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DEPARTMENT OF
PUBLIC WORKS

CITY OF SACRAMENTO
CALIFORNIA

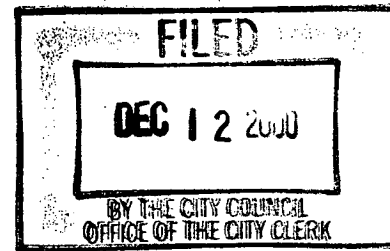
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TECHNICAL SERVICES
DIVISION

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November 27, 2000

City Council
Sacramento, California



Honorable Members in Session:

SUBJECT: CITY HALL DESIGN CONSIDERATIONS AND RECOMENDATIONS

LOCATION AND COUNCIL DISTRICT: 990 H Street, Council District 1

RECOMMENDATION:

This report recommends the City Council provide direction concerning:

1. Demolition of the annex buildings as part of the preferred project.
2. Massing, positioning, and urban design features of the City Hall expansion preferred project.

CONTACT PERSON: Bob Williamson, Project Manager, 264-8430

FOR COUNCIL MEETING OF: December 12, 2000

SUMMARY:

This report provides a summary of the historical assessment of the City Hall Annex buildings and recommends that the City Council consider their demolition as part of the City Hall project. This report also reviews the public input that has been received about the possible design features of the new building and recommends that the City Council narrow the directions so that the design team can continue to focus and refine the design for future reviews.

COMMISSION/COMMITTEE ACTION:

None.

BACKGROUND INFORMATION:

Since September 1, 2000 the David Taylor design team of Fentress Bradburn Architects, Gordon H. Chong & Partners, and Historic Environmental Consultants along with the team engineers have been studying the site bounded by 9th / 10th and I / H Streets. They have looked at many design alternatives that include:

1. Underground parking structures.
2. Above ground parking structures.
3. Office buildings that are symmetrical.
4. Office buildings that are asymmetrical.
5. Building masses that pull away from the neoclassical City Hall.
6. Building masses that push-up to the neoclassical City Hall.
7. Separate council chamber buildings.
8. Council chambers within a larger structure.

Many of these alternatives have been taken to community meetings and also to preliminary meetings with the City's Design Review and Preservation Board. In all cases, the design team has stressed that this project and the design be a part of a very public process. Some of the comments that have been received include:

- The neoclassical City Hall should be set apart as a beautiful historical building – get rid of the “ugly step-sister” annex.
- The annex buildings are historical because of their age and preserving them is a consideration.
- The entry to the new City Hall complex needs to be clearly understood from I Street.
- An entry from H Street is needed.
- A raised plaza like the one at the County Administration Building is not a good idea unless it can be done much better.
- The building behind the symmetrical City Hall should be symmetrical.
- The building behind City Hall should be different – maybe not symmetrical.

- The connection between the buildings should be open.
- The buildings need to be joined with a weatherproof bridge.
- The new building should be less massive.
- The building should be taller but not over power City Hall.
- The building should keep as low a profile as possible even if that means covering most of the site.
- The parking should be underground and hidden.
- The parking should be open and above grade because that feels safer.

The team recognizes that design effort for this project will be composed of many compromises and significant consensus building. While these comments reflect the range of opinions there has been some general trends and these can be boiled down to a few simple principals:

- A. Demolish the annex buildings.
- B. Create a design that shows off the neoclassical City Hall.
- C. Provide easy to use parking that blends with the building.
- D. Design the new building to be respectful of the neoclassical City Hall but don't copy it.

To further develop these principles, Historic Environmental Consultants researched and prepared a report on the annex buildings attached to the north side of City Hall – see Exhibit A. This report evaluated the impact that demolition of these buildings would cause. It concluded that demolition would leave the north side of the neoclassical City Hall viewable and that the annex buildings' historical value is less significant than City Hall. This report has been preliminarily discussed with the Design Review and Preservation Board and they did not disagree with the findings.

This council report recommends that demolition of the annex buildings be included as part of the preferred project and that the design team proceed on the assumption that the annex buildings will not block views to the north side of the neoclassical City Hall.

After review of many alternatives, the Design Team also embraces the idea that the neoclassical City Hall be presented as a centerpiece of the project and that the new project be pulled away so that most of the north side of City Hall be viewable and recognizable.

Because of the relatively high water table and the high cost of underground parking, the design team evaluated several alternatives and has concluded that a building, which

integrates parking into its design is much preferred over designs that seem to act as two different structures. The result of these considerations has led the team to further limit the building height to 5 or 6 stories because this would be less than the neoclassical tower and tall enough so that the building does not cover the entire site.

This council report recommends that the design continue to focus on solutions that fall within the generally described criteria and project principles.

Actions that will be coming before City Council in the coming months

- In February more discussions will be brought to City Council concerning the design of the project.
- Designs related to the program that begin to blockout spaces within the new design will also be brought to City Council for discussion.
- The hearing of the environmental report and approval of design will follow all of these design input reviews and meetings.
- With a Guaranteed Maximum Cost provided by the Taylor team, the City Treasurer will request authorization to sell bonds for construction of the project.

