REPORT TO COUNCIL
City of Sacramento

915 I Street, Sacramento, CA 95814-2604
www. CityofSacramento.org

Public Hearing
April 17, 2007

Honorable Mayor and
Members of the City Council

Title: Nomination and addition of the property located at 512 & 516 U Street to the Sacramento Register as Contributing Resources in the Southside Historic District

Location/Council District: 512 & 516 U Street, Council District 4

Recommendation: Adopt an **Ordinance** placing the property located at 512 & 516 U Street in the Sacramento Register of Historic and Cultural Resources (Register) as Contributing Resources in the South Side Historic District, and specifying the property's significant features and characteristics

Contact: Kathleen Forrest, Associate Planner (916) 808-5896; Roberta Deering, (916) 808-8259

Presenters: Kathleen Forrest, Associate Planner

Department: Development Services

Division: Planning

Organization No: 4881

Description/Analysis

Issue: City Council action to add the property located at 512 & 516 U Street as Contributing Resources within the Southside Historic District, to the Sacramento Register of Historic and Cultural Resources. The applicant submitted a Demolition Investigation and Report (IR06-758) per Section 17.134.430 of the Historic Preservation Chapter of the City Code (proposed demolition of buildings 50 years or older) for the structures at 512 & 516 U Street. The Preservation Director made the preliminary determination that the structures are eligible for listing in the Sacramento Register as contributing resources to the South Side Historic District on January 31, 2007, per Section 17.134 of the Historic Preservation Chapter of the City Code. The Preservation Director forwarded the nomination to the Preservation Commission for its review and recommendation, including identified features and characteristics. On March 7, 2007 the Preservation Commission voted unanimously to recommend the nomination to the City Council.

Policy Considerations: This proposed action is consistent with the City's Strategic Plan Focus Area of "sustainability and livability", as well as the Preservation Element of the General Plan and the City's Historic Preservation chapter of the City Code.

Committee/Commission Action: On March 7, 2007, the Preservation Commission unanimously adopted a Resolution of Recommendation (attachment 6), forwarding the proposed nomination to the City Council for their consideration and action. On April 3, 2007 the Law and Legislation Committee unanimously recommended approval of the ordinance to the City Council.

Environmental Considerations: The Environmental Services Manager has determined that this action is not a Project per Section 15378 of the California Environmental Quality Act (CEQA), because it will not result in either a direct physical change in the environment or a reasonably foreseeable indirect physical change in the environment. In the alternative this action exempt from environmental review per Section 15308 Actions by Regulatory Agencies for Protection of the Environment. Separate development proposals affecting the property may require environmental review.

Rationale for Recommendation: This nomination is consistent with processes established in the Historic Preservation Chapter of the City Code (attachment 1, page 4). The property meets the eligibility criteria for listing in the Sacramento Register as a Contributing Resource in the Southside Historic District.

Financial Considerations: Not applicable

Emerging Small Business Development (ESBD): No goods or services are being purchased under this report.

Respectfully Submitted by: _____
David Kwong
Planning Manager

Approved by: _____
William Thomas
Director of Development Services

Recommendation Approved:

for Ray Kerridge
City Manager

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Attachment 1

BACKGROUND

In 2001, when the City Council adopted a then-new Historic Preservation Chapter, 15.124, of the City Code, earlier "Preservation Areas" were grandfathered in as "Historic Districts," but "supportive" structures were not grandfathered in as "Contributing Resources." Since criteria for contributing resource designation had been changed in the "new" chapter, it was anticipated that each supportive property would need to be reevaluated based on the new criteria. At the time, it was anticipated that the reevaluation of all the supportive properties in all the designated preservation areas would take a year, and that funding would be available to undertake this work. These assumptions were not realistic and the reevaluation was not undertaken. Since then, the current Preservation Chapter of the City Code, 17.134, allows the Preservation Director to make a preliminary determination of eligibility on a case-by-case basis and forward the nomination to the Preservation Commission and City Council for their action relative to listing the properties in the Register as Contributing Resources within their respective Historic Districts.

Following the submission of the Demolition Investigation and Report for the property located at 512 & 516 U Street, the Preservation Office retained Historic Environment Consultants, Inc. (HEC) to conduct additional research and evaluate the property relative to its potential as a contributing resource in the Southside Historic District (adopted on July 30, 1985, Ordinance #85-076). HEC prepared the attached DPR 523A and 523B evaluation forms (attachment 5), concluding that the property does contribute to the district based on the "age, scale, size and history related to the area, and the novelty of their visual image as a pair."

The South Side Historic District is the largest district in the City and has a period of significance that ranges from 1895-1930. It is linked by its relationship to the South Side Park itself, which divides the District into two distinct sub-areas. West of the Park, where the subject buildings are located, comprises a large area of simple high basement cottages.

