



REPORT TO PRESERVATION COMMISSION City of Sacramento

4

915 I Street, Sacramento, CA 95814-2671

STAFF REPORT
March 2, 2011

Members of the Preservation Commission

Title: Initiation of Nomination of the State Printing Plant at 344 N. 7th Street to the Sacramento Register as a Landmark (M10-017)

Location/Council District: 344 N. 7th Street, APN # 001-0210-010, Council District 1

Recommendation: Staff recommends that the Preservation Commission decline to initiate the nomination of the State Printing Plant to place the property located at 344 N. 7th Street in the Sacramento Register of Historic and Cultural Resources (Register) as a Landmark.

Contact: Roberta Deering, Senior Planner for Historic Preservation (916) 808-8259

Presenters: Roberta Deering, Senior Planner for Historic Preservation (916) 808-8259

Department: Community Development

Division: Planning

Description/Analysis

Issue: At its November 3, 2010, meeting, the Preservation Commission requested that an item be placed on its December 01, 2010, meeting agenda to allow it to consider and take action upon the initiation of Landmark nomination proceedings for the State Printing Plant at 344 N. 7th Street to add it to the Sacramento Register of Historic & Cultural Resources (Sacramento Register). The Preservation Director, the Preservation Commission or the City Council may, pursuant to the Historic Preservation Chapter of the City Code, Chapter 17.134, initiate nominations of properties for addition to the Sacramento Register as Landmarks or as Historic Districts and associated Contributing Resources. This proposal would initiate Landmark nomination proceedings for the property located at 344 N. 7th Street to be added as a Landmark to the Sacramento Register. For State Printing Plant Survey Form, see Attachment 5.

State Printing Plant:

As part of the City of Sacramento's new River District Specific Plan effort, the City commissioned an update of an earlier (1999/2000) historic properties survey of the

area. As part of the River District Specific Plan planning effort, and following policy HCR 2.1.6. Planning from the City's 2030 General Plan,

HCR 2.1.6 Planning. The City shall take historical and cultural resources into consideration in the development of planning studies and documents.

the staff determined that the survey update recommendations would be taken into consideration in the development of the plan, and that the effort would include the pursuit of Landmark and Historic District designation of the River District's eligible properties, consistent with the planning effort.

In the survey update, completed by Historic Environment Consultants (HEC) in 2009, the State Printing Plant was identified by the consultant as being potentially eligible for listing in the Sacramento Register, along with several other properties in the area. As part of the River District planning effort, Preservation staff was part of the Technical Advisory Committee developing the plan and reviewed the various properties recommended as eligible. Preservation Staff took most of the recommended properties to the Preservation Director Hearing to initiate nomination proceedings, with the exception of properties that had previously approved entitlements for their demolition and the State Printing Plant, due to the conflict with a key component of the proposed plan's circulation components. At the previous River District Specific Plan Review and Comment before the Preservation Commission, held on August 4, 2010, a member of the public commented that the State Printing Plant building should be included in the list of nominated landmarks and suggested Bannon Street curve around the building. Staff subsequently conducted further analysis of the Bannon Street alignment suggestion and finds that Bannon Street is a vital east-west connector street in the River District grid network and rerouting Bannon Street to avoid impacts to the State Printing Plant was not feasible. Staff also considered the possibility of the removal of a bay and/or relocation of sections of the existing structure and found that the design of the structure did not easily lend itself to this type of alteration in a way that would retain its historic integrity. Materials concerning the conflict and staff consideration of routing alternatives can be found in Attachment 4; and it is noted that discussion of the significant impact of the proposed plan on the State Printing Plant is also discussed in the Draft Environmental Impact Report for the River District Specific Plan (Attachment 6.)

Policy Considerations:

The following is the text from the Historic Preservation Chapter of the City Code, Chapter 17.134, related to criteria for listing on the Sacramento Register; note specifically, section A. 1.c., highlighted below:

17.134.170 Criteria and requirements for listing on, and deletion from, the Sacramento register.

The criteria and requirements for listing on, or deletion from, the Sacramento register as a landmark, historic district or contributing resource are as follows:

A. Listing on the Sacramento Register—Landmarks. A nominated resource shall be listed on the Sacramento Register as a landmark if the city council finds, after holding the hearing(s) required by this chapter, that all of the requirements set forth below are satisfied:

1. Requirements.
 - a. The nominated resource meets one or more of the following criteria;
 - i. It is associated with events that have made a significant contribution to the broad patterns of the history of the city, the region, the state or the nation,
 - ii. It is associated with the lives of persons significant in the city's past,
 - iii. It embodies the distinctive characteristics of a type, period or method of construction,
 - iv. It represents the work of an important creative individual or master,
 - v. It possesses high artistic values, or
 - vi. It has yielded, or may be likely to yield, information important in the prehistory or history of the city, the region, the state or the nation;
 - b. The nominated resource has integrity of location, design, setting, materials, workmanship and association. Integrity shall be judged with reference to the particular criterion or criteria specified in subsection (A)(1)(a) of this section;
 - c. The nominated resource has significant historic or architectural worth, ***and its designation as a landmark is reasonable, appropriate and necessary to promote, protect and further the goals and purposes of this chapter.***

2. Factors to be Considered. In determining whether to list a nominated resource on the Sacramento register as a landmark, the following factors shall be considered:

- a. A structure removed from its original location is eligible if it is significant primarily for its architectural value or it is the most important surviving structure associated with a historic person or event.
- b. A birthplace or grave is eligible if it is that of a historical figure of outstanding importance and there is no other appropriate site or structure directly associated with his or her productive life.
- c. A reconstructed building is eligible if the reconstruction is historically accurate, if the structure is presented in a dignified manner as part of a restoration

master plan; and if no other, original structure survives that has the same association.

d. Properties that are primarily commemorative in intent are eligible if design, age, tradition or symbolic value invest such properties with their own historical significance.

e. Properties achieving significance within the past fifty (50) years are eligible if such properties are of exceptional importance.

The “goals and purposes” of the Historic Preservation Chapter of the City Code include, with a portion of section A highlighted, below:

17.134.010 Findings and declaration of purpose.

A. The city council finds and declares that significant aspects of the city’s rich and diverse historic resources deserve recognition and preservation to foster an understanding of our heritage, and ***to promote the public health and safety and the economic and general welfare of the people of the city. The preservation and continued use of historic resources are effective tools to sustain and revitalize neighborhoods and business districts within the city, enhance the city’s economic, cultural and aesthetic standing, its identity and its livability, marketability and urban character.***

B. The city council further finds and declares that the purpose of this chapter shall be as follows:

1. To establish a city preservation program, commission and staff, to implement the preservation element of the city’s general plan;
2. To provide mechanisms, through surveys, nominations and other available means, to identify significant historic, prehistoric and cultural resources, structures, districts, sites, landscapes and properties within the city;
3. To provide mechanisms and procedures to protect and encourage the preservation of the city’s historic and cultural resources;
4. To provide standards, criteria and processes, consistent with state and federal preservation standards and criteria, for the identification, protection and assistance in the preservation, maintenance and use of historic and cultural resources.

The River District planning effort is largely an area-wide revitalization and transformation effort – one could look at the effort as a large-scale adaptive reuse of the entire area – and including the preservation and adaptive reuse of historic properties as effective tools in this effort and as part of the plan’s policies and goals. However, another major and key component of the plan, needed to assist the revitalization and

transformation goals of the plan, are the proposals to connect the area to the rest of the Central City and Downtown and provide for a finer grain, more pedestrian-friendly street grid, and marketable parcels. Staff reviewed options for the circulation pattern that would not impact the State Printing Plant, but those options are not desirable from a street design standards standpoint, circulation standpoint or area marketability standpoint.

While the State Printing Plant was recommended by the Survey consultant as eligible for listing in the Sacramento Register, staff recommends that the Commission not initiate the nomination of the property to the Sacramento Register. Its' listing to ensure its preservation is in direct conflict with key circulation goals and plans for the revitalization of the River District. Its' listing or preservation would not be "an effective tool" to assist the revitalization efforts of the River District. Its' listing in the Sacramento Register would, since the property is owned by the State of California, afford very limited, if any, City regulatory control for its protection if the State decided to demolish the property.

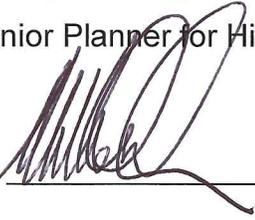
Preservation Director Action: On October 13, 2010, the Preservation Director held a Hearing and nominated properties within the River District proposed by Staff, which did not include the State Printing Plant property.

Other Actions: On February 15, 2011, the City Council adopted the River District Specific Plan project. The plan included a new circulation network and street alignments. The Environmental Impact Report, which was certified by the City Council, included a statement of overriding considerations that demolition of the State Printing Plant for the proposed street network would result in a significant unavoidable impact to a structure that is eligible for listing on the California or Sacramento historic registers.