FINANCIAL CONSIDERATIONS:

This report makes no financial recommendations and the design activities were included in previous City Council actions.

The project will ultimately be funded by bonds issued close to construction commencement.

ENVIRONMENTAL CONSIDERATIONS:

In accordance with the State of California guidelines for implementation of the California Environmental Quality Act (CEQA) of 1970, the Planning Services Division, Office of Environmental Affairs has determined that an EIR must be prepared for this project and the process is underway. Designation of actions for inclusion within the preferred project are necessary so that the EIR can evaluate the potential impacts. These designations do not constitute final actions.

POLICY CONSIDERATIONS:

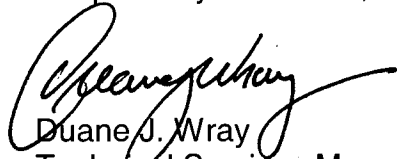
None.

City Council
City Hall Design
November 29, 2000

ESBD CONSIDERATIONS:

The Taylor team was selected from RFQ responses. Most of the engineering consultants for the pre-construction activities are ESBD certified.

Respectfully submitted,



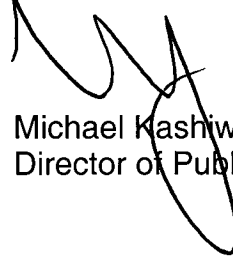
Duane J. Wray
Technical Services Manager

RECOMMENDATION APPROVED:



ROBERT P. THOMAS
City Manager

APPROVED:



Michael Kashiwagi
Director of Public Works

P/Active/BB81/Council/12-12-00/CityHallDesign12-12

HISTORIC STRUCTURES REPORT

Preliminary

SACRAMENTO CITY HALL COMPLEX

This Preliminary Historic Structures Report will note the series of modifications that have occurred to City Hall over time, focusing on the construction of the Firehouse and Annex structures. The final Historic Structures Report will focus on the City Hall structure and its architectural features, noting its history and evolution, and delineating important remaining features, both visible and currently obscured.

PROJECT DESCRIPTION:

The proposed Project is the construction of a new City Administration Building on the north half of the block bounded by H and I, 9th and 10th Streets, adjacent to the existing 1910 City Hall structure. The Project will include a seismic stabilization of the City Hall.

The Project may be extended to include some rehabilitation of the City Hall in order to refine its functions in concert with the new building and conduct important maintenance and repair work.

PURPOSE:

A principal consideration of the Project will be to provide a design for the new structure that is compatible architecturally and visually with the highly significant City Hall and that does not diminish its character and image.

An additional consideration focuses on actions to be taken regarding the existing Annex, which stands behind the City Hall on that portion of the lot planned for the construction of the new Administrative building. The former Firehouse, located on the northwest corner of the City Hall and interconnected with the Annex, must also be considered.

The purpose of this Report is to provide an historic and physical background of the Project complex as an element to be utilized for the determination of Project activities regarding these historic buildings.

REGULATION:

Treatment of cultural resources is governed by national, state and local laws and regulations. Historic and Prehistoric resources of importance throughout the City and County of Sacramento are inventoried and regulated by federal, state and local governments. The regulations that apply to cultural and historic resources in the City are discussed below.

FEDERAL

The National Historic Preservation Act of 1966 established the National Register of Historic Places as the official national listing of important historic and prehistoric resources worthy of preservation. The National Register includes districts, sites, buildings, structures, and objects with local, regional, state, or national significance. The definition of historic property includes "any prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion in, the National Register." (Advisory Council on Historic Preservation, 1986.) A historic property must meet specific criteria to be considered eligible for listing on the National Register of Historic Places.

STATE

The State Historic Resources Commission and Office of Historic Preservation (OHP), within the Department of Parks and Recreation, administers the State's historic preservation programs. The OHP oversees State agency compliance with State preservation statutes and programs, administers federal preservation programs in California, and administers State programs such as the California Register of Historical Resources. The California Register is a guide to identifying the State's historical resources and establishes a list of those properties that are to be protected from substantial adverse change (Public Resources Code Section 5024.1).

SACRAMENTO CITY HISTORIC PRESERVATION REGULATIONS

Title 32 of the Sacramento City Code provides for the identification and protection of significant historic resources in the City. At the conclusion of two earlier surveys, one of pre-1920 Residential Structures, and one of pre-1942 Non-Residential Structures within the "Old City" area bounded by Alhambra Boulevard, the B Street levee, the X Street freeway and Sacramento River, the City Council designated by ordinance certain structures and preservation areas for listing in the City's Official Register of Historic Structures and Preservation Areas (Official Register.) This Register classifies individually-listed properties into "Essential" and "Priority" structures, with "Essential" being the highest class. Protections of Essential Structures cover significant interior spaces and features as well as exteriors of structures. Protections of Priority structures cover only the exteriors of buildings. The Design Review and Preservation Board's (DRPB) approval of applications to alter individually-listed structures are based on compliance with the Listed Structures Plan and the Secretary of the Interior's Standards for Rehabilitation. DRPB approval is required prior to issuance of a building permit. Historic structures listed in the Official Register are eligible for review under the provisions of the State Historical Building Code.

