the public domain, except in those circumstances which may be required by law. I fully understand the confidential nature of this information and I agree to respect that confidentiality. I will attempt to ensure that specific site locations are not distributed in public documents or made available to unauthorized individuals within my company, institution, or agency. I also understand that prior written consent by the NCIC Coordinator or the State Historic Preservation Officer is required for any exceptions to the above stipulations.

I agree to forward to the North Central Information Center, no later than 30 days after completion, a final version of any report(s) and/or site record(s) resulting from access to the NWIC database for this project. I also agree to forward to the North Central Information Center any subsequent reports or records for which I am responsible.

*I understand that failure to comply with above agreement is grounds for denial of access CHRIS Information.*

**\*\*\* PLEASE SIGN AND RETURN THIS FORM; SEE ATTACHED INVOICE \*\*\***

Print Name: Jeremy Adams Date: 12/23/2013

Signature: \_\_\_\_\_

Affiliation: ECORP Consulting, Inc.

Address: 2525 Warren Dr.

City/State/Zip: Rocklin, CA

Billing Address (if different than above): \_\_\_\_\_

Telephone: 916.782.9100 Email: \_\_\_\_\_

Purpose: \_\_\_\_\_

Reference: 2013-158

Counties: Sacramento

USGS Map: Sacramento East

-----STAFF USE ONLY-----

INFORMATION CENTER INVOICE

Date received: Mail: \_\_\_\_\_ Phone: \_\_\_\_\_ Fax: \_\_\_\_\_ In person: 12/23/2013

Date responded: Mail: \_\_\_\_\_ Phone: \_\_\_\_\_ Fax: \_\_\_\_\_ In person: 12/23/2013

Check in: 9a Check out: \_\_\_\_\_

Check in: \_\_\_\_\_ Check out: \_\_\_\_\_

Staff processing: \_\_\_\_\_ hour(s) @ \$150/hour \$ \_\_\_\_\_

In person research: 1 hour(s) @ \$100/hour \$ 100.00

Shapes: \_\_\_\_\_ \$ \_\_\_\_\_

Quads: \_\_\_\_\_ \$ \_\_\_\_\_

Address-mapped Flat Fee:  Y  N \$ \_\_\_\_\_

Xerox/Computer Page(s): 141 pages @ \$0.15/page \$ 21.15

Labor Charge:  Y  N \$ \_\_\_\_\_

Digital Record/Spreadsheet Fee: \_\_\_\_\_ records @ \$0.25/record \$ \_\_\_\_\_

PDF pages: \_\_\_\_\_ pages @ \$0.15/record \$ \_\_\_\_\_

PDF Flat Fee:  Y  N \$ \_\_\_\_\_

Other: \_\_\_\_\_ color map(s) @ \$0.25/map \$ \_\_\_\_\_

*Reserves Building  
2013-158-001  
[Signature]*

SUBTOTAL \$ 121.15

SUBTOTAL Date: \_\_\_\_\_ \$ \_\_\_\_\_

SUBTOTAL Date: \_\_\_\_\_ \$ \_\_\_\_\_

SUBTOTAL Date: \_\_\_\_\_ \$ \_\_\_\_\_

Rapid Response surcharge of 50% of final sub-total cost: SURCHARGE \$ \_\_\_\_\_

Emergency Response surcharge of 100% of final sub-total cost: SURCHARGE \$ \_\_\_\_\_

MAKE CHECK PAYABLE TO: University Enterprises, Inc.

FORWARD TO: North Central Information Center  
6000 J Street, Folsom Hall, Ste. 2042  
Sacramento, California 95819-6100

Staff: Kate Rich Invoice: SAC-13-152 TOTAL \$ 121.15

## **ATTACHMENT B**

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Resources Building Photographs

**State of California — The Resources Agency  
DEPARTMENT OF PARKS AND RECREATION  
PHOTOGRAPH RECORD**

**Primary #  
HRI#  
Trinomial**

Page 1 of 1

Resource/Project Name: Resources Building

Year 2013

Camera:

Lens Size: 35mm

Film Type and Speed: Digital

Negatives Kept at: ECORP Consulting, Inc.

| Mo. | Day | Time | Exp./Frame | Subject/Description   | View Toward | Accession # |
|-----|-----|------|------------|---|-------------|-------------|
| 1   | 17  |      |            | Front entrance vestibule – entrance side                      |             | 5440        |
| 1   | 17  |      |            | Front entrance vestibule - street side                        |             | 5441        |
| 1   | 17  |      |            | Window paneling overview – northern elevation                 |             | 5442        |
| 1   | 17  |      |            | Front entrance Resources Building                             |             | 5443        |
| 1   | 17  |      |            | Courtyard next to front entrance                              |             | 5444        |
| 1   | 17  |      |            | Courtyard opposite of front entrance – view 1                 |             | 5445        |
| 1   | 17  |      |            | Courtyard opposite of front entrance – view 2                 |             | 5446        |
| 1   | 17  |      |            | Overview of entire front entrance                             |             | 5447        |
| 1   | 17  |      |            | View of front entrance through vestibule                      |             | 5448        |
| 1   | 17  |      |            | Great Seal of California as seen from 9 <sup>th</sup> street  |             | 5449        |
| 1   | 17  |      |            | Close up of Great Seal of California – 9 <sup>th</sup> street |             | 5450        |
| 1   | 17  |      |            | Ornamental paneling, eastern elevation – view 1               |             | 5451        |
| 1   | 17  |      |            | Ornamental paneling, eastern elevation – view 2               |             | 5452        |
| 1   | 17  |      |            | Windows, stone, and casting overview S elevation              |             | 5453        |
| 1   | 17  |      |            | Close-up of materials south elevation                         |             | 5454        |
| 1   | 17  |      |            | Southeast corner windows at ground level                      |             | 5455        |
| 1   | 17  |      |            | Southern vestibule and courtyard                              |             | 5456        |
| 1   | 17  |      |            | Southeastern cross-view                                       |             | 5457        |
| 1   | 17  |      |            | Southern elevation window paneling                            |             | 5458        |
| 1   | 17  |      |            | Southern elevation/eastern corner                             |             | 5459        |
| 1   | 17  |      |            | Southern elevation entrance – view 1                          |             | 5460        |
| 1   | 17  |      |            | Southern elevation entrance – view 2                          |             | 5461        |
| 1   | 17  |      |            | Southern elevation vestibule and courtyard                    |             | 5462        |
| 1   | 17  |      |            | Inside view of vestibule on southern elevation                |             | 5463        |
| 1   | 17  |      |            | Great Seal of California from 8 <sup>th</sup> street          |             | 5464        |
| 1   | 17  |      |            | Ornamental paneling and vent from 8 <sup>th</sup> street      |             | 5465        |
| 1   | 17  |      |            | Western elevation building terminates into ground             |             | 5466        |
| 1   | 17  |      |            | Northwestern corner windows                                   |             | 5467        |
| 1   | 17  |      |            | Northern elevation “rear” entrance                            |             | 5468        |
| 1   | 17  |      |            | Northern elevation and western cross-view – view 1            |             | 5469        |
| 1   | 17  |      |            | Northern elevation and western cross-view – view 2            |             | 5470        |
| 1   | 17  |      |            | Northern elevation and western cross-view – view 3            |             | 5471        |
| 1   | 17  |      |            | Northern elevation and western cross-view – view 4            |             | 5472        |
| 1   | 17  |      |            | Northern elevation and western cross-view – view 5            |             | 5473        |
| 1   | 17  |      |            | Northern elevation and western cross-view – view 6            |             | 5474        |
| 1   | 17  |      |            | Northern elevation and western cross-view – view 7            |             | 5475        |
| 1   | 17  |      |            | Northern elevation and western cross-view – view 8            |             | 5476        |
| 1   | 17  |      |            | Southern elevation and western cross-view – view 1            |             | 5477        |
| 1   | 17  |      |            | Southern elevation  |             | 5478        |
| 1   | 17  |      |            | Southern elevation and eastern cross-view – view 2            |             | 5479        |
| 1   | 17  |      |            | Southern elevation and eastern cross-view – view 3            |             | 5480        |



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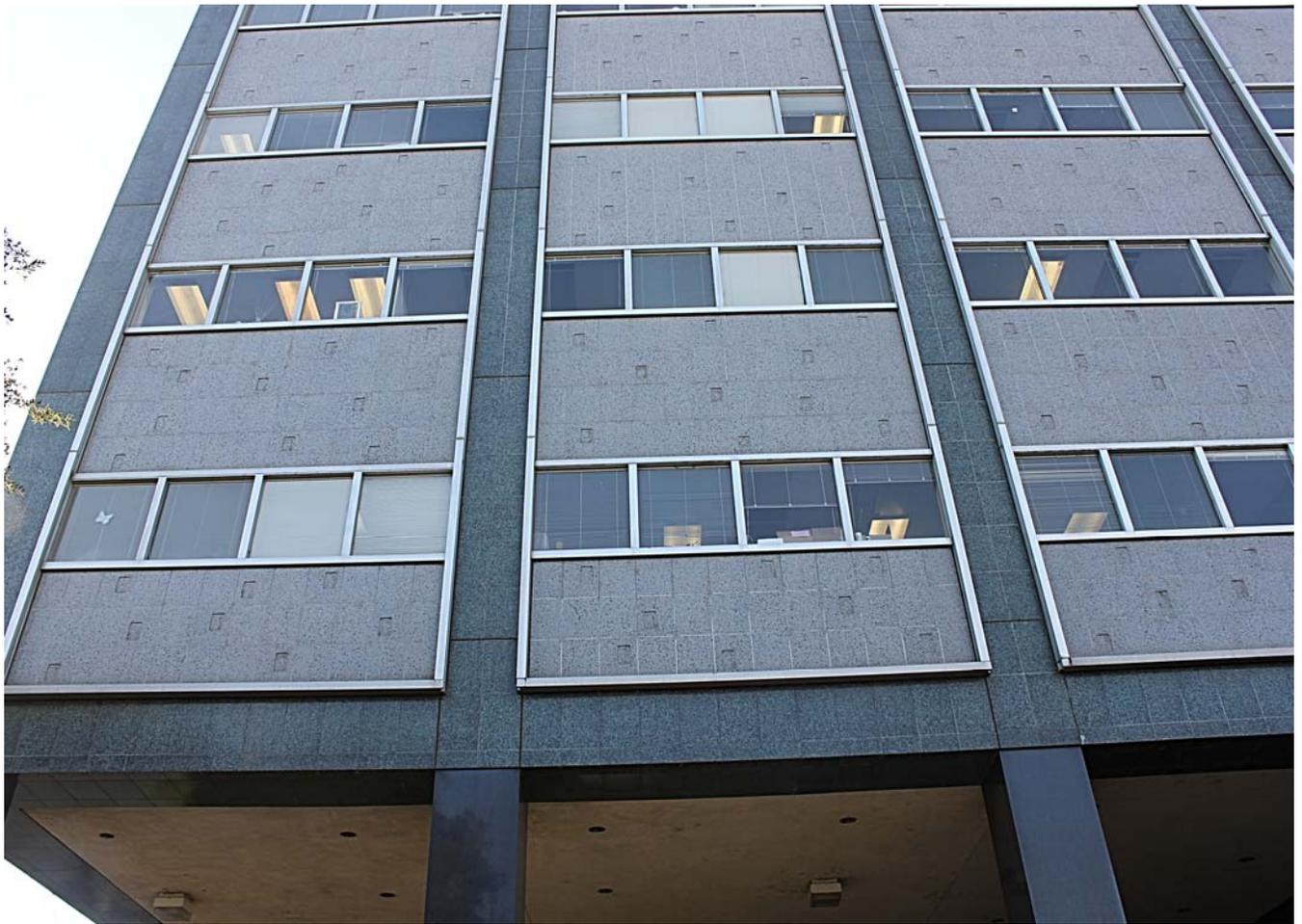


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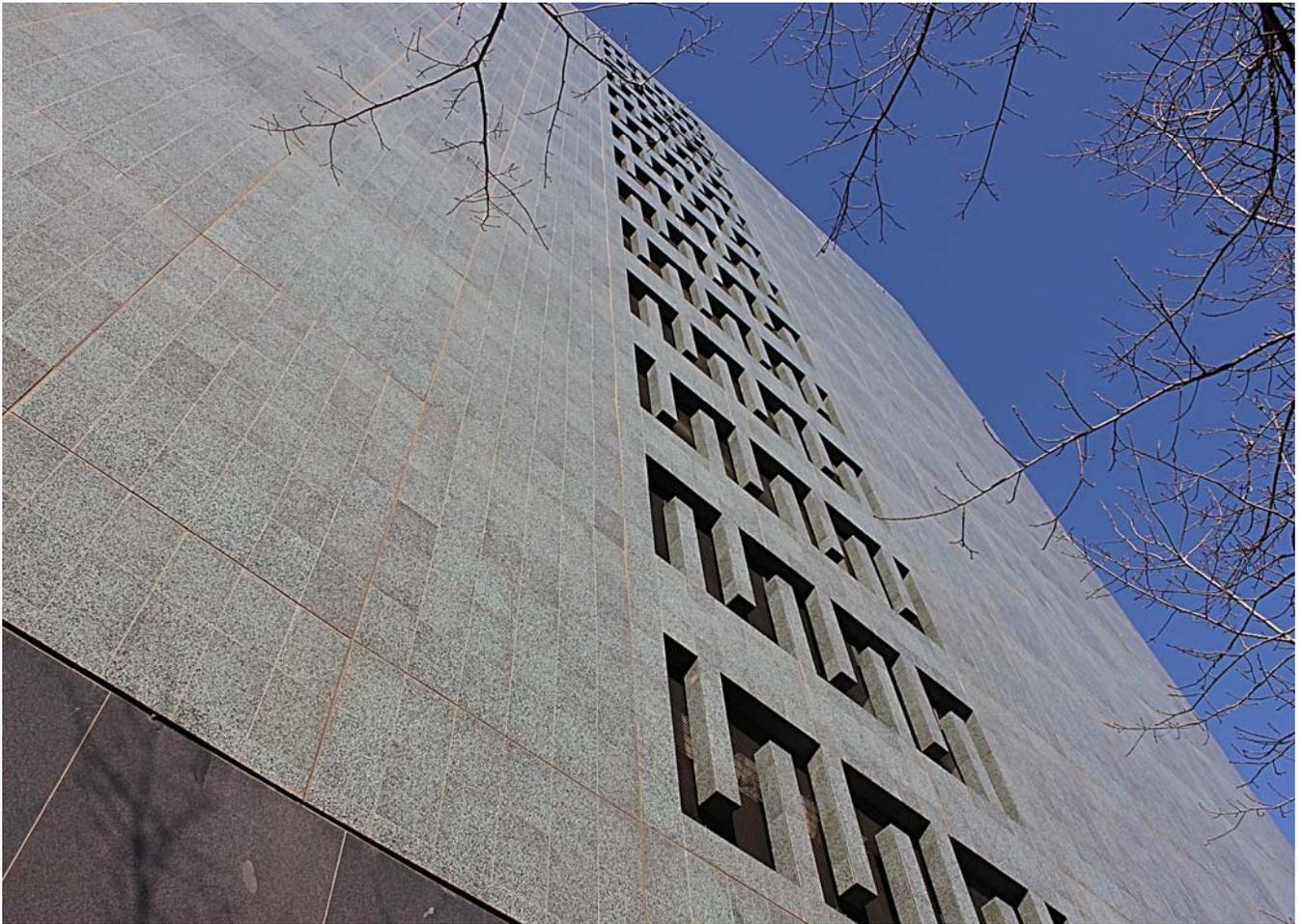