Environmental Considerations: The Environmental Services Manager has determined that this action – initiating Landmark nomination proceedings – 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 is 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: Initiation of the nomination of this property would not be consistent with goals and policies of the River District Specific Plan effort, nor would the nomination of this property be reasonable or appropriate.

Respectfully Submitted by: 
Roberta Deering
Senior Planner for Historic Preservation

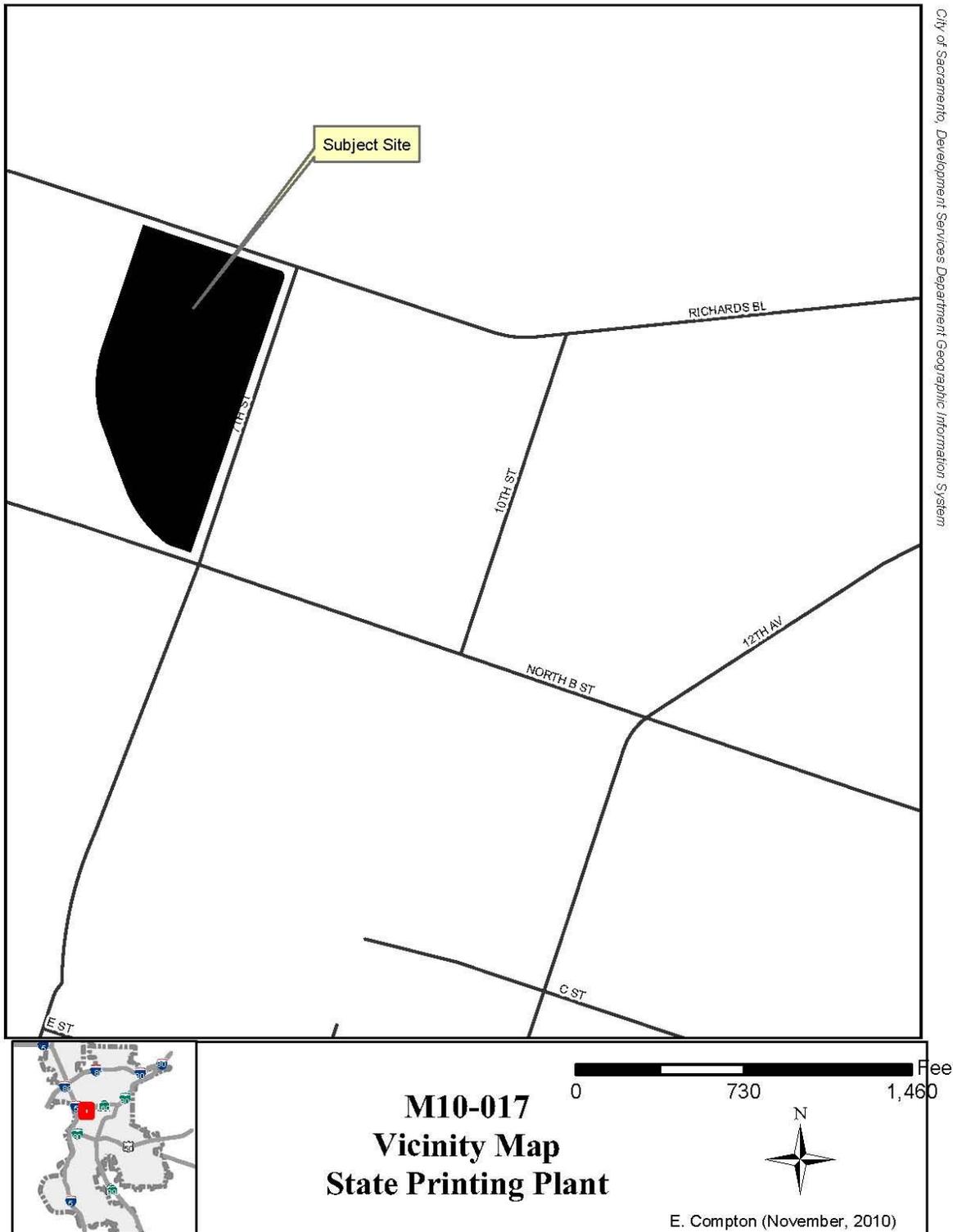
Approved by: 
William Crouch
Urban Design Manager/Preservation Director

Recommendation Approved:

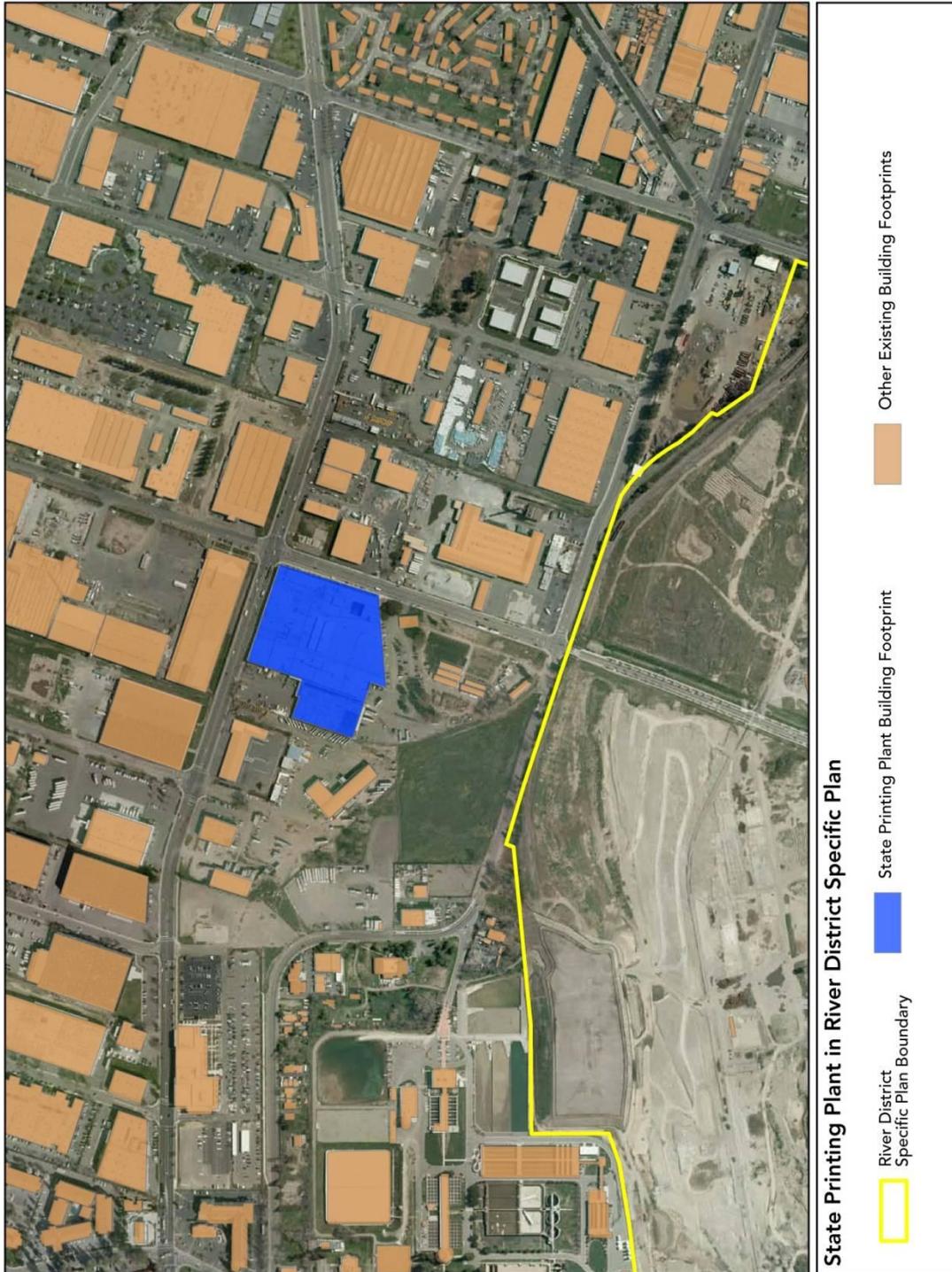
David Kwong
Planning Director

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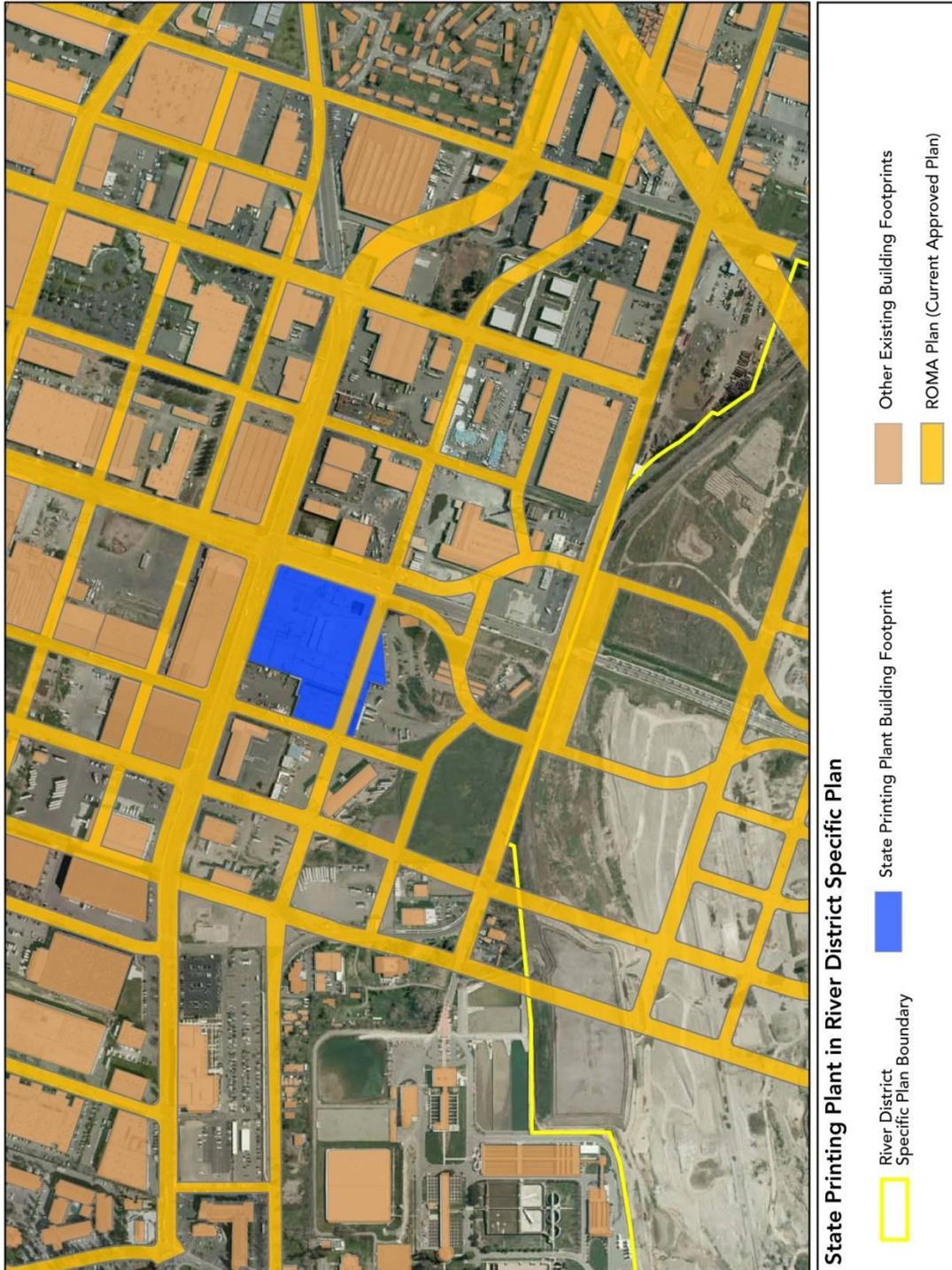
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| Report | Pg | 1 |
| Attachments | | |
| 1 Vicinity Map | Pg | 7 |
| 2 State Printing Plant Footprint | Pg | 8 |
| 3 State Printing Plant and Current Specific Plan | Pg | 9 |
| 4 State Printing Plant and Rerouting Bannan Street | Pg | 10 |
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| 6 Draft and Final Environmental Document Link | Pg | 14 |
| 7 Letter from Office of Historic Preservation | Pg | 15 |