Under Section 2.98 of the City's Zoning Ordinance, the City sets forth the following policies related to historic preservation:

"The highest priority is to encourage restoration and sensitive renovation of listed structures. ... Secondly, an alternative design solution to demolition of a listed

structure is to encourage harmonious incorporation of an existing listed structure into the design of a new development.”

Pursuant to Title 32 of the City Code, the City has also established a preservation program to protect and maintain the character of architecturally, historically, and culturally significant structures and sites within the City of Sacramento. New development is directed toward achieving compatible new construction that enhances existing historic values rather than diminishing them.

The values of identified preservation areas and significant historic buildings are to be protected as significant resources for the general welfare of the public. The Central Business District Preservation Area includes the City Hall as a contributing structure.

SIGNIFICANCE CRITERIA

National Register of Historic Places

National Register properties are distinguished by having been documented and evaluated according to uniform standards. These criteria recognize the accomplishments of all peoples who have contributed to the history and heritage of the United States and are designed to help state and local governments, Federal agencies, and others identify important historic and archeological properties worthy of preservation and of consideration in planning and development decisions. The National Register includes properties determined to have significance at the national, state and local levels, and properties important in history, prehistory, architectural history, engineering history, archaeology or culture.

Criteria for Evaluation

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

- A. That are associated with events that have made a significant contribution to the broad patterns of our history; or
- B. That are associated with the lives of persons significant in our past; or
- C. That embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- D. That have yielded or may be likely to yield, information important in prehistory or history.

In addition to meeting one or more of the National Register criteria, a property must also be determined to have integrity of location, design, setting, materials, workmanship, feeling and association in order to be eligible. Integrity must be judged with reference to the particular criterion or criteria under which a property is thought to be eligible.

California Register of Historical Resources

Any property listed in the National Register of Historic Places and California State Historical Landmarks designated after # 770 are listed in the California Register of Historical Resources, as are Points of Historical Interest. Properties formally determined eligible for the National Register are also included in the absence of owner objection. Properties included in a certified local Inventory and Preservation Program are eligible for listing upon review and approval of the State Historical Resources Commission.

Sacramento Register

Pursuant to Title 32 of the City Code, the Design Review and Preservation Board has adopted criteria to be used for the identification of essential and priority structure, and preservation areas, to be utilized for the designation and listing of properties in the City's Official Register of Historic Structures.

The Board has adopted the criteria, considerations, integrity tests, and levels of significance, which are currently in place for listing properties in the National Register of Historic Places as its principle criteria for evaluating properties proposed or nominated for listing in the City's Official Register, either as individually-listed properties or as Preservation Areas.

Any property proposed for individual listing or as a contributing structure in a Preservation Area must meet at least one of the following criteria:

- A. It is associated with events that have made a significant contribution to the broad patterns of our history;
- B. It is associated with the lives of persons significant in our past;
- C. Each of the following is considered a single criterion:
 - (1) It embodies the distinctive characteristics of as type, period, or method of construction; or
 - (2) It represents the work of a master; or
 - (3) It possesses high artistic values; or
 - (4) It represents a significant and distinguishable entity whose components may lack individual distinction;
- D. It has yielded, or may be likely to yield, information important in prehistory or history.

It must also be recognized that alterations to a property may themselves have historical or architectural significance, reflecting changing perceptions of style, construction techniques or social and cultural processes.

Historic Context

Historic Overview of Sacramento

Sacramento began with the settlement established by John Sutter near the banks of the American River in 1839. After exploring other sites along the American and Feather Rivers, he chose a little knoll on the land now designated as 26th to 28th Streets, between K and L Streets. This was the first permanent settlement in the area, and Sutter built his fort, con-

structed a flour mill, developed an irrigation system for his pastures, erected a distillery, and organized extensive hunting and trapping expeditions. When an employee discovered gold at Sutter's sawmill in Coloma in 1848, the news created an international Gold Rush to Sacramento and the foothill areas to the north and east. Overnight, Sacramento was transformed from its beginnings as a fort and agricultural settlement, to a busy new city.

At that time, the American River entered the Sacramento near the current Water Filtration Plant and I-5. The flow of the river deposited a sand bar just below the mouth of the river, significantly raising the bed of the river and diminishing its depth. Ocean-going ships coming up the Sacramento River could get no closer to the Gold fields and were forced to unload their cargo and passengers along Front Street on Sutter's embarcadero. This area became the critical point of entry to Sacramento and Gold Rush sites and grew quickly, outdistancing the growth of both Sutter's Fort and Sutter's planned settlement further south near the river and current Land Park, called Suttertown.

