

Appendix G:
**Historic Resources
Analysis Report**

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I. INTRODUCTION

This Historic Resources Analysis Report has been prepared to inform the cultural resources chapter of a program-level Environmental Impact Report (EIR) for the Stockton Boulevard Strategic Neighborhood Action Plan (SNAP) and Specific Plan (Stockton Boulevard Plan). The Stockton Boulevard Specific Plan area consists of a 4.8-mile stretch of Stockton Boulevard from Alhambra Boulevard to the southern border of the City of Sacramento. The Stockton Boulevard SNAP area (Neighborhood Study Area) generally includes neighborhoods within one mile of the Stockton Boulevard corridor, south of U.S. Highway 50, east of U.S. Highway 99, and north of 65th Avenue and the City boundary (**Figure 1**).

The Specific Plan area contains a variety of commercial, institutional, and residential buildings constructed between approximately 1900 and the present.

METHODOLOGY

In order to analyze impacts to historical and cultural resources in the Specific Plan Area, Page & Turnbull prepared a historic context, summarizing the development of the Stockton Boulevard corridor and surrounding neighborhoods, roughly from the founding of the City of Sacramento in the mid-19th century to the present. This historic context was developed using research gathered from various local repositories and online sources – including the Center for Sacramento History, the Sacramento Public Library, the Sacramento County Clerk/Recorder, Newspapers.com, the California Digital Newspaper Collection, Ancestry.com, the David Rumsey Map Collection, and SacMaps.com. Key primary sources consulted and cited in this report include city directories, census records, and historical newspapers.

The following documents and reports from the City of Sacramento were also reviewed for information regarding cultural resources in the Plan Area:

- Sacramento Historic District Plans (Page & Turnbull, 2019)
- Mid-Century Modern in the City of Sacramento Historic Context Statement and Survey Results (GEI Consultants, Mead & Hunt, 2017)
- Fruitridge Broadway Community Plan (2015)
- An Advisory Services Panel Report, Stockton Boulevard, Sacramento California (Urban Land Institute, 2009)
- Broadway/Stockton Urban Design Plan (Broadway/Stockton Urban Design Plan Citizens Advisory Committee, Sacramento Housing and Redevelopment Agency, undated)

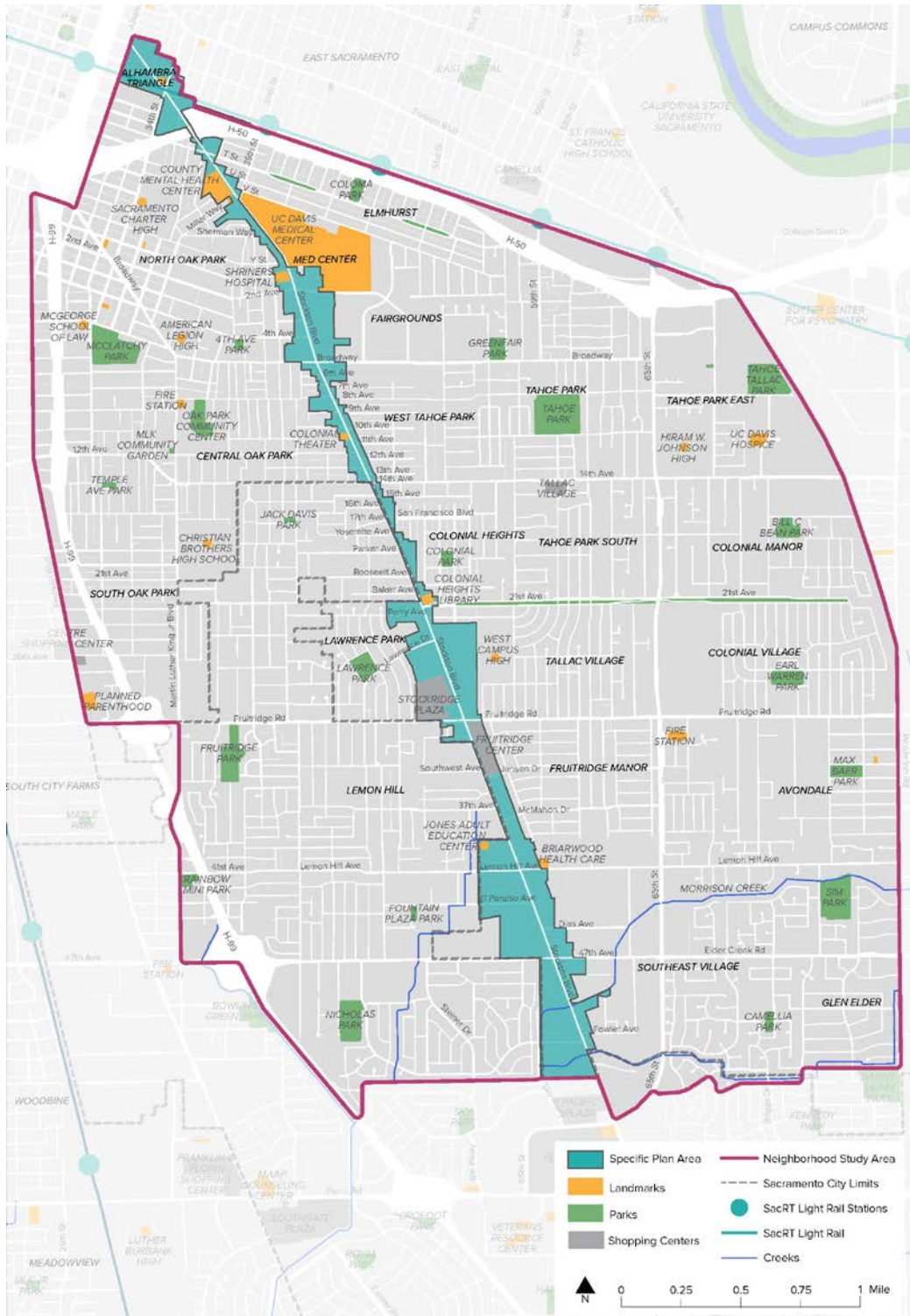


Figure 1. Map of the Stockton Boulevard Specific Plan Area and larger Neighborhood Study Area boundary.
 Source: Ascent Environmental, 2022.

Potential impacts to historical and cultural resources were further analyzed based on the results of a data search conducted by City of Sacramento Preservation Planning and GIS staff for properties within the Stockton Boulevard Specific Plan Area. Nearly all of the Specific Plan Area was developed more than 50 years ago, and many of the immediately adjacent neighborhoods in the larger Neighborhood Study Area consist of postwar tract housing. As such, the City of Sacramento's property data search focused on the parcels in the Specific Plan Area, immediately facing Stockton Boulevard. Property data provided by the City of Sacramento included a list of properties within the Specific Plan Area that are listed in the California Historical Resources Information System's Built Environment Resources Directory (BERD) for Sacramento County, as well as GIS mapping data, showing dates of construction for buildings within the Specific Plan Area. Page & Turnbull used this data to identify properties that are listed or have been previously determined eligible for listing on the National Register of Historic Places (National Register) or California Register of (California Register). To supplement this list, Page & Turnbull conducted a search of properties located on Stockton Boulevard that are listed on the Sacramento Register of Historic and Cultural Resources. In January 2022, Page & Turnbull completed a reconnaissance-level field survey to photograph and note the ages and general characteristics of buildings in the Neighborhood Study Area and Specific Plan Area. The field survey also helped identify areas where potential additional historic resources may exist. All photographs in this report were taken by Page & Turnbull in January 2022, unless otherwise noted.

II. HISTORIC CONTEXT

FOUNDING OF SACRAMENTO

Prior to the arrival of the Spanish, the Sacramento area was home to the Nisenan (also known as the southern Maidu). The territory of the Nisenan included the southern Sacramento Valley and stretched from the Sacramento River to the west, the North Fork Yuba River to the north, Consumnes River to the south, and the crest of the Sierra Nevada mountains to the east. The Nisenan established central villages and smaller satellite villages along principal waterways. Two major villages, Sama and Momol, were located at the confluence of the Sacramento and American rivers within the present-day boundaries the City of Sacramento. A smaller satellite village, called Sa'cum, was located on a knoll at what is today Cesar Chavez Plaza.

The traditional ways of life of the Nisenan were disrupted by the arrival of Euro-American explorers.¹ In 1808, Spanish explorer Gabriel Moraga became the first European to see Sacramento.² Moraga

¹ Ascent Environmental, *Recirculated Draft Environmental Impact Report for the Capitol Annex Project*, January 2020, 4.12-8.

² Thor Severson, Sacramento, *An Illustrated History: 1839 to 1874, From Sutter's Fort to Capital City* ([San Francisco]: California Historical Society, 1973), 21.

named the area Sacramento after the Spanish word for sacrament, but deemed the area uninhabitable for a mission despite the existence of two major rivers. Spanish missionaries and early American explorers further investigated the area, but it remained unsettled for thirty more years. Diseases introduced by the newcomers in the 1830s decimated the native populations, wiping out entire villages.³

In 1839, Swiss immigrant John Sutter established a settlement called New Helvetia (Helvetia being the Latin word for Switzerland) near the convergence of the Sacramento and American Rivers.⁴ Mexican governor Juan Bautista Alvarado had given Sutter seventy-six square miles of land to establish a foothold on the frontier and discourage American encroachment. In order to be eligible for the land grant, Sutter became a citizen of Mexico in 1840 and was appointed as judge and representative of “Government at the Frontiers of the Rio Sacramento.”⁵ The remote location led Sutter to build a fort at New Helvetia for protection.

In an attempt to expand his valley empire, Sutter erected a sawmill at Coloma, which led to the accidental discovery of gold in the area in 1848. The subsequent Gold Rush brought a massive influx of miners and other immigrants to California. This event quickly overturned Sacramento’s ranch economy and contributed to the settlement’s rapid growth into a city.⁶ The proximity to the mouth of the American River made Sacramento an ideal port for goods coming upriver from San Francisco en route to the gold fields.⁷

By 1848, Sutter had amassed substantial debts and was at risk of losing his rancho. His son, John August Sutter, Jr., commissioned the U.S. Army Corps of Topographical Engineers to survey and plat the land between the embarcadero and the fort into lots that he could sell off to repay his father’s debts. The plan worked and established the city’s numbered and lettered gridiron plan.⁸ The lots sold quickly, and the city’s population rose rapidly from 150 in 1849 to 9,087 in the following year. On February 27, 1850, the California Legislature offered a charter to Sacramento City, officially establishing the new municipality.⁹

³ Ascent Environmental, 4.12-8.

⁴ This settlement is also referred to in some sources as “New Helvetia.”

⁵ Severson, 33.

⁶ Albert L. Hurtado, “John A. Sutter and the Indian Business,” in *River City and Valley Life: An Environmental History of the Sacramento Region*, Christopher J. Castaneda and Lee M.A. Simpson, ed. (Pittsburgh: University of Pittsburgh Press, 2013), 26.

⁷ William Burg, *Sacramento’s K Street: Where Our City Was Born* (Charleston, SC: The History Press, 2012), 18-20.

⁸ Nathan Hallam, “We Must Give the World Confidence in the Stability and Permanence of the Place: Planning Sacramento’s Townsite, 1853-1870,” in *River City and Valley Life: An Environmental History of the Sacramento Region*, Christopher J. Castaneda and Lee M.A. Simpson, ed. (Pittsburgh: University of Pittsburgh Press, 2013), 64.

⁹ Severson, 66. 89.