While there is an eclectic mix of styles, most of the houses in this area of the district are vernacular high basement cottages or high basement Queen Anne and Colonial Revival/Craftsman styles which range in construction date from 1895-1920, as well as a number of Period Revival houses constructed between 1920-1940, for the most part built for working-class tenants and owners. As the change of styles is from contiguous periods of time rather than separate ones, South Side represents an eclectic neighborhood that was in a continuous process of building by similar kinds of people rather than sociologically distinct neighborhoods.

The property located at 512 & 516 U Street is consistent in design and scale with other vernacular cottages in the district. As stated in the attached evaluation (Attachment 5),

the property was constructed in 1925 for Frank Nordeste, a watchman for Sacramento City Parks. It is likely that he chose to build in this neighborhood because he often worked at South Side Park. Frank Nordeste and his family lived in 516 U and rented 512, until 510 U was built two years later and the family moved there.

The property is eligible for listing in the Sacramento Register under Criterion 3, "It embodies the distinctive characteristics of a type, period or method of construction" (17.134.170(A)(1)(a)(iii)). Although previous surveys indicated the buildings may have been altered, HEC's research determined that the buildings are predominantly intact, with the exception of the roofing material, which staff asserts has become significant in its own right.

Requirements for placement on the Sacramento Register of Historic and Cultural Resources (Register) as a landmark or as a Contributing Resource within a historic district are listed in Sacramento City Code section 17.134.170. Generally, nominated contributing resources are noted for one or more of the following characteristics: they are within the boundaries of a historic district, which has a geographically definable area with a significant concentration or continuity of resources unified by past events or aesthetically by plan or physical development; they embody the significant features and characteristics of the historic district and/or add to the historical associations or historical architectural qualities identified for the district; the resource was present during the period of significance of the district and relates to the documented historic significance; the resource possesses historic integrity; and the resource has important historic or architectural worth.

The City Council has found that placement of qualifying resources and historic districts in the Register benefits the community and the owner in numerous ways. Protecting and preserving historic resources helps to maintain and revitalize the City and its neighborhoods by stimulating economic activity, encouraging the use and reuse of historic buildings, and protecting buildings and neighborhoods from deterioration and inappropriate alterations, all of which enhance the City's economic, cultural, and aesthetic standing. The Preservation Commission is authorized to develop and implement preservation incentives, including the use of the State Historical Building Code, which may provide flexibility in means to meet Building Code standards to retain historic fabric and preserve historic structures.

Sacramento's Historic Preservation Chapter of the City Code, Chapter 17.134, regulates the approval and issuance of permits and entitlements involving resources included in the Register, including building permits for new construction; exterior alterations of existing buildings or structures, including work on windows; work affecting certain significant publicly-accessible interiors and site work; relocation of any structure; demolition or wrecking of any building or structure; sewer connection or disconnection; sign permits; and certificates of use or occupancy.

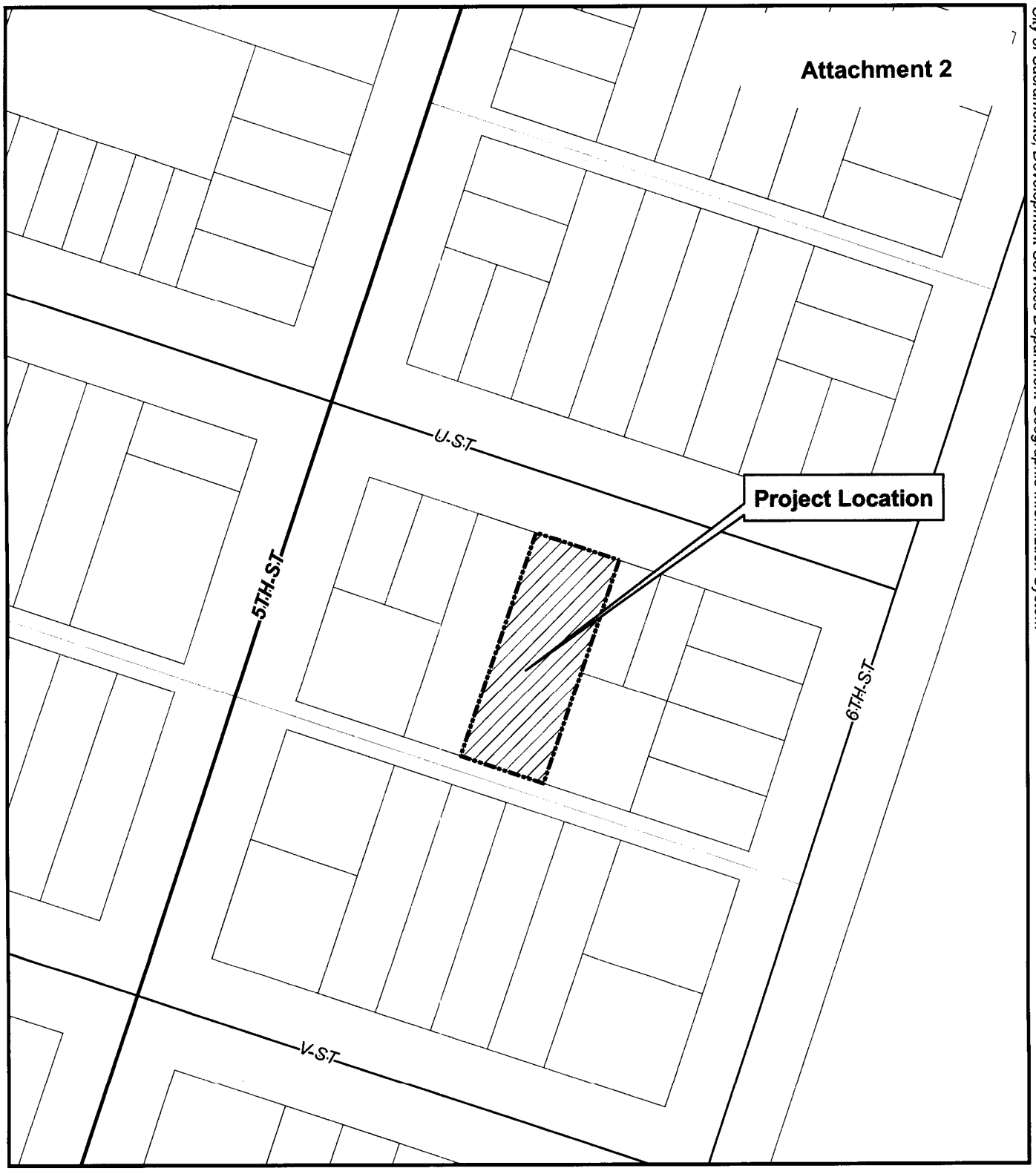
Resources nominated by the Preservation Commission by adoption of a Resolution of Recommendation to the City Council are regulated under Chapter 17.134 for a period