The first commercial growth in Sacramento took place along the Sacramento River, (presently the site of Old Sacramento) encouraged by the coming and going of river traffic that tied the new city to the bay area and the sea. The Old City area of Sacramento was laid out in 1848 at John Sutter Jr.'s request, by Captain W. Warner and then-Lt. William Tecumseh Sherman. It extended from the Sacramento River east to the current Alhambra Boulevard, and from the railroad levee on the north of downtown to just south of the X Street (Highway 50 freeway) on the south. The street pattern included a numbering system from Front Street (1st) to 30th Street with north/south running streets, and from the Railroad levee (B Street) through the alphabet to Broadway, running from east to west. Each block of lots within this rectangle contained eight 80' by 160' lots, with an alley running between the four lots on the north side of the alley and the four on the south of it.

As it grew, the city expanded to the east, with J Street becoming a major path to and from the gold fields of the north. At 12th Street, the path split, with one road continuing along J Street toward Hangtown [Placerville] and Coloma, and the other branching toward Auburn and Marysville. Thus J Street became the principal path to the gold fields for wagon trains, suppliers and gold seekers, as well as the principal route back from the mines, a conduit bringing millions of dollars worth of gold down J Street into Sacramento over time. As a result, the block faces on J and nearby K Street became occupied with buildings first, before much other construction had taken place. By 1854, the city extended down J Street to 12th Street. There was some construction in Alkali Flat and south of M Street, but J Street was the business focus.

In the latter half of the 1850s and early 1860s, California began a transition from a mining economy to an agriculturally based economy. While Sacramento's first growth was generated by the search for gold by hoards of miners, agricultural development was to become the true "gold" of the Sacramento Valley. As the ease of shipping crop products increased, both by ship and by rail, the rich river valley soil of the region began to prove more valuable than the gold which had initially drawn hoards of immigrants. This development, coupled with the permanent establishment of Sacramento as the site for the State Agricultural Fair helped produce growth in Sacramento. In 1860 construction began on the Capitol Building.

Another important factor in the growth and development of the city included its designation as the state's capitol between 1854 and 1856, and the construction, begun in 1860, of the State Capitol building. After much of the Intercontinental railroad construction issues were addressed, Sacramento's service as State Capitol became less visible until the 1920s and 1930s, when some statewide issues strongly emerged. Legislators began to attract more attention, and issues became more visible throughout the state due to media coverage. A number of notable hotels for visitors to the legislature, lobbyists, and businessmen were built

downtown, and the core of the city was an active, attractive, and economically successful area. The presence of the State Capitol, Capitol grounds, and accompanying classical and impressive sister buildings contributed stature, elegance and stability to the downtown area of the city.

Sacramento's largest employer, however, was the Southern Pacific Railroad, originally the Central Pacific Railroad. The railyards were located near the former Sutter's Lake just south of the original American River bed grew to be the largest such working/manufacturing railyard west of the Mississippi, and manufactured rail cars, locomotives, and everything that went into them including wheels, trucks, upholstery, steam boilers, table service silver plating, engine blocks, etc. The yards contained giant forges, stamp mills, blacksmith shop, lumber mill, electrical and brake shops, paint shops, hospital, etc. and was essentially a city unto itself. There are still many Sacramentans whose families were part of the railroad production and who remember the connection with interest and warmth.

The completion of the transcontinental railroad in 1869 and the location of the Central Pacific's shops on the north of the business district brought a great deal of commercial activity and growth to Sacramento. The development of street-car lines and eventually the automobile gave residents the ability to live further away from the place where they worked, and influenced growth to the east and southeast of the business district.

After the turn of the century, an atmosphere of prosperity and energy seemed to engulf the nation. The promise of a new century, economic health, a certain maturation of "frontier towns" into stable established settlements with some history of prosperity, and a national self-awareness generated a surge of interest in enhancing cities and towns both physically and functionally. Construction boomed, particularly of civic buildings, parks, monuments, and other public facilities. Merchandising blossomed, and the city prospered.

The growth of the state government itself from the early 1900s to the present has been a profound factor in the development of the city. Growing rather slowly in the nineteenth century, by the mid 1910s, the state government needed additional office space, as did the City. In 1910, the City constructed the current City Hall. In 1913 the City of Sacramento voted to spend \$700,000 to purchase property for an expanded Capitol area. The next year the State approved a \$300,000,000 bond measure for construction of the new property. Subsequently, the Jesse Unruh Building (formerly known as Office Building 1) and the Library and Courts Building were built in the 1920s. During the mid 1930s two more office buildings were added across N Street from the Capitol, the Public Works Building and the Department of Motor Vehicles (DMV) Building. Additional buildings were added to the State complex from the 1950s to the 1970s. The State is currently constructing several new buildings in the Capitol Area.