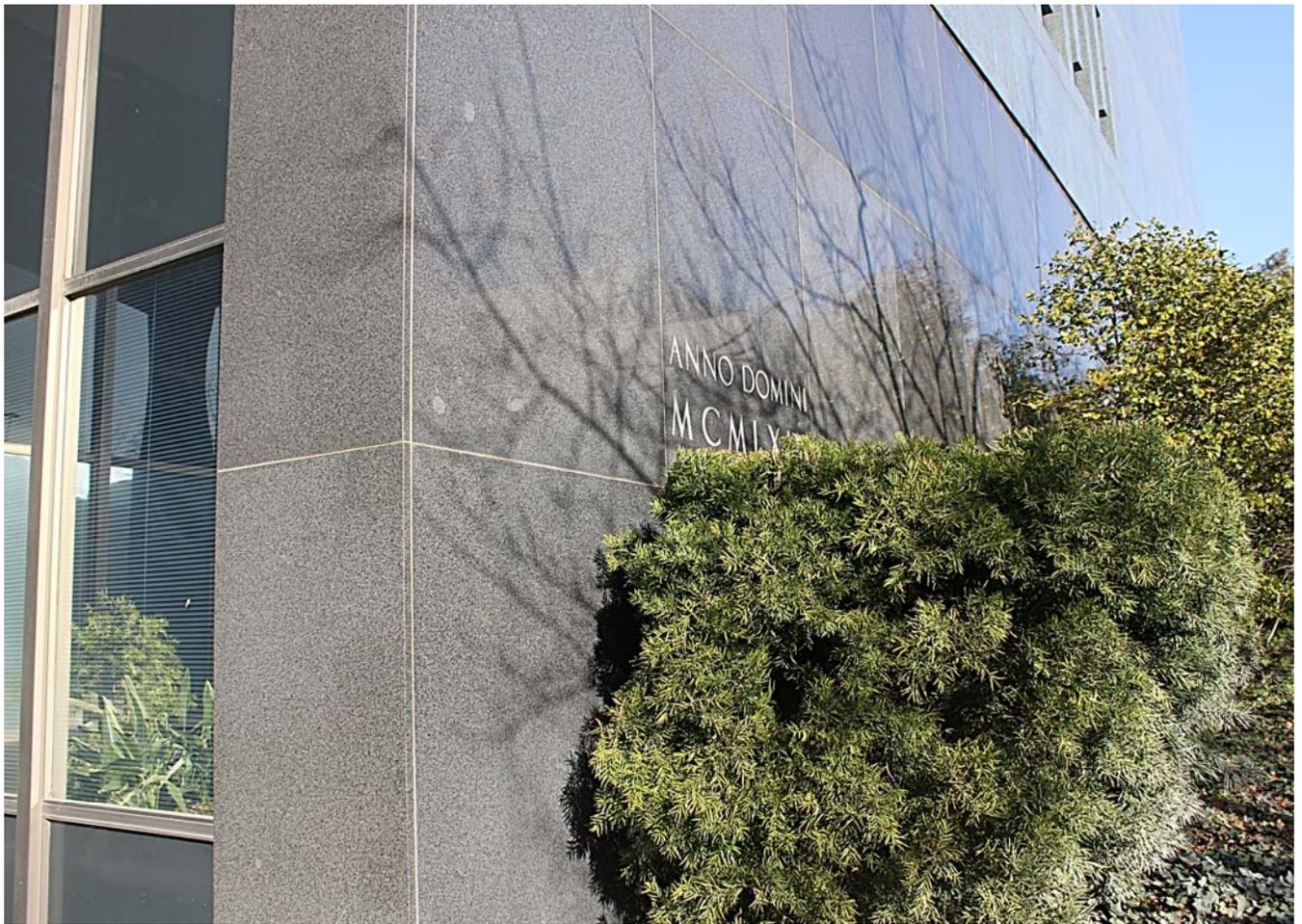








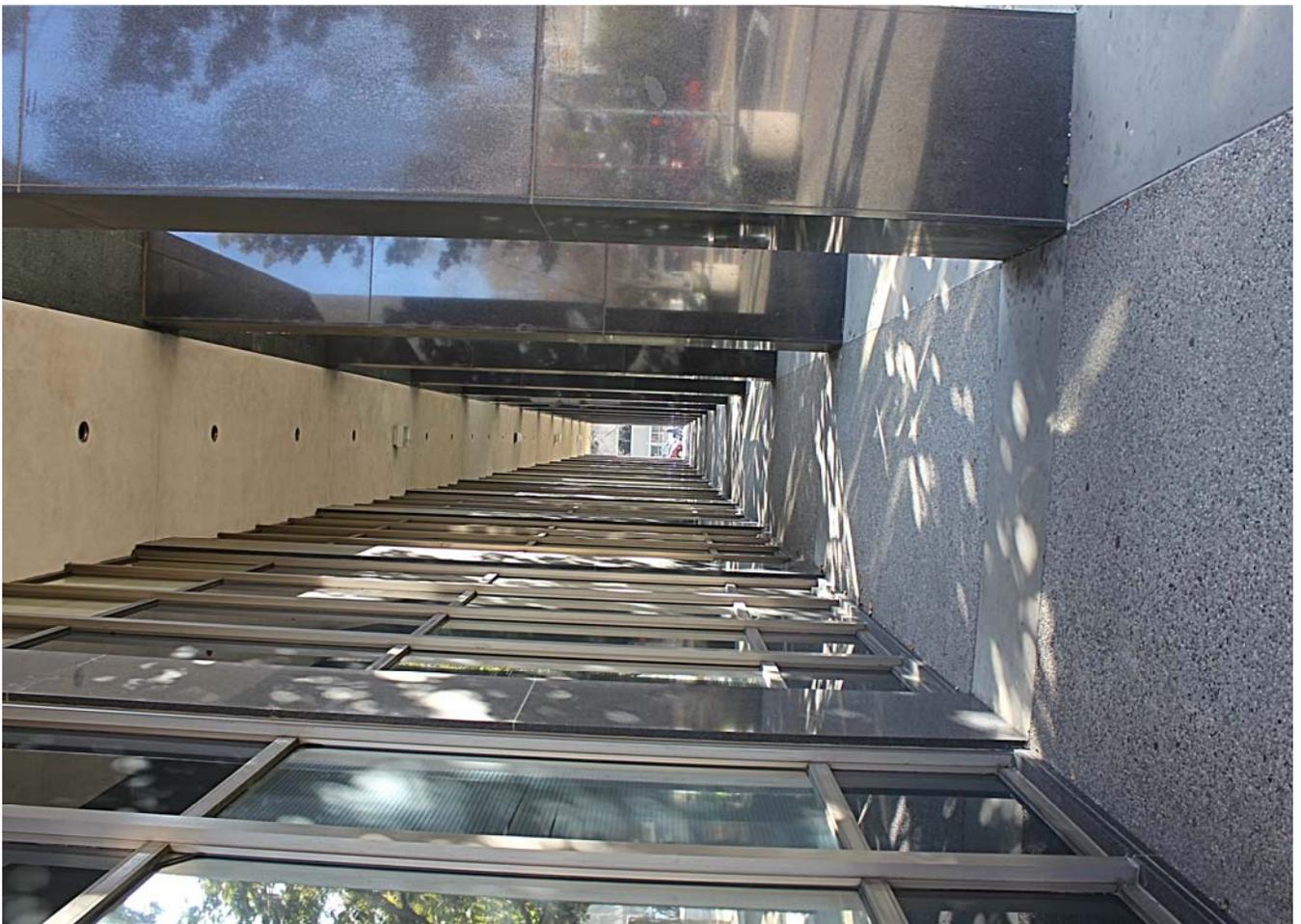


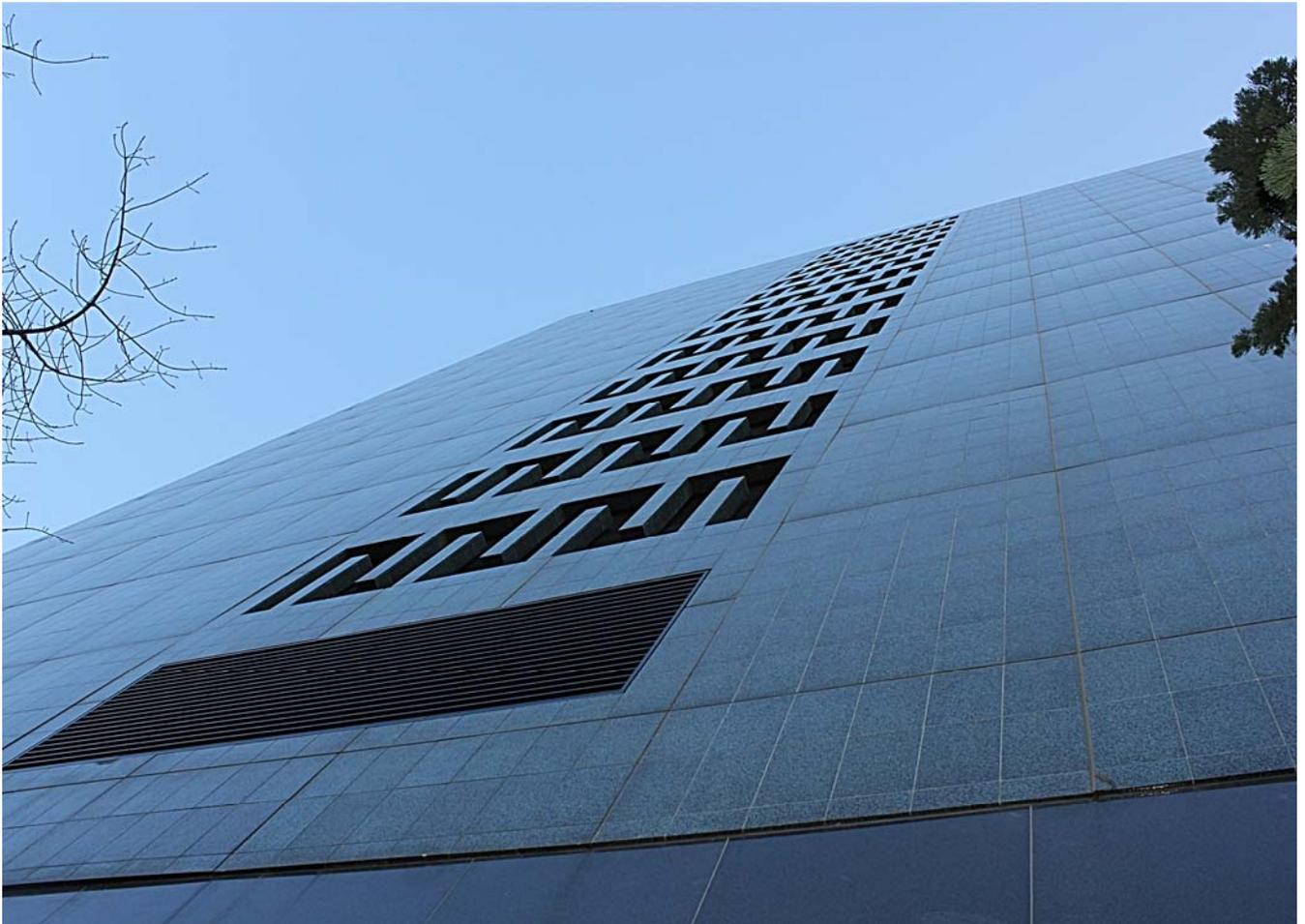






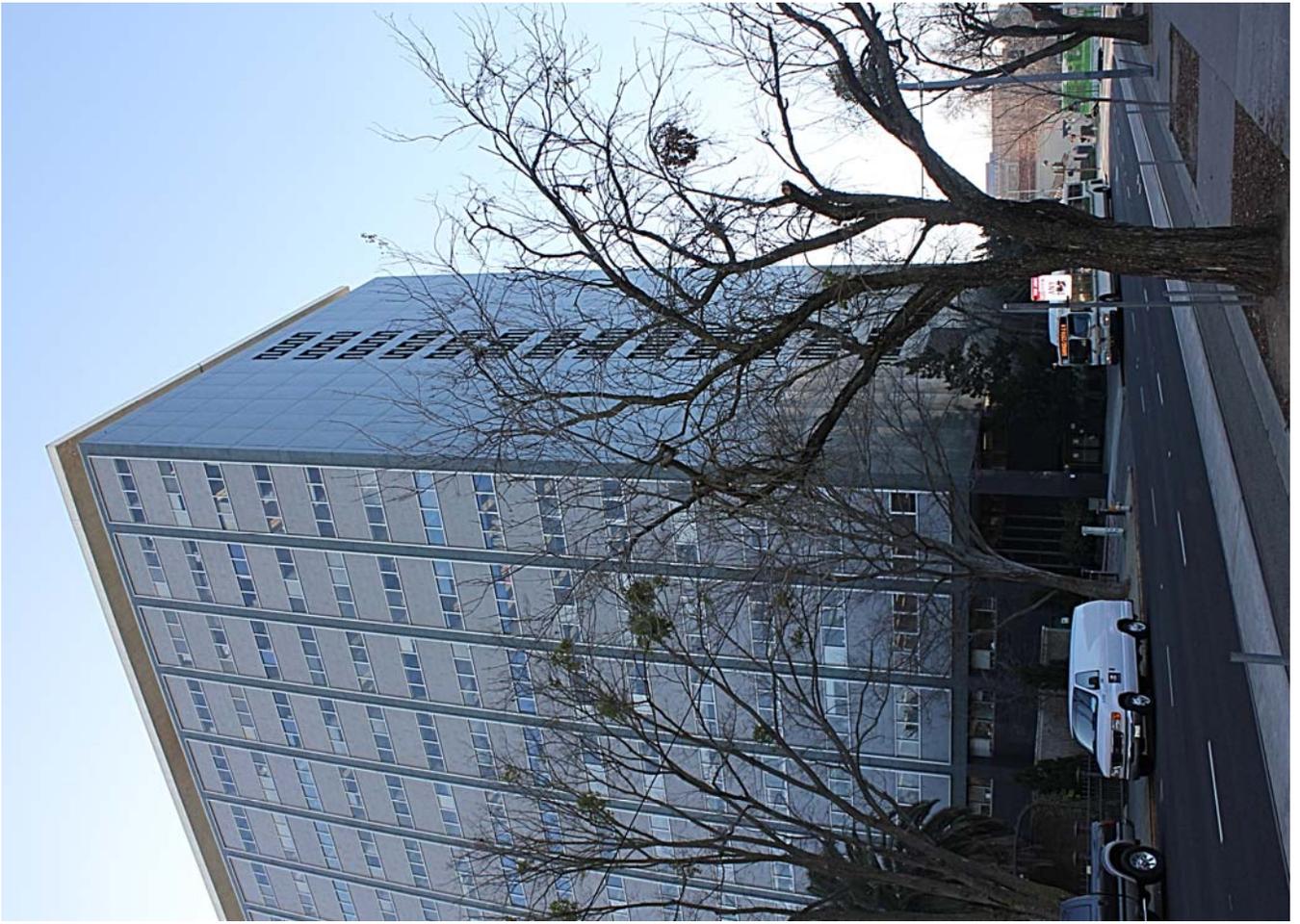


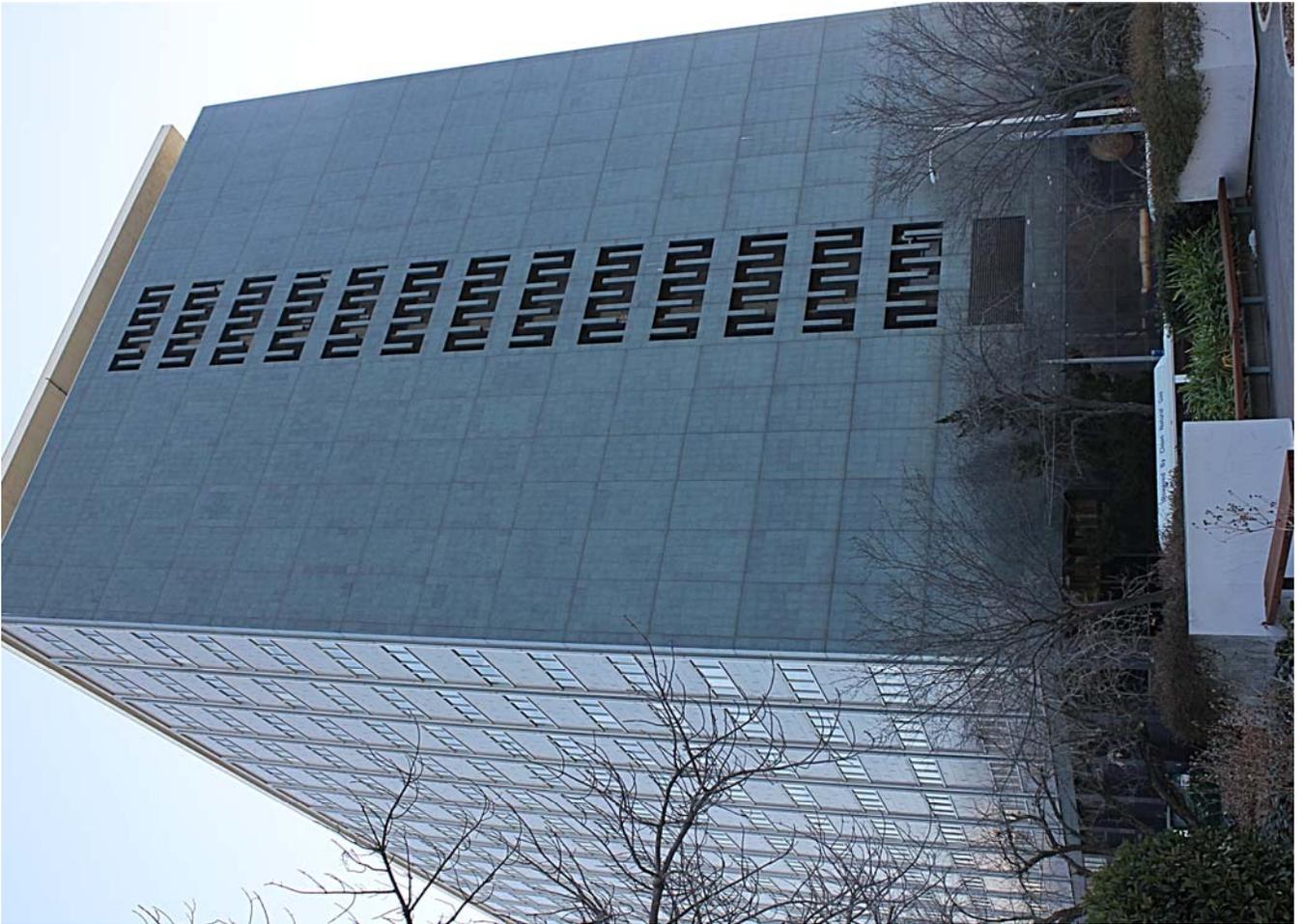




















## **ATTACHMENT C**

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Department of Parks and Recreation (DPR) 523 form

State of California — The Resources Agency  
DEPARTMENT OF PARKS AND RECREATION  
**PRIMARY RECORD**

Primary #  
HRI #  
Trinomial  
NRHP Status Code

Other Listings  
Review Code

Reviewer

Date

Page 1 of 21

\*Resource Name or #: Resources Building

**P1. Other Identifier:**

\*P2. Location:  Not for Publication  Unrestricted

\*a. County: Sacramento

and (P2b and P2c or P2d. Attach a Location Map as necessary.)

\*b. USGS 7.5' Quad: Sacramento East, Calif. Date: 1992 T;R ; ¼ of ¼ of Sec Unsectioned; M.D.B.M.

c. Address: 1416 9<sup>th</sup> Street

City: Sacramento

Zip:

d. UTM: Zone: 10 ; mE/ mN (G.P.S.)

e. Other Locational Data: (e.g., parcel #, directions to resource, elevation, etc., as appropriate) Elevation:

The Resources Building is located in between O Street to the south and N Street to the north. The building is also between 9<sup>th</sup> Street to the east and 8<sup>th</sup> Street to the west, in downtown Sacramento. The building is west of the California State Capitol south of the Capitol Mall area and immediately south and adjacent to the historic Leland Stanford Mansion. The Resources Building is considered a high-rise building and is located within the heart of the city. The remainder of the vicinity around the building includes commercial and government buildings.

**\*P3a. Description:**

The Resources Building is an 18-story government office skyscraper located in downtown Sacramento. The building architecture is influenced by mid-20<sup>th</sup> century modern styles, in particular the International style. The International style is evidenced in this building by the use of systematic grids of steel framework, pre-cast exterior concrete and granite panels; designed in a simple, repetitive, and quantitative massed layout. The building is steel reinforced with precast concrete and granite veneer and has a rectangular footprint which takes up half of a city block. The building is bounded by N Street to the north, O Street to the south, 8<sup>th</sup> Street to the west, and 9<sup>th</sup> Street to the east. The historic Leland Stanford Mansion is located on the northern portion of the block and is separated from the Resources Building by an alley between the two buildings.

See continuation sheets.

\*P3b. Resource Attributes: HP14 (government building)

\*P4. Resources Present:  Building  Structure  Object  Site  District  Element of District  Other (Isolates, etc.)

P5b. Description of Photo: Resources Building north and west elevations cross-view (view towards the east). Taken 1/17/2014.

\*P6. Date Constructed/Age and Sources:  Historic  
 Prehistoric  Both

**\*P7. Owner and Address:**

State of California  
Department of General Services  
Real Estate Services Division  
707 Third Street 3-40  
West Sacramento, California 95605

**\*P8. Recorded by:**

Jeremy Adams  
ECORP Consulting, Inc.  
2525 Warren Drive  
Rocklin, CA 95676

\*P9. Date Recorded: 1/17/2013

\*P10. Survey Type: Intensive

\*P11. Report Citation: Architectural History Evaluation of the State of California, Resources Building at 1416 9th Street, Sacramento, Sacramento County, California



\*Attachments:  NONE  Location Map  Sketch Map  Continuation Sheet  Building, Structure, and Object Record  
 Archaeological Record  District Record  Linear Feature Record  Milling Station Record  Rock Art Record  
 Artifact Record  Photograph Record  Other (List):

DPR 523A (1/95)

\*Required information

**BUILDING, STRUCTURE, AND OBJECT RECORD**

\*Resource Name or # Resources Building

- B1. Historic Name: Retirement Building
- B2. Common Name:
- B3. Original Use:

B4. Present Use:

\*B5. **Architectural Style:** International Style

\*B6. **Construction History:**

Plans for the construction of the Resources Building were prepared by the Commission and approved by Legislature in 1961. Construction of the building officially began in 1962. The steel frame of the building and exterior wall and windows were installed in 1963. Construction was completed in 1964. The building was significantly renovated in the first decade of the 2000s, though the renovations did not include space design changes to the main entrance and elevator lobby or conference room. The renovation consisted of retrofitting and compliance modifications to the buildings existing systems including some infrastructure. The interior of the building has been heavily modified with the change of each tenant on the upper office floors.

See continuation sheets.

\*B7. **Moved?** No Yes Unknown **Date:** **Original Location:**

\*B8. **Related Features:** none

B9a. Architect: Multiple (Dreyfuss, Warnecke, Livingston, 13-member Commission) b. Builder: unknown

