

Appendix A

Schaber Courthouse DPR Form 523

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

Primary # _____
HRI # _____
Trinomial _____
NRHP Status Code _____ 3S, 3CS, 5S3 _____
Other Listings _____
Review Code _____ Reviewer _____ Date _____

Page 1 of 21

*Resource Name or # (Assigned by recorder) Gordon D. Schaber County Courthouse

P1. Other Identifier: Sacramento County Courthouse

*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 Location: Not for Publication Unrestricted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 1967 (Rev. 1980) T ____; R ____; ___ ¼ of Sec ____; _____ B.M.

c. Address 720 9th Street City Sacramento Zip 95814

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)

APN: 002-0145-026-0000

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

The Gordon D. Schaber Sacramento County Courthouse (County Courthouse) is a 6-story rectangular building designed in the Brutalist style (**Photograph 1, 2, and 3**). **Figure 1** provides a basic site plan of the property. It features a small elevator floor at the top of the building and a basement level parking garage. The sixth floor is recessed and of steel construction. Floors two through five are concrete and feature rectangular, pre-cast concrete panels that function as solar louvers to control sunlight (**Photograph 4**). The first floor is also concrete but is clad with black granite veneer (**Photograph 5**) and is accessed by glass doors at the east side main entrance. A second entrance is on the west side as are two entrances to the underground parking garage. Brick pavers run along the base of the building on all four façades. The east side of the building features an elevated entry plaza with several steps connecting the building to the plaza. (See Continuation Sheet)

*P3b. Resource Attributes: (List attributes and codes) HP14. Government Building

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

P5b. Description of Photo: (View, date, accession #) Photograph 1, County Courthouse, camera facing northwest, August 11, 2017

*P6. Date Constructed/Age and Sources:
 Historic Prehistoric Both
1965/Dedication Program

*P7. Owner and Address:
Judicial Council of California –
Administrative Office of the Courts

*P8. Recorded by: (Name, affiliation, address)
Patricia Ambacher and Mark Bowen
GEI Consultants, Inc.
2868 Prospect Park Drive
Rancho Cordova, CA 95670

*P9. Date Recorded:
August 11, 2017

*P10. Survey Type: (Describe)
Intensive



*P11. Report Citation: (Cite survey report and other sources, or enter "none.") GEI Consultants, Inc. and Mead & Hunt. 2017. Mid-Century Modern in the City of Sacramento Historic Context Statement and Survey Results. Prepared for City of Sacramento.

*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: Sacramento County Courthouse

B2. Common Name: Gordon D. Schaber County Courthouse

B3. Original Use: Courthouse B4. Present Use: Courthouse

*B5. Architectural Style: Brutalism

*B6. Construction History: (Construction date, alteration, and date of alterations) 1965 – built

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

*B8. Related Features: _____

B9. Architect: Starks, Jozens & Nacht (building); Sasaki Walker & Associates (landscape) b. Builder: Campbell-Heller-Continental

*B10. Significance: Theme Architecture Area Sacramento

Period of Significance 1965 Property Type Courthouse Applicable Criteria C, 3, iii

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

The County Courthouse appears to meet National Register of Historic Places (NRHP) Criterion C, the California Register of Historical Resources (CRHR) Criterion 3, and the Sacramento Register of Historic and Cultural Resources (Sacramento Register) Criteria iii. The County Courthouse is an important example in Sacramento of the Brutalist style of architecture and designed by notable architectural firm Starks, Jozens & Nacht. The period of significance is 1965, the year the County Courthouse was completed.

Courthouse Architecture

California's first courthouses were constructed in the 1850s and often were tents or temporary buildings. The state's first two permanent courthouses were Colton Hall in Monterey and the Jenny Lind Theatre in San Francisco. Both buildings were originally constructed for other purposes. Colton Hall was the site of California's constitutional convention and the state's first jury trial. It was designed similar to New England style courthouses: set back in a public square, with a large meeting hall, and a pedimented portico. The theatre had an arcade, pedimented temple façade, and a rooftop bell tower. Three more courthouses were constructed in Benicia and Sacramento. These courthouses were more expensive to build because they were constructed of brick (McDevitt 2001:15-17). (See Continuation Sheet)

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

*B12. References: See Continuation Sheet

B13. Remarks:

*B14. Evaluator: Patricia Ambacher, M.A.