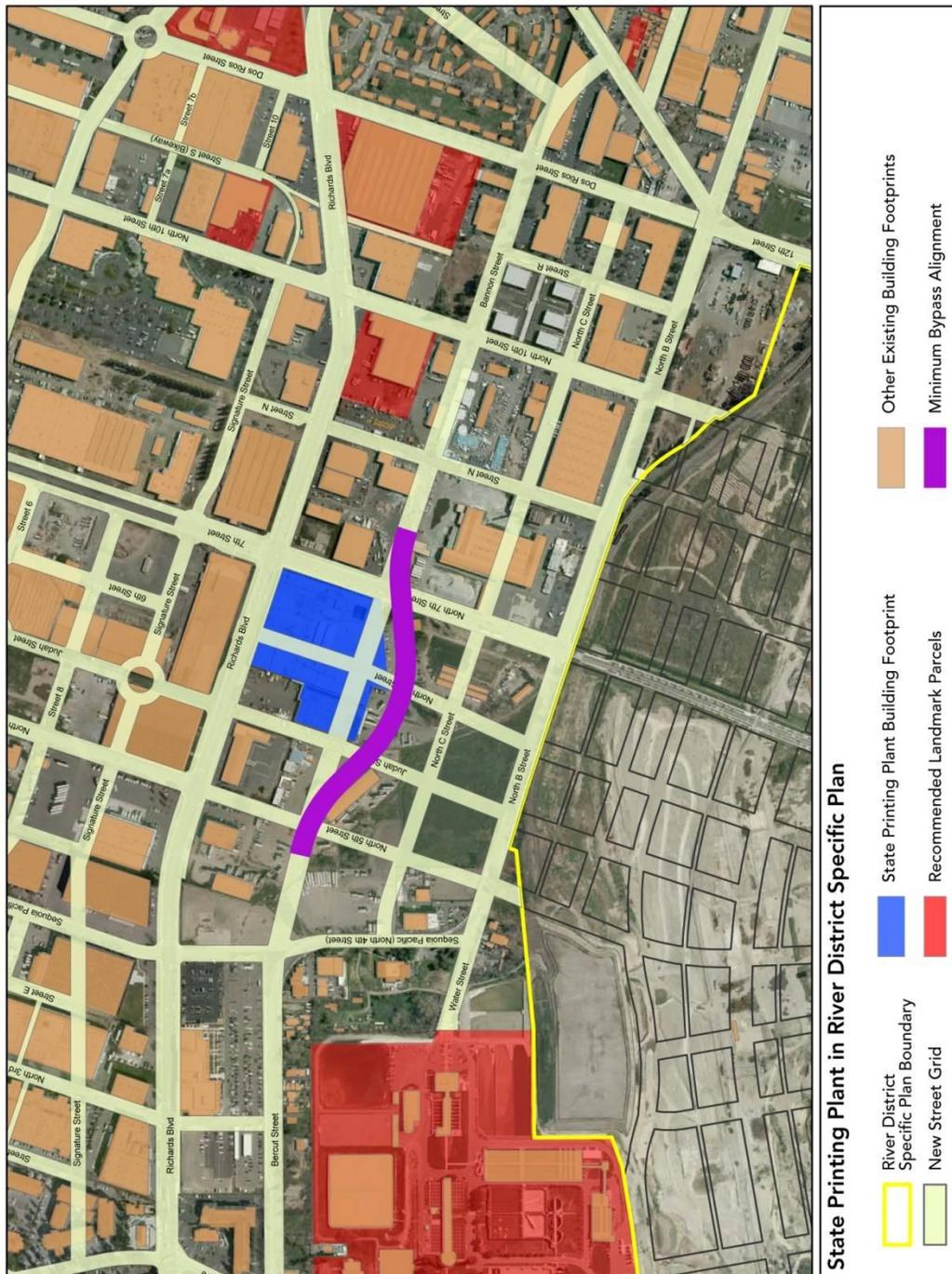
Attachment 2: State Printing Plant Building Footprint



Attachment 3: State Printing Plant and the Current Specific Plan



Attachment 4: State Printing Plant and Rerouting Bannon Street



Attachment 5: State Printing Plant DPR Form

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|---|----------------|---|
| 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 1 Resource Name or #: 344 N. 7th Street
 P1. Other Identifier: State of California Printing Plant
 *P2. Location: *a. County: Sacramento City: Sacramento Zip: 95814
 b. Address: 344 N. 7th Street
 *c. USGS 7.5' Quad Sacramento West Date: 1992
 *e. Other Locational Data: APN#: 001-021-010