Later that year, California was admitted to the Union, and for the first several years of statehood, the state government moved from city to city as various municipalities - including San Jose, Vallejo, Benicia, and Sacramento - vied to become the new state's capital. Sacramento emerged as the logical choice because of its rising population and potential as an economic and transportation hub; it was chosen as the permanent capital city of California in 1854.¹⁰ But while the city's location offered many advantages, it also exhibited a host of problems that threatened the city's success and position as the state capital. Between 1850 and 1893, ten major floods devastated the city.¹¹ Fires were a constant worry as well. The most devastating fire occurred in 1852 when 55 blocks of the city's business district, approximately 70 percent the city's building stock, went up in smoke. Another fire in 1854 destroyed 12 city blocks. These conflagrations led to the reconstruction of much of the city using fireproof brick or stone.¹²

Despite these events, Sacramento thrived. The combination of the Gold Rush and designation as the new state capital propelled Sacramento from a small frontier settlement into a rapidly growing city in less than a decade. The city was well connected by steamboat, stagecoaches, freight wagons, and the Pony Express. In 1856, Sacramento completed the first railroad in California with the construction of the Sacramento Valley Railroad, and in 1869 became the terminus of the Transcontinental Railroad. The arrival of the railroad attracted more merchants, making Sacramento the nexus of a thriving agricultural and food processing industry.

EARLY DEVELOPMENT OF THE UPPER STOCKTON ROAD

Stockton Boulevard traces its roots back to the California Gold Rush. In addition to spurring the development of Sacramento, the discovery of gold at Sutter's Mill in Coloma in 1848 spurred the development of numerous cities, towns, and smaller communities across the state, including Stockton, roughly 50 miles to the south. Stockton Boulevard, or the Upper Stockton Road as it was called in the 19th and early 20th centuries, served as one of two primary roads that connected Sacramento and Stockton. The Lower Stockton Road (now Franklin Boulevard) connected the two cities along a second route to the west (**Figure 2**).

Sacramento's population expanded rapidly following the onset of the Gold Rush, first with the initial influx of prospective miners hoping to strike it rich in the nearby goldfields, and later as many of these individuals chose to permanently settle in the area. Sacramento's growing population

¹⁰ Hallam, 68-69.

¹¹ Karen Wilson, *A Century of Protecting Natomas: The History of Reclamation District 1000, 1911-2011* (Virginia Beach, VA: Donning Company Publishers, 2011), 9-14.

¹² Kenneth N. Owens, "River City: Sacramento's Gold Rush Birth and Transfiguration," in *River City and Valley Life: An Environmental History of the Sacramento Region*, Christopher J. Castaneda and Lee M.A. Simpson, ed. (Pittsburgh: University of Pittsburgh Press, 2013), 50.

prompted the creation of new civic institutions. Recognizing a need for facilities to care for the growing city's sick, injured, and dying, the Sacramento County Board of Supervisors purchased 60 acres of land just outside Sacramento's city limits along the Upper Stockton Road in 1869 for a county hospital and poorhouse. The original buildings were completed in 1871 and were replaced by newer facilities several times from the late 19th century to the mid-20th century (**Figure 3**).¹³

LATE 19TH AND EARLY 20TH CENTURY

Taking advantage of the Sacramento region's fertile soil, much of the area immediately to the southeast of Sacramento's original city boundaries was developed into farmland during the latter half of the 19th century. Orchards full of fruit trees and alfalfa farms dominated the landscape surrounding the Upper Stockton Road by the 1890s.¹⁴ Crops grown in the area included table and wine grapes, apples, pears, figs, peaches, plums, cherries, strawberries, raspberries, and almonds. Houses and estates of the men and women who owned these farms, as well as the smaller outbuildings associated with them, dotted the rural landscape. The area's agrarian character attracted agricultural businesses to the Upper Stockton Road, such as the Harelson Food Company, which was located along the road between S and T Streets and sold feed supplies to local ranchers and farmers.¹⁵

¹³ Sacramento Archives and Museum Collection Center, *Images of America: Sacramento's Elmhurst, Tahoe Park and Colonial Heights* (Charleston, SC: Arcadia Publishing, 2008), 95-100.

¹⁴ "Map of Sacramento County showing uses of the soils," James McClatchy & Co. Publishers, 1894, Center for Sacramento History.

¹⁵ Sacramento Archives and Museum Collection Center, *Images of America: Sacramento's Elmhurst, Tahoe Park and Colonial Heights*, 13.

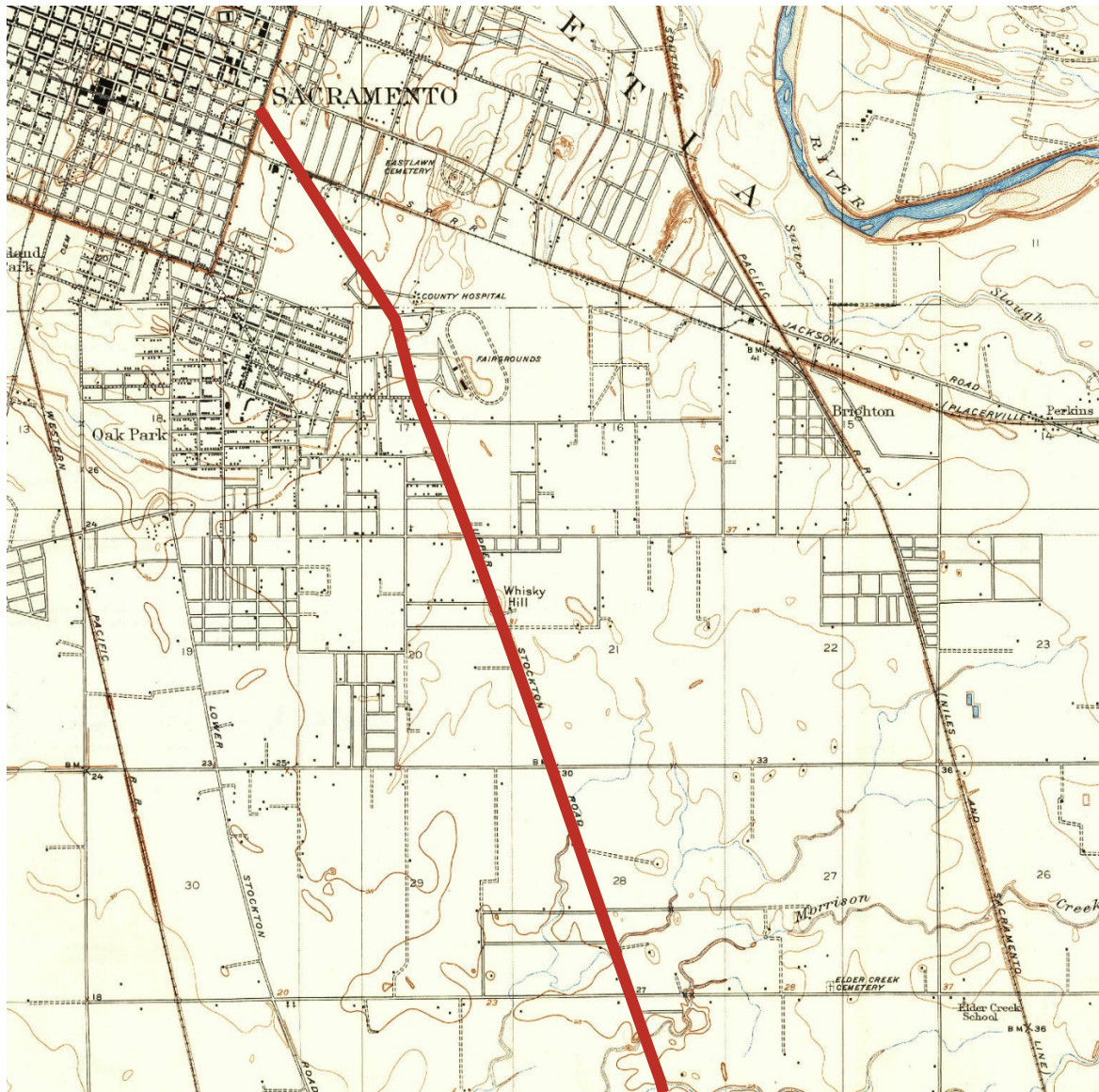


Figure 2. Topographic map of the Stockton Boulevard area in 1911. Stockton Boulevard (Upper Stockton Road) is colored red. Source: United States Geological Survey. Edited by Page & Turnbull.



Figure 3. Undated photograph of the Sacramento County Hospital. Source: California State Library.

Streetcar Suburbs

Development along the Upper Stockton Road corridor continued to be dominated by agricultural uses through the early 20th century. The area's transformation into a patchwork of built-up residential subdivisions began with the introduction of the first streetcar lines into the area at the end of the 19th century. In 1887, real estate developer Edwin K. Alsip, owner of the Central Street Railway Company, purchased the 230-acre William Doyle ranch and extended his streetcar line into it with the intention of developing the area into a new residential subdivision, called Oak Park. The streetcar line ran from Sacramento's main business district along Sacramento Boulevard (now Broadway) and 35th Street to a new public park, also known as Oak Park (now James McClatchy Park), less than one mile to the west of the Upper Stockton Road. In order to attract more residents to the new subdivision, an amusement park called Joyland was built in the park in 1894.¹⁶

Many of the early streetcar suburbs developed at the outskirts of Sacramento and relied on the area's agricultural character and fertile soil to attract residents. The neighborhood east of Stockton Boulevard along present-day T Street was initially platted as the suburb of Fruit Vale in 1892. The subdivision was planned to feature individual lots that could each accommodate a small farm with a house and 20 to 40 fruit trees. The subdivision was never realized, and the area remained farmland

¹⁶ Page & Turnbull, "Sacramento Historic District Plans," 2019, 283; Niki Kangas, "Joyland," *Midtown Monthly*, February 1, 1010. . A fire destroyed much of Joyland in 1920. The site was donated to the city in 1927 and subsequently converted into James McClatchy Park.

until 1908, when 250 acres of land in the same area were purchased by H. A. McClelland and developed into a new subdivision, called Elmhurst. The subdivision incorporated some of the concepts of the City Beautiful movement. Lots were arranged along a wide central boulevard with two central parks, Sunset Park and Sierra Vista Park, running down the middle and rows of elm trees that gave the neighborhood its name.¹⁷ Many of the single-family houses that were eventually built in Elmhurst were modest in scale and exhibited the subtle influence of the popular architectural styles of the first half of the 20th century, including the Craftsman, Spanish Colonial Revival, Tudor Revival, Colonial Revival, and Minimal Traditional styles. The surviving Elmhurst neighborhood retains much of its original landscape design and homes.



Figure 4. The Upper Stockton Road (now Stockton Boulevard) in 1913. Source: California Department of Transportation.

Around roughly the same time, the Central Electric Realty Company began acquiring land between Sacramento and the town of Florin to the south with the intention of developing new residential suburbs along a planned electric rail line with freight and passenger service. In 1906, the company purchased an area of elevated agricultural land that had been previously owned by the Rich family on the east side of the Upper Stockton Road, approximately three and one-half miles from the Sacramento city limit at the time. Reportedly home to some of the oldest lemon trees in California, the Central Electric Realty Company and Brand-McClelland Company platted it into a subdivision called Lemon Hill.¹⁸ Advertisements promoted the fertility of the area's soil and proximity to Sacramento as the perfect location to establish a small farm. The area "will grow almost anything,"

¹⁷ Sacramento Archives and Museum Collection Center, *Images of America*, 7-8.

¹⁸ "A Big Real Estate Deal," *Sacramento Star*, 26 September 1906: 3.

the advertisements read. “You may never have such another opportunity for securing a farm almost at the gates of the City at such low prices and reasonable terms.”¹⁹ Developers continued to use the agricultural potential of the area south of Sacramento’s city limits to advertise new subdivisions, particularly in the area south of Fruitridge Boulevard, into the 1920s.²⁰

Additional streetcar lines attracted the development of more residential subdivisions in the second decade of the 20th century. In 1910, George Peltier, a banker and real estate developer involved in the construction of interurban streetcar lines for the Central California Traction Company, developed the Colonial Heights subdivision. Located on the site of a former 240-acre vineyard owned by German immigrant Peter Roemer, the subdivision featured a palm tree-lined boulevard, called San Francisco Boulevard, at its main entrance.²¹ Roemer’s estate, known locally as Roemer Park, remained in its parklike grounds until 1952, when it was replaced by the Greenbrier Motel (now the Greens Motel). One house from the Roemer Estate, known locally as Roemer Castle or Loddick Castle, survives near the intersection of Stockton Boulevard and Roemer Lane.²² Colonial Acres, immediately adjacent to Colonial Heights, was subdivided shortly afterward in 1915 by the J.C. Carly Company, a prominent local developer (**Figure 5**).²³

The California State Fair & Agricultural Park

The abundance of open agricultural land to the southwest of Sacramento’s city limits appears to have attracted one of the state’s most prominent institutions and a major economic driver to Upper Stockton Road at the start of the 20th century. In 1909, the California State Fair relocated from its previous location in Capitol Park to a new site at the intersection of the Upper Stockton Road and Y Street (now Broadway).²⁴ Intended for the annual exhibition of California’s abundant agricultural products, the State Fair’s new fairgrounds, known as Agricultural Park, included a racetrack and numerous buildings for the display of livestock and produce from across the state.²⁵

¹⁹ “Watch for Coupons Lemon Hill,” *Sacramento Bee*, 18 October 1906: 8.