\*B10. **Significance:** None **Theme:** Capitol Improvements

**Area:** Sacramento, Calif.

**Period of Significance:** 1960-1977

**Property Type:** Government Building

**Applicable Criteria:** None

Historical and archival research for the Resources Building has successfully resulted in a comprehensive construction and renovation history for the entire building including all major modifications. Archival research specifically for the building utilized original construction plan drawings and as-built drawings, administrative memorandums, Master Plan records, newspaper articles, historical photographs, and other State documents, which showed construction of the building was completed in 1964. The building underwent an extensive renovation of all major systems in the early 2000s, though the renovations did not include space design changes to the main entrance and elevator lobby or conference room. In addition, the building has received extensive interior modifications and upgrades to office spaces and corridors on the upper floors. Historical research also adequately catalogued the history of the associated Master Plan and California State Capitol area so the Resources Building could be placed within its relevant historical context. A period of significance was established for the Resources Building between 1960 and 1977, which was the period of the inception of the Capitol Master Plan, construction of the Resources Building (in 1964), through the early design phase of the plan until the Department of General Services assumed control of the Capitol plan area.

See continuation sheets.

B11. Additional Resource Attributes: None

\*B12. **References:**

See continuation sheets.

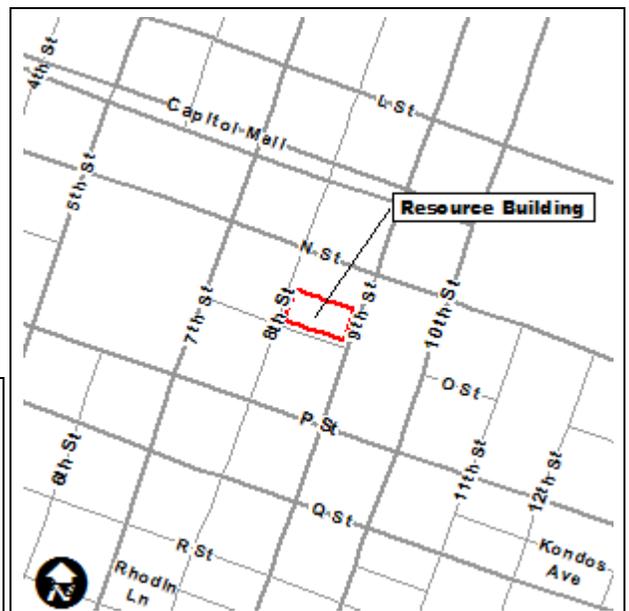
B13. Remarks:

None.

\*B14. **Evaluator:** Jeremy Adams, ECORP Consulting, Inc., 2525 Warren Drive, Rocklin, CA 95676

\*Date of Evaluation: 5/19/2015

(This space reserved for official comments.)



\*Recorded by: Jeremy Adams, ECORP Consulting, Inc.

\*Date: 5/19/2015

Continuation

Update

**P3a Continued:**

A loading dock is located at the midpoint of the alley between the buildings. The dock consists of a single large bay door. Adjacent to the dock is an electrical room, pump room, gas meter room, building maintenance supply room, janitorial storage, and paint supply room; all accessed directly from the loading dock area. The main electrical room houses the switchgears for the entire building.

The primary entrance to the building is on the northeast corner which also opens up to the courtyard and is oriented towards the State Capitol. The entrance is characterized by recessed double-glass doorways at the terminus of a short vestibule. Large vertical columns with granite veneer protect the entrance from the street. Above the entrance is the title of the building which reads "Resources Building State of California." The courtyard is landscaped with concrete hardscape, trees, bushes, and other vegetation. The courtyard also contains bike parking, pole lighting, and serves as a promenade to the main entrance of the building.

The roof is mostly flat except for a large radio control structure which protrudes from the center of the roof towards the sky and is not visible from the street. Attached to the radio control structure are several microwave drums, high and low frequency transmitters, and other diodes for transmitting and receiving signals of all types. There are more than 14 microwave antennas on the roof that all range in size. The roofline is separated from the face of the building with a large gap and there are no eaves extending from the top of the building.

*Western and Eastern Elevations*

The western and eastern elevations are almost identical, composed primarily of granite veneer that consists of blue-green precast panels. The granite veneer gives the building monolithic massing aesthetics with a nearly completely flat face from the 3<sup>rd</sup> story to the roof. The massing on the western and eastern elevations has one decorative element consisting of saw-tooth shaped panels of the same granite material. The panels allow for ventilation of the stairwells and mechanical rooms. The saw-tooth panels are located on the centerline of the building in a vertical column and consist of seven teeth in a row alternating from extending from the roof and the floor of the mouth opening. Each row of teeth is stacked on top of each other at each floor of the building. The teeth design on the western elevation begins at the 3<sup>rd</sup> floor and on the eastern elevation the design begins at the 2<sup>nd</sup> floor; both continuing to the top of the building. The western elevation 2<sup>nd</sup> floor-level contains a large grated exhaust vent below the saw-tooth designs. The 1<sup>st</sup> floor of both elevations consists of larger granite panels of a slightly darker color. The Great Seal of the State of California is also located on the 1<sup>st</sup> floor at both elevations.

