

APPENDIX F

Historic Assessment of A Street Bridge

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September 4, 2013

Christine Kronenberg, AICP
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DUDEK
980 9th Street, 17th Floor Ste. 1750
Sacramento, California 95814

Dear Ms. Kronenberg:

I am providing you this letter report in support of Dudek's preparation of the environmental documentation for compliance under the California Environmental Quality Act (CEQA) for the McKinley Village Project in Sacramento, the location of which is shown in Figure 1 and Figure 2 on the attached page. Under subcontract with Dudek, JRP Historical Consulting, LLC (JRP) evaluated the A Street Overcrossing (OC) (Bridge No. 24 0131) to identify whether it should be considered as a historical resource, as defined in the CEQA Guidelines Section 15064.5(a)(2)-(3). Included with this letter is DPR 523 form for the structure that I prepared, which along with this letter serves as a technical report for use in the project's Environmental Impact Report. JRP conducted a site visit and undertook research to develop sufficient historic context in which to evaluate the bridge.

As presented in the attached DPR 523 form, I conclude that the A Street OC does not qualify as a historical resource for the purposes of CEQA. The A Street OC is listed as a Category 5 bridge (not eligible for the National Register of Historic Places) in the Caltrans Historic Bridge Inventory, available online at <http://www.dot.ca.gov/hq/structur/strmaint/historic.htm>. This conclusion is based on the department's state-wide historic bridge inventory update. This current inventory of the A Street OC agrees with Caltrans' conclusion. Furthermore, the bridge does not meet the criteria for listing in the California Register of Historical Resources (CRHR) or the Sacramento Register of Historic and Cultural Resources. The DPR 523 form includes an evaluation of the A Street OC under criteria for the CRHR [Section 5024.1 of the California Public Resources Code] and Sacramento Register [Sacramento City Code, Chapter 17.134.170(A)(1)(a)].

My qualifications for conducting this study include 15 years of experience preparing these types of studies, and I hold a M.S. in Historic Preservation from Columbia University, New York. Based on my level of experience and education, I qualify as both an architectural historian and historian under the Secretary of the Interior's Professional Qualification Standards (as defined in 36 CFR Part 61). Furthermore, I have extensive experience surveying and evaluating bridges, including preparation of large portions of the Caltrans Historic Bridge inventory conducted in the early 2000s.

Sincerely,



Christopher McMorris
Partner / Architectural Historian

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

Primary # _____
HRI # _____
Trinomial _____
NRHP Status Code 6Z
Other Listings _____
Review Code _____ Reviewer _____ Date _____

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*Resource Name or # (Assigned by recorder) A Street Overcrossing

P1. Other Identifier: Bridge 24 0131

*P2. Location: Not for Publication Unrestricted
and (P2b and P2c or P2d. Attach a Location Map as necessary.)

*a. County Sacramento

*b. USGS 7.5' Quad Sacramento East Date 2012 T8N; R 5E; ___ ¼ of Sec ___; M.D.M. B.M.

c. Address Post Mile 1.77 Business 80 City Sacramento Zip _____

d. UTM: (give more than one for large and/or linear resources) Zone _____; _____mE/ _____mN

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

*P3a. Description: (Describe resource and its major elements. Include design, materials, condition, alterations, size, setting, and boundaries)

The A Street Overcrossing (OC) (Bridge No. 24 0131) is a two span continuous concrete T-beam bridge, built in 1954, that carries a small paved portion of roadway over the Capital City Freeway [Business 80 / State Route (SR) 51] at post mile 1.77 (**Photograph 1**). The structure is generally perpendicular to the freeway and is supported on concrete wingwall abutments and a single two pier concrete bent. The bridge's roadway is flanked by short open panel railings with stepped ends and a sidewalk on its southern side (**Photograph 2**). The bridge's construction date is incised in the concrete curb at either end of the structure, and there is a metal guard rail adjacent to the bridge's northeast corner that likely dates to the bridge's original construction. The roadway that the structure carries runs parallel to B Street, which is situated south of the railroad tracks, and it aligns with A Street to the west. (See Continuation Sheet.)