of 45 days in the same manner as if they were on the Sacramento Register. After 45 days has elapsed, if the City Council has not adopted an ordinance placing the resource on the Sacramento Register, these restrictions will no longer apply, unless the City Council extends the time period for an additional 45 days.

In addition, Chapter 17.134.490 sets forth minimum maintenance requirements for the purpose of protecting Listed Historic Resources from deliberate or inadvertent neglect. Prompt correction of structural defects is required. The Code Enforcement Manager and Building Official are authorized to enforce the provisions of this Chapter and utilize provisions of Chapter 1.28 of Title 1 of the Sacramento City Code. The City Attorney is authorized to take such legal actions as are legally available.

Listing the property would also meet the goals set out in the Preservation Element of the General Plan, including Goal B, "To Protect and Preserve Important Historic and Cultural Resources that Serve as Significant, Visible Reminders of the City's Social and Architectural history," and Goal C, "maintain and expand an inventory of Important Historic and Cultural Resources and their Settings and Retain Information Important to their Understanding." As stated above, South Side represents an eclectic neighborhood that was in a continuous process of building by similar kinds of people rather than sociologically distinct neighborhoods. Listing the property at 512 & 516 U Street would preserve two resources located in a previously identified historic district that contribute to the overall context of that district.

The applicant has had a pre-application meeting with staff to discuss conceptual designs that both meet his project goals and preserve the existing buildings.



City of Sacramento, Development Services Department Geographic Information System