*Southern and Northern Elevations*

Two double-doors composed of glass are at street-level, recessed within the building on the southern elevation. The primary entrance, as described above, is located on the northeastern corner of the building. A long vestibule corridor is located along the entire southern elevation that shields pedestrians from weather elements and allows them walking space from the street and nearby light rail station to the building entrance. Multiple pillars faced with granite stretch along the vestibule on the southern elevation. The lower portion of the northern elevation consists of large paneled windows facing an alley, or loading dock area. Fenestration on the lower level of both the southern and northern elevations consists of multi-pane paneled windows that are located at street level.

The vast majority of the southern and northern elevations are covered in aluminum framed windows which are set in vertical concrete panels. The vertical concrete panels are set on the granite veneer and are mounted extending slightly beyond the face of the building. The vertical panels each contain an equivalent number of horizontal rows of windows, each row containing four panes framed by mullions. Between each horizontal row of windows are decorative pre-cast concrete panels. Each vertical panel, window, and pre-cast concrete panel is framed in aluminum. The southern and northern elevations both consist of 15 vertical concrete panels, each with 14 rows of windows, 4 windows in each row; totaling 840 windows on each elevation.

*Interior*

The interior of the building contains several floors primarily consisting of general hallways and office space. Each hallway contains a basic elevator lobby with seating area. Beginning on the 16<sup>th</sup> floor is a built-in metal mail chute. The mail chute travels down to the main floor lobby into a mail compartment. The mail chute is of standard design and contains no unique features and was a common element in multi-story buildings from the early 1910s. Two primary interior spaces are located within the building on the first floor: (1) the main entrance and elevator lobby with guard station, and (2) the conference room.

See continuation sheets.

**CONTINUATION SHEET**

\*Recorded by: Jeremy Adams, ECORP Consulting, Inc.

\*Date: 5/19/2015

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**P3a Continued:**

The main entrance and elevator lobby retain the original terrazzo floors and walls and appear to maintain the original metal doors and accessories throughout. The vertical mail chute termination box is located in the lobby and appears original. At the primary entrance are four small display cases maintained by State Parks. The majority of the entrance and elevator lobby appear original and no particular artistic or architectural features are prominent in the lobby area. The guard station is located within the main entrance lobby but is separated by a waist-high partition where the guards are located to greet the guests. The guard station is a minor feature within the main entrance lobby and contains no unique architectural feature. Materials for the guard station include granite countertops, terrazzo floor, and wood framed partition.

The conference room is located directly within the main entrance between swinging double wood doors. The conference room contains a curved panel bench composed of wood with composite stone surfaces for members to sit with audience seating on the opposite side. The curved wood panel bench has a built-in microphone system attached to speakers within the walls of the conference room. The room is carpeted with wood panel walls. A recording room with a glass panel window is located on the opposite side of the panel bench in order to manage the recording of panel discussions. The recording room and conference room both contain modern and outdated technological equipment including recording machines, speakers, flat screen televisions, and projectors. Overall, the conference room retains the original wood wall panels, curved bench, speaker system, and style and design but it has received modern technological upgrades including flat screen televisions, projectors, built-in projection screens, ADA modifications, and sound systems.

See continuation sheets.

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*Local History*

The Resources Building is located in the heart of the City of Sacramento within the generalized area known as the "West End" of Sacramento. The West End is unofficially the area between the Sacramento River and the State Capitol building, bounded by the Southern Pacific rail yard to the north and Y Street to the south. The West End has historically been comprised of businesses and acts as the commercial core of the City. In addition to commercial businesses, the West End is also occupied by residential apartment buildings and a sparse distribution of houses. The years following the Gold Rush and into the 1910s were the periods of vast expansion for this portion of Sacramento. The mixed commercial and residential area evolved from small local stores to major chain stores. Many of these shops were centered on K Street between 4th and 8th Streets. By the 1930s, the commercial businesses along K Street declined as suburban areas developed further from the center of the City and stores and shops in the outlying areas became more popular (JRP Historical 2013).

The West End of Sacramento quickly fell into decline through the 1940s during WWII. Like most metropolitan areas, the City's economic growth was largely dependent on commercial and industrial consumers and as suburbs expanded around the City, the West End continued to decline. In addition, use of the Sacramento River and railroads also declined as local industries moved away from the river and into the newly developed areas. By the 1950s, approximately 82 percent of West End residences were not owner-occupied (JRP Historical 2013).

In 1949, the Federal Housing Act (Act) was enacted to deal with the problem of substandard housing and residential blight, which was apparent in the West End of Sacramento. The Act called for the removal of "substandard and other inadequate housing through the clearance of slums and blighted areas, and the realization as soon as feasible of a goal of a decent home and a suitable living environment for every American family." The Sacramento City Council then passed an ordinance that led to the clearance of thousands of substandard dwellings and instituted the Sacramento Redevelopment Agency (SRA) to be responsible for redevelopment projects. The SRA devised a plan, which called for the demolition of old residential buildings to be replaced with large high-rise public housing facilities and other commercial and industrial buildings. As a result of the plan, the West End was the site of the first federally-supported redevelopment project in California, which was carried out in the 1950s. The redevelopment included the construction of state and interstate highways. Interstate 5 was built where substandard buildings had been removed between the West End and Old Town (JRP Historical 2013).

*California State Capitol and Capitol Master Plan*

California's government body has functioned in several different cities throughout the State; however, it has historically been primarily located in Sacramento. In 1852, the California State Legislature met for the first time in Sacramento after having previously gathered in Vallejo and San Jose. Constant flooding of the Sacramento River, however, forced the Legislature to leave Sacramento and instead operate in Benicia. The first official Capitol building for California was the Benicia City Hall. Two years later, the Legislature returned to Sacramento and conducted meetings at the courthouse at 7th and H Streets. A fire at that courthouse forced the Legislature to move again to a newly constructed court house. During the mid-1850s to 1860, attempts were made to construct a new official Capitol building, but plans were halted due to constant flooding and lack of sufficient funds. Finally, in 1861, construction of the current Capitol building commenced, with the interior completed in 1869 and the exterior finally completed in 1874 (Poage 1956).

The next decade brought expansion of the Capitol grounds with the development of ten blocks of parks and facilities located east of the Capitol building. The first half of the 20th century showed continued growth, with the expansion of State agencies such as the Department of Motor Vehicles, Department of Public Works, and Department of Employment, which led to the construction of new office buildings within the vicinity of the Capitol (Poage 1956). State government continued to grow after 1950. Between 1950 and 1960, the number of State employees increased from 30,000 to 51,000. Of the 51,000 employees, 21,000 worked within the County of Sacramento, with 16,000 working within the vicinity of the State Capitol (Livingston 1962). This rapid increase in State employment amplified the need for the future growth of State-owned buildings and property. It was estimated in 1960 that by the year 2000, the population of California would be near 48 million, requiring a much needed expansion of State facilities and State workers (Davies 1959).

See continuation sheets.

\*Recorded by: Jeremy Adams, ECorp Consulting, Inc.

\*Date: 5/19/2015

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As a result of State growth during the 1950s, the California Legislature realized the need for a long-term plan for the construction and expansion of State facilities surrounding the Capitol. In September 1959, an Act of State Legislature, Chapter 1641, created a 13-person Capitol Building and Planning Commission (Commission) in order to develop, carry out, and amend a plan for the Capitol improvements. The 13 members were appointed by the Governor of California with three members chosen from a list nominated by the Mayor of Sacramento and three chosen from the Chairman of the Sacramento County Board of Supervisors. The Commission's Chairman was Sacramento architect Albert M. Dreyfuss, with John Downey as Vice Chairman. In 1960, the Commission hired two San Francisco Bay Area architectural and planning consultant firms (Livingston and Blayney, and John Carl Warnecke and Associates) to design the plan (Davies 1959). The Commission served as the liaison to the Legislature for approval and recommendations for laws and spending associated with the plan and was required to present the Legislature with an annual report summarizing the progress of the plan.

The Capitol Master Plan (Master Plan or Plan) was adopted by the Commission in 1960 to provide planning for the State's use of 138 acres within the blocks between L and Q Streets, and 7th and 17th Streets centered on the existing Capitol Plaza Park. The Plan was officially adopted by the State Legislature in January 1961. The architectural consultants urged laws be enacted to make the Commission responsible for carrying out the Plan, noting that acquisition of property and timing of building construction were essential for the Plan to be successfully implemented (*Sacramento Bee* 1960). The Plan was expected to be executed over a 40-year build-out period to accommodate the need for expanded State resources and agencies serving California. The original cost of the Master Plan was estimated at \$300 million for land acquisition, office and parking lot construction, and development of parks, plazas, pools, and fountains (*Sacramento Bee* 1960; Davies 1959).

In 1960, the State owned 69.8 of the 138 acres and planned to acquire the remaining 68.2 acres over the next two decades. The Master Plan consisted of 75 acres for State buildings, 38 acres for plazas and parks, and 19 acres for parking, with the remaining 6 acres set aside for private development, such as bank branches and restaurants (Davies 1959). Existing structures, such as the State Capitol, State Office Building 1, Library-Courts building, and several other historic buildings and structures, were to be preserved. The buildings surrounding the Capitol Park were planned to stand six stories tall, to retain the Capitol and surrounding park as the dominant property. Taller buildings standing up to 24 stories were planned to be constructed around the perimeter of the Plan area (*Oakland Tribune* 1960). The first building planned for construction was the Retirement Building, now called the Resources Building, at a cost of \$15 million (*Sacramento Bee* 1962a, 1962b).

In late 1962, state legislators and planners proposed a five-year plan to acquire the remaining acreage of property needed to complete the Master Plan. This accelerated plan, as opposed to the original 20-year plan for acquiring the land, was proposed due to sharply rising costs of real estate in Sacramento. The estimated cost for the five-year land acquisition was \$35 million, which was expected to be double that amount if the land were to be acquired over a 20-year span instead (*Sacramento Bee* 1962a, 1962b).

Little information of the actual design intent of the Master Plan was found in the archival record. Most of the available information in the archival record regarding the design of the Master Plan area comes from the Capitol Planning Area Construction Program (Program) record, on file at the State Archives. The Program outlines the order of construction of facilities projected in the Master Plan. The program was divided into four 5-year periods. According to the Program "the majority of projects are for general office space and related parking and open space. Several special projects, not directly related to growth in employment, are listed separately at the end [of the Program document]." The Program language continues by stating that "General office space needs are based on 128 net square feet per employee plus additional space for special functions" (Capitol Planning Area Construction Program n.d.). The information provided in the Program document shows that the Master Plan was purposefully designed to support government office space growth. Landscape plazas were included in the original design plan; however, information on the architectural contribution of those plazas to the plan is not available in the archival record.

Despite the abundance of campus plans and magnificent landscapes being constructed at other commercial and public areas of Sacramento and California, the landscapes within the Master Plan were relatively minor. Descriptions of the landscapes included in the plan are described in the Capitol Planning Area Construction Program as minimal features serving utilitarian functions. For example, the description of the plaza at the Southwest corner of 9<sup>th</sup> and N Streets, out front of the Resources Building, was described in the Program as "to serve as main entrance to Retirement Building (Resources Building)." In addition, the plaza at Block O-P-8-9 was described in the Program as "to serve as open space between Retirement Building (Resources Building) and Project 6 building" (Capitol Planning Area Construction Program n.d.). These descriptions depict the landscaped features as minor and ubiquitous, included to serve a function rather than an architecturally planned purpose or intent within the design plan. In addition, the magnitude of the Master Plan and location within downtown Sacramento made it difficult to incorporate any artistic or significant landscape plan or large open space area within the Master Plan and so the plaza's and landscaped areas remained limited in size and design.

See continuation sheets.

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The 1965 Commission Annual Report stated that by December of 1964, more than \$6 million of property planned for the Master Plan had been acquired by the State, with an additional \$9 million of property in the process of acquisition. By the mid-1960s, the Master Plan was underway and development was progressing. On January 8, 1965, the Retirement Building (now Resources Building) was dedicated, and was the first major structure built within the Plan area (Commission 1965).

As stated in the 1960 plan, a 20-year outline for land acquisition and 40-year build-out of buildings, structures, parking lots, and landscaping improvements was provided. The Plan was broken down into activities carried out in 5-year increments. For example, 27 individual projects were planned to be carried out in the 10 years between 1962 and 1972 (Capitol Planning Area Construction Program n.d.). Throughout the 1960s and 1970s, construction of office buildings and facilities continued; however, due to changes such as the amount of available funds and the demand for additional facilities, the original Master Plan was revised as needed.

In 1977, DGS took over the responsibilities of the Commission and implemented a new design called the Capitol Area Plan. Like the Commission, DGS was required to provide an annual report to the legislature regarding the status of the current land use, construction projects, future land purchases, and developments within the Capitol Area Plan (Mugartegui 2012). DGS is now solely responsible for the Capitol Area Plan and the original Commission no longer exists.

*Architectural Context*

The Resources Building is most closely associated with the International style of architecture. International style was the dominant architectural style of post-World War II public building construction, particularly for commercial buildings. The style originated in Europe in the early 1920s, pioneered by the work of Le Corbusier, and is a form of building construction and design still used in the 21st century, though the style reached its peak of popularity in the United States in the 1930s and 1940s. The term "International" originated from a 1932 architectural exhibition held in New York in which speaker Philip Johnson used the name to describe these types of buildings (MacDonald 2008).

The style focuses on the simplification of form and ultimate rejection of ornamentation. It emphasizes the technique of architectural massing, which is the act of composing and manipulating three-dimensional forms into a unified and coherent configuration. Le Corbusier, a Swedish-born architect who studied and practiced architecture in France, defined architecture as "the masterly, correct, and magnificent play of masses brought together in light" (Akin and Moustapha 2003).

Specific elements of International style include dynamic spaces and massing techniques. Typical International style buildings have square or rectangular footprints with horizontal bands of windows, flat roofs, and large, flat open walls composed of materials such as concrete, steel, stucco, brick, or glass (MacDonald 2008).

The U.S. General Services Administration (GSA) developed a context for government buildings designed and constructed during the period of the 1950s, 1960s, and 1970s (General Services Administration 2003). The following information on International style government buildings is taken from that context and specifically addresses only that information relevant to the context of the Resources Building.