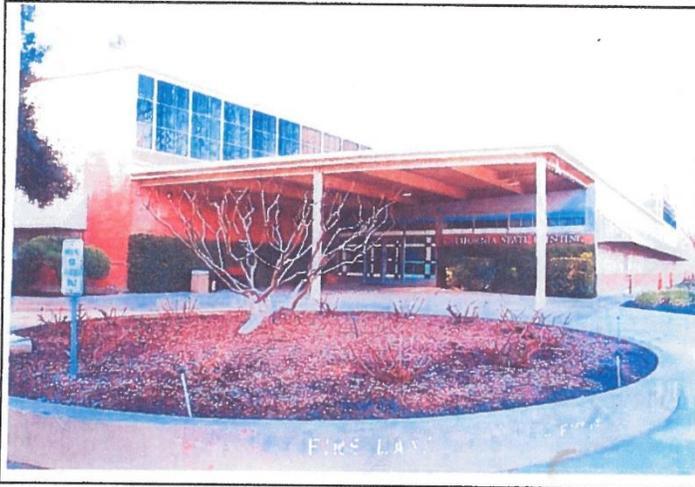
*P3a. Description: 0210
 The State Printing Plant is located on the southwest corner of North 7th Street and Richards Boulevard. It is a one and two story office and industrial building constructed of concrete with a steel frame, designed by the well-known Bay Area architectural firm Wurster, Bernardi and Emmons. It is a large rectangular structure with simple and functional lines. The two story portion contains an upper bank of large windows that face the east above a projecting one story canopy that covers the three double entry doors and hedge. The building is surfaced with stucco and contains brick on the lower surfaces. Exterior walls on three sides are brick below multi-paned metal sash window or stucco, and the roof is sloped with a broad shallow gable that rises slightly on the opposite ends. A small rectangular structure projects from the roof of the two story portion. Another canopy projects from the stucco surface on the west elevation to shelter vehicles.

A large circular planter is located in front of the building providing a focal point in the parking area. Large trees shelter the parking entrance.

A one story auxiliary building with an almost flat roof and projecting canopy stands near the Plant on the west.

*P3b. Resource Attributes: HP14

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



P5b. Description of Photo:
View to the north.

*P6. Date Constructed/Age and Source: Historic
 Prehistoric Both
 1954

*P7. Owner and Address:
State of California
344 N. 7th Street
Sacramento, CA 95811

*P8. Recorded by:
Paula Boghosian, Historic Environment Consultants
5420 Home Court
Carmichael, CA 95608

*P9. Date Recorded:
March 2009

*P10. Survey Type:
Intensive

P11. Report Citation*:
Richards Blvd. Area
Architectural and Historical

Property Survey, Historic Environment Consultants, January 1999.

*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)

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|--|-------------------------------|
| State of California — The Resources Agency DEPARTMENT OF PARKS AND RECREATION | Primary # _____ HRI# _____ |
| BUILDING, STRUCTURE, AND OBJECT RECORD | |

Page 1 of 1 *NRHP Status Code 5S1

*Resource Address: 344 N. 7th Street

B1. Historic Name: California State Printing Plant

B2. Common Name: California State Printing Plant

B3. Original Use: Printing Plant **B4. Present Use:** Printing Plant

*B5. Architectural Style: Modernist influences

*B6. Construction History: Built in 1954

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

*B8. Related Features: Auxiliary building, vehicle shelter

B9a. Architect: Wurster, Bernardi & Emmons **b. Builder:**

*B10. Significance: Theme: Government Property Area: River District Special Planning Area

Period of Significance: 1954-present Property Type: Industrial Applicable Criteria: C

The building is notable as an example of a well known California and Bay Area architectural firms' work in Sacramento, Wurster, Bernardi & Emmons.

While the Printing Plant is an understated government building, it has a quiet grace that reflects the fine hand of its designer. The shallow sloped roof of the Printing Plant and the simple lines of the building reflect the concept of natural and uncomplicated images that Wurster espoused.

William Wurster is particularly known as the generator of the "Bay Area Tradition" popular during the 1930s, 1940s and 1950s. Wurster "captured both the spirit of modern design and the essence of life in the Golden State by creating simple, understated homes ... that took advantage of the Bay Area's natural beauty." The so-called "Bay Area" style was born with his design for the construction of the Gregory Farmhouse in Scott's Valley in 1928, the prototype of the ranch house that has become ubiquitous throughout California and the country. Wurster served as the Dean of the School of Environmental Design at the University of California in the 1950s. Ideas prominent at the School of Environmental Design of which he was Dean at the time embraced the "form follows function" and "less is more" philosophies. His firm designed Capitol Towers, Dos Rios Housing and a number of residences in Sacramento.

The placement of temporary window canopies and painting of many of the windows appear to be the principal alterations and are minimal. The building appears to be eligible for listing in the National Register, the Sacramento Register of Historic Resources as a Landmark, and the California Register of Historical Resources for architectural values and as the work of a 'master.'