IR06-758
512/516 U Street
Vicinity Map

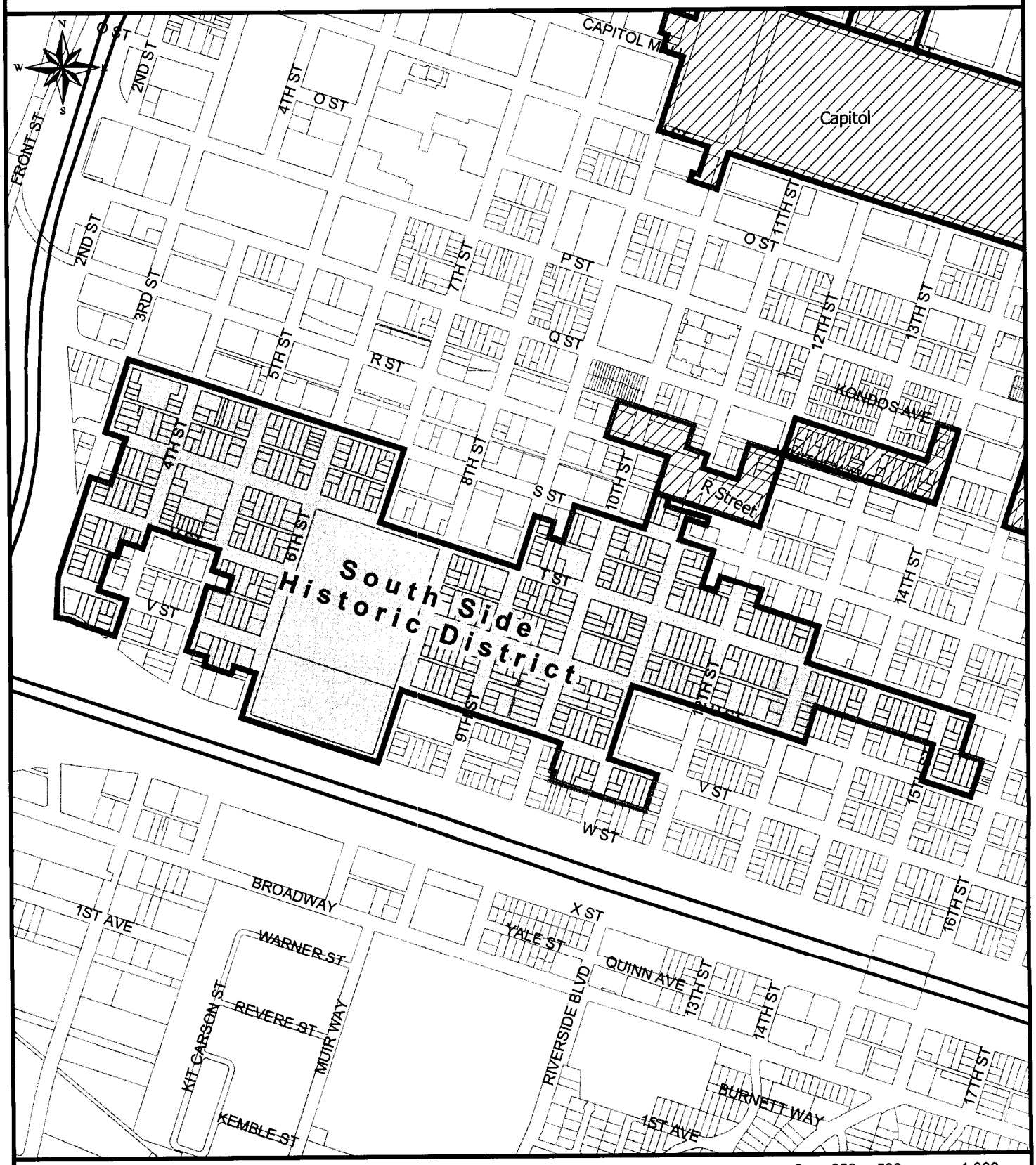
Forrest, Kathleen

Nomination of 512 & 516 U Street

April 17, 2007

City of Sacramento
Historic Resources

Attachment 3



0 250 500 1,000 Feet

Geographic Information System

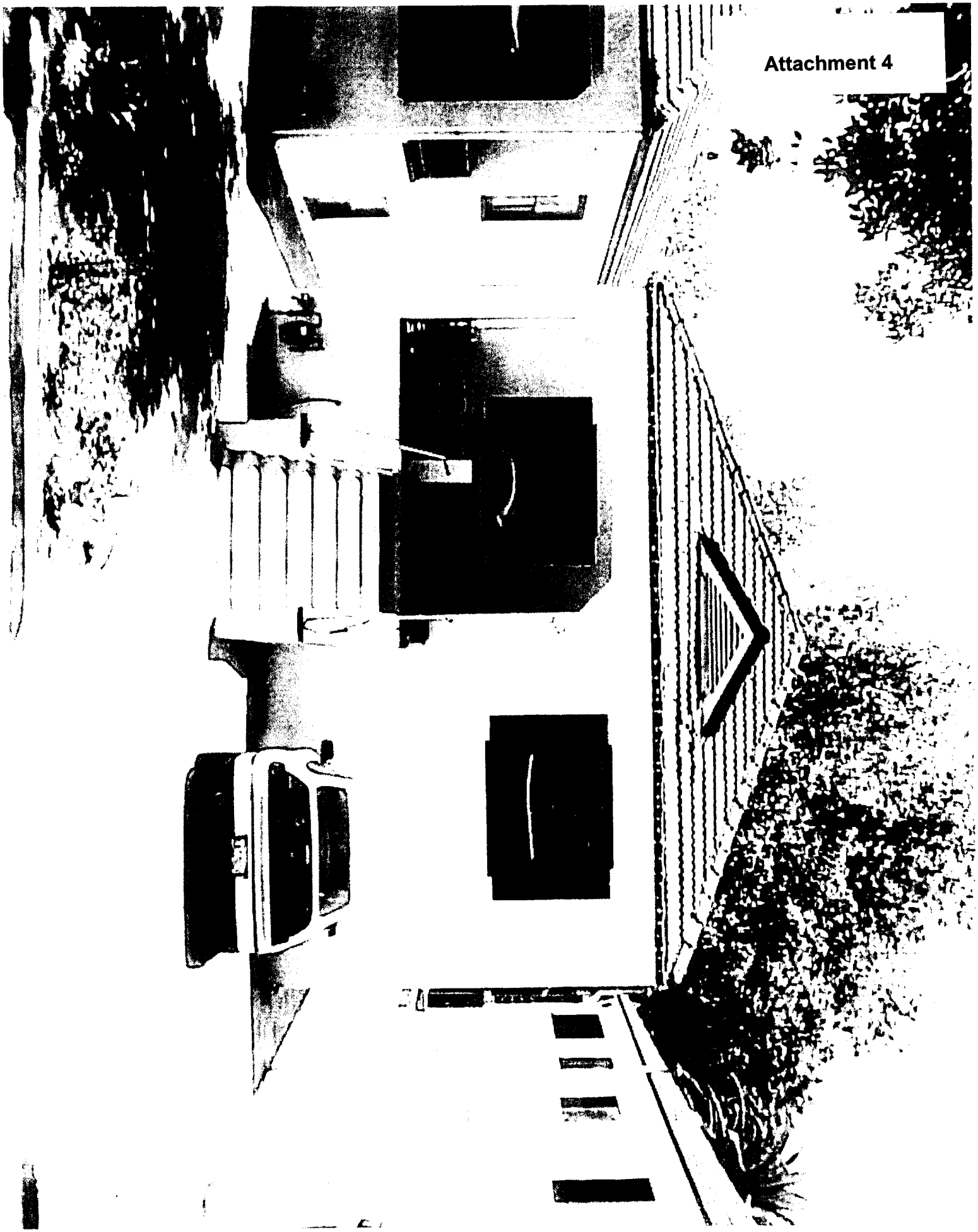
South Side Historic District

Ordinance # 85-076 July 30, 1985

Parcels

Other Historic Districts

South Side


Attachment 4

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

PRIMARY RECORD

Primary #_____