At the close of World War II the United States had assumed a role worldwide as a power force. The government, though slowly at first, began to encourage the Modern design in government buildings in an attempt to emulate that new power. Prior to World War II, public buildings constructed under the New Deal era were simplified in design yet contained stylistic elements. Stylistic features on buildings began to emphasize the nation's technological advances, such as accomplishments in the designs of automobiles, airplanes, and ships. These streamlined designs, however, maintained an artistic approach to architecture that began to wane after World War II. When the United States became recognized as a power force, government buildings were expected to show that power and the artistic designs of Art Deco and other pre-war construction failed to represent that strength. It was heavy Modern designs that included massed elements constructed with powerful materials such as concrete, steel, and stone that gained the majority of government building interest (General Services Administration 2003).

See continuation sheets.

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**B6 Continued:**

In addition to their show of strength, a great benefit of these massive blocked buildings was that the elements could be fabricated in factories and assembled on-site, and so mass production was much more feasible and cost-effective. Rather than paying individual craftsman and artisans, the government was able to mass produce these buildings at a large scale and quite quickly. Heavy materials such as concrete and steel were also extremely economical because they were expected to survive decades longer than lighter and less durable wood and stucco materials. Functional efficiency, coupled with economic efficiency, became the new norm for government buildings and construction of these Modern styled buildings greatly outnumbered the elaborately ornamented buildings of the pre-war age (General Services Administration 2003).

During the post-war period in the United States, the federal government largely maintained "pro-business" ideals and so private architects were highly utilized in building design plans. Federal agencies, however, turned away from cutting-edge architects during the 1950s, 1960s, and 1970s. More concerned with efficiency and economic value than aesthetics; public buildings were instead largely designed by conservative private architects with experience and practice. The government utilized experienced architects to design building plans while the agency maintained primarily an administrative role. This is shown in practice with the Capitol Master Plan because a large Commission of private architects were appointed for the design rather than utilizing a government agency. Using private architects, however, caused a decline in visual differences between public and private buildings. Public buildings were being designed with less emphasis on the government aspect making it difficult to distinguish between the two. During this period, private architects constructed all types of buildings, public and private, with large glass windows, monolithic blocks, and prominent massing throughout (General Services Administration 2003).

One of the largest needs of new government building design was in office space as a result of massive population increases after World War II. The Public Buildings Act of 1959 provided an opportunity to correct the shortage in office space. The Act enabled new public buildings to be constructed by Federal agencies with appropriations made to the GSA. The GSA was to submit proposals for specific construction project needs based on surveys and, after a review by the Office of Management and Budget, the House and Senate Public Works Committees would approve the projects for legislative funds. Following the 1959 Act, construction in public buildings increased dramatically to accommodate the Federal office space needs (General Services Administration 2003).

Almost immediately after the Public Buildings Act, the Ad Hoc Committee on Federal Office Space was formed to address the long-term office space needs of the Federal government. The committee wrote a report that identified the problems of government office space needs and offered a solution to the problem. The solution was a three-point policy on architectural designs for government buildings. The recommendations included the following essential elements:

- 1 - Buildings should be functional and designed by local and regional architects and incorporate materials, methods, and equipment of dependability.
- 2 - Development of an official style should be avoided and high quality designs obtained despite additional costs.
- 3 - The choice and development of the building site should be considered in the design process, with attention to street layout and public places to permit generous development of landscape.

These "Guiding Principles", as they were called, became a prominent component of implementation of building design plans during the 1960s and 1970s (General Services Administration 2003). The Capitol Master Plan largely followed these guiding principles, despite no official record stating as such.

*Architectural Context specific to Sacramento*

In the years leading up to the war, modern architecture in Sacramento emphasized the artistic styles of the Art/Streamline Moderne and Art Deco styles. Many government funded buildings, particularly those constructed using the federal funds of the Works Progress Administration (WPA), were intentionally designed to represent the technological influences of its time including the advances in automobile, aircraft, and ship design. Therefore, buildings were constructed with emphasis on smooth, streamlined surfaces, horizontal features, glass blocks, and artistic base colors (McAlester 2013). After World War II, however, government funded architecture throughout the nation, including Sacramento, turned in a different direction. In Sacramento, the post-war boom years led to rapid population growth in the capitol city. The new emphasis for modern buildings was not on artistic design and technological advances, but rather on a solid foundation, a show of strength, and other qualities that represent the power needed during the post-war period. Sacramento government buildings followed the same essential "Guiding Principles" that were being implemented throughout the nation.

Several excellent examples of International style architecture were constructed during the post-war period in Sacramento, particularly in the 1950s and 1960s. Below are some excellent examples of International style architecture and building techniques of the period that have locally recognized historical and architectural value.

See continuation sheets.

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The SMUD headquarters is one of the most prominent symbols of International style architecture in Sacramento. The SMUD headquarters was constructed by Dreyfuss and Blackford in 1961 and helped bring their architecture practice into the spotlight. The modern building was constructed on a concrete base foundation with obvious emphasis of horizontal glass walls, a flat roof, and open floor plan; all features popular with the International style of architecture. Details of the SMUD headquarters building construction, including its unique features that make it an outstanding example of Dreyfuss and Blackford's premier work, are described further in Section 2.4 below.

A good early example of International style architecture in Sacramento is the Sacramento Executive Airport (then called the Sacramento Municipal Airport). The terminal building for the Sacramento Executive Airport was constructed in 1954-1956 and was built to house airport facilities. The terminal showcased the "International Room" which a huge open space design room was with featured a panoramic view of arriving and departing planes. The building emphasized glass walls for windows, flat roofs and horizontal square features, and a massed design plan. The terminal was a unique design feature, designed by Leonard Starks a renowned Sacramento area architect, which was a popular and impressive early example of International design techniques and is recognized as a local landmark for modern architecture in Sacramento (Sacramento Modern 2013).

According to local historical society Sacramento Modern, a group that focuses on mid-century modern architecture in Sacramento, another exceptional example of International style architecture is the office building at 2407 J Street. The office building was designed by Starks, Jozens, and Nacht and built in 1961. The building was designed with heavy building materials including concrete walls, steel pillars, and steel floors with glass partitions at the windows. The building emphasizes the use of metal, which is the dominant characteristic of each elevation where metal grilles are a visually striking feature on the building. The weight and strength of the metal-heavy building is clear in its design and construction. This office building is included on a walking tour of International style and other mid-century modern architecture in Sacramento (Sacramento Modern 2013).

Another iconic International style building in Sacramento is the former IBM building (now called the American River Bank Building). The IBM building was also designed by Dreyfuss and Blackford (primarily Blackford) and emphasizes heavy forms of concrete and massing techniques. The building was constructed in 1964, built simultaneously with the Resources Building, and was built in the Capitol Mall area. The former IBM building, however, has some specific architectural elements that, when compared to other modern style buildings in Sacramento, show its significance. The building is an extremely successful example of International style form. The design of the building emphasizes a clearly massed technique with precise parts of concrete, glass, and steel. The building has a large open entry design plan with a horizontal window and geometrically consistent flow pattern. In addition, there are no artistic design additions or ornamental patterns. Overall, it is a prime example of the International style in Sacramento and is also recognized throughout California as one of the best examples of mid-century modern architecture and a premier representation of the work of Dreyfuss and Blackford.

*Relevant Architects and Designers*

The Commission consisted of several architects and designers who each contributed to the Master Plan for the Capitol area, including the design of the Resources Building. The most significant architects and designers on the Commission include Commission Chairman and architect Albert M. Dreyfuss, architect and planner John Carl Warnecke, and Bay Area architectural and planning firm Livingston and Blayney. Though these individuals were included in the 13-man Commission, their individual contributions to the Capitol Master Plan and design of the Resources Building are not specifically identified in the archival record. Therefore, information on their notable achievements and accomplishments, including what makes their work significant, is included below in order to assist with placing the Resources Building and Master Plan within the appropriate context of their work.

Albert Dreyfuss was an architect who first opened his office in 1950 in Sacramento. Dreyfuss emphasized Modernism in his styles and is responsible for the construction of several innovative projects emphasizing creative and alternative techniques, such as use of aluminum in building designs and building space for public art, of the International Style of architecture between the 1960s and 1990s. Major projects that Mr. Dreyfuss worked on include the San Francisco International Airport; SMUD headquarters in Sacramento; headquarters buildings for IBM in Sacramento; the Sacramento Union newspaper building; the Nut Tree highway commercial center; Lincoln Plaza and the CalPERS Headquarters. These notable achievements have won Dreyfuss, and his longtime associate Leonard Blackford, several design awards in architecture, several of which have stirred international attention. Dreyfuss and Blackford's company "Dreyfuss & Blackford" remains in business in the 21st century (Dreyfuss & Blackford 2014).

See continuation sheets.

\*Recorded by: Jeremy Adams, ECORP Consulting, Inc.

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**B6 Continued:**

At the time of conception of the Capitol Master Plan and construction of the Resources Building within that plan, Dreyfuss and Blackford had just completed construction of the SMUD headquarters building, located at 6301 S Street in Sacramento. The conception of the SMUD building plan and its architectural design was conceived by Dreyfuss and Blackford. The SMUD building emphasizes many features that make it unique and a prime example of Dreyfuss and Blackford architecture. The most obvious feature is the emphasis on concrete, steel, and glass, all used heavily and designed to express modernism. In addition to these heavy elements, however, Dreyfuss and Blackford added an innovative touch with the inclusion of aluminum as a construction material. The use of aluminum is visible on the building and it gives the architecture a sense of weightlessness to an otherwise heavy building. In addition, the building has low horizontal structure and maintains consistent regularity of form throughout. Despite the building mostly following the design style and having no ornamentation, Dreyfuss and Blackford did add an artistic touch by allowing the idea of public art along the travertine-clad façade on the base of the building. This is a particularly unique feature to International style and shows the personal touches Dreyfuss and Blackford added to the design plan. The significance of this building and its contributions to Sacramento's modern architecture and representation of the accomplishments of Dreyfuss and Blackford is obvious (Stein 2011; Sacramento Modern 2011).

Dreyfuss gained national attention for his work on many buildings and building plans, however, his contribution to the Capitol Master Plan and in particular the Resources Building was not prominent in the archival record. Dreyfuss was chairman of the 13-man Commission based on his experience and reputation as a leading architect but the Resources Building and the Capitol Master Plan did not implement any of the specific innovative ideas or techniques of Dreyfuss or his firm. Dreyfuss' primary innovative techniques, such as use of aluminum in the design plan or use of parts of the building for public art space, are not present in the Capitol Master Plan records or records for the Resources Building. In addition, archival research specifically on Albert Dreyfuss identified several buildings commonly known to be the premier examples of his work and contributions to architecture in Sacramento including the SMUD headquarters, IBM headquarters, Sacramento union newspaper building, the Dreyfuss and Blackford office building, the CalPERS headquarters and Lincoln Plaza; as well as several bodies of work outside of Sacramento including the San Francisco International Airport. The Capitol Master Plan and the Resources Building are not on any list of his major accomplishments and are not locally, statewide, or nationally recognized as the work of the architectural ingenuity of Dreyfuss.

John Carl Warnecke was an architect who attended Stanford University for his undergraduate work and later Harvard's Graduate School of Design. He received his Master's Degree in Architecture in 1942. Warnecke opened his own office in Richmond in 1945. He worked on several small-scale projects until he was contracted with the redesign of the Lafayette Square area, near the White House in Washington, D.C. The project encompassed preservation of local historic houses and construction of new buildings, the National Courts Building in 1967, and the New Executive Office Building in 1969. During his tenure in Washington, Warnecke became acquainted with President John F. Kennedy and First Lady Jacqueline Kennedy. After the assassination of Kennedy, Warnecke designed the JFK Eternal Flame monument at the grave site at Arlington National Cemetery in 1967. In 1960, he started to expand and open up more offices and at the height of his career, in 1975, he had offices in San Francisco, New York, Los Angeles, Washington, Boston, and Honolulu and was one of the largest architecture firms in the nation. During that time, his firm designed several significant buildings, including the Soviet Embassy in 1975; the Hart Senate Office Building in Washington in 1975; and the South Terminal at Logan Airport in Boston in 1977. He also opened the Warnecke Institute of Design, Art and Architecture at his Healdsburg headquarters. He is also responsible for designing the American Embassy in Thailand; the Hawaiian State Capitol building in Honolulu; Terminal 1 at the Oakland International Airport; the Stanford University Library; and the College of San Mateo. He was also the master-planning architect of the University of California, Santa Cruz campus (Stephens 2010).

Warnecke was well known for applying the architectural theory of contextualization in his building designs and practices. Contextualization is the practice of harmonizing the buildings architecture with the environment for which they are constructed in terms of cultural and historical setting. In other words, Warnecke became famous for designing buildings to blend with the historical buildings and structures surrounding the new construction. He gained national attention for this technique with his contribution to the Mira Vista Elementary School in the northern part of San Francisco in 1951. His design applied the modern approach to redesigning an old building within an historic residential community. Again, Warnecke utilized the same approach with designing the U.S. embassy in Thailand in 1956 to mimick the cultural surroundings, though this building was never officially constructed. His most notable achievements came from designing Lafayette Square in 1962. Lafayette Square is located within an historic area near Washington D.C. The area contains dozens of very historic buildings constructed during the 1800s. Warnecke was one of the first architects to successfully design and build modern buildings within Lafayette Square by utilizing the contextualization design philosophy. His work on Lafayette Square gained him the recognition of the White House and Kennedy Administration and worked on many designs for the General Services Administration (Stephens 2010).

See continuation sheets.

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**B6 Continued:**

Warnecke gained national attention for his work on many buildings and building plans, however, his contribution to the Capitol Master Plan and in particular the Resources Building was not prominent in the archival record. Warnecke was a member of the 13-man Commission based on his experience and reputation but his particular architectural practices and theories in design are not prominent in the design of the Resources Building. It is most likely that Warnecke was asked to join the Commission based primarily on the Capitol Master Plan's proximity to the historic State Capitol and surrounding Capitol grounds. Warnecke would have contributed to the design of the Master Plan by ensuring contextualization of specific buildings within the plan area do not detract from the historical aspects of the area in which the Master Plan was being constructed. These particular techniques, however, are not apparent with the construction of the Resources Building. The Resources Building is a very obvious modern construction with no visible contextualization techniques employed in its construction. Warnecke was known as a leading national architect but the Resources Building and Capitol Master Plan did not appear to contain any of his prominent contributions to architecture and they are not on any list of his major or important accomplishments.