During World War II, building construction slowed dramatically, with building materials conserved for war effort uses. After the War, architectural styles largely imported from Europe and/or generated in California, such as the International Style, became popular and were introduced to Sacramento. The local interpretation of the style tended to create building images with simple rectangular planes and surfaces, and without ornamentation. The adoption of such imagery generated considerable renovation of downtown Sacramento and the removal of much ornamentation from existing buildings to "bring them up to date." The many upper floor angled bay windows so popular in earlier times were largely removed and replaced with blank "clean" walls, substantially changing the downtown image.

Due to the "flight to the suburbs" that occurred after the war, the above mentioned efforts to retain downtown customers by modernizing its buildings, and accommodating the expanded

age of the auto with parking meters and garages, the area became rather less inviting to shoppers and dwellers, and the downtown area began to decline. This decline in activity, the introduction of a number of buildings accommodating State workers and daytime offices, and the popularity of free parking at suburban shopping centers, combined to create a downtown less friendly to residential uses, lacking schools, and deserted on evenings and weekends.

Major efforts on the part of the City of Sacramento and Sacramento Housing and Redevelopment Agency resulted in the creation of an attractive new Downtown Plaza shopping area, a panoply of regenerative activities including night markets and weekly farmer's markets, and a renewed interest in downtown life and living. Current programs focus on this goal, and many buildings downtown have been rehabilitated or renovated and returned to a more useful life and positive role in the regeneration of this critical "heart of the city."

History of City Hall Complex

In 1906, the Board of Trustees (as the Sacramento City Council was known at that time) hired architect Rudolph Herold to produce plans for a new City Hall capable of housing all of the City's departments, which at that time were scattered in various locations and disparate offices within the City. On Monday, December 10, 1906, Herold presented his initial plans to the Board of Trustees. It was estimated that a lot could be purchased for the \$50,000 and the building that Herold presented could be erected for about \$200,000.

The following March a bond measure was on the ballot giving voters the opportunity to vote \$300,000 in bonds for site acquisition (\$100,000) and construction (\$200,000) of a new City Hall building. On Tuesday, March 5, 1907, Sacramento voters overwhelmingly approved the bonds by a 2292 to 275 tally.

From the approval of the bond in the March 1907 until December of that year, the Board of Trustees and the community became actively involved in the selection of a site for the new City Hall. One group favored a site that was located between M, N, 8th and 9th Streets. Another favored the northern portion of Plaza Park facing onto I Street. The current location on the south one-half of the block bounded by H, I, 9th and 10th Streets finally won approval on December 3, 1907.

In December 1907, a number of newspaper articles appeared urging changes in the original plans for City Hall. The early plans included a police station, jail and receiving hospital in the new building. It was proposed that the City Library be moved into City Hall and the Police Station, Jail and Hospital be moved into the old Library building, thus eliminating the chaos and undesirable elements associated with those activities from the venue where city business was to be conducted.

In January 1908 a new idea was put forward to consolidate the offices of both the city and the county all in one facility. As the debate continued on which departments to locate within a new facility, as the City moved forward on March 17, 1908, and filed condemnation suits against the property owners on the H, I, 9th and 10th Streets site. The process of the condemnation suits and associated negotiations dragged on for months, but were finally settled late in 1908.

Also in March 1908, Rudolph Herold submitted new elevation plans for the City Hall. The new plans differed considerably from the original plans presented in 1906, and were adopted. The current City Hall was constructed from these plans, essentially as presented at that time. Herold developed detailed plans and specifications for the new City Hall and these

were submitted to various city committees for review. Final approval was reached and the plans were adopted on December 28, 1908. The city clerk was directed to advertise for bids.

A construction contract was awarded to the Thompson-Sterrett company of San Francisco on March 1, 1909. By mid-month the site was announced as cleared for construction and a building permit was issued on March 21, 1909. Construction began in April.

City Hall was ready for occupancy in April 1910 and the moving of city offices to their new quarters was largely accomplished during the week of April 10-15th. A picture appeared in the April 16, 1910 issue of the Sacramento Union showing Mayor Beard in his new office, and another picture ran in the April 20 issue showing the Board of Trustees conducting their first meeting in the new building.

Apparently, costs prevented the City from the interior completion of the east end of the second and third floors, and a few other areas in the interior at that time. However, it wasn't long before city officials retained the services of prominent local architects, Seadler & Hoen, to provide plans for build-out in the unassigned areas on the second and third floors. Plans were completed in March 1913 and a call for bids for the \$15,000 project soon followed in June.

There were some minor changes in partitions and public counters in 1921, according to plans produced by city engineer, Albert Givan. However, the building remained virtually unchanged until 1934. Well known local architect Harry Devine was retained to complete plans in the spring of 1934 for a new \$65,000 Annex building to accommodate the growth of city government. Funding for the annex was partially provided by a New Deal program—the federal government's Public Works Administration (PWA). This project led to construction of the Annex, which included the fire station and the first 109' of the office Annex, then known as the "west wing." In March of 1934, Campbell Construction Company was awarded the construction contract for the first phase of the Annex project.