*P3b. Resource Attributes: (List attributes and codes) HP 19 (Bridge)

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

P5a. Photo or Drawing (Photo required for buildings, structures, and objects.)



P5b. Description of Photo: (View, date, accession #) Photograph 1. Camera facing south, 8/16/13

*P6. Date Constructed/Age and Sources:
 Historic Prehistoric Both
1954, Caltrans Records

*P7. Owner and Address:
Caltrans District 3
703 B Street
Marysville, CA 95901

*P8. Recorded by: (Name, affiliation, address)
Christopher McMorris
JRP Historical Consulting, LLC
2850 Spafford Street
Davis, CA 95618

*P9. Date Recorded: 8/16/13

*P10. Survey Type: (Describe)
Intensive

*P11. Report Citation: (Cite survey report and other sources, or enter "none.") JRP Historical Consulting, LLC, Letter Report to Christine Kronenberg, Dudek, for McKinley Village Project Environmental Impact Report, September 4, 2013

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

DPR 523A (1/95)

*Required Information

B1. Historic Name: A Street Overcrossing

B2. Common Name: A Street Bridge

B3. Original Use: Freeway Overcrossing B4. Present Use: Freeway Overcrossing

*B5. Architectural Style: Utilitarian with Modern style enhancements

*B6. Construction History: (Construction date, alteration, and date of alterations) Bridge constructed in 1954 as part of Elvas Freeway construction, 1950-1955. Freeway widened from four to six lanes in 1965, but the bridge was not altered.

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

*B8. Related Features: _____

B9. Architect: California Division of Highways b. Builder: Ukropina, Polich, Kral, and Ukropina

*B10. Significance: Theme n/a Area n/a
Period of Significance n/a Property Type n/a Applicable Criteria n/a

(Discuss importance in terms of historical or architectural context as defined by theme, period, and geographic scope. Also address integrity.)

The A Street OC is listed as a Category 5 bridge (not eligible for the National Register of Historic Places) in the Caltrans Historic Bridge Inventory, available online at <http://www.dot.ca.gov/hq/structur/strmaint/historic.htm>. This conclusion is based on the department's state-wide historic bridge inventory update conducted in the early 2000s. This current inventory of the A Street OC agrees with Caltrans' conclusion. The bridge also does not meet the criteria for listing in the California Register of Historical Resources (CRHR) or the Sacramento Register of Historic and Cultural Resources. Thus, the A Street OC is not a historical resource for the purposes California Environmental Quality Act (CEQA), as per CEQA Guidelines Section 15064.5(a)(2)-(3). The following provides an evaluation of the A Street OC that includes criteria for the CRHR [Section 5024.1 of the California Public Resources Code] and Sacramento Register [Sacramento City Code, Chapter 17.134.170(A)(1)(a)]. (See Continuation Sheet.)

B11. Additional Resource Attributes: (List attributes and codes) _____

*B12. References: A.M. Nash, "New Elvas Freeway" and R. N. Brink, G.D. Gilbert, "Elvas Freeway Bridges," *California Highways and Public Works*, November-December 1954, 14-20; Helen Halsted, "Elvas Freeway: Governor Opens Another Approach to Sacramento," *California Highways and Public Works*, May-June 1955, 10-13; Andrew Hope, Caltrans Architectural Historian, "Caltrans Statewide Historic Bridge Inventory Update, Survey and Evaluation of Common Bridge Types," (Sacramento: California Department of Transportation, November 2004); and see B10 footnotes.

B13. Remarks:

*B14. Evaluator: Christopher McMorris

*Date of Evaluation: August 2013

(This space reserved for official comments.)



P3a. Description (continued):

This road is not generally used by the public and only provides access to the property on the east side of the bridge. Access to this structure is through a gate on 28th Street over property owned by the City of Sacramento. To the north and south of the A Street OC, flanking the freeway, there are earthen berms that link the B Street Underpass (Union Pacific Railroad bridge) located approximately 160 feet to the south with the floodgates that are situated approximately 500 feet to the north of the A Street OC (**Photograph 3**).