Lawrence Livingston was an urban planner and designer in the Bay Area. He was a brilliant architect who earned a history degree from Stanford University, law degree from Yale, and a Master's degree in City Planning from the Massachusetts Institute of Technology. He worked as assistant to the city planner in Oakland before taking up a private practice with his partner, John Blayney. The partnership of Livingston and Blayney were responsible for several general planning, fiscal analysis, urban design, and mass transit studies in San Francisco and the greater Bay Area. Their firm managed planning projects utilizing the idea of open space in major metropolitan areas, which influenced designs such as San Francisco's Market Street corridor and the parks in Palo Alto. They are responsible for much of the open area and natural landscape seen today in the Bay Area. Some major planning projects, which feature their contributions, include the Bay Area Regional Transit design and the Yerba Buena Center. Livingston was nicknamed "Mr. Open Space" because of the economic, rational approach he introduced for landscapes within city plans. The firm has since changed names to Dyett and Bhatia, but is still in business today (King 2007).

Livingston gained attention for his work on urban planning and open space designs. However, his specific contributions to the Capitol Master Plan and the Resources Building are not prominent in the archival record. Livingston was a member of the 13-man Commission based on his experience and reputation in the designs of landscapes and open spaces but his architectural practices and theories in design are not prominent in the Resources Building. It is most likely that Livingston was on the Commission to contribute to the planning of the landscaped plaza's and walkways between buildings within the Capitol Master Plan. His most prominent architectural theme was the use of open space in landscapes; however, the small plaza out front of the Resources Building fails to maintain the open space quality. The Resources Building and Capitol Master Plan do not appear to contain any of the prominent contributions Livingston had on architecture and landscape planning and design and they are not on any list of his major or important accomplishments.

*Archival Research Methods*

Focused archival research on the Resources Building was carried out by architectural historian Jeremy Adams. Because this is a State-owned building and construction records are confidential, the Sacramento County Assessor's office does not contain building specific information such as construction date, building characteristics, and drawings. Building construction plans and as-built drawings are housed at the building in the building manager's office.

George Lichty, the Office Building Manager for the Resources Building, granted ECORP access to review and photograph the building plans and as-built drawings to assist with the evaluation. In addition, archival research was conducted at the California State Archives in an attempt to locate and review historical records pertaining to the Master Plan. The State Archives produced an abundance of records pertaining to the Master Plan, including newspaper articles, photographs, drawings, architect information, public works memorandums, and planning commission reports. ECORP also conducted research at the Center for Sacramento History, where several original construction photographs of the building were reviewed. Additional research was conducted at the California History Room in the California State Library, where newspaper articles, maps, and secondary resources were reviewed. Online research was undertaken for other documents relating specifically to the Resources Building and the Master Plan. The online research, review of historical aerials, construction and modification related documents, State and City archival research, and review of as-built drawings and original construction photographs resulted in sufficient information for ECORP to prepare an evaluation of the Resources Building.

ECORP also reached out to the City of Sacramento Community Development Department for comments about local mid-century modern architecture and to inquire about other examples of International style buildings in Sacramento. No response or comments have been received as of the date of submittal of this report.

ECORP also reviewed the works of the local historical society Sacramento Modern. Sacramento Modern is a local Sacramento based non-profit historical society and interest group that focuses on mid-century modern architecture in Sacramento. Sacramento Modern has published numerous source materials, including commercial and residential walking tours of mid-century modern architecture in Sacramento. Sacramento Modern's source materials were reviewed by ECORP in order to gather relevant information regarding comparable International style architecture and other mid-century modern architecture in Sacramento. See continuation sheets.

\*Recorded by: Jeremy Adams, ECORP Consulting, Inc.

\*Date: 5/19/2015

Continuation

Update

**B6 Continued:**

*Resources Building Construction and Modification History*

Plans for the construction of the Resources Building were prepared by the Commission and approved by the Legislature in 1961. The original Commission members included architects, planners, and designers led by Albert M. Dreyfuss, who was the Chairman of the Commission. Mr. Dreyfuss was an architect in Sacramento who established his business in 1950. His primary approach to architecture was in Modernism design with a clear and intuitive use of steel, concrete, and masonry construction. Mr. Dreyfuss, in association with John Carl Warnecke and the Commission, was primarily responsible for the development of the Master Plan in Sacramento including the design and construction of the Resources Building (Commission 1965).

The Commission designed the Resources Building as a typical large office with architectural elements representing the popular styles of mid-20th century modern techniques. The International style, with its emphasis on massing, was employed on the Resources Building by Mr. Dreyfuss and the Commission's architects and designers. The original preliminary drawing of the building, presented to Legislature prior to appropriation of funds, is shown below. Though the drawing, by artist Vargas Collins, was a preliminary interpretation of the architect's plans, it closely embodies the final building design.



Original Preliminary Drawing of the Resources Building by artist Vargas Collins – on file at the California State Archives.

Almost immediately after the Legislature approved the Master Plan, it approved the allocation of funds for the construction of the Resources Building. The building was originally planned to be called the Retirement Building because of the contribution of funds from the State Employees' Retirement System. The name of the building would eventually be changed, however, upon dedication of the building to house the resource agencies of California.

Construction of the building officially began in 1962. Articles in the *Sacramento Bee* show that by October of that year the steel frame of the Resources Building was already towering at the top of the Sacramento skyline. Construction of the building continued through 1963 with the exterior metal wall panels and windows being installed during the year (Commission 1965). Photographs taken in May and July 1963 show the progress of the building construction.

Construction of the Resources Building was completed in 1964. At the time of its completion, the building was the tallest along the Sacramento skyline. It contained more than 492,000 square feet of space and was centrally located in the State of California Capitol area (Commission 1965).

According to Building Manager George Lichty, the Resources Building houses several agencies and departments for the State of California, including the California Department of Fish and Wildlife (CDFW); the Department of Water Resources (DWR); the Department of Parks and Recreation (DPR); the Department of Forestry; and, the Department of Natural Resources. The DGS is currently responsible for building management. Because the building was the tallest in Sacramento for a period of more than 20 years, its rooftop has housed the hub of the California Public Safety Microwave System for the Northern Region. The rooftop still contains antennas and microwave emitters, though not all are functioning or in use, for the California Highway Patrol (CHP) and DWR (Lichty 2014).

See continuation sheets.

\*Recorded by: Jeremy Adams, ECORP Consulting, Inc.

\*Date: 5/19/2015

Continuation

Update

**B6 Continued:**



State Resources Building under construction in the background of the Sacramento cityscape, May 1963 – on file at the Center for Sacramento History (CSH).



State Resources Building under construction, June 1963 – on file at the Center for Sacramento History (CSH).

The Northern Region California Public Safety Microwave System is operated by DGS, which supports CHP, CDFW, DPR, Caltrans, and the Office of Emergency Services as the principal state link for emergencies. The Microwave System even has dedicated channels to support federal agencies such as the Federal Bureau of Investigation (FBI). In addition to the Microwave System, several other rooftop antennas and network systems are located on the roof. According to DGS, DWR maintains a network of fiber optic cabling, dedicated phone lines, microwave radio pathways, and other remote monitoring devices that feed the buildings seismic reporting unit (Lichty 2014).

The Resources Building has undergone several changes since it was first constructed. Due to the nature of the high-rise building, the majority of the changes are in response to increasing seismic retrofitting regulations, ADA-compliance modifications, and fire and life safety concerns. Early in the first decade of the 2000s, DGS contracted a Resources Building Renovation Study to be completed by Lionakis Beaumont Design Group, Inc., in order to design and implement the extensive renovation for the building. The renovation was primarily in response to a number of fire and life safety deficiencies identified in 1996 by the State Fire Marshal and in 1997 by the Peer Review Board of the State of California. The focus of the renovation was to repair the building to modernize it with the evolving technology, changing building codes, and safety and health concerns of the 21st century (Lionakis Beaumont n.d.).

See continuation sheets.

\*Recorded by: Jeremy Adams, ECORP Consulting, Inc.

\*Date: 5/19/2015

Continuation

Update

**B6 Continued:**

All of the retrofitting and compliance modifications to the building were to interior spaces or structural components and also consisted of installation and modifications to existing systems. Several systems and infrastructure were evaluated in the 2000s and modified, including elevator systems, telecommunications systems, electrical systems, plumbing infrastructure, and mechanical systems. In addition, hazardous materials issues were identified and addressed, including removal of asbestos and lead-based paint. Structural components of the building, including architectural paneling and steel framing, were retrofitted for strength (Lionakis Beaumont n.d.). In addition to the renovation in the early 2000s, as indicated by Building Manager George Lichty, each resource agency tenant has the capability to modify the floors they occupy to fit their program needs. The building was originally designed with an open floor plan scheme; however, through the course of 50 years, tenants have modified their respective floors to better accommodate their needs. Examples of modifications to different floors in the Resources Building include installation of cubed workstations, break rooms, main business offices, decorative art on the walls, and dynamic office spaces (Lichty 2014). Though the interior and structural components of the building have received several changes, the exterior of the building still appears as it originally was constructed.

*Evaluation*

Historical and archival research for the Resources Building has successfully resulted in a comprehensive construction and renovation history for the entire building including all major modifications. Archival research specifically for the building utilized original construction plan drawings and as-built drawings, administrative memorandums, Master Plan records, newspaper articles, historical photographs, and other State documents, which showed construction of the building was completed in 1964. The building underwent an extensive renovation of all major systems in the early 2000s, though the renovations did not include space design changes to the main entrance and elevator lobby or conference room. In addition, the building has received extensive interior modifications and upgrades to office spaces and corridors on the upper floors. Historical research also adequately catalogued the history of the associated Master Plan and California State Capitol area so the Resources Building could be placed within its relevant historical context. A period of significance was established for the Resources Building between 1960 and 1977, which was the period of the inception of the Capitol Master Plan, construction of the Resources Building (in 1964), through the early design phase of the plan until the Department of General Services assumed control of the Capitol plan area.

**NRHP / CRHR Criterion A or 1:** The Resources Building is not related to the initial developments of the Capitol or government offices in Sacramento. The Resources Building was the first building constructed for the Master Plan initiated in the 1960s; however, the Plan itself was designed as a 40-year build-out to satisfy the demand for additional government work space and to supplement the numerous existing government buildings in the downtown area.

The plan follows most of the basic fundamentals of the "Guiding Principles" of Federal architecture enacted by President Kennedy's administration, but it is not an outstanding example of the quality design plan theme as compared to comparable plans throughout the nation as well as California metropolitan areas and even local Sacramento public building plans. It did not permit generous development of the landscape which was an important component of the "Guiding Principles" in the design plan as most of the landscapes within the Capitol Master Plan area were designed to serve a utilitarian function rather than capture and utilize open space to maximize benefit of the land.

The Capitol area was also already surrounded by many government offices and buildings by the time the Master Plan was initiated and so it failed to dignify the presence of the government in Sacramento in any superior way. The existing State Capitol buildings and surrounding Capitol area, built decades earlier, are far better representations of the government plan for California and Sacramento as the Capitol city of that plan. The Resources Building displays only a modest representation of the overall improvement goals of the Capitol Master Plan. Within its period of development, the Resources Building and Capitol Master Plan was a result of implementation of a national trend in Sacramento's Capitol area, however, it did not exemplify that design philosophy. The simple fact that it occurred within Sacramento, in a particular local area, does not make it significant to the local area, but rather it would have had to have been an exceptional historical example or important representation of the local history, which it was not. The plan improvements, even on the scale of the Capitol Master Plan, was part of the typical growth and expansion of the Capitol area in Sacramento as a result of national trends and made no significant impact or change in political, social, or economic status of Sacramento or the Capitol area.

In addition, the Resources Building itself does not primarily represent the historical significance of the Master Plan, but instead was just the first building in a long list of major Capitol area improvements. The Resources Building serves as a way of sustaining the existing need for government office space in the Capitol area. Within its period of significance, the Resources Building is not an outstanding model of the political or social changes in government planning or representation of Kennedy-era Capitol planning, but rather is a modest example among many outstanding examples during the period in Sacramento, California, and the nation. The Capitol Master Plan also is a local example that follows the basic national trends in government building design but it does not set the standard for Capitol improvement planning in Sacramento. The Capitol Master Plan simply follows national trends similar to the Capitol improvement plans that occurred decades prior and decades after its implementation in Sacramento. Therefore, the Resources Building is not related to the broad patterns of history or individually significantly associated with Sacramento, California, the nation, and is not eligible under NRHP Criterion A or CRHR Criterion 1.

See continuation sheets.

\*Recorded by: Jeremy Adams, ECORP Consulting, Inc.

\*Date: 5/19/2015

Continuation

Update

**B6 Continued:**

There is potential for the Resources Building to be associated with a future Historic District, which would draw its significance from the events related to the implementation and development of the Master Plan initiated in the 1960s as a whole unit. Eligibility and status of contributing buildings to a potential District, however, cannot be determined until enough properties associated with the Master Plan become 50 years old and eligible to be cultural resources. Currently, only the Resources Building itself is eligible to be considered a cultural resource and other buildings and structures associated with the Master Plan are not yet 50 years old. Therefore, the Resources Building does not have association with an existing Historic District, but does have future potential as other properties potentially become eligible over time.

**NRHP / CRHR Criterion B or 2:** A number of architects, designers, and construction workers collaborated on the construction of the building. The historical associations of architects and designers are discussed in NRHP and CRHR Criterion C and 3 below. No other noted individual is significantly associated with the Resources Building. Building tenants have changed multiple times throughout the years and have primarily consisted of State resource agencies with no particular specific individual having notable historical significance. Therefore, the Resources Building is not associated with the lives of persons significant in the past and is not eligible under NRHP Criterion B or CRHR Criterion 2.

**NRHP / CRHR Criterion C or 3:** The steel reinforced concrete and granite building is of typical mid-20th century design and construction, designed in the International style of mid-20th century modernism architecture. The International style is still currently in use today; however, it reached its peak of popularity in the 1930s and 1940s, nearly 20 years prior to the construction of the Resources Building. Thousands of prime examples of International style and other mid-20th century modernism architectural styles exist in California and Sacramento with the best examples located in major metropolitan areas such as San Francisco and Los Angeles. However, there are some prime examples of International style buildings local to Sacramento that are well known to be premier examples of that style. These buildings are all located within Sacramento and have been identified by local experts on mid-century modern architecture and included on walking tours, in architectural journals, and recognized by architects themselves to be prime examples of that style. These buildings in Sacramento include the SMUD headquarters, IBM building, 2407 J Street office building, Office of Dreyfuss and Blackford, and the Sacramento Executive Airport. The Resources Building is not discussed in any known architectural journal, walking tour, or included on any list of local interest groups as any form of example of the International style. Though it retains many of the qualities of the International style, when compared to the excellent examples well known in Sacramento, it does not exemplify the successes of the International style. Its characteristics and defining features, including the granite pre-cast exterior panels, steel and concrete frame, and interior terrazzo floor and wood panel features, are not unique or exemplary among other more significant buildings of the same style in Sacramento, California, or the nation. The Resources Building is also missing key design features of the International style, including large horizontal windows particularly along the base floor and very large open interior spaces. In addition, the geometric decorative pattern along the eastern and western elevations are not conducive to the International style of architecture and actually detract from regularity, massing, and distinguishable lack of ornamentation that is typical of that style. Therefore, it is not an outstanding representation of the International style of architecture in Sacramento, California, or the nation.