In 1938-39, Devine prepared plans for the addition of a 73' 6" extension to the existing east end of the Annex building, known as the "east wing." This project was also partially funded by the PWA.

In 1939, plans were also produced to remodel the elevator enclosures. The existing wrought iron construction framing the elevator doors, and the wired glass "cage" enclosures for the cab were to be removed. The front surface of the new elevator was to be finished with marble facing on the first/main floor, and plaster on the other floors. The original ironwork shaft holding the original elevator cage, which was open to the interior staircase and allowed light from a skylight atop the elevator shaft into the staircase, was removed. The side walls of the formerly "open" shaft adjacent to and visible from the staircase were enclosed.

In 1938 architect Charles F. Dean completed plans for a complete redesign of the Council Chambers. Dean's design was essentially moderne in style with art deco influences. It featured a black and white color scheme combined with dark Philippine mahogany. To improve on acoustics in the hall, Dean also included a new acoustic drop ceiling and occasional "sound wall" panels around the perimeter of the Council Chambers.

The next major City Hall remodeling effort occurred some twenty years later, in 1958-59, when the Assessor's, Auditor's and Controller's offices were remodeled, a new elevator system was installed, and another complete redesign presented for the Council Chambers. Plans for the remodeling were developed by Harry Devine and were completed in July of 1959. The remodeling of city offices averaged about \$12,000 each and the almost \$30,000

contract for the work on Council Chamber was awarded to the Roebbelen Construction Company.

In 1964 the meeting room to the north and east of Council Chambers, which had been used as a Press Room, was refurbished to provide an additional conference and meeting room. The Press Room was moved to the third floor next to the Planning Department.

In the mid 1960's, growth in city staff and functions caught up with the available space. In 1965 the city bought the Veterans of Foreign Wars building on 5th Avenue and moved the entire Recreation and Parks Department to that location. Also in 1965 the City Personnel Department and the Retirement Board were moved to the second floor of the traffic engineer's building at 817 10th Street. The Purchasing Department was moved into the Herold-designed Forum Building at 812 10th Street. Any subsequent other new offices and functions had to be housed in facilities outside City Hall. In July 1969, city engineer Carl Jennings recommended the building of a new city office structure in a report to City Manager Richard L. Rathfon.

In 1971 a movement was started by Mayor Richard Marriot and City Manager Walter Slipe to construct an all new City Hall building, with the possibility of consolidation of City and County offices. This proposal was not successful.

Many changes and relocations of different departments within the Annex have taken place over time which have involved interior modifications, and the relocation of partitions and interior spaces.

Between 1985-88 plans for another gradual remodeling of city offices were developed by the City Engineer's department. In April of 1987, \$206,000 was voted for the completion of an ultra-modern, "high tech," media center, and \$247,000 in an associated remodeling of the Council Chamber. The plans for this work were developed by Tomich & Yee. This architectural firm was the professional successor to the firm of Dean and Dean, who had designed changes to the City Hall in 1939. When completed, the Chamber appeared as it does today. At the same time, an additional \$353,000 in refurbishing funds were voted for other interior office remodeling to take place in the ensuing five years. The Council also indicated, even at that time, that the City was making plans for construction of a new administrative center in the next ten years.

Significance of the City Hall Complex

The principal architect for the design of the City Hall was Rudolph Herold. The principal architect for the design of the Firehouse and both sections of the Annex building was Harry Devine Sr.

Architectural and Historic Significance of the City Hall

The Sacramento City Hall appears eligible for listing in the National Register of Historic Places at the local level of significance. It has never been proposed formally for nomination, but has been reviewed in a local Inventory as eligible for listing. The building also appears eligible for listing in the California Register of Historical Resources. Further discussion of appropriate National Register of Historic Places Criteria, historical and architectural context, and the application of the *Secretary of the Interior's Standards and Guidelines for the Treatment of Historic Properties* will be included in the full Historic Structures Report for the Complex.

Architectural and Historic Significance of the Firehouse/Annex building

Description

The Firehouse Annex building was designed in 1934 by Harry Devine Sr. The building, whose south elevation has the appearance of being an addition added to an addition, was evidently built between 1934-35, and the east extension 1937-38. The first phase included the Firehouse and western portion of the Annex building that stands to the north of the City Hall. The second phase consisted of the extension of the Annex building to the east, as far as the east end of the City Hall. The east (second phase) addition mirrors the first phase in terms of design, material, fenestrations and dimensions. The first connection from the Annex to the City Hall was made in conjunction with the first phase, and the second connection was added with the east addition. The construction of the Annex created an open space or court between it and the City Hall that is open on the east, but blocked by the Firehouse portion of the building on the west. Additional exit stairs to accommodate exterior safety access for those on the second and third floors, and the framework to support them, have been added to the interior court.