B10. Significance (continued):

Historic Context

The historic context for the A Street OC is the development of the freeway system in Sacramento during the early 1950s and the use of T-beam concrete bridges in the mid-twentieth century. The California Division of Highways designed and built the A Street OC as part of its construction of the Elvas Freeway, which later became State Route 51, Business 80 (Business Loop 80), and the Capital City Freeway. The Elvas Freeway, constructed between 1950 and 1955, was the second freeway built north of the Sacramento's grid-pattern streets as part of the incremental development of the city and region's freeway system. Completed in 1954, the A Street OC was to provide access to the property on the east side of the bridge that was otherwise encircled by railroad tracks on the levee to the south and the new freeway to the north, as well as provide for future development in the area to the east of the structure.

Sacramento's original grid street pattern of letter and number streets dates to 1848, however urban development at its east end by the A Street OC did not occur until the early twentieth century. Transportation to and from Sacramento in the late nineteenth and early twentieth centuries was via steamship on the Sacramento River, roadways that entered the city street grid mostly from the south and east, and the railroad, including the Southern Pacific Railroad line that entered the city at its northeast corner and ran along the levee north of B Street to the Sacramento Depot near the Sacramento River. There were also interurban rail lines that connected Sacramento to other cities in Northern California. Automobiles rapidly came into wide use after 1900, and with passage of a local roadway bond measure in 1907 and the creation of the California Highway Commission in 1909, various paved roadways and highways were built outward from Sacramento. The roadway connecting Sacramento to the north was on 16th Street, with traffic carried on a wooden trestle over the American River overflow area that was replaced in 1925 with a concrete and steel viaduct. Development north of the American River began in the 1910s and rapidly grew in the 1920s with the creation of the City of North Sacramento (that later merged with the City of Sacramento in 1964). Sacramento's suburbs grew during the 1920s, 1930s, and 1940s with a great expansion of development following World War II.¹

¹ Steven M. Avella, *Sacramento: Indomitable City* (Charleston, S.C.: Arcadia Publishing, 2003) 13, 80-81, 89-90; U.S. Geological Survey, *Fair Oaks Quadrangle, California* [map]. 1:62,500. 15 Minutes Series. Washington D.C.:USGS, 1902; USGS, *Brighton Quadrangle, California* [map]. 1:31,680. 15 Minutes Series. Washington D.C.:USGS, 1911; USGS, *Sacramento East, California* [map]. 1:24,000. 7.5 Minutes Series. Washington D.C.:USGS, 1949; USGS, *Sacramento East, California* [map]. 1:24,000. 7.5 Minutes Series. Washington D.C.:USGS, 1954; State of California, Department of Public Works, Division of Highways, "Final Construction Report of a viaduct constructed over the American River Overflow Area and the tracks of the Sacramento Northern Railway and the Western Pacific Railroad between the American River Bridge and North Sacramento on Contract No. 414TCA, Road III-Sac-3-B,N, W.A. Perry, Earl W. Heple, Contractor," January 18, 1943, filed in Folder: Route 80-Sacramento County-Articles, contracts, etc., Caltrans Transportation Library & History Center, Sacramento; *California Highways and Public Works*, January-February 1948, 2; See also, John F. Burns, ed., *Sacramento: Gold Rush Legacy, Metropolitan Destiny* (Carlsbad, CA: Heritage Media Corp., 1999).