HRI #_____
Trinomial_____
NRHP Status Code_____

Attachment 5

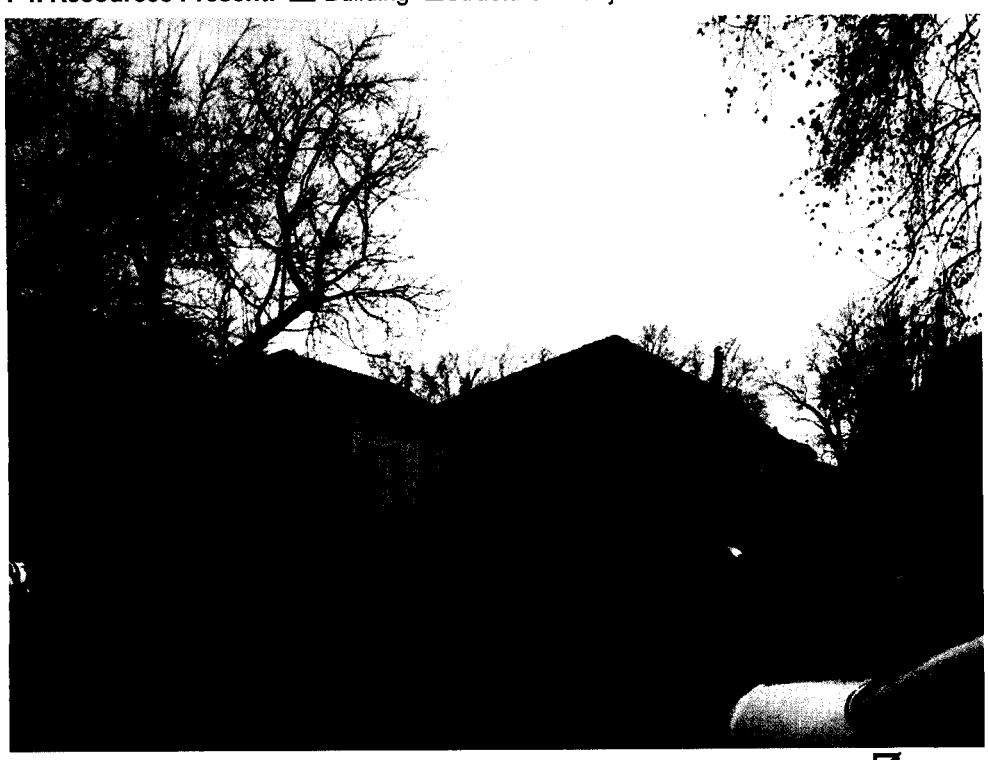
Other Listings_____
Review Code_____ Reviewer_____ Date_____

Page 1 **of** 3 **Resource Name or #:** 512 & 516 U Street
P1. Other Identifier: Frank Nordeste property
***P2. Location: *a. County:** Sacramento
b. Address: 512 & 516 U Street **City:** Sacramento **Zip:** 95818-1232
***c. USGS 7.5' Quad** Sacramento East **Date:** 1992
***e. Other Locational Data: APN#:** 009-0116-005
***P3a. Description:**