Two connecting windowed passageways between the City Hall and Annex were constructed in the 1930s, the westernmost passage being the oldest. The full extent of the impact of creating the passages in the original north wall of the City Hall is unknown at this time, due to the location of the passages.

The first phase building is essentially a long rectangular "box" of reinforced concrete, containing offices and abutting the Firehouse portion to the west. The Firehouse portion is designed to appear as a different building from, although attached to, the rest of the Annex building. This portion of the building contains three large truck door openings on the west elevation, used when the building served as an operating station, and three multi-paned double hung windows in the south-facing facade. The south elevation contains two additional block forms next to the truck section: one two story block immediately adjacent to City Hall and barely touching its northwest corner, and a one story block adjacent to it on the west, that stands on the south elevation of the two and a half story truck section. The cornice treatment of the Firehouse portion is offset and different from the remainder of the Annex building to the east.

The surface of all portions of this building is concrete, smooth on the north, west, and south portions, with the exception of a decorative rusticated surface treatment on the block nearest the City Hall. There are three openings on each floor on the north elevation, those on the second being double hung, 6 lights over 6, and those on the ground floor being a small awning type. There are also three of the same windows on the west elevation above the fire door openings and belt course, and on the south above the first floor projection. Windows are enframed by flat, cast, molding. A small decorative block projects above the center of windows on the west. Outside corners of the building are fitted with rusticated quoins topped by simple cast caps. Small acroteria-like ornaments project from the cornice band. The rusticated quoin design is carried out on the block closest to City Hall, in a pattern similar to the surface of City Hall. This block contains a segmented arch window outlined with rusticated "stone," and a flat-arched window, beneath a plain cornice frieze. A portion of the design wraps around onto the truck portion and stops. The one story block contains wood sash casement windows with transom windows beneath a smooth cornice frieze. A low, brick box stands south of the Annex /Firehouse wing, containing mechanical equipment to service City Hall.

The rectangular Annex building paralleling the City Hall is smooth-surfaced concrete with banks of multi-paned double-hung, wood sash windows, in combinations of three and four window panels. Interior stairways are metal. The connections contain multi-paned glass sections and wood.

Background of principal architects for the City Hall and its additions

Rudolph Herold

The City Hall building's architect, Rudolph Herold, was born in San Francisco in 1870. At the age of 18 he took a job with McDougall & Sons, a building firm that eventually evolved into an architectural firm. After several years with McDougall, Herold set out on his own as an independent architect and taught architecture at the Lincoln Evening School. Soon after, Herold went to Europe for a three year stay to study architecture.

After his return, Herold moved to Sacramento in 1901 and he soon gained a reputation for his work on public buildings. Herold was a master of many styles of architecture, but was particularly adept with the use of terra cotta ornamentation. Over the years Herold produced many memorable structures, such as:

- Sacramento City Hall
- Sacramento County Court House
- Sacramento County Jail
- Sacramento County Hospital
- Tehama County Jail
- Capital National Bank
- Masonic Temple
- Forum Building
- Gormley Building
- Del Paso Country Club
- Mercy Hospital
- Weimar Sanitarium in Colfax
- Providence Hospital and Nurses Home in Oakland

Herold also designed a number of educational institutions, such as:

Lincoln School
 Marshall School
 St. Francis School and Priory
 Holy Rosary Academy in Woodland
 Auburn High School
 Sutter Jr. High

Herold designed residences for prominent families such as Didion, McClatchy, Diepenbrock, Margen, Keyes, and Senator Bills, as well as his own handsome Secessionist home. For his era, Rudolph Herold was recognized as one of the leading architects of the era in Sacramento, along with Dean & Dean and George Sellon. His career was cut short by his death at 56.

Harry Devine, Sr.

Harry J. Devine, Sr. served as the architect for both phases of the Firehouse and Annex building construction which occurred between 1934 and 1938. Devine was also the architect for the remodeling of the Council Chambers in 1959.

During his long and prolific architectural career in Sacramento, Harry Devine Sr. was recognized as one of the region's principal architects. His practice encompassed a broad range of building types, with a particular focus on religious buildings. His personal and professional work was acknowledged through awards and honors in both civic and private projects.

Harry Devine was born in Sacramento in 1894. Harry graduated from high school at Christian Brothers School in Sacramento, and went on to the University of California at Berkeley. His academic career was interrupted by the onset of World War I until he returned, graduating in 1919. Devine opened an architectural office in Sacramento, and married in 1922. His son, Harry Devine, Jr., ultimately assumed the management of his father's architectural firm, which has continued to the present, despite the demise of both father and son.