B11. Additional Resource Attributes: None

*B12. References:

- Hess, Alan, The Ranch House, Harry Abrams Publishing, New York, 2004.
- Sacramento City Directories 1926-1982
- Sanborn Fire Insurance Maps 1915, 1952
- Sacramento County Assessor Parcel Viewer
- "From Richards to River District," by Michael Shaw, Sacramento Business Journal, October 3, 2008.
- Wurster, Bernardi & Emmons Collection, University of California, Berkeley, Environmental Design Archives.
- "William Wurster was arguably California's most significant architect. So why hasn't anyone ever heard of him?" by Gordon Young, Metro: Silicon Valley's Weekly Newspaper, January 18-24, 1996.
- *B14. Evaluator: Paula Boghosian, Historic Environment Cons.
- *Date of Evaluation: March 2009

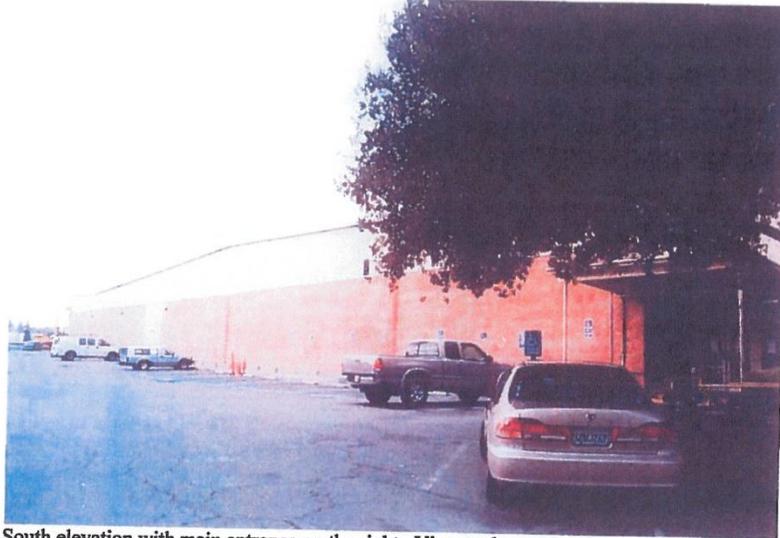
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DDP 402B (3-1-2004)

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| State of California — The Resources Agency DEPARTMENT OF PARKS AND RECREATION CONTINUATION SHEET | Primary # _____ HRI# _____ Trinomial _____ |
|--|--|

Page 1 of 1 Resource Name or #: 344 N. 7th Street
Recorded by: Paula Boghosian



South elevation with main entrance on the right. View to the northwest.



North and east façades as viewed to the southwest.

Attachment 6: Draft and Final Environmental Document Link

The Draft EIR and Final EIR may be found here:

<http://www.cityofsacramento.org/dsd/planning/environmental-review/eirs/index.cfm>

Attachment 7: Letter from Office of Historic Preservation

STATE OF CALIFORNIA – THE NATURAL RESOURCES AGENCY

EDMUND G. BROWN, JR., Governor

**OFFICE OF HISTORIC PRESERVATION
DEPARTMENT OF PARKS AND RECREATION**1725 23rd Street, Suite 100
SACRAMENTO, CA 95816-7100
(916) 445-7000 Fax: (916) 445-7053
caishpo@parks.ca.gov
www.ohp.parks.ca.gov

January 31, 2011

Roberta Deering, LEED AP
Senior Planner for Historic Preservation
Community Development Department,
City of Sacramento
300 Richards Blvd., 3rd Floor
Sacramento, CA 95811-0218

Dear Roberta:

RE: State Printing Plant, 344 North 7th Street, Sacramento, CA
Request for Comments

Thank you for your recent submission of information in regard to the eligibility of the State Printing Plant for listing in the Sacramento Register of Historic and Cultural Resources. Please note that absent any regulatory role, the Office of Historic Preservation (OHP) does not review and comment on specific determinations and issues being considered by local jurisdictions, agencies, or entities.

Although OHP has the ability to consult on a number of general issues including the application of state and federal registers, the Secretary of the Interior's Standards for the Treatment of Historic Properties, the California Environmental Quality Act (CEQA), and other state and federal regulations, OHP limits its review authority on specific determinations and decisions that are the responsibility of local jurisdictions.

While OHP supports the listing of all eligible historic properties on local registers, the California Register of Historical Resources, and/or the National Register of Historic Places, we respectfully decline to provide any specific comments on the local eligibility status of the State Printing Plant at this time. Although not speaking directly to the content received, we offer one general comment on the information submitted. It is good preservation planning and best practices to list a property based on its merits and not on planning considerations.

Sincerely,

Milford Wayne Donaldson, FAIA
California State Historic Preservation OfficerCc: Karen Jacques, Chair, City of Sacramento Preservation Commission
William Crouch, LEED AP, FRAIA, Urban Design Manager, City of Sacramento
Evan Compton, Associate Planner, City of Sacramento
Gerry Clark, State of California Department of General Services