²⁰ “Map of Home Garden Acres,” Sacramento Public Library, Sacramento Room, 1923.

²¹ Sacramento Archives and Museum Collection Center, *Images of America*, 45-47.

²² Melisa Mourkas, Historic American Landscape Survey, “San Francisco Boulevard,” 2019.

²³ Sacramento Archives and Museum Collection Center, *Images of America*, 45-47.

²⁴ Sacramento Archives and Museum Collection Center, *Images of America*, 109.

²⁵ Sacramento Archives and Museum Collection Center, *Images of America*, 119.

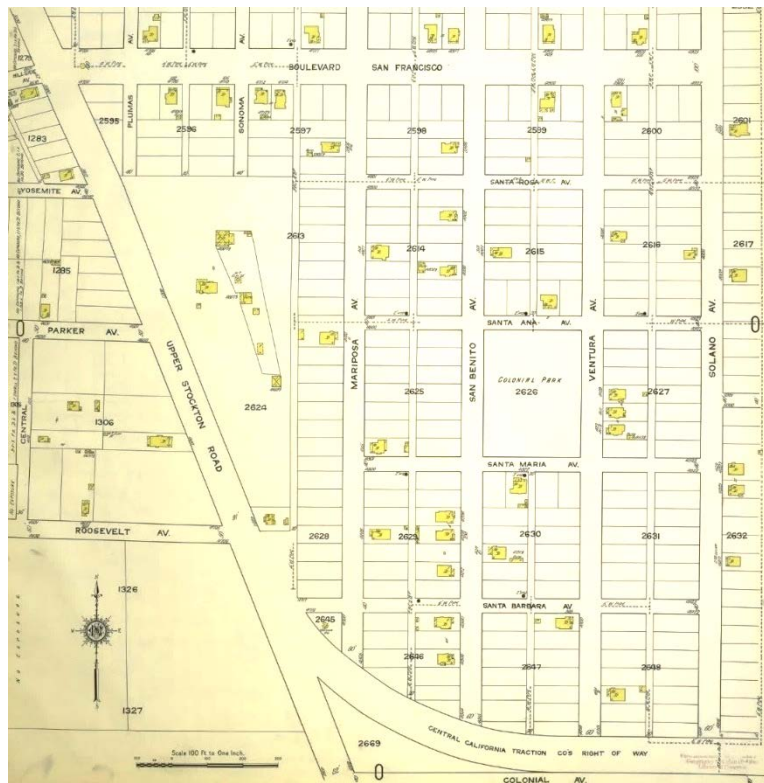


Figure 5. Sanborn Map Company fire insurance map showing early development of the Colonial Heights subdivision (1915). Source: Sacramento Public Library.

The announcement of the fair’s relocation to the Upper Stockton Road spurred the development of additional streetcar and freight rail lines into the area. One year after the new fairgrounds opened, the Central California Traction Company completed a new interurban streetcar line with passenger and freight service running down 2nd Avenue and the Upper Stockton Road from the Sacramento city center to Stockton (**Figure 6**). The Sacramento Electric Gas and Railway Company (later taken over by the Pacific Gas & Electric Company) added additional tracks to its existing lines that ran to the fairgrounds. Spur tracks from the main freight line of the Southern Pacific Railroad, which ran east-west along R Street to the north of the new fairgrounds, were also extended into the area.²⁶ Attracted by the fair, streetcar lines, and increasing residential development, a few one- or two-story commercial and small industrial businesses were built along the Upper Stockton Road by the early 20th century. These included garages, automobile repair shops, saloons, liquor stores, wood sheds, and other shops and storage facilities.²⁷

²⁶ “Grand Transportation Next Year to the Fair,” *Sacramento Star*, 12 September 1908: 8.

²⁷ Sanborn Map Company, “Sacramento, Calif.,” Volume 2, 1915, Library of Congress.

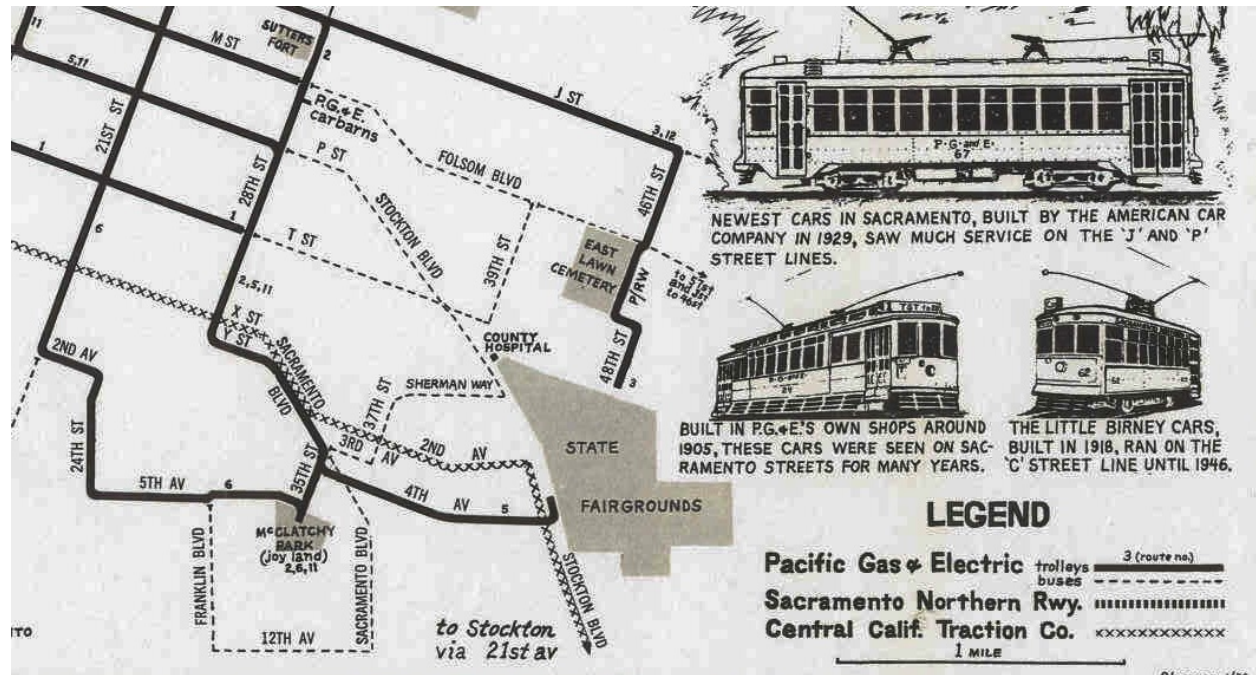


Figure 6. Map of streetcar lines in the Plan area in 1930. Source: Theodore Ditsek, Historic Reference Maps. Edited by Page & Turnbull.



Figure 7. Aerial photograph showing the California State Fair site (top) and Sacramento County Hospital (bottom) next to the Upper Stockton Road (now Stockton Boulevard) (right), circa 1940. The Elmhurst neighborhood is at the lower left. Source: California State Library. Edited by Page & Turnbull.

Continued Growth & Annexation

The extension of streetcars and rail lines to the southeast of the City of Sacramento encouraged further residential development as well as commercial and industrial diversification. By 1911, the Southern Pacific Railroad ran east-west along R Street, while an interurban streetcar line ran north-south down 28th Street (**Figure 8**). Attracted by easy access to both transportation routes, Chicago-based canning company Libby, McNeil & Libby built a large new cannery at a site between the Upper Stockton Road, 31st Street (now Alhambra Boulevard), and R Street between 1912 and 1913 (**Figure 9**). Designed as the main distribution center for five of the company's canneries in California, the cannery became one of Sacramento's major employers and provided a stimulus for the local

agricultural industry, which began to grow more olives and tomatoes to serve the cannery.²⁸ The cannery survives and has been rehabilitated as leasable office and commercial space.

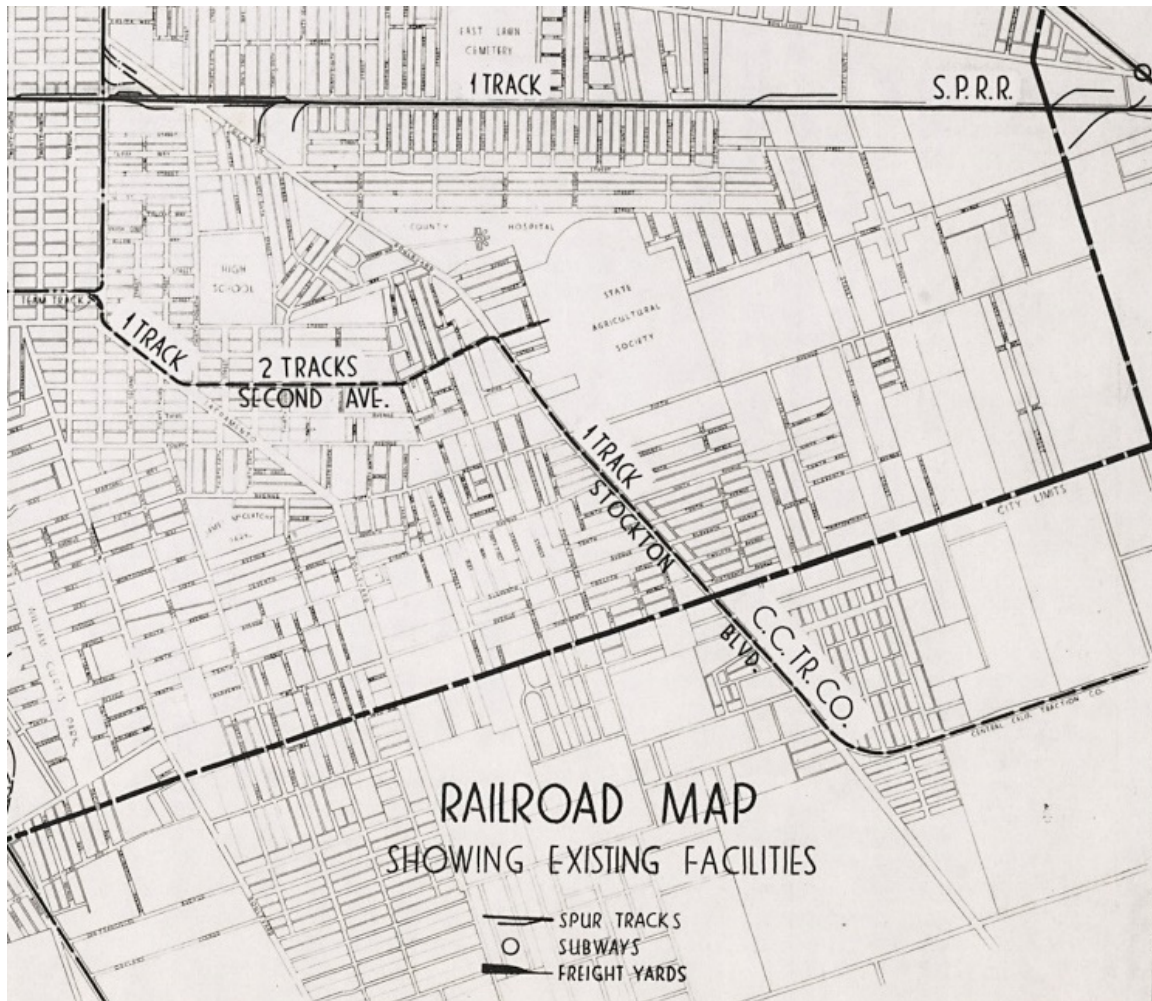


Figure 8. Undated map showing the location of freight tracks and interurban streetcar lines in the Plan area in the early 20th century. Source: Railfan Guides of the U.S. Edited by Page & Turnbull.