The techniques employed for construction and maintenance of the Resources Building were not unique and were in existence prior to construction of the building, and therefore are not historically significant. The unique characteristics that the lead architects of the Capitol Master Plan (Dreyfuss, Warnecke, and Livingston) all brought to their major accomplishments are not seen in the Resources Building.

Albert Dreyfuss, Chairman of the Commission and lead architect and designer of the Resources Building, owned an architecture practice in Sacramento and was responsible for several large-scale projects in Sacramento, San Francisco and throughout California. Many of Dreyfuss' projects received international attention, awards in architecture and design, and were massive undertakings in which he or his practice was primarily responsible for its implementation. Dreyfuss, however, is not solely responsible for design and construction of the Resources Building but instead acted as Chairman of a 13-member Commission of designers. In addition, Dreyfuss popularized the use of aluminum in building construction and public art space on exterior walls. Both of these techniques are seen emulated on one of his most famous works, the International style SMUD headquarters in Sacramento, as well as other works including the IBM building and the CalPERS Headquarters and Lincoln Plaza. Neither technique is employed on the Resources Building.

See continuation sheets.

\*Recorded by: Jeremy Adams, ECORP Consulting, Inc.

\*Date: 5/19/2015

Continuation

Update

**B6 Continued:**

The contributions of John Carl Warnecke and the firm Livingston and Blayney are not prime examples of their concepts, plans, and ideas. Warnecke employed the theme of contextualization in his building designs to gain popularity and fame. This technique is emulated in his most famous work on Lafayette Square along with the dozens of projects he completed for the Kennedy Administration and the White House. However, contextualization was not employed at all on the Resources Building, despite it being located very near the historic Capitol building. The Resources building is composed entirely of modern materials and design with no visual representation of the historical context of the Capitol area. Livingston is most credited for the concept of open space in landscapes for major metropolitan areas. However, the Capitol Master Plan and Resources Building do not embody the distinctness of this concept. Livingston's ideals of open space in landscape planning and design does not appear employed in the erection of the courtyard and landscape outside and adjacent to the Resources Building, which are both small landscaped areas with minimal architectural detailing.

So, despite the famous architects' associations the Capitol Master Plan and the Resources Building, the design techniques, workmanship and use of specific materials, and ingenuity that made them important and masters of their craft were not used on the Resources Building. Therefore, the Resources Building does not utilize the profound influence of their body of work as compared to their overall portfolios and remains a modest design in contrast, even at the local level.

In addition, the design and function of the Resources Building is primarily for office space and is not distinguishable from other government buildings already in existence or constructed afterwards throughout California. The design theme clearly followed portions of the "Guiding Principles" being employed throughout the nation but does not emulate a prime example of those principles. There are no vast halls on the interior or huge spaces specifically for government functions within the Resources Building which was one component of the Guiding Principles architectural philosophy. The building was designed to fulfill the necessity to increase space for government offices in California's capital city, Sacramento, which included standard office needs such as open space on the interior, proximity to the Capitol, and accessibility from the street. It does not exemplify the design model of government buildings of the period in Sacramento, but rather emulates its theme modestly.

Therefore, the Resources Building is not eligible under NRHP Criterion C or CRHR Criterion 3.

**NRHP / CRHR Criterion D or 4:** The Resources Building does not have potential to yield information important in prehistory or history. Archival research potential for the Resources Building has been exhausted, and the building's history is well documented in the archival record. The building has no subsurface components other than a foundation, which by itself cannot provide additional historically important information, and there is no potential for the building to provide additional information that is not already represented in the archival record. As a result, the Resources Building is not eligible under NRHP Criteria D or CRHR Criterion 4.

**Integrity:** The Resources Building is currently in use by several State of California resources departments and agencies. The site visit and review of historical photographs, construction plan drawings and as-built drawings, administrative documents, newspapers, and the Renovation Study indicate that the building retains integrity of location, setting, feeling, and association. Regular maintenance and an extensive renovation for the building have occurred, including constant interior office space changes and structural modifications. The materials, workmanship, and design of the interior upper floors have diminished. The upper floors within the office spaces as the layouts of the interior offices have changed over time and the hallway corridors wood framed materials have been replaced and upgraded. In addition, accessories on the upper floors have been replaced over time. The interior office changes are specific to the office spaces within the upper floors themselves and do not include changes to the main entrance and elevator lobby, guard station, or conference room on the primary entrance floor. The terrazzo floors and walls, metal elevator and other doors all appear original. The conference room wood panel walls and curved bench are also original and the built-in microphone and speaker system integrated into the walls are also original, though their use has been replaced by modern technology. The granite exterior and glass window partitions with concrete and steel form of the building also appear original and follow the form of the International style as it was originally constructed.

The building has not moved and so it retains integrity of location, and adjacent buildings still strongly represent the Capitol plan area and public use setting, feeling and association with the Capitol Master Plan. However, the exterior of the building, which includes the granite and concrete materials that are the significant characteristics representing the International style design, have not changed. The steel and concrete frame of the building remains consistent with no changes and the design with the landscaped courtyard and layout within the Master Plan are remains consistent with its original construction. Therefore, the Resources Building maintains all seven aspects of integrity including materials, workmanship, design, location, setting, feeling, and association.

Regardless of integrity, the building is evaluated as not eligible for the NRHP and CRHR.

See continuation sheets.

**CONTINUATION SHEET**

\*Recorded by: Jeremy Adams, ECORP Consulting, Inc.

\*Date: 5/19/2015

Continuation

Update

**B6 Continued:**

**California Historical Landmark Considerations:** The Resources Building was the first building constructed as part of the Master Plan in the 1960s. However, the fact that it is the first building constructed as part of the Master Plan, as explained above, does not make it historically significant to California. The building is not a prime representative example of any individuals' historically significant works or their contributions to the history of California. The Resources Building represents the International style of architecture, but its characteristics and defining features are not unique or exemplary among other buildings of the same style. Therefore, it is not an outstanding representation of that architectural style in California. In addition, the building is evaluated as not eligible for either the NRHP or the CRHR, and it is not currently listed on any local historical register for the City of Sacramento. Overall, the Resources Building lacks historical significance to California and is considered not eligible for designation as a California Historical Landmark (CHL).

See continuation sheets.

\*Recorded by: Jeremy Adams, ECorp Consulting, Inc.

\*Date: 5/19/2015

Continuation

Update

**B12 Continued:**

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See continuation sheets.

\*Recorded by: Jeremy Adams, ECORP Consulting, Inc.

\*Date: 5/19/2015

Continuation

Update

**B12 Continued:**

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See continuation sheets.

**CONTINUATION SHEET**

\*Recorded by: Jeremy Adams, ECORP Consulting, Inc.

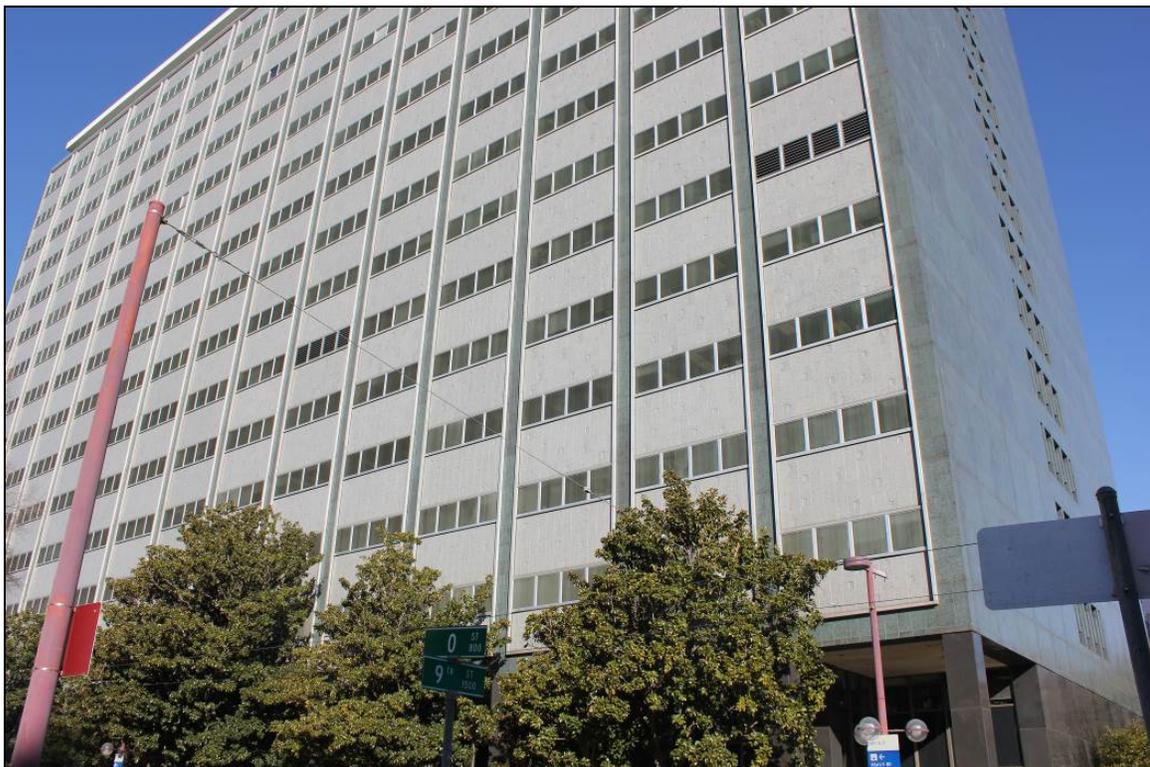
\*Date: 2/20/2014

Continuation

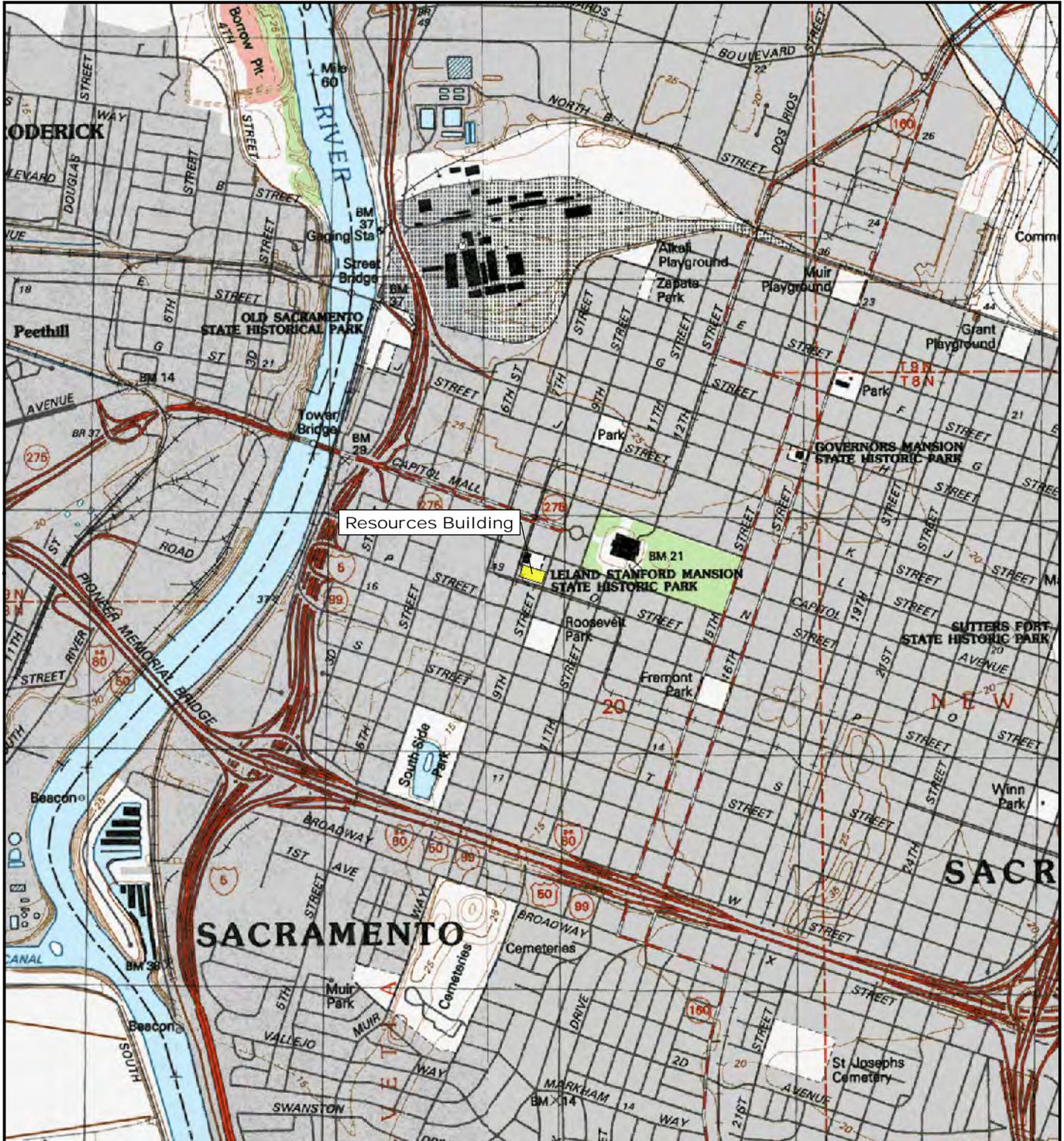
Update



Resources Building eastern elevation (view towards the west) – 1/17/2014

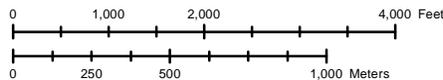


Resources Building southern elevation (view towards the north) – 1/17/2014



**\*Required Information**

DPR 523J (1/95)



Location: N:\2013\2013-158 RESO Resource Building Evaluation\MAPS\Cultural\_Resources\Location\_Map\1416\_5th\_DPR\_Location\_v1.mxd (JDS)\XORnew 2/27/2014

**Appendix C**  
**Consultation**

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**OFFICE OF HISTORIC PRESERVATION  
DEPARTMENT OF PARKS AND RECREATION**

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OCT 1 2015  
REAL ESTATE  
SERVICES DIVISION  
ENVIRONMENTAL SERVICES SECTION

September 25, 2015

Reply in Reference to: CAGEN\_2014\_0314\_002

Ms. Val Namba  
Senior Environmental Planner  
Energy & Environmental Section  
California Department of General Services  
707 3<sup>rd</sup> St., 4<sup>th</sup> Floor  
West Sacramento, CA 95605

RE: Public Resources Code § 5024(c) Determination of Eligibility Resources Building,  
1416 9<sup>th</sup> St., Sacramento, Sacramento County, ADA Improvement Projects

Dear Ms. Namba:

Thank you for your letter dated June 9, 2015 regarding whether the Resources Building, 1416 9<sup>th</sup> Street, Sacramento, Sacramento County, is eligible for inclusion in the National Register of Historic Places (National Register) and, thus, shall be listed in the master list of State-owned historic resources (Master List) pursuant to Public Resources Code § 5024

The Resources Building is a State-owned building under the jurisdiction of the Department of General Services (DGS). DGS is in the planning stages of design work and environmental review for projects under the Americans with Disabilities Act (ADA) at the Resources Building. The building's date of construction is 1964.