The State Division of Highways (predecessor to Caltrans) constructed Sacramento's freeways system incrementally from the 1940s to the 1970s. Initially freeways were constructed at the edge of the densely developed portions of the city, starting with construction of the North Sacramento Freeway (formerly US 40, now SR 160) in 1945-1947. The plan for the Elvas Freeway was presented in the Sacramento Area Traffic Survey in 1947-1948, and the freeway was built between 1950 and 1955 as a means to provide additional access to the city across the American River from quickly developing suburban areas to the north and east, as well as to provide additional access to the then proposed new State Fairgrounds site that became CalExpo. The new river crossing was intended to relieve traffic congestion at the existing American River crossings at Jiboom Street, 16th Street, and H Street. Demand for this new freeway was emphasized at the time by noting that traffic crossing the American River increased 85 percent between 1948 and 1955. The Division of Highways built the 2.9 mile Elvas Freeway as a four-lane divided highway (with provisions for a six-lane freeway) to connect with the North Sacramento Freeway in the vicinity of Arden Way (formerly Swanston Road). The new freeway's southern terminus was the surface roads at 29th and 30th streets (**Photograph 4**). At the time the Elvas Freeway was conceived and built, the Division of Highways was already considering an elevated freeway along the 29th Street / 30th Street corridor that would connect with the then proposed South Sacramento Freeway (SR99). Building the Elvas Freeway involved construction of three railroad grade separations, the A Street OC, undercrossings at Arden Way, the interchange between the Elvas and North Sacramento freeways, and parallel bridges over the American River, the last of which were the most demanding elements of the project to complete. Not only did flooding, strikes, and steel shortages during the Korean War in 1951-1952 delay construction of the new American River Bridges, but the location of the new structures in the river flood plain proved challenging. Construction of the B Street Underpass, which carried the Southern Pacific Railroad transcontinental line on the city's northern levee, required additional measures to ensure continued flood protection for the city. The Division of Highways built a set of floodgates north of the A Street OC connecting those structures back to the levee with berms flanking the freeway. The project was completed under six different contracts, including one with the firm Ukropina, Polich, Kral, and Ukropina that included construction of the A Street OC.²

The Elvas Freeway was considered at the time to be an incremental step in the development of Sacramento's freeway system. The Division of Highways went on to complete the South Sacramento Freeway, SR99, in 1961 and the Fort Sutter Viaduct along the 29th Street / 30th Street corridor in 1968, which led the Division of Highways to convert the Elvas Freeway from four to six lanes in 1965. The freeways were connected to the W-X corridor (I-80, now Business 80 / Capital City Freeway) to the west and US50 to the east, in 1968 and 1971 respectively. The freeway system through central Sacramento was completed in 1966-1971 with construction of I-5 along the western edge of the city.³

² Arthur L. Elliott, "North Sacramento Freeway Project Construction is Well Advanced," *California Highways and Public Works*, September-October 1946, 15-18, 31; J.D. Gallagher, "Progress: Development on US40 and US99 Being Accelerated," *California Highways and Public Works*, September-October 1948, 3 and 23; A.M. Nash, "New Elvas Freeway" and R. N. Brink, G.D. Gilbert, "Elvas Freeway Bridges," *California Highways and Public Works*, November-December 1954, 14-20; Helen Halsted, "Elvas Freeway: Governor Opens Another Approach to Sacramento," *California Highways and Public Works*, May-June 1955, 10-13.

³ Donald M. Young and Edward F. Silva, Jr., "South Sacramento Freeway," *California Highways and Public Works*, January-February 1962, 16-18; William Burg, *Sacramento's K Street: Where Our City Was Born*, (Charleston: The History Press, 2012), 137-138; Folder: Route 80-Sacramento County-Articles, contracts, etc., Caltrans Transportation Library & History Center, Sacramento; Caltrans, "Log of Bridges on State Highways," online at: <http://www.dot.ca.gov/hq/structur/strmaint/brlog2.htm> (accessed August 2013).

The Division of Highways included the A Street OC in the Elvas Freeway project not only to provide access to the property on the east end of the structure, but also for the purposes of “carrying future A Street” over the freeway. Schemes for the property on the east end of the A Street OC included the Centrage project that proposed a mixed-use development in 1989.⁴

The A Street OC is a common bridge type used in California and across the country. This structure type, a concrete T-beam, began to be used in California in the early twentieth century and was among bridge types frequently used for freeways in the mid-twentieth century. They were among the early bridge types that were standardized by state highway departments. Concrete T-beam (also referred to as tee beam) bridges were generally more economical than concrete arches or slabs for span lengths longer than 25 feet. They are the second most common bridge type on California roadways and highways built before 1960. Only concrete slab bridges are more common. The A Street OC has relatively modest span lengths (less than 60 feet). Multiple T-beam structures built in the 1930s had spans of 60 to 100 feet, and a few built in the 1940s with spans exceeding 100 feet. T-beam bridges that have been identified as historically significant represent early and innovative examples of the structure type, structures with architectural enhancement, and those that are contributors to historically significant highways.⁵