*Date of Evaluation: August 2017

(This space reserved for official comments.)



Description (cont)

There is a concrete and bronze fountain (Proteus Fountain), which at the time of survey was not operational, situated in the center of the plaza. Surrounding it are brick pavers (**Photograph 6**). Situated throughout the plaza are curved concrete benches and planters (**Photographs 7 and 8**). London Plane trees are arranged in a square design. The trees and brick pavers surround the concrete benches (**Photograph 9**).

Portions of the basement level, and first and second floors were the only floors accessible during the field survey. Noted during the survey, was the garage, inmate unloading area, the elevator used to transfer inmates, offices, and an elevator lobby. The elevator lobby retains original detailing including, the terrazzo floor, blue glass tiles adorning the walls, mail chute, elevator doors, chairs, and double, glazed metal doors (**Photographs 10 and 11**). The first floor is the public entrance to the courthouse. The layout of the first floor is original with the Recorder's and Clerk's offices. Original details include the terrazzo floor, brass railings on the staircases, brass elevator doors, travertine veneer in the elevator lobby, hanging directory signs, doors, and glass (**Photographs 12, 13, and 14**). Modifications on the first floor include the installation of security check-points at both entrances (east and west) that have metal detectors (**Photograph 15**). The second floor contains courtrooms and a jury lounge (**Photograph 16 and 17**). The courtrooms have original layouts, double, glazed wood doors, and wood paneling. The inmate holding cell in the courtrooms was a later addition (**Photographs 18 and 19**).

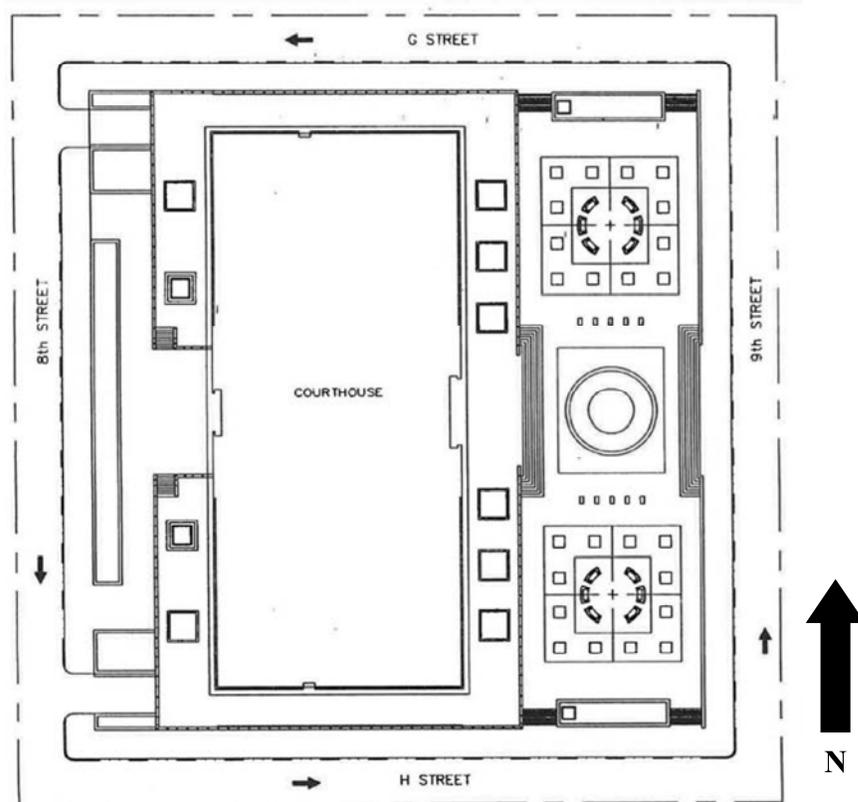


Figure 1. Site Plan. Scale 1" = 40'