²⁸ “Libby McNeill & Libby Fruit & Vegetable Cannery,” National Register of Historic Places Inventory Nomination Form, 1982.



Figure 9. Libby, McNeil, and Libby Cannery (1922). Source: California State Library.

Recognizing the enormous growth just outside its city limits, the City of Sacramento officially annexed the neighborhoods to the east and south of its original city boundary in 1911. This included neighborhoods in the Plan area as far south as 14th Avenue and as far east as 65th Street. It was the first time the city had expanded its boundaries since its founding in the mid-19th century. Following annexation, many street names in the newly annexed area were changed to align with Sacramento's numbered and lettered street system.²⁹ It was around this time that the Upper Stockton Road was renamed Stockton Boulevard.³⁰

²⁹ Sacramento Archives and Museum Collection Center, *Images of America*, 7-8.

³⁰ Sacramento City Directory, 1918.

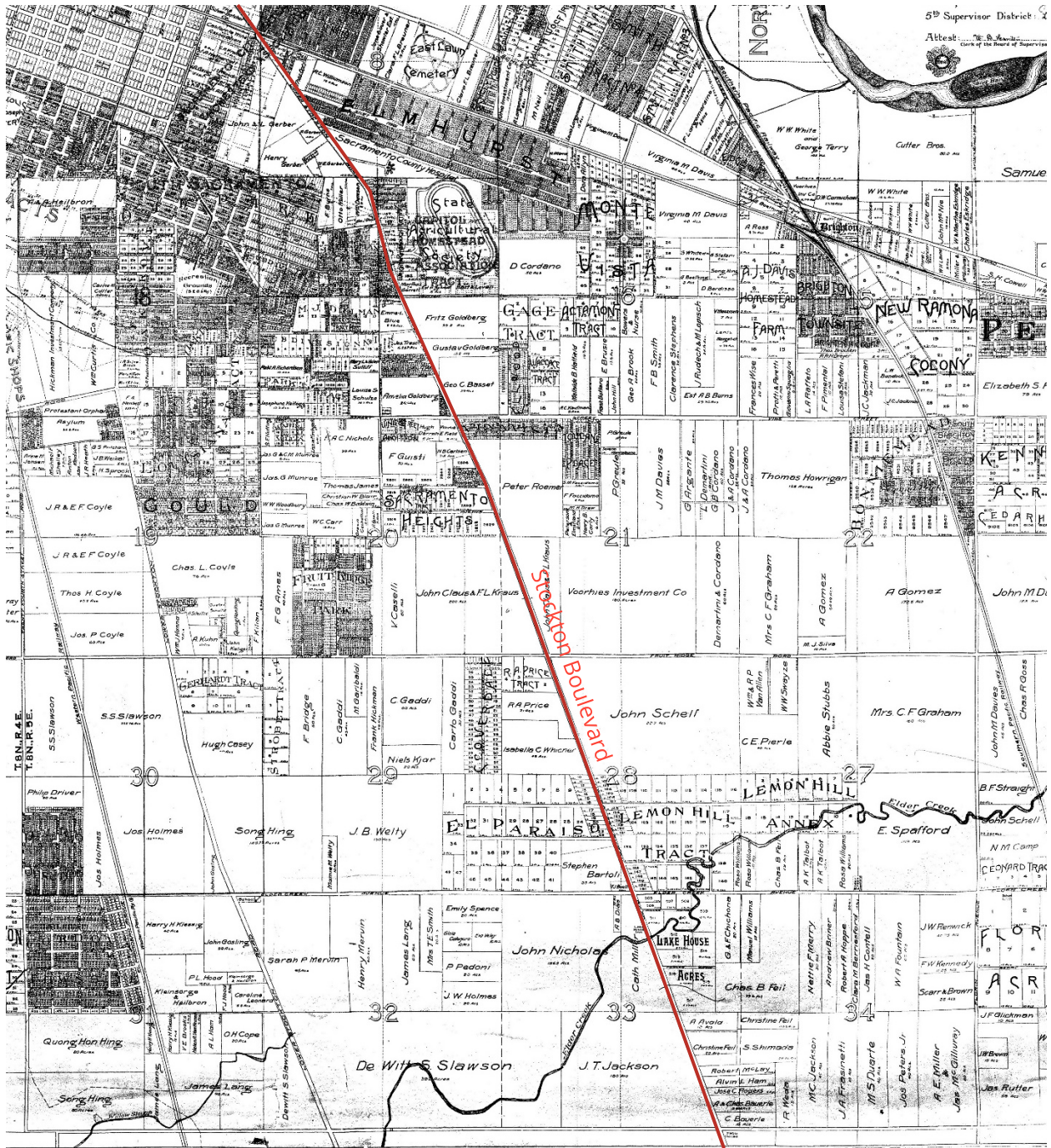


Figure 10. Map of subdivisions in the Neighborhood Study Area (1908). Stockton Boulevard is indicated by a red line. Source: Center for Sacramento History. Edited by Page & Turnbull.

The Great Depression

Like most of the United States, development along Stockton Boulevard slowed but did not completely stop during the Great Depression. Federal New Deal programs, such as the Works Progress Administration (WPA), helped keep the local economy afloat through numerous projects it carried out in the Sacramento area. Much of the WPA's work during this period took place at the California State Fairgrounds on Stockton Boulevard, including the construction of 14 new exhibit and administrative buildings, improvements to the fair's grandstand, construction of new roads, and completion of landscaping and infrastructural improvements. The WPA's work helped the California State Fair grow into the largest state fair in the United States during the 1930s.³¹ Some private construction continued in the area as well. In 1936, the Coca-Cola Bottling Company opened a new bottling plant near the State Fairgrounds at 2200 Stockton Boulevard (**Figure 11**).³² The plant became a prominent employer for the area. Although now vacant and significantly altered, the building survives in its original location.

Revenues and ridership of interurban rail service declined, partially as the result of the rising popularity of the automobile. This led the Central California Traction Company to end its service between Sacramento and Stockton in 1933.³³ Passenger streetcar service running through the Colonial Heights neighborhood continued through the 1940s.³⁴

³¹ Sacramento Archives and Museum Collection Center, *Images of America*, 112-113; Christopher J. Castaneda and Lee M.A. Simpson, eds., *River City and Valley Life: An Environmental History of the Sacramento Region* (Pittsburgh: University of Pittsburgh Press, 2013), 189.

³² Sacramento Archives and Museum Collection Center, *Images of America*, 68.

³³ "Central Traction Will Cut Service," *Sacramento Bee*, 28 September 1932: 6.

³⁴ Sacramento Archives and Museum Collection Center, *Images of America*, 83-85; "Historic Highway 99, Sacramento to Stockton," Stockton Boulevard Partnership, accessed December 2, 2021, <https://stocktonblvdpartnership.org/historic-highway-99-sacramento-to-stockton/>.



Figure 11. The Coca-Cola Bottling Company building (1936). Source: California State Library.

Late 19th and Early 20th Century Period: Associated Property Types & Architectural Styles

The following list summarizes property types and architectural styles that were developed in the Neighborhood Study Area during the late 19th and early 20th centuries, and which may still be extant:

Common Property Types:

- Farms and ranches
- Single-family residences
- Hospital buildings
- State Fair buildings
- Small commercial buildings and automobile garages
- Canneries and other industrial facilities
- Cemeteries
- Churches
- Schools
- Libraries and community centers

Common Architectural Styles:

- Folk Victorian
- Queen Anne
- Craftsman
- Spanish Colonial Revival
- Mediterranean Revival
- Tudor Revival
- Colonial Revival
- Art Deco
- Streamline Moderne
- Minimal Traditional
- Vernacular

WORLD WAR II & THE POSTWAR PERIOD

World War II brought Sacramento out of the Great Depression and introduced a new era of growth to the Stockton Boulevard corridor and surrounding areas. The war shifted the focus of Sacramento's economy from the agricultural and railroad industries to one based on state and federal employment, military bases, and transportation. It also brought thousands of new residents to Sacramento, including veterans who were stationed in the area during the war and large numbers of African Americans from Southern states who were attracted to the availability to jobs at the area's military bases and factories. Meanwhile, the increasing shift from streetcars to the automobile as the primary mode of transportation allowed workers at the major employment centers to live further from the city center.³⁵ Streetcar service throughout Sacramento ended in 1946, and planning began shortly afterward on a system of highways and freeways crisscrossing the city, though they were not completed until the 1960s and 1970s.³⁶

After World War II ended, Sacramento's military bases continued to serve as a major source of employment for the city's residents in the postwar period. In 1945, the U.S. Army Signal Depot (extant), responsible for repairing and maintaining high-tech military electronic equipment, relocated from its previous location at the Bercut-Richards Cannery on North 7th Street to a new site near the California State Fair grounds on Fruitridge Road between Power Inn Road and Florin Perkins Road. The depot – with its warehouses, administrative offices, barracks, shops, and other

³⁵ Page & Turnbull, *Historic District Plans*, 29.

³⁶ GEI Consultants, Inc., "Mid-Century Modern Context Statement and Survey Results," 2-13 – 2-14.

facilities – employed thousands of workers and brought new residents to the area southeast of Sacramento’s city center.³⁷

Completion of a new factory for the Proctor and Gamble Manufacturing Company on the northeast side of Fruitridge Road and Power Inn Road, immediately to the north of the U.S. Army Signal Depot, brought another major employer in 1953. One of the company’s only two factories in the United States, it brought hundreds of new jobs to the area, further aiding the growth of Sacramento’s southeastern suburbs.³⁸ Proctor & Gamble continues to operate out of the same location.

Postwar Housing Subdivisions

Sacramento’s booming postwar population, increasing housing demand, growing reliance on the automobile, and relocation of major employment bases from the city center led to development of much of the agricultural land in outlying areas, including those to the east and west of Stockton Boulevard, into sprawling new residential subdivisions. In the immediate postwar period, many of these new subdivisions were built out with small one-story Minimal Traditional houses that could be built quickly to meet the demand for housing. By the 1950s, as the immediate demand began to wane, larger houses, such as one-story Ranch style houses with rambling floorplans, increased in popularity. In contrast to early 20th-century subdivisions that were designed with a traditional gridiron of streets, these new subdivisions, such as Tallac Village and Colonial Village, often featured winding, curvilinear streets and cul-de-sacs. Many of these postwar neighborhoods functioned as miniature cities and had their own schools, parks, libraries, and community centers to serve residents.³⁹

As the population within these new subdivisions grew, the City of Sacramento annexed these new areas into the city limits, expanding its size at a rapid pace. By the late 1940s, subdivisions south of 14th Avenue, roughly as far south as 45th Avenue – such as Colonial Heights, Colonial Village, Tallac Village, Fruitridge Manor, and Lemon Hill – were annexed into the City of Sacramento (**Figure 12**). Subdivisions south of 45th Avenue to Florin Road – such as Glen Elder and Lindale – were annexed in the 1950s.⁴⁰

³⁷ Castaneda and Simpson, *River City and Valley Life*, 212-215.

³⁸ Sacramento Archives and Museum Collection Center, *Images of America*, 74-75.

³⁹ GEI Consultants, Inc., “Mid-Century Modern Context Statement and Survey Results,” 2-15.

⁴⁰ City of Sacramento Historical Growth by Annexation, map, December 2013.