The A Street OC was one of two concrete T-beam structures built in 1954 as part of the Elvas Freeway. The other is the Arden Way Undercrossing (Bridge No. 24 0115R), which is situated on the northbound lanes of the freeway approximately 2.25 miles northeast of the A Street OC.⁶ Other examples of concrete T-beam bridges built for highways in Sacramento and its surrounding region include the North Sacramento Viaduct on SR 160 (Bridge No. 24 0100L) built in 1942 that replaced the previous viaduct constructed in 1925, as well as multiple overcrossings on SR 99 like the three in and near Galt constructed in 1958 (Bridges 24 0138, 24 0139, and 24 0144).⁷

Evaluation

The A Street OC is not significant for its association with the development of Sacramento’s freeways, nor the development of its vicinity within the city. The bridge’s construction was a minor component of the Elvas Freeway, which was an incremental project in the development of Sacramento’s freeway system. The A Street OC was planned, in part, to allow for future development on the east side of the structure, which to date has not occurred. The structure is also not associated with any persons of historic significance. Thus, the bridge is not significant under NRHP Criteria A and B, nor under CRHR Criteria 1 and 2. Furthermore, it is not significant under Sacramento Register Criteria i and ii.

⁴ Brink and Gilbert, “Elvas Freeway Bridges,” *California Highways and Public Works*, 19; Paul E. Kasper, “A 48-acre, \$400 million proposal for Business 80,” *Sacramento Bee*, April 21, 1989, B7.

⁵ Andrew Hope, Caltrans Architectural Historian, “Caltrans Statewide Historic Bridge Inventory Update, Survey and Evaluation of Common Bridge Types,” (Sacramento: California Department of Transportation, November 2004), 7-9; Parsons Brinckerhoff and Engineering and Industrial Heritage, *A Historic Context For Common Bridge Types, NCHRP Project 25-25, Task 15*, Prepared for The National Cooperative Highway Research Program Transportation Research Council National Research Council, October 2005, 3-88 to 3-90.

⁶ Caltrans, “Log of Bridges on State Highways,” online at: <http://www.dot.ca.gov/hq/structur/strmaint/brlog2.htm> (accessed August 2013); Division of Highways, “Final Construction Report of a viaduct constructed over the American River Overflow Area . . .,” January 18, 1943, 3.

⁷ Caltrans, “Log of Bridges on State Highways,” online at: <http://www.dot.ca.gov/hq/structur/strmaint/brlog2.htm> (accessed August 2013).

The A Street OC is also not significant for its architecture or engineering design. The structure does not embody distinctive qualities for its type, period, or method of construction, it is not an important example of a significant designer, and it does not possess high artistic values. With its modest span lengths and perpendicular relationship to the freeway, the bridge does not illustrate innovative engineering qualities. Also, as part of the Elvas Freeway project, the A Street OC did not pose an engineering challenge like that of the new American River Bridges. Furthermore, the bridge's simple aesthetic enhancements that derive from Modern style design do not represent significant architectural qualities. Therefore, the A Street OC is not significant for the NRHP under Criterion C, CRHR under Criterion 3, or Sacramento Register under Criteria iii / iv / v. The A Street OC also does not appear to be a significant or likely source of important information regarding history. It does not appear to have any likelihood of yielding important information about historic construction materials or technologies and, therefore, do not appear to be eligible for the NRHP under Criterion D, CRHR under Criterion 4 or Sacramento Register under Criterion vi.

While the A Street OC has historic integrity by retaining design features from its original construction, and its setting is generally similar to when it was constructed, the structure lacks historic significance under NRHP, CRHR, and Sacramento Register criteria, as discussed above.

Photographs (continued):



Photograph 1: A Street OC deck, camera facing east, 8/16/13.



Photograph 2: A Street OC railing and view of freeway. B Street Underpass floodgates are in the background, 8/16/13.



Photograph 4: A Street OC completed with Elvas Freeway, 1960.⁸

⁸ Division of Highways, Negative 7620-2, August 5, 1960, Folder: Route 80-Sacramento County-1960-1969, Caltrans Transportation Library & History Center, Sacramento.