Among the more notable buildings designed by Devine are the following:

State Dept. of Education Building, Capitol Mall
 Sacramento County Administration Building 7th & I
 Sacramento County Jail, 7th & H
 Federal Building, Capitol Mall
 Bishop Armstrong High School, Sacramento
 Sacred Hearth Church, Sacramento
 St. Ignatius Catholic Church Campus - for which he was given two First Place awards by the National Catholic Education Association for the most distinguished church design of 1957, and the parish campus master plan. Sacramento
 Mercy Hospital addition, Sacramento
 Roos Atkins - 10th & K, Sacramento
 I. Magnin Department Store, Sacramento
 California Junior High School, Sacramento
 Wells Fargo Bank - Capitol Mall
 American Trust Company Bank, Sacramento
 Anglo-California National Bank, Sacramento

Mr. Devine also worked as Supervising Architect for the Sacramento Unified School District for sixteen years, served on the Sacramento Planning Commission, and on the State Board of Architectural Examiners for ten years (three years as its president.)

Harry Devine was an avid baseball fan and for a few years became the majority owner of Sacramento's AAA team, the Solons. In 1948, he designed and built a new Edmonds Field to replace the wooden structure that had burned. At his death he was honored as an architect, an outstanding citizen of Sacramento, and one of the first Sacramentans to receive the highest laymen rank in the diocese, conferred by Pope Pius XII, as *Knighthood Commander in the Order of St. Gregory the Great*, awarded for his service to the church and for his participation in many civic activities.

Discussion

The Firehouse/Annex structure has been in place, adjacent and connected to the City Hall for over 50 years, making it a visual and physical aspect of City Hall's image for that time, and longer. City Hall has been viewed by the public with these additions for a period of time that would make it eligible for National Register listing should it meet that criteria. Therefore, it has become a part of an apparently National Register eligible property.

The National Register of Historic Places criteria information states that

“...it must also be recognized that alterations to a property may themselves have historical or architectural significance, reflecting changing perceptions of style, construction techniques or social and cultural processes.”

There are no known events or significant persons associated specifically with the Annex/Firehouse building that is connected to City Hall. The Annex building does, however reflect changing perceptions of style and construction techniques. The quality of the 1934-38 interpretation of those changing perceptions must be examined.

Only the Firehouse portion nearest the City Hall contains decorative elements that reflect the surface treatment of City Hall, which makes this building portion the most visually compatible element of the Complex additions. However, this section is an integral element of the rest of the Annex building, even though the several “block” elements appear to have been additions to the building at different moments in time. The appearance of these different visual elements that look like additions, belie the fact that the entire construction placed on the western end of City Hall was designed and built at the same time. Therefore, it is actually just one building, phase 1, that has received several different but simultaneous architectural treatments. Phase 2 is simply the extension to the east of the then-existing Annex, by approximately 73 feet.

The major portion of the Annex and a segment of the Firehouse portion reflect a minimalist expression of the International Style that became known and began to be utilized in this country during the late 1920s, early 1930s. In its best interpretations, the Style displays unornamented wall surfaces, asymmetrical facade treatment, curtain walls hung over steel frames to create a sense of lightness, long bands of windows that are made possible because of this structural system, and cantilevered projections. Proportion and the interplay of “pure” rectangular forms became more important as ornament diminished. When these elements are compared to their interpretation in the Annex/Firehouse, there appear to be obvious elements of the style that are significant but not present in this building. The building does not reflect an interesting interplay of solid rectangular elements and does not appear “light” due to steel curtain wall treatment. Its facade design is limited with the exception of the asymmetrical southern facade treatment. The building does not appear to be a “good” representative of the International Style even though it possesses some of its elements.

The design presents some additional anomalies. The treatment of the block nearest the City Hall carries a flat-arched window that immediately abuts the larger Truck block, and carries the ornament around the corner and abruptly stops. The blank wall of the truck block with Moderne image window moldings appears incompatible with the Beaux Arts features of the City Hall.

Additionally, the effort to make the Firehouse look like a separate building on the west end of the Annex, with a lowered eave line and an offset in the wall do not appear to be an “honest”

reflection of the building's true design. There is also a visual disparity in "massing" between the Annex complex and the original City Hall.

Further, there have been major alterations to the Annex/Firehouse interior since the 1930s, affecting its integrity and public interpretation of the building's original use.

SUMMARY/CONCLUSION

The retention of just that part of the phase 1 building [i.e. the firehouse] that appears most visually compatible to City Hall would create a "new" building that has never existed as such before. It would make necessary the shoring up and enclosure of a portion of a building that was never a separate structure and does not have its own separate structural system. This option seriously lacks integrity, design and building fabric. While this building is the product of a master Sacramento architect, it is not a good example of Devine's work.

The retention of the whole rear Annex building in order to retain the more compatible Firehouse without creating a new building, would either diminish or preclude the extent of new construction and its intent and use as a new City Administration Building.

While the interior space of City Hall could be used for staff needs, and re-use could also provide opportunities for additional public activities and meetings, the retention of the Firehouse/Annex building or a portion of it does not appear to be a solution that enhances the existing and original City Hall building.