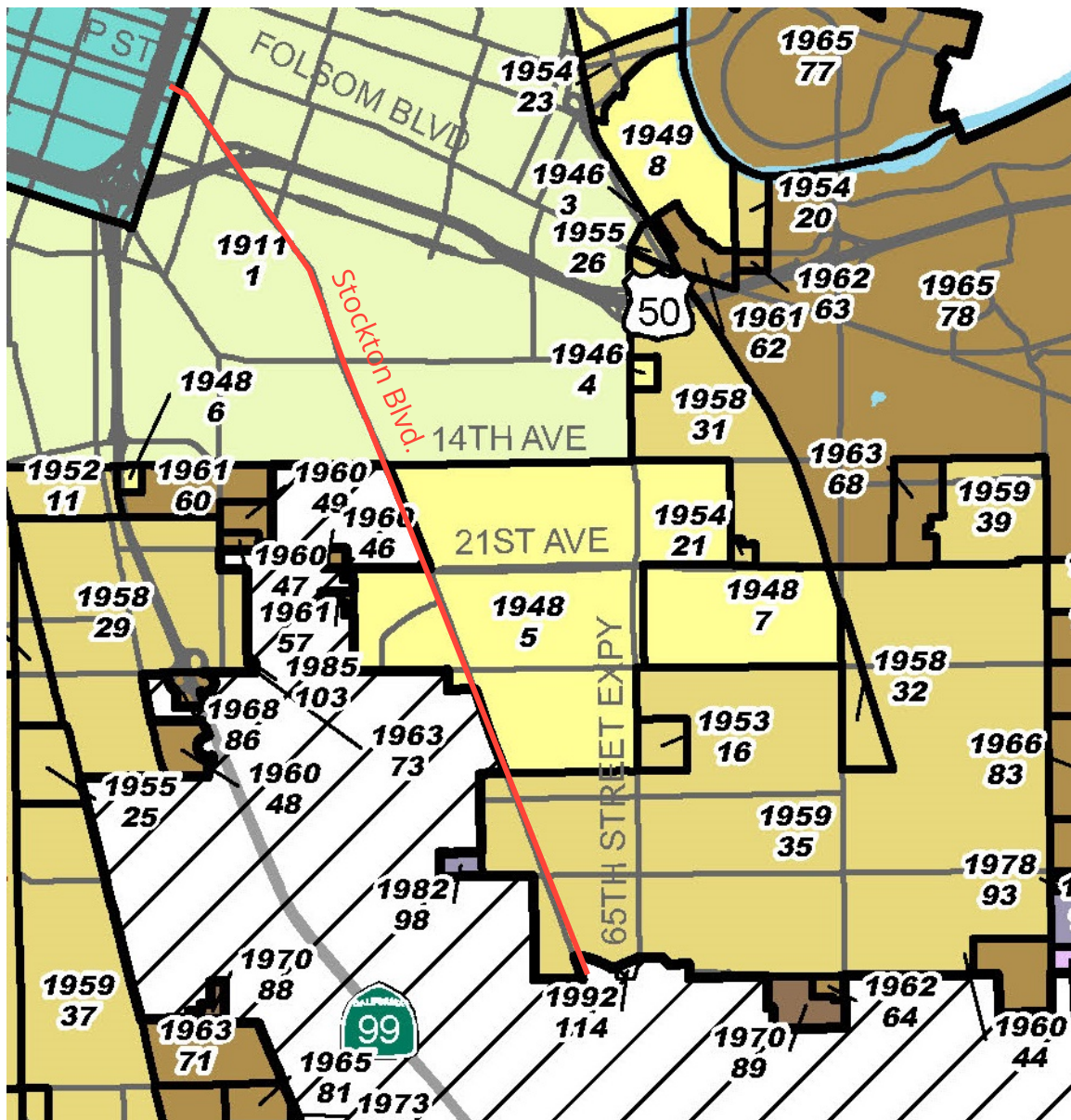


Figure 12. Map showing the years neighborhoods in the Plan area were annexed into the City of Sacramento.
Source: City of Sacramento. Edited by Page & Turnbull.

Auto-Oriented Commercial Development

To serve the expanding population in Sacramento’s southeastern neighborhoods, new shopping centers, restaurants, and entertainment options sprang up along Stockton Boulevard, particularly where the street intersected major east-west thoroughfares that passed through adjacent neighborhoods, such as Fruitridge Road, Lemon Hill Avenue, Elder Creek Road, and Florin Road. Shopping centers, including the Fruitridge Shopping Center on Stockton Boulevard and Fruitridge

Road (demolished in 2019) and Tallac Village Square Shops at 14th Avenue and 60th Street (extant), were frequently anchored by a large supermarket surrounded by several smaller shops. Many supermarkets, including Loverde's Market and Loverde's Variety and the Bel-Air owned by the Wong family, were located along Fruitridge Road.⁴¹ Reflecting the growth of car-culture following World War II, many of the postwar commercial establishments constructed during this period often featured large parking lots, drive-thrus, large plate glass windows, Modernist architectural designs, and eye-catching illuminated signage to appeal to passing drivers. Such establishments along the Stockton Boulevard corridor included the Fruitridge drive-in movie theater at the northwest corner of the intersection of Stockton Boulevard and Fruitridge Road, Burich's Grill and Charcoal Broiler at 4217 Stockton Boulevard, and the Leaning Tower of Pizza at 2033 Stockton Boulevard.⁴² Many of these postwar commercial developments have been demolished or significantly remodeled since their construction.

Shifting Demographics

During the postwar period, the demographics of many of the neighborhoods along Stockton Boulevard shifted dramatically. While many of the neighborhoods on the east side of the street remained predominately white during this period, those on the west side of the street to Franklin Boulevard became increasingly racially diverse.

In 1950, less than one percent of the residents living in most of the neighborhoods along Stockton Boulevard, particularly on the east side of the street, were not white, and some neighborhoods – such as Tahoe Park, Tallac Village, and Fruitridge Manor – had no African American residents. However, African Americans, many of whom worked at the area's military bases, had begun to establish a small foothold in the Oak Park neighborhood, making up approximately eight percent of the neighborhood's population in 1950.⁴³

Over the next decade, many of Sacramento's middle-class families and businesses relocated from older neighborhoods in and near the central city to the new subdivisions emerging at the city's outskirts. The migration of middle-class residents from older neighborhoods near the Stockton Boulevard corridor, such as Oak Park, opened the door to African American residents, many of

⁴¹ Sacramento Archives and Museum Collection Center, *Images of America*, 34, 70. Both Loverde's Variety and Loverde's Market appear to have been demolished or altered beyond recognition. The Bel-Air on Fruitridge Road has also been significantly remodeled since its original construction and no longer appears as it did during the postwar period.

⁴² The Fruitridge Drive-in movie theater was demolished at an unknown date. Burich's Grill and Charcoal Broiler survives but has been significantly remodeled and bears little resemblance to its appearance in the postwar period. The Leaning Tower of Pizza restaurant survives and has been somewhat altered.

⁴³ U.S. Bureau of the Census, "U.S. Censuses of Population and Housing: 1950, Volume III, Census Tracts, Sacramento, Calif.," 1950.

whom had been pushed out of Sacramento's downtown area by urban renewal projects and were prohibited from settling in most newer neighborhoods by discriminatory housing practices.⁴⁴ By 1960, although many of the neighborhoods on the east side of Stockton Boulevard remained predominately white, neighborhoods on the west side of the street continued to become increasingly racially mixed. The concentration of non-white residents in these areas ranged from approximately 20 percent in North Oak Park and nearly 50 percent of the population in Central Oak Park to over 80 percent in the area southeast of Fruitridge Boulevard and Stockton Boulevard.⁴⁵

One of the predominately Black neighborhoods that emerged during this period was the Glen Elder subdivision, located to the southwest of the intersection of Elder Creek Road and Power Inn Road. Developed in 1954 by Alcan Pacific Corporation and Sun River Homes, Glen Elder was the first and only subdivision in Sacramento County to be developed specifically as an interracial neighborhood where residents of all racial backgrounds were welcome.⁴⁶ Advertisements for the modest Ranch style houses in the subdivision promoted the sale of "homes for all vets."⁴⁷ Nevertheless, residents still felt the impacts of discriminatory planning practices. Access to Glen Elder was limited. Few roads entered or exited the subdivision so that residents were forced to take a roundabout route to reach the main shopping and business areas nearby on Florin Road. In addition, a fence separated Glen Elder and the predominantly white neighborhood of Lindale to the south until 1975.⁴⁸

⁴⁴ Page & Turnbull, "Sacramento Historic District Plans," 2019, 283.

⁴⁵ U.S. Bureau of the Census, "U.S. Censuses of Population and Housing: 1960, Census Tracts, Sacramento, Calif.," 1960.

⁴⁶ GEI Consultants, Inc., "Mid-Century Modern Context Statement and Survey Results," 2-31.

⁴⁷ Advertisement, *Sacramento Bee*, 24 August 1955: 40.

⁴⁸ "Fence Parting Glen Elder, Lindale Areas Will Go," *Sacramento Bee*, 21 January 1975: 14.



Figure 13. Aerial photograph taken in 1971, showing the Glen Elder subdivision. Source: UC Santa Barbara FrameFinder.

World War II & The Postwar Period: Associated Property Types & Architectural Styles

The following list summarizes property types and architectural styles that were developed in the Neighborhood Study Area during World War II and the postwar period that may still be extant:

Common Property Types:

- Single-family residences
- Drive-thru restaurants and commercial businesses surrounded by large parking lots
- Motels
- Shopping centers and strip malls
- Grocery stores
- Movie theaters
- Schools
- Churches
- Libraries and community centers

Common Architectural Styles:

- Late Moderne
- Minimal Traditional
- Ranch
- Mid-Century Modern
- Contemporary
- Vernacular

LATE 20TH CENTURY

Stockton Boulevard and the adjacent neighborhoods continued to evolve in the late 20th century. In 1961, Highway 99 was completed to the east of Stockton Boulevard. The new highway replaced Stockton Boulevard as the primary north-south route between the cities of Sacramento and Stockton and diverted traffic away from the old overland corridor.⁴⁹ Along with Interstate 50, which was completed to the north of the Plan area in 1972, Highway 99 created a barrier that cut the southeast area of Sacramento off from the rest of the city (**Figure 13** and **Figure 14**).⁵⁰

Although passenger streetcar service along Stockton Boulevard had ended in 1946, freight rail service continued until the 1960s. All streetcar service along Stockton Boulevard ceased by 1966, when the tracks running down the street were removed.⁵¹

⁴⁹ Historic Highway 99, Sacramento to Stockton," Stockton Boulevard Partnership, accessed December 2, 2021, <https://stocktonblvdpartnership.org/historic-highway-99-sacramento-to-stockton/>.

⁵⁰ William Burg, "A Brief History of Oak Park," *Midtown Monthly*, February 1, 2010, <http://www.midtownmonthly.net/life/a-brief-history-of-oak-park/>; "U.S. Highway 50," California Highways, accessed December 22, 2021, <https://www.cahighways.org/ROUTE050.html>.

⁵¹ Sacramento Archives and Museum Collection Center, *Images of America*, 83-85; William Burg, *Sacramento: Then & Now* (Charleston, SC: Arcadia Publishing, 2008), 70.



Figure 14. Aerial photograph, showing the north section of Stockton Boulevard and the State Fair grounds (1952). Source: UC Santa Barbara Frame Finder.



Figure 15. Aerial photograph, showing Highway 99 (left) and Interstate 50 (top) constructed to the west and north of the Stockton Boulevard area (1981). Source: UC Santa Barbara Frame Finder.

Further changes to the Stockton Boulevard corridor's economic base took place in the 1960s. By this period, the California State Fair had become landlocked as the neighborhoods surrounding it filled out. Needing more space, the California State Fair relocated to a new site at Cal Expo to the north of the Capitol City Freeway in 1968.⁵²

While the relocation of the fair removed one of the area's most prominent economic drivers, it also enabled the growth of another. The same year, the Sacramento County Hospital transitioned into a teaching hospital for the University of California, Davis. A few years later, in 1973, the University took over ownership of the hospital and began expanding its medical facilities into the former state fairgrounds.⁵³ Although most of the fair buildings were demolished, two buildings, Governor's Hall and the Agricultural Pavilion, survive at the intersection of Stockton Boulevard and Broadway.⁵⁴ The UC Davis Medical Center subsequently developed the site into a nationally recognized academic medical center and a major employment base for Sacramento.