These two single-family wood frame houses share the same parcel and functionally operate as a detached duplex. They were built in 1925 for Frank Nordeste by Frank Lopez. The two buildings are mirror images of each other. They have hipped roofs sheathed in a tile-like material and the eave edges are flush with the walls of the buildings. The front elevation contains a triangular dormer with an attic vent composed of horizontal wood louvers. Both buildings are surfaced in plaster which may cover an original stucco surface. The mirrored front porches contain openings with angled corners that face the front and the side, facing each other. Two large, double-hung, wood sash windows flanked with small wood shutters are located on the other sides of the entries of the front elevation. All other windows are double-hung wood sash, one over one light. A large, square window opens onto the porch and the entry is in a sidewall of the porch. The openings on the porches are somewhat unique in that they have angled corners. The porches are recessed within the footprint of the corner of the house and covered by the same roof, which is supported at the outer corner by a square post. The porch balustrades on the façade and sides are square wood sticks. The porch and steps are concrete and the steps are flanked by a low solid wall descending from the porch to the sidewalk. The stair balustrades and sub balustrades are mounted on the low walls and consist of crude pipe railings. The structures are slightly elevated above ground level to accommodate basements.

***P3b. Resource Attributes:** HP3

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



P5b. Description of Photo: View to the southeast.
***P6. Date Constructed/Age and Source:** ☑Historic ☐Prehistoric ☐Both
1925
***P7. Owner and Address:**
Wilcox Revocable Family Trust
1172 Larkin Way
Sacramento, CA 95818
***P8. Recorded by:**
Paula Boghosian, Historic Environment Consultants
5420 Home Court
Carmichael, CA 95608
***P9. Date Recorded:**
January 2007
***P10. Survey Type:**
Intensive
P11. Report Citation*: City of Sacramento Historic Resources, March 2005.

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

State of California — The Resources Agency
DEPARTMENT OF PARKS AND RECREATION
Primary #
HRI#

BUILDING, STRUCTURE, AND OBJECT RECORD

 *NRHP Status Code: 5D1

*Resource Address: 512 & 516 U Street

B1. Historic Name: n/a

B2. Common Name: n/a

B3. Original Use: Multi-family Residence B4. Present Use: Multi-family Residence

*B5. Architectural Style: vernacular Period Revival

*B6. Construction History: The two houses were built in 1925 by Frank Nordeste. They were re-roofed in 1940 with the ceramic or composition roof tiles.

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

*B8. Related Features: None

B9a. Architect: unknown b. Builder: Frank Lopez

*B10. Significance: Theme: Residential Development Near Southside Park Area: Southside Park Historic District

Period of Significance: 1925-1975 Property Type: Multi-family dwelling Applicable Criteria: C

The two buildings were erected in 1925 for Frank Nordeste by contractor Frank Lopez at a cost of $3,000 each. The two buildings occupy the same parcel and have been under common ownership from their construction to the present time. Each of the buildings are a mirror image of each other. They share the same parcel and had a common original owner. The Nordeste family, Frank, Marianna and Frank Jr., lived in 516 U Street. Nordeste was a watchman for Sacramento City Parks and probably chose this location for his residence because he often worked at nearby Southside Park.

In 1927, contractor Lopez built 510 U Street for Nodeste. The house was constructed with an original basement used as a garage, and is taller than the 512 and 516 U Street houses. All three houses and one directly across the street were owned by the Nordeste family. In 1940, 510-516 were re-roofed with the same tile-like material. Frank Nordeste died in 1958 and by the early 1960s his wife Marianna sold the two properties.

In 1965 when Fulgencio Olivas owned 510 U Street, he converted part of the basement to a five room apartment.

Due to their proximity to the commercial heart of what was then Japantown (L Street to N Street, Front Street to 6th Street), the rental units were occupied by Japanese merchants and professional people until they were sent to internment camps in May 1942. After the war, 512 once again became occupied by Japanese families.

The buildings are listed in the Sacramento Register as properties within the Southside District that are 'recoverable' if alterations to the buildings were reversed.

(Please see Continuation Sheet)

B11. Additional Resource Attributes: none

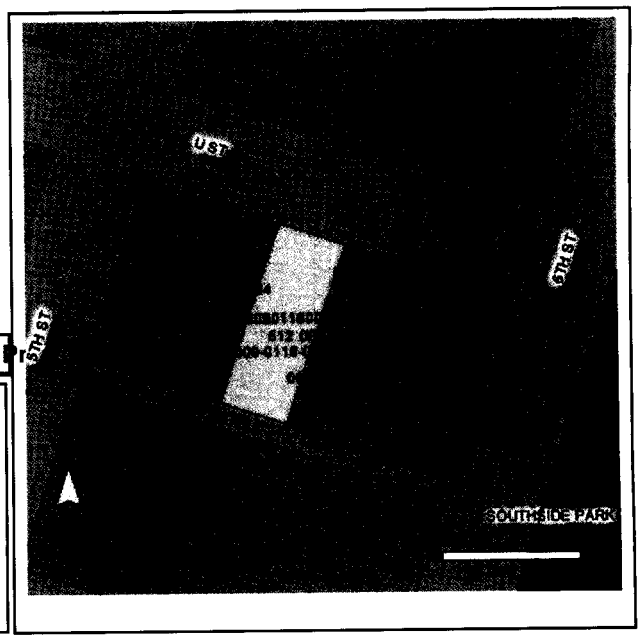
*B12. References:

City of Sacramento Building Permits
Sacramento City Directories
Sacramento Newspaper Index 1900-1937
Sacramento Bee, Obituary, 2/18/1958, p. D4 col. 7

B13. Remarks:

*B14. Evaluator: Paula Boghosian, Historic Environment Cons.