For purposes of whether the Resources Building shall be listed on the Master List, DGS has concluded in documents submitted to the Office of Historic Preservation (OHP) that the building is not listed in or eligible for inclusion in the National Register and is not registered or eligible for registration as a California Historical Landmark pursuant to Public Resources Code § 5021, and thus, shall not be included on the Master List.

I concur that the Resources Building is not registered or eligible for registration as a California Historical Landmark.

Regarding the eligibility for inclusion in the National Register:

National Register Criterion A

Under Criterion A, National Register Bulletin 15, page 12 states, a property needs to be significant within "a pattern of events or a historic trend that made a significant contribution to the development of a community, a State, or the nation." The Resources Building is locally significant within the context of Community Planning and Development for its association with the development of the Capitol Master Plan. This plan was envisioned as a long-range plan for the construction and expansion of State facilities surrounding the Capitol. In the post-war years and in the 1950s, California experienced a large population growth and required expansion of the State workforce to keep up with demands placed on State government. In 1959, the 13-person Capitol Building and Planning Commission was founded by act of the Legislature.

The Resources Building was the first construction project of the Capitol Master Plan. Not only was the Capitol Master Plan significant within the development of State facilities, the plan had a significant impact within Sacramento. In 1860, the City of Sacramento granted the State the land between L and N Streets and 10<sup>th</sup> and 12<sup>th</sup> Streets for a new capitol building.<sup>1</sup> In 1960, the State still owned 69.8 acres originating from the City land grant, which had not been used for the construction of the Capitol. Within the City of Sacramento, it can certainly be argued that there is no other plan that has had as many impacts on the character and design of the City. It is further important to note that it was significant enough in Sacramento for the design committee of the Capital Master Plan to solicit suggestions for committee members based on recommendations from both the Sacramento Mayor and Sacramento County Board of Supervisors. While the Resources Building was the first property of the Capitol Master Plan to be built, the plan had a 20-year outline for land acquisition and 40-year build-out of buildings, structures, parking lots, and landscaping improvements, and throughout the 1960s and 1970s, construction of office buildings and facilities continued.

#### National Register Criterion C

In relation to National Register Criterion C, the International Style is part of Modernism, a European movement expressed in architecture, design and art of the early 20th century. International Style architecture in Europe was first recognized in the 1930s, in France and Germany, with early high style examples by Le Corbusier and Mies van der Rohe. Within the architectural realm of the United States there are significant examples of International Style architecture that date after the 1930s and continue through the 1970s. The assertion of the Architectural History and Evaluation of the State of California Resources Building dated May 2015 by ECORP Consulting, Inc. (Report) that this style peaked in the 1930s and 1940s is not precise. The 1964 Resources Building fits within the period of International Style architecture (1930-70s); other examples include Sacramento's SMUD Headquarters Building (1959), the New York IBM Building (1971), and the 1955 Police Station, in the Civic Center of Los Angeles.

The Resources Building displays many characteristics and design elements of the International Style, such as the display of regularity without symmetry, the use of rectilinear forms, the use of open interior spaces or openly planned interiors without definite fixed partitions; the use of a cantilever building construction to imply a visually weightless building quality; the balancing of the building in axial symmetry, flat roofs; smooth wall surfaces, and the lack of ornamentation and the use of design building elements as ornamentation. The Report states that the Resources Building is not an unique example of International Style architecture; however it is important to note that a building does not have to be an unique example of an architectural style; instead as National Register Bulletin 15, page 17 states, "it should embody the distinctive characteristics of a type, period, or method of construction," which the Resources Building does. The setting of the Resources Building is, as well, character-defining: "In its commercial form the International Style building is usually set back from the street, often with a large entry plaza, and exists as an isolated object in space rather than as part of a continuous street of buildings."<sup>2</sup>

Therefore, the Resources Building does not need to be the best, or a unique, example of International Style architecture within Sacramento, the state, or the nation to be eligible. As recommended in our April 22, 2015 letter regarding the references cited in the preparation of the Report, no references have been listed for the architectural significance discussion. The Mid-Century Modernism Context written for the City of Fresno by Lauren MacDonald is a good

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<sup>1</sup> National Register of Historic Places, Capitol Towers, 1500 7<sup>th</sup> St., Sacramento, Sacramento County, National Register # 14001090, Determined Eligible, 12/31/2014, page 9.

<sup>2</sup> National Register of Historic Places, SMUD Headquarters Building, Sacramento, Sacramento County, National Register #0900116, page 8.

source but is limited in scope and cannot be the singular reference utilized when creating an argument for the purpose of a determination of eligibility under the National Register regarding the significance or eligibility of an architectural property. To better understand the architectural style and provide a better evaluation, one of the first and most well-known sources is *The International Style* by Henry-Russell Hitchcock and Phillip Johnson, published in 1933. This reference would easily come up in a search of background material for the style. Please also note the subject building likewise does not have to be included in a walking tour, in architectural journals, or included on any list of local interest groups as an example of the International Style.<sup>3</sup>

The Report discusses the architects, John Carl Warnecke and Albert Dreyfuss under National Register Criterion C for their architectural significance without having discussed the Capitol Master Plan under this criterion. It is important to discuss the consideration of the Capitol Master Plan as a planning design tool, and one that should be considered in the future.

Therefore, it is my determination that, for purposes of Public Resources Code § 5024, the Resources Building is eligible for inclusion in the National Register under Criteria A and C and, thus, shall be included on the Master List of state-owned historical resources.

If you have any questions or would like to discuss this matter, please contact Michelle C. Messinger, State Historian II at (916) 445-7005 or at [Michelle.Messinger@parks.ca.gov](mailto:Michelle.Messinger@parks.ca.gov).

Sincerely,

A handwritten signature in blue ink, appearing to read 'Julianne Polanco', with a long horizontal line extending to the right.

Julianne Polanco  
State Historic Preservation Officer

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<sup>3</sup> The Resources Building was included on a bicycle tour organized by Sacramento Modern in May 2014. The tour features modern civic buildings in Sacramento. The non-profit group does include the Resources Building as a significant local modern historic building.

**OFFICE OF HISTORIC PRESERVATION  
DEPARTMENT OF PARKS AND RECREATION**

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APR 29 2015

REAL ESTATE  
SERVICES DIVISION  
ENVIRONMENTAL SERVICES SECTION

April 22, 2015

Reply in Reference to: CAGEN\_2014\_0314\_002

Val Namba  
Senior Environmental Planner  
Energy & Environmental Section  
California Department of General Services  
707 3<sup>rd</sup> St., 4<sup>th</sup> Floor  
West Sacramento, CA 95605

RE: Public Resources Code 5024(c) Determination of Eligibility (DOE) Resources Building,  
1416 9<sup>th</sup> St., Sacramento, Sacramento County, ADA Improvements

Dear Ms. Namba:

Thank you for your March 13, 2014 letter and for requesting my comments for the above project under PRC Sections 5024 on behalf of the Department of General Services (DGS). In addition to your letter, you provided an *Architectural Evaluation of the State of California Resources Building at 1416 9<sup>th</sup> Street, Sacramento, Sacramento County, California, March 2014 (Report)*. DGS has evaluated the building to determine its eligibility for the National Register of Historic Places (NRHP) and the Master List and determined that the Resources Building does not meet the criteria of the NRHP or for a California State Landmark.

DGS is in the planning stages of design work and environmental review for projects under the Americans with Disabilities Act (ADA) at the Resources Building, which was constructed in 1964.

My staff has reviewed the documentation you provided, and I would like to offer the following comments.

DGS has evaluated the Resources Building under National Register Criteria A – D and concluded that the property is not eligible for the following reasons:

Criterion A: because it is not related to the initial development of the Capitol or government offices in Sacramento, because it does not primarily represent the historical significance of the Capitol Master Plan (initiated in the 1960s), and therefore the subject property is not related to the broad patterns of history or individually significant with California, and the nation.

Criterion C: while the subject property represents the International style of architecture, its characteristics and features are not unique or exemplary among other more significant buildings of the same style, or as an outstanding representation of that style in California, Sacramento, or the nation, and because neither Albert Dreyfuss, John Carl Warnecke, and the firm of Livingston

& Blayney, in their capacity on the Commission, provided distinguishable historical significance as architects or planners to the significance of the Resources Building.

I cannot concur with DGS's determination of ineligibility on the basis of the submitted *Report* because the DPR forms do not provide for an adequate context for National Register Criteria A or C. As the guidance provided in *National Register Bulletin 15* states, (Criterion A) "events or trends, . . . , must clearly be important within the associated context( Page 12).The evaluation for the subject property under Criterion C does not provide a description of the style as a whole or an explanation of how this particular property clearly does or does not illustrate the features common to this architectural style (type), its individuality or variation of features that can occur within the type, or in its evolution. Please refer to the guidance provided in *National Register Bulletin 15*, page 18.

In addition to the direction offered in *National Register Bulletin 15*, I strongly recommend the review of two guidance documents: OHP's historic context guidance *Writing Historic Contexts and Format for Historic Context Statements*; both can be accessed on our website.

#### Period of Significance

The DPR forms have not established a Period of Significance (POS) for the subject property. Most properties have a clearly definable POS but the time span in which a historic property is considered significant must be established for the building. It is established by placing the building in its historic context.

I would like to offer the following, more specific points in regard to the submitted *Report*:

#### California State Capitol and Capitol Master Plan

There is very little information regarding the development of the architectural style of the plan and the plan itself. Large campus type plans were very popular within the time period and the context should better develop this theme. It is possible the plan itself could be significant and it is also notable the State hired a planner and a significant planner at that to participate within the development of the West End complex. This type of contextual information is necessary to better understand why the Master Plan is or is not significant under Criterion C/3 or within John Carl Warnecke's and Albert Dryfuss' body of work.

#### Architecture Context

The context presents the concept of International Style but does not discuss how the International style developed in the US and more specifically in California. Also a context about the development of the style for government buildings would be useful. For instance, please see the US General Services Administration (GSA's) book, *Growth Efficiency and Modernism, GSA Buildings of the 1950s, 60s, and 70s* as a good example. It is difficult to place the Resources Building within the very brief context and to evaluate its significance when the *Report's* context discusses the origins of the style in Europe and its high style buildings within that movement.

#### Evaluation

Criterion A or 1: What was the effect of the development of the West End project on Sacramento? Is it significant at the local level? Properties can be eligible for the NRHP at a local level and it should be considered for this evaluation.

Even though the Capitol area was already surrounded by many government offices and buildings at the time of the development of the Capitol Master Plan, it does not mean the project

could not be significant within a later period of development. It should be evaluated within its period of development, during the 1950s-1960s.

Criterion C or 3: Again the local level of significance should be considered. The DPR form states the building is not a prime example because there are better examples in Los Angeles and San Francisco. What is the significance of the Resources Building within Sacramento's Mid-Century modern architecture? I would recommend contacting the Community Development Department of the City of Sacramento for comments about Midcentury modern architecture and for other examples of International Style buildings in Sacramento that would or would not typify the design.

According to the DPR forms the Resources Building is merely one of many government buildings already in existence for office space. The use of the buildings does not factor into the argument for its "distinctive characteristics, type, period, and method of construction." Also I would provide more detail regarding Albert Dreyfuss' work and where the Resources Building fits within the extant body of his work as an architect.

It is important to note that Dreyfuss was the chairman of a 13-man commission, but he was hired because of his experience and reputation as a leading architect. As for John Carl Warnecke and the firm Livingston and Blayney, why is this plan a significant example of their work, their ideas? How does the Master Plan consider the use of open space?

As part of the integrity argument the character-defining spaces within the interior of the Resources Building have to be identified and a discussion of alterations to the building must be provided. It appears the character defining spaces on the interior have not been altered. If this is not true, then a discussion of the changes to the lobby, the guard station and changes in the corridor plan or any significant materials or finishes must be included in the DPR forms.

#### Integrity

The DPR form, page 6, states that the Resources Building maintains integrity of materials, workmanship, and design. How? This has not been discussed in the DPR forms. What are the materials? Does this include the interiors as well? Then there is the question does the building have integrity of location, setting, feeling, and association? From the single paragraph provided this is neither clear nor has been made explicit. Please note, in order for a property to convey its significance the retention of specific aspects of integrity is paramount. The *why, where, and when* of a property's significance must be clearly understood to determine which of the integrity aspects are most important.

#### References

Reviewing the references cited in the preparation of the DPR forms, there are none listed for the architectural significance discussion. *The Mid-Century Modernism Context* written for the City of Fresno (Lauren MacDonald) is a good source but rather limited in scope and cannot be the singular reference utilized when creating an argument for the purpose of a DOE decision about the significance or eligibility of an architectural property.

#### Technical issues

The historical context of the DPR forms for any DOE has to stand alone. In general, please insert relevant portions of the historic context from the *Report* portion(s) into the DPR forms in order to provide the reader with the complete background of the arguments made for or against eligibility. For instance, information discussed in Section 2.2 and 2.4 of the report are not in the DPR forms.

April 22, 2015  
Page 4 of 4

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Taking the above comments into consideration, please submit the updated DPR forms to my office in order for me to complete the determination of eligibility of the Resources Building.

I look forward to continuing our consultation. If you have any questions or concerns, please contact Michelle C. Messinger, State Historian II of my staff at (916) 445-7005 or at [Michelle.Messinger@parks.ca.gov](mailto:Michelle.Messinger@parks.ca.gov).

Sincerely,

A handwritten signature in black ink that reads "Carol Roland-Nawi, Ph.D." The signature is written in a cursive style with a large initial 'C'.

Carol Roland-Nawi, Ph. D.  
State Historic Preservation Officer