⁵² "Take Me to the Fair: Then and Now," Stockton Boulevard Partnership, October 5, 2021, accessed December 22, 2021, <https://stocktonblvdpartnership.org/take-me-to-the-fair-then-and-now/>.

⁵³ Sacramento Archives and Museum Collection Center, *Images of America*, 105-106.

⁵⁴ "Take Me to the Fair: Then and Now," Stockton Boulevard Partnership, October 5, 2021, accessed December 22, 2021, <https://stocktonblvdpartnership.org/take-me-to-the-fair-then-and-now/>.



Figure 16. The Sacramento Medical Center, later the UC Davis Medical Center (1970). Source: Sacramento Public Library.

Changes were also underway in Oak Park. Social tensions erupted in confrontations between local residents and the police, first in riots in 1969 and again in 1970 after the shooting of a police officer resulted in the arrest of four Black Panther Party members.⁵⁵ After the riots, several of Oak Park's long-standing businesses closed down and never reopened. A series of urban renewal projects after the riots led to the demolition of portions of Oak Park's main business district along 35th Street.⁵⁶ The neighborhood has more recently experienced a period of urban revitalization. An influx of Latino and Asian residents and an increase in white collar jobs, especially at the nearby U.C. Davis Medical Center, have shifted the neighborhood's demographics and brought new residents and businesses to the area.⁵⁷

Further to the south, a vibrant Vietnamese community developed along a roughly two-mile stretch of Stockton Boulevard near its intersection with Fruitridge Road, as refugees fleeing the Vietnam War settled in the area in the 1970s. Businesses catering to Sacramento's Vietnamese-American community soon lined the street. Among the first of the Vietnamese commercial developments in the area were the Pacific Rim Plaza at 65th Street and Stockton Boulevard and the Vinh Phat

⁵⁵ Burg, "A Brief History of Oak Park."

⁵⁶ Burg, "A Brief History of Oak Park."

⁵⁷ Robin Dattel, "Central Oak Park Walking Tour, Sacramento, California," (brochure, California State University Sacramento, Department of Geography), 5.

Supermarket at 6105 Stockton Boulevard.⁵⁸ In 2010, the local community asked the Sacramento City Council to formally designate the area as “Little Saigon.” The retail district contains businesses that specialize in goods and services not only from Vietnam but from countries throughout Asia, including China, India, Cambodia, the Philippines, and Korea.⁵⁹ The businesses are typically located in strip malls with large parking lots.

Additional changes to the economic base of the area surrounding Stockton Boulevard took place in the 1980s and 1990s. In 1980, the Libby, McNeil and Libby Cannery closed.⁶⁰ The U.S. Army Signal Depot was leased to Packard Bell in 1995. At the time, it was the company’s only manufacturing plant in United States.⁶¹

The primary transportation thoroughfares in the Plan area – including Stockton Boulevard, Fruitridge Road, and Florin Road – remain dominated by strip malls and auto-centric development in the 21st century. Many of the post-war and mid-century commercial developments have been demolished and replaced with new strip malls or big box stores or significantly altered. This includes the Fruitridge Shopping Center, which was demolished between 2019 and 2020 and replaced with a new strip mall.⁶² Remaining undeveloped pockets of the Plan area to the east and west of Stockton Boulevard continue to be filled in with new residential developments. Small subdivisions of modern two-story single-family residences have been constructed, particularly along Lemon Hill Avenue, Morrison Creek, and Elder Creek Avenue to the east of the 65th Street Expressway. A few multi-family developments have also been completed, such as the Mutual Housing at Lemon Hill development at 6000 Lemon Hill Avenue.

Late 20th Century: Associated Property Types & Architectural Styles

The following list summarizes property types and architectural styles that were developed in the Neighborhood Study Area during the late 20th century and which may still be extant:

Common Property Types

- Single-family residences
- Multi-family apartments
- Institutional buildings

⁵⁸ Google Street View indicates that the Vinh Phat Supermarket was remodeled between 2011 and 2014 and no longer appears as it did in the 1970s. The Pacific Rim Plaza shopping center is extant; however, research did not reveal the extent to which it has been altered since its original construction.

⁵⁹ Sara Mizes-Tan, “A Neighborhood in Transition: Sacramento’s Little Saigon Grapples with Culture and the American Dream,” Capitol Public Radio, 11 February 2021, <https://www.capradio.org/articles/2021/02/11/a-neighborhood-in-transition-sacramentos-little-saigon-grapples-with-culture-and-the-american-dream/>.

⁶⁰ Steven M. Avella, *Sacramento: Indomitable City* (Charleston, SC: Arcadia Publishing, 2003), 148.

⁶¹ Sacramento Archives and Museum Collection Center, *Images of America*, 77.

⁶² Google Street View, 2019-2020.

- Shopping centers
- Restaurants and other commercial businesses

Common Architectural Styles

- Ranch
- Contemporary
- Postmodern
- New Traditional
- Vernacular

III. REGULATORY SETTING

This section examines the national, state, and local regulatory frameworks for the evaluation, designation, and design review of historic resources in Sacramento.

National Regulations

NATIONAL HISTORIC PRESERVATION ACT

The National Historic Preservation Act of 1966, 80 Stat. 915, 16 U.S.C. 470 et seq., as amended, authorizes the Secretary of the Interior to expand and maintain a National Register of districts, sites, buildings, structures, and objects significant in American history, architecture, archeology, engineering and culture. The National Register of Historic Places (National Register) is an authoritative guide to be used by Federal, State, and local governments, private groups and citizens to identify the Nation’s cultural resources and to indicate what properties should be considered for protection from destruction or impairment.

A “historic property” is any prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion in, the National Register of Historic Places maintained by the Secretary of the Interior. Historic properties include artifacts, records, and remains that are related to and located within such properties. The term includes properties of traditional religious and cultural importance to an Indian tribe or Native Hawaiian organization and that meet the National Register criteria (36 Code of Federal Regulations (CFR) Part 800 Protection of Historic Properties, Section 800.16 Definitions I 1).

NATIONAL REGISTER OF HISTORIC PLACES

Overseen by the National Park Service (NPS), under the Department of the Interior, the National Register was authorized under the National Historic Preservation Act as amended. Its listings encompass all National Historic Landmarks as well as historic areas administered by NPS. National Register guidelines for evaluation of significance were developed to be flexible and to recognize accomplishments of all who have made significant contributions to the nation’s history and heritage. Its criteria were designed to guide State and local governments, Federal agencies, and others in evaluating potential entries in the National Register. For a property to be listed or determined eligible for listing, it must be demonstrated as possessing integrity and meeting at least one of the following criteria. It must be demonstrated that:

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. Associated with events that have made a significant contribution to the broad patterns of our history; or
- B. Associated with the lives of persons significant in our past; or
- C. Embodies 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. Has yielded, or may be likely to yield, information important in prehistory or history.

Integrity is defined in *National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation*, as “the ability of a property to convey its significance. To be listed in the National Register...a property must not only be shown to be significant under the National Register criteria, but it also must have integrity” (U.S. Department of the Interior, National Park Service, 1995). The seven aspects of integrity are location, design, setting, materials, workmanship, feeling, and association.

The National Register guidance asserts that properties be at least 50 years old to be considered for eligibility. Properties completed less than 50 years before evaluation must be “exceptionally important” (Criteria Consideration G) to be considered eligible for listing.

State Regulations

CALIFORNIA REGISTER OF HISTORICAL RESOURCES

The California Register of Historical Resources is an inventory of significant architectural, archaeological, and historical resources in the State of California. Resources can be listed in the California Register through a number of methods. State Historical Landmarks and National Register-listed properties are automatically listed in the California Register. Properties can also be nominated to the California Register by local governments, private organizations, or citizens. The evaluative criteria used by the California Register for determining eligibility are closely based on those developed by the National Park Service for the National Register of Historic Places.

To be eligible for the California Register, a cultural resource must be significant at the local, state, and/or federal level under one or more of the following four criteria:

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

In addition to being significant under one or more of these criteria, a resource must retain enough of its historic character and appearance to be recognizable as a historical resource and be able to convey the reasons for its significance (CCR Title 14 Section 4852(c)). According to California Office of Historic Preservation Technical Bulletin No. 6, "In order to understand the historic importance of a resource, sufficient time must have passed to obtain a scholarly perspective on the events or individuals associated with the resource. A resource less than 50 years old may be considered for listing in the California Register if it can be demonstrated that sufficient time has passed to understand its historical importance" (California Office of Historic Preservation, 2011).

CALIFORNIA STATE LANDMARKS

Designated California Historical Landmarks are numbered sequentially as they are listed by the State Historical Resources Commission. California Historical Landmarks numbered 770 and above are automatically listed in the California Register. According to PRC Section 5031(a), to be eligible for California Historical Landmark designation, a property must be of statewide historical importance

and must demonstrate its statewide significance by meeting one of the following three requirements:

1. The property is the first, last, only, or most significant historical property of its type in the region. The regions are Southern California, Central California, and Northern California. If a property has lost its historic appearance (integrity), it may still be listed as a site.
2. The property is associated with an individual or group having a profound influence on the history of California.
3. The property is a prototype of, or an outstanding example of, a period, style, architectural movement or construction or is one of the more notable works or the best surviving work in a region of a pioneer architect, designer or master builder.

An architectural landmark must have excellent physical integrity, including integrity of location. An architectural landmark generally will be considered on its original site, particularly if its significance is basically derived from its design relationship to its site.

CALIFORNIA POINT OF HISTORICAL INTEREST

California Points of Historical Interest are “sites, buildings, features, or events that are of local (city or county) significance and have anthropological, cultural, military, political, architectural, economic, scientific or technical, religious, experimental, or other value.” The effects of designation as a California Point of Historical Interest are limited protection and environmental review under CEQA, eligibility for property tax reduction through Mills Act, eligibility under the State Historic Building Code and a small enamel directional sign through Caltrans district office. To be eligible for designation, a resource must meet at least one of the following criteria:

1. The first, last, only, or most significant of its type in the state or within the local geographic region (City or County).
2. Associated with an individual or group having a profound influence on the history of the local area.
3. A prototype of, or an outstanding example of, a period, style, architectural movement or construction or is one of the more notable works or the best surviving work in the local region of a pioneer architect, designer or master builder.

No historical resource may be designated as both a California State Landmark and a California Point of Historical Interest. If the resource qualifies as a State Landmark, then the Point designation is removed.

PUBLIC RESOURCES CODE, SECTIONS 5024 AND 5024.5

Public Resources Code (PRC) Sections 5024 and 5024.5 are part of a state program to preserve state-owned historical resources and apply to properties owned by California state agencies.

PRC Section 5024 requires state agencies to evaluate whether buildings owned by the State and under their operation are eligible for listing in the National Register of Historic Places, or eligible for designation as a California Historical Landmark. State agencies are also responsible for maintaining an inventory of any eligible or listed resources and providing annual updates to the State Historic Preservation Officer (SHPO) so that newly evaluated and/or listed properties may be included in the Master List of State-Owned Historical Resources. PRC Section 5024 also requires state agencies to manage all historical resources in a way that retains their defining historic characteristics.

PRC Section 5024.5 requires state agencies to consult with the SHPO before proceeding with a project that involves any state-owned building listed on the Master List of State-Owned Historical Resources. The SHPO must comment on a project and must state whether the proposed action will adversely affect the properties. If a substantial adverse effect in the significance of a historical resource is identified, the SHPO and the head of the state agency with jurisdiction over the resource must consult on “prudent and feasible measures that will eliminate or mitigate the adverse effects.” Mediation by the Office of Planning and Research is possible, if the SHPO and the affected state agency cannot agree.