*Date of Evaluation: January 2007



State of California — The Resources Agency

(This space reserved for official comments.)

*These items consist of required information.

DEPARTMENT OF PARKS AND RECREATION	HRI#_____
CONTINUATION SHEET	**Trinomial**_____

Page 3 of 3 **Resource Name or #: 512, 516 U Street**
Recorded by : Paula Boghosian **Item #:** 10

(continued)

However, alterations to the houses appear to be relatively minimal. It appears that the original roof form was essentially retained but resurfaced, according to building permits in 1940. Alterations include a change in roofing material that may have also modified original eaves. The edges of the roof are now flush with the walls of the buildings.

Other possible alterations could have included a change in the shape of the porch opening from a curved to an angled bracket corner. Most of the recessed porches in the area have shallow arched or curved corners, rather than angled forms. There is no visible evidence that the corners have been changed and no building permits to that effect.

It is possible that the buildings have been resurfaced. However the existing, somewhat smooth but irregular, plaster surface is common to certain stylistic versions of Period Revival buildings in the 1920s and 1930s that are relatively similar to these houses.

The only other building permits issued were for repairs to the houses over time.

It appears that the only recorded alterations to the buildings were the changes in the roof material. The tile-like material used differs from other roofing materials in the area which are largely composition shingle or sheet material. The basic roof forms of the original houses remain the same.

The strongest visual character-defining features of the buildings are the 'voids' created by the recessed porches with their angled corner shapes, the matching front windows on each façade, and the roof forms including the lack of eave overhangs. There are many houses in the area with recessed porches and shaped openings, and this feature relates the pair to others in the District.

The importance of their architectural image appears to be largely due the novelty of their mirror-like design. It would appear that the buildings are contributors to the Southside District due to their age, scale, size, form, history related to the area, and the novelty of their visual image as a mirrored pair.

Attachment 6

M07-008

RESOLUTION NO. _____

ADOPTED BY THE PRESERVATION COMMISSION

ON DATE OF _____

RESOLUTION TO RECOMMEND THE NOMINATION OF 512 & 516 U STREET AS CONTRIBUTING RESOURCES IN THE SOUTHSIDE HISTORIC DISTRICT AND RECOMMEND THEY BE ADDED TO THE SACRAMENTO REGISTER OF HISTORIC AND CULTURAL RESOURCES

WHEREAS, the Sacramento City Council, in adopting Chapter 17.134 of the Sacramento City Code, has found that placement of qualifying structures, resources and historic districts on the Sacramento Register of Historic and Cultural Resources (Register) benefits both the community and property owners, because protecting and preserving historic resources help to maintain and revitalize the City and its neighborhoods by stimulating economic activity, encouraging the use and reuse of historic buildings, and protecting buildings and neighborhoods from deterioration and inappropriate alterations, all of which enhance the City's economic, cultural, and aesthetic standing; and

WHEREAS, on December 21, 2006, a Demolition Investigation and Report for the structures at 512 & 516 U Street was submitted to the City's Preservation Office; and

WHEREAS, on February 1, 2007 the City's Preservation Director made a preliminary determination that the structures meet the Register eligibility criteria and considerations as contributing resources; and

WHEREAS, the Preservation Commission (Commission) has the authority under Chapter 17.134 to consider Landmark, Contributing Resources and Historic District nominations for inclusion in the Register by adoption of a resolution of recommendation after holding a noticed public hearing; and

WHEREAS, on March 7, 2007, the Commission conducted a duly noticed public hearing to consider the nomination of 512 & 516 U Street and recommend to the City Council the following contributing resources for inclusion in the Register:

512 & 516 "U" Street, Sacramento

WHEREAS, the Commission has received and considered oral and documentary evidence at the hearing and has determined that the proposed contributing resources have special architectural character or special historical or aesthetic interest or value and contributes to the South Side Historic District.

WHEREAS, the Commission identifies the following features and characteristics of the resources:

- The recessed porches, including the angled corner shapes and the "voids" created;
- Matching double-hung wood sash windows flanked by wood shutters on each façade;
- Double-hung, one-over-one wood sash windows;
- Single-pane windows;
- Terrazzo steps with stucco wing walls and brick masonry caps;
- Square wood stick porch balustrades;
- Stucco finish;
- Triangular dormer with an attic vent composed of horizontal wood louvers;
- Hipped roofs sheathed in tile-like material (possibly a later addition);
- The lack of overhanging eaves; and
- Mirror-image design.