CALIFORNIA ENVIRONMENTAL QUALITY ACT

The California Environmental Quality Act (CEQA) is State legislation (codified in Public Resources Code [PRC] § 21000 et seq.) which provides for the development and maintenance of a high quality environment for the present-day and future through the identification of significant environmental effects. CEQA applies to projects proposed to be undertaken or requiring approval from State or local government agencies. CEQA requires the government agency, also called the lead agency, to determine if a project would have a significant effect on historical resources, unique archaeological resources, or tribal cultural resources.

A building may qualify as a historic resource if it falls within at least one of four categories listed in CEQA Guidelines Section 15064.5(a). The four categories are:

1. A resource listed in, or determined to be eligible by the State Historical Resources Commission, for listing in the California Register of Historical Resources (Pub. Res. Code SS5024.1, Title 14 CCR, Section 4850 et seq.).

2. A resource included in a local register of historical resources, as defined in Section 5020.1(k) of the Public Resources Code or identified as significant in an historical resource survey meeting the requirements of section 5024.1 (g) of the Public Resources Code, shall be presumed to be historically or culturally significant. Public agencies must treat any such resource as significant unless the preponderance of evidence demonstrates that it is not historically or culturally significant.
3. Any object, building, structure, site, area, place, record, or manuscript which a lead agency determines to be historically significant or significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California may be considered to be an historical resource, provided the lead agency's determination is supported by substantial evidence in light of the whole record. Generally, a resource shall be considered by the lead agency to be "historically significant" if the resource meets the criteria for listing on the California Register of Historical Resources (Pub. Res. Code SS5024.1, Title 14 CCR, Section 4852).

The fact that a resource is not listed in, or determined to be eligible for listing in the California Register of Historical Resources, not included in a local register of historical resources (pursuant to section 5020.1(k) of the Pub. Resources Code), or identified in an historical resources survey (meeting the criteria in section 5024.1(g) of the Pub. Resources Code) does not preclude a lead agency from determining that the resource may be an historical resource as defined in Pub. Resources Code sections 5020.1(j) or 5024.1.

Local Regulations

SACRAMENTO GENERAL PLAN

The Historic and Cultural Resources Element of the 2035 Sacramento General Plan identifies citywide goals and policies related to historic and cultural resources in the City of Sacramento.

Relevant goals and policies include the following:

Goal

HCR 2.1 Identification and Preservation of Historic and Cultural Resources. Identify and preserve the city's historic and cultural resources to enrich our sense of place and our understanding of the city's prehistory and history.

Policies

HCR 2.1.1 Identification. The City shall identify historic and cultural resources, including individual properties, districts, and sites (e.g., archaeological sites), to ensure adequate protection of these resources. (PSR)

- HCR 2.1.2 Applicable Laws and Regulations. The City shall ensure compliance with City, State, and Federal historic preservation laws, regulations, and codes to protect and assist in the preservation of historic and archaeological resources, including the use of the California Historical Building Code as applicable. Unless listed in the Sacramento, California, or National registers, the City shall require discretionary projects involving resources 50 years and older to evaluate their eligibility for inclusion on the California or Sacramento registers for compliance with the California Environmental Quality Act. (RDR)
- HCR 2.1.3 Consultation. The City shall consult with appropriate organizations and individuals (e.g., California Historical Resources Information System (CHRIS) Information Centers, the Native American Heritage Commission (NAHC), the CA Office of Planning and Research (OPR) “Tribal Consultation Guidelines”, etc.,) and shall establish a public outreach policy to minimize potential impacts to historic and cultural resources. (IGC/JP)
- HCR 2.1.5 National, California, and Sacramento Registers. The City shall support efforts to pursue eligibility and listing for qualified resources including historic districts and individual resources under the appropriate National, California, or Sacramento registers. (RDR/IGC/JP)
- HCR 2.1.6 Planning. The City shall take historical and cultural resources into consideration in the development of planning studies and documents. (MPSP/PSR)
- HCR 2.1.10 Early Project Consultation. The City shall minimize potential impacts to historic and cultural resources by consulting with property owners, land developers, and the building industry early in the development review process. (RDR/JP/PI)
- HCR 2.1.11 Compatibility with Historic Context. The City shall review proposed new development, alterations, and rehabilitation/remodels for compatibility with the surrounding historic context. The City shall pay special attention to the scale, massing, and relationship of proposed new development to surrounding historic resources. (RDR)
- HCR 2.1.12 Contextual Features. The City shall promote the preservation, rehabilitation, restoration, and/or reconstruction, as appropriate, of contextual features (e.g., structures, landscapes, street lamps, signs) related to historic resources. (RDR)

- HCR 2.1.13 Historic Surveys and Context Statements. Where historic resource surveys may no longer be valid, or for areas that have not been surveyed, the City shall seek funding to prepare new historic context surveys. In these surveys, the potential eligibility of all properties 45 years and older for listing in National, California or Sacramento registers shall be evaluated. (RDR)
- HCR 2.1.14 Adaptive Reuse. The City shall encourage adaptive reuse of historic resources when the original use of the resource is no longer feasible. (RDR/SO)
- HCR 2.1.15 Demolition. The City shall consider demolition of historic resources as a last resort, to be permitted only if rehabilitation of the resource is not feasible, demolition is necessary to protect the health, safety, and welfare of its residents, or the public benefits outweigh the loss of the historic resource. (RDR)
- HCR 2.1.16 Archaeological & Cultural Resources. The City shall develop or ensure compliance with protocols that protect or mitigate impacts to archaeological and cultural resources including prehistoric resources. (RDR)
- HCR 2.1.17 Preservation Project Review. The City shall review and evaluate proposed development projects to minimize impacts on identified historic and cultural resources, including projects on Landmark parcels and parcels within Historic Districts, based on applicable adopted criteria and standards. (RDR)

CITY OF SACRAMENTO HISTORIC PRESERVATION PROGRAM

The City of Sacramento enacted its first preservation ordinance in 1975. The ordinance established the City's historic preservation program, including the establishment of a preservation commission, preservation director, and preservation staff responsible for implementing the preservation element of the City's general plan. It also established the Sacramento Register of Historic and Cultural Resources (the Sacramento Register), a local inventory of significant architectural, archaeological, and historical resources.

Sacramento Register of Historic and Cultural Resources

The evaluative criteria used to determine a property's eligibility for listing on the Sacramento Register are stated in section 17.604.210 of the City's municipal code and are closely based on the eligibility criteria developed for the National Register and California Register. To be eligible for individual listing on the Sacramento Register, an individual property must meet the following requirements:

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.

Preservation Site Plan and Design Review Process

Projects proposed for properties that are listed or nominated to the Sacramento Register are subject to the City's Preservation Site Plan and Design Review Process. If a property has been designated as a historic Landmark, or is located within a Historic District, City preservation staff are responsible for overseeing the Site Plan and Design Review and process prior to an applicant applying for a building permit. Preservation staff may also be involved reviewing potentially eligible properties as part of the city-wide Site Plan and Design Review process.

If the work involves the exterior of a building, construction on the site, or involves significant, publicly accessible interiors, then a Planning Entitlement Application for Preservation, Site Plan and Design Review will likely be required from the City's Planning Division. Many small projects, such as maintenance, are exempt from Site Plan & Design Review.⁶³

⁶³ "Historic Preservation," City of Sacramento, accessed February 11, 2022, <https://www.cityofsacramento.org/Community-Development/Planning/Urban-Design/Preservation>.

IV. DESIGNATED, ELIGIBLE, AND POTENTIALLY ELIGIBLE HISTORIC RESOURCES

This section provides a summary of properties in the Specific Plan Area that are designated or eligible for listing in national, state, or local historic registers. It also provides a high-level analysis of potentially eligible properties identified in the Specific Plan Area and Neighborhood Study Area.

Listed & Eligible Historic Resources in the Specific Plan Area

According to Sacramento County BERD records provided by the City, one property inside the Plan Area, the Libby, McNeil, and Libby Fruit and Vegetable Cannery at 1724 Stockton Boulevard, is individually listed on the National Register of Historic Places (National Register). All properties listed on the National Register are also automatically listed on the California Register. One property within the Plan Area, the Colonial Theater at 3522 Stockton Boulevard, is listed on the California Register of Historical Resources (California Register), but not the National Register. Six buildings at the CalTrans Equipment Headquarters at 3400 R Street are listed on the Master List of State-owned Historical Resources. To supplement the list of properties listed in the BERD, Page & Turnbull conducted a search of properties located on Stockton Boulevard that are listed on the Sacramento Register of Historic and Cultural Resources (Sacramento Register). Only one property, the Libby, McNeil, and Libby Fruit and Vegetable Cannery, is listed on the Sacramento Register. In total, there are eight individual historic resources in the Specific Plan Area that are listed on local, state, and/or national registers.

Listed Historic Resources within the Stockton Boulevard Plan Area are summarized in Table 3.1.

Table 3.1 Listed Historic Resources in the Specific Plan Area

| <i>Resource</i> | <i>Location</i> | <i>Designation</i> |
|--|-------------------------|--|
| Libby, McNeil, and Libby Fruit and Vegetable Cannery | 1724 Stockton Boulevard | National Register of Historic Places California Register of National Historical Resources Sacramento Register of Historic and Cultural Resources |
| Colonial Theatre | 3522 Stockton Boulevard | California Register of Historical Resources |
| CalTrans Equipment Headquarters Auto Repair Shop | 3400 R Street | State Master List |
| CalTrans Equipment Headquarters Paint Shop | 3400 R Street | State Master List |

| <i>Resource</i> | <i>Location</i> | <i>Designation</i> |
|---|-----------------|--------------------|
| CalTrans Equipment Headquarters Yard | 3400 R Street | State Master List |
| CalTrans Equipment Headquarters Administrative Building | 3400 R Street | State Master List |
| CalTrans Equipment Headquarters Shop A | 3400 R Street | State Master List |
| CalTrans Equipment Headquarters Truck Repair Shop | 3400 R Street | State Master List |

Source: Sacramento County BERD, March 2020.

According to the data provided by the City, several properties within the Specific Plan Area have also been determined to be eligible for individual listing on the local, state, or national registers. Two properties, the Colonial Theatre at 3522 Stockton Boulevard and Coca Cola Bottling Plant at 2200 Stockton Boulevard, are eligible for listing on the National Register. Three properties have been determined eligible for local listing; however, one of these, the Rotas Grocery/Cake Art Bakery at 2330 Stockton Boulevard, does not appear to be extant. In total, four properties, in addition to the California Register-listed Colonial Theatre, have been determined eligible for listing on the local, state, and/or national registers.

Eligible Historic Resources within the Stockton Boulevard Specific Plan Area are summarized in Table 3.2.

Table 3.2 Eligible Historic Resources in the Specific Plan Area

| <i>Resource</i> | <i>Location</i> | <i>Eligible for Designation</i> |
|--|-------------------------|--|
| Colonial Theatre | 3522 Stockton Boulevard | National Register of Historic Places |
| Coca Cola Bottling Plant | 2200 Stockton Boulevard | National Register of Historic Places |
| Rotas Grocery/Cake Art Bakery (does not appear to be extant) | 2330 Stockton Boulevard | Sacramento Register of Historic and Cultural Resources |
| Sacramento Fire Department Engine Company #9 | 3101 Stockton Boulevard | Sacramento Register of Historic and Cultural Resources |
| Loddick Castle | 4311 Stockton Boulevard | Sacramento Register of Historic and Cultural Resources |

Source: Sacramento County BERD, March 2020.

Potentially Eligible Historic Resources within the Neighborhood Study Area

The following analysis of potential areas where historic resources could exist within the Stockton Boulevard Specific Plan Area is based on data received from the City of Sacramento and a reconnaissance survey conducted by Page & Turnbull in January 2022. Data provided by the City primarily consisted of the previously described BERD records for Sacramento County and dates of construction, sourced from the City's GIS database, for properties located within the Specific Plan Area. This information was then mapped to show when individual buildings in the area were constructed (**Figure 16**).