NOW, THEREFORE, BE IT RESOLVED that the Preservation Commission adopts this resolution to recommend the nomination of 512 & 516 U Street as contributing resources to the South Side Historic District and recommend to the City Council of the City of Sacramento that it place 512 & 516 U Street in the Sacramento Register as Contributing Resources to the South Side Historic District;

I hereby certify that the foregoing Resolution was adopted by the Preservation Commission of the City of Sacramento at its Meeting held on March 7, 2007.

Signed:

Bruce Booher, Chair
Preservation Commission

ATTEST: _____
William Crouch, Preservation Director
Urban Design Manager

Attachment 7

ORDINANCE NO.

Adopted by the Sacramento City Council

NOMINATION AND ADDITION OF 512 AND 516 U STREET TO THE SACRAMENTO REGISTER OF HISTORIC AND CULTURAL RESOURCES AS CONTRIBUTING RESOURCES TO THE SOUTHSIDE HISTORIC DISTRICT (M07-008)

BE IT ENACTED BY THE COUNCIL OF THE CITY OF SACRAMENTO:

SECTION 1

The Sacramento Register of Historic and Cultural Resources is amended by adding the property located at 512 and 516 U Street as Contributing Resources to the Southside Historic District.

The period of significance for the Southside Historic District is 1895-1930. The houses located at 512 and 516 U Street, built in 1925, are part of the discrete period of significance of 1925-1930, and they exemplify a type of vernacular Period Revival Architecture. The houses were built for Frank Nordeste, a watchman for Sacramento Parks.

SECTION 2

Sacramento City Code Section 17.134.180 prescribes that the Significant Feature(s) or Characteristic(s) of the resources to be added to the Sacramento Register shall be identified in the designating Ordinance. The significant features and characteristics of 512 & 516 U Street include the following:

Significant Features & Characteristics: All elements, materials, surfaces, and finishes, of the original design of the structures and landscape/site features shall be included. Specific features and elements include:

EXTERIOR

Raised, or "flood," basement;
The recessed porches, including the angled corner shapes and the "voids" created;
Matching double-hung wood sash windows flanked by wood shutters on each façade;
Double-hung, one-over-one wood sash windows;
Single-pane windows;
Terrazzo steps with stucco wing walls and brick masonry caps;
Square wood stick porch balustrades;

Stucco finish;
Triangular dormer with an attic vent composed of horizontal wood louvers;
Hipped roofs sheathed in tile-like material (possibly a later addition);
The lack of overhanging eaves; and
Mirror-image design.

SECTION 3

Pursuant to Sacramento City Code Sections 17.134.170 and 17.134.180 and based on the duly noticed hearing conducted by the City Council, and the recommendation from the Preservation Commission, the staff reports and nomination materials attached thereto, and the testimony presented at the hearing on the nomination, the City Council makes the following findings in support of its action to designate 512 & 516 U Street as Contributing Resources in the Southside Historic District and to place them in the Sacramento Register:

The property meets five of the Criteria for Sacramento Register Landmark eligibility pursuant to Sacramento City Code Title 17, Chapter 17.134, section 17.134.170-C(1-5):

A. The nominated resource is in the listed Southside Historic District historic district (Adopted on July 30, 1985, Ordinance #85-076);

B. The nominated resource either embodies the significant features and characteristics of the historic district or adds to the historical associations, historical architectural qualities or archaeological values identified for the historic district;

C. The nominated resource was present during the period of historical significance of the historic district and relates to the documented historical significance of the historic district;

D The nominated resource either possesses historic integrity or is capable of yielding important information about the period of historical significance of the historic district; and

E. The nominated resource has important historic or architectural worth, and its designation as a contributing resource is reasonable, appropriate, and necessary to protect, promote, and further the goals of this chapter.

This property, including its site and the structures, has important historical and architectural worth, and its designation as a Contributing Resource is reasonable, appropriate, and necessary to protect, promote, and further the goals and purposes of Chapter 17.134 of the City Code.

Adoption of these Contributing Resources promotes the maintenance and enhancement of the significant features and characteristics of the Contributing Resources pursuant to the Secretary of the Interior's Standards for the Treatment of Historic Properties.

Adoption of the Contributing Resource promotes the maintenance and enhancement of the historic materials and fabric, as well as the appearance, of the Contributing Resources.

Adoption of the Contributing Resource is consistent with the City's Preservation Element of the General Plan.

Adoption of the Contributing Resources will afford the property the use of the California Historical Building Code and eligibility for any future preservation incentives that may be adopted for listed properties.

Adoption of the Contributing Resources helps to protect historic resources of the City of Sacramento.

SECTION 4

The Preservation Director of the City of Sacramento is hereby directed to add the property located at 512 and 516 U Street as a Contributing Resource in the Southside Historic District and add them to the Sacramento Register.