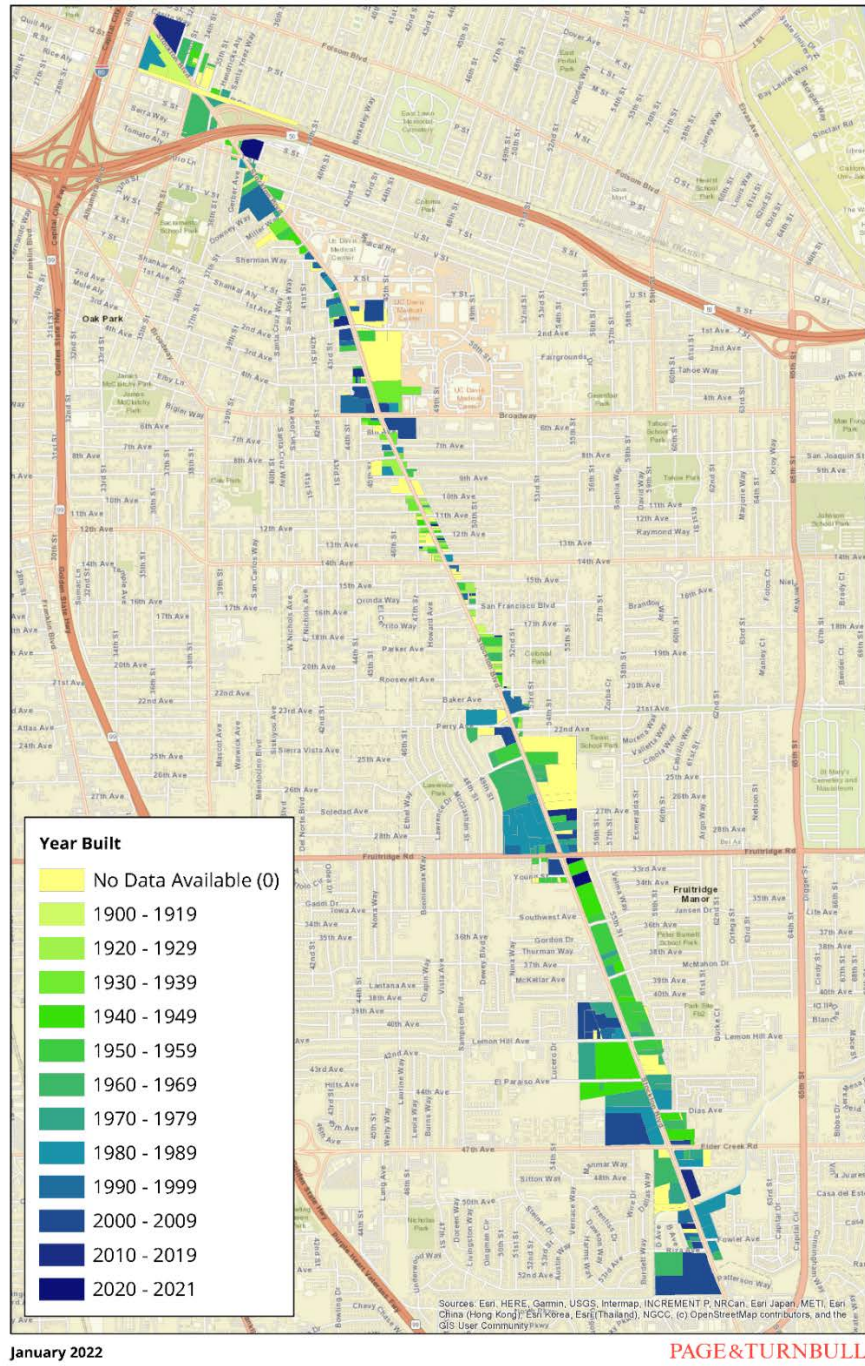


Figure 17. Map showing approximate dates of construction for buildings along Stockton Boulevard within the Plan area. Source: City of Sacramento and Page & Turnbull.

The City's data indicates that the existing buildings within the Specific Plan Area were constructed between roughly 1900 and the present. The vast majority are commercial buildings, although a few small residential buildings exist along some areas of Stockton Boulevard. Two buildings constructed for the California State Fair, Governor's Hall and the Agricultural Pavilion, survive at the intersection of Stockton Boulevard and Broadway (**Figure 17** and **Figure 18**). A grouping of smaller commercial and residential buildings, dating to between 1900 and 1940, is located between Broadway and 20th Avenue, with the highest concentration located between 10th Ave and 14th Avenue and centered around the Colonial Theater (**Figure 19** and **Figure 20**). This concentration reflects the development of the adjacent neighborhoods of Tahoe Park and Colonial Heights as streetcar suburbs in the early 20th century. Commercial development along this stretch of Stockton Boulevard mostly consists of rows of small one-story buildings with zero lot line setbacks from the street. South of 20th Avenue, properties along Stockton Boulevard appear to have been primarily built after World War II and are generally larger in scale. Many consist of strip malls, shopping centers, auto-related businesses, and other commercial establishments with large, paved parking lots, again reflecting the development of the adjacent areas during the more automobile-centric postwar period. A few intact motels and roadside signs survive along the corridor as well (**Figure 21** to **Figure 24**).



Figure 18. The Agricultural Pavilion at the intersection of Stockton Boulevard and Broadway.



Figure 19. Governor's Hall at the intersection of Stockton Boulevard and Broadway.



Figure 20. The Colonial Theatre with adjacent early 20th century commercial development.



Figure 21. Early 20th-century development near the Colonial Theatre.



Figure 22. Auto-related commercial building at 5670 Stockton Boulevard.



Figure 23. New shopping center on the site of the demolished Fruitridge Shopping Center.



Figure 24. Motel at 5969 Stockton Boulevard.

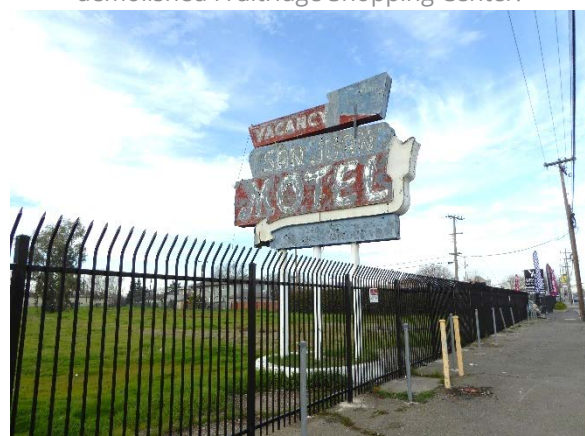


Figure 25. Motel roadside signage next to a vacant lot on Stockton Boulevard between Young Street and Southwest Avenue.

The reconnaissance survey conducted by Page & Turnbull, however, showed that many of the commercial buildings built along Stockton Boulevard, prior to the 1970s, have been highly altered or demolished. Such physical alterations and recent demolitions are not reflected in the City's data. For example, City property records show several properties dating to between the 1940s and 1960s located on the southeast side of the intersection of Stockton Boulevard and Fruitridge Road (historically the site of the Fruitridge Shopping Center). Field surveys showed that these properties were recently demolished and replaced with a new shopping center (**Figure 22**). Other individual properties along the street that are over 50 years old have been remodeled, so that they no longer reflect their original style and design. As a result of such changes over time, well-preserved examples of commercial buildings constructed along Stockton Boulevard that were built more than 50 years ago appear to be relatively rare, particularly south of 20th Street.

Based on Page & Turnbull's reconnaissance survey and a review of other documents provided by the City of Sacramento, additional historic resources likely exist in the wider Neighborhood Study Area to the east and west of Stockton Boulevard. The neighborhoods north of 21st Avenue – including Elmhurst, Oak Park, Tahoe Park, and Colonial Heights – contain a rich variety of single-family houses dating to their development as streetcar suburbs in the late 19th and early 20th centuries. The locally designated Oak Park Historic District, to the west of Stockton Boulevard, preserved Oak Park neighborhood's commercial center along Broadway.

However, the streets to the north and south of Broadway also contain a large collection of houses dating to the neighborhood's original period of development in the late 19th and early 20th centuries (**Figure 25**). The Elmhurst neighborhood, along T Street between Stockton Boulevard and approximately 53rd Street, contains a cohesive grouping of early 20th century houses arranged around a wide boulevard with two parks forming a landscaped central median (**Figure 26**). Another cohesive neighborhood of early 20th-century houses planned around a wide landscaped boulevard exists in the Colonial Heights neighborhood along San Francisco Boulevard between Stockton Boulevard and 55th Street (**Figure 27**). In 2013, San Francisco Boulevard was recorded and evaluated for historic significance in a California Department of Parks and Recreation (DPR) 523 form and determined to be eligible for listing on the Sacramento Register and California Register for its association with the pattern of early 20th century development that evolved from the New City Planning Movement and as a representation of 20th century residential development.⁶⁴

A few early 20th-century institutional buildings, such as the Wesley United Methodist Church at 5010 15th Avenue, also remain within the Neighborhood Study Area (**Figure 28**). A concentration of well-

⁶⁴ Melisa Mourkas, "San Francisco Boulevard," California Department of Parks and Recreation Primary Record and Building, Structure, and Object Record, 2013.

preserved postwar commercial and residential development survives in the Tallac Village neighborhood, near the intersection of 14th Avenue and 60th Street, including the Tallac Village shopping center, Village Drive-In restaurant, and surrounding collection of Minimal Traditional houses (**Figure 28** and **Figure 29**). This concentration reflects the type of residential development that characterized many subdivisions in the postwar period, but which has become increasingly rare as similar developments have been demolished or remodeled.



Figure 26. Late 19th-century/early 20th-century houses in the Oak Park neighborhood.



Figure 27. View down T Street in the Elmhurst neighborhood.



Figure 28. View down San Francisco Boulevard in the Colonial Heights neighborhood.



Figure 29. Wesley United Methodist Church at 5010 15th Avenue.



Figure 30. Tallac Village Shopping center at 14th Avenue and 60th Street.



Figure 31. The Village Drive-in at 3810 60th Street.

Research conducted to inform the historic context in an earlier section of this report also indicated that greater study should be undertaken to determine if there are potential historic districts or individual historic resources in neighborhoods, such as Glen Elder and Little Saigon, that appear to have social or cultural significance to the history of ethnic communities in Sacramento.

Summary

In total, there are eight individual historic resources in the Specific Plan Area that are listed on local, state, and/or national registers.

According to City property data and lists of existing eligible and designated historic resources, there are a total of eight individual historic resources within the Specific Plan Area that are listed on the local, state, and/or national registers and an additional four properties, that have been determined eligible for listing. City data, locations of existing eligible and designated historic resources, historic research, and reconnaissance survey efforts indicate that the highest concentration of potential historic resources is likely located immediately along Stockton Boulevard, north of 20th Street. Some well-preserved residential neighborhoods that were developed as streetcar suburbs survive at the north end of the broader Neighborhood Study Area. Due to the existence of large expanses of tract housing in the neighborhoods roughly one mile on either side of Stockton Boulevard, particularly south of 21st Avenue, individual historic resources east and west of Stockton Boulevard are expected to be relatively rare. They will likely consist of individual commercial buildings located along secondary east-west commercial arteries, such as 14th Avenue, 21st Avenue, or Fruitridge Road, or individual properties that predate the development of the existing residential subdivisions. However, due the accumulation of exterior alterations over time, the historic integrity of these properties will need to be closely considered.

V. REFERENCES

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VI. APPENDICES

Appendix A – Preparer Qualifications

This Historic Resources Analysis Report was prepared by Page & Turnbull of Sacramento, California. Page & Turnbull staff responsible for this report include: Ruth Todd, FAIA, Principal-in-charge; Christina Dikas Associate Principal and project manager; and Clare Flynn, Cultural Resources Planner, primary author, all of whom meet or exceed the Secretary of the Interior’s Professional Qualification Standards for Historic Architecture, Architectural History, or History.