[Source: Judicial Council of California – Administrative Office of the Courts, date unknown]

Significance (cont)

During California's early statehood, counties that had more money constructed more substantial courthouses while less populated counties with minimal funding typically built considerably smaller and more modest court buildings. The courthouses built in these wealthier counties were constructed in a variety of styles and until about the 1880s were completed by builders and were not necessarily architect-designed. Most of the courthouses built in California during the 1860s and 1870s were designed in the Greek Revival style. Greek Revival was a style widely adopted by the U.S. during that period and was strongly associated with the national government. In California, a new state with a history of Spanish and Mexican control, the Greek Revival style represented a strong link with the greater U.S., which at the time was largely led by English-speaking, Protestant men of European descent (McDevitt.2001:18).

California's population grew throughout the remainder of the 19th century. Along with the population growth was an increase in county records and associated documents, which led to the need for larger courthouses. It was in this period that most counties turned to architects to design their courthouses (McDevitt 2001:21-22). The architecture of these courthouses remained classical and provided a sense of authority and government. Between 1890 and the early 1900s there was no definitive architectural style for courthouse designs. However, in southern California counties, the Richardson Romanesque style dominated. Los Angeles, San Bernardino, and Orange counties all had courthouses designed and built in this style and expresses a regionalism in architecture and reflected a desire to create a distinctive architectural expression in southern California (McDevitt 2001:26). Courthouse design changed between 1900 and 1910 as academically trained architects and engineers worked together to design buildings to meet newly enforced building codes and requirements. This meant that buildings were now typically of steel-frame construction and were fire resistant. They were also larger to house expanding county governments (McDevitt 2001:27-28).

During the 1930s and the Great Depression there were very few courthouses constructed. Instead, additions and annexes were built most often in the WPA Moderne style, to blend with the more classical looking buildings. In this period, the federal and state governments created new government functions to meet the needs of the poverty-stricken citizens. This impacted the county governments because there were now more functions and more employees required to implement new federal and state programs. In response, county governments adopted a business model to organize their various processes. Typically, these buildings had an office wing for county employees and a courthouse wing joined by a circulation space. Between 1958 and 1968, there were seven such courthouses built in California. This new approach to government influenced the architectural style of new courthouses, which were meant to operate more like an office than courthouses of previous decades. Courthouse design of the mid- to late-20th century adhered to the idea that form follows function. The International, Brutalism, New Formalism, and Corporate Modernism styles lent themselves nicely to the design of these new courthouses because of their lack of ornamentation and practical means for construction (McDevitt 2001:38-39).

Sacramento's Courthouses

Sacramento's first courthouse was completed in December 1851 and was located at the corner of 7th and I streets and was destroyed by a fire in July 1854. In September of the same year construction began on Sacramento's second courthouse, which included the county jail and in the 1880s the Hall of Records was added. But, by the turn of the 20th century the building was too small (Sacramento County 1964:1; *The Los Angeles Daily Journal* 1976:2). Sacramento's third courthouse was built in the early 1900s and was a granite-faced building with interior marble walls. It housed two large and one small courtrooms, plus the law library and the County Board of Supervisors' hearing room. An addition was added in 1940. This third courthouse lasted for 56 years (*The Los Angeles Daily Journal* 1976:2).

In 1956, the architectural firm Starks, Jozens & Nacht were tasked with studying the best option for a courthouse to meet the needs to the growing population in Sacramento. The options were to remodel the existing courthouse; remodel and enlarge the building or demolish it and build something new. The firm recommended that the best option was to demolish the courthouse and build new (*The Sacramento Bee* 1956b:D1; *The Sacramento Bee* 1957c:1). In 1957, the County Board of Supervisors accepted Starks, Jozens & Nacht's recommendation. The Board of Supervisor's approved area was bounded by G, H, 7th and 8th streets as well as the north half of the block bounded by H, I, 7th and 8th streets for a parking garage. County Executive, M.D. Tarshes, was already in consultation with Sacramento officials about declaring the area blighted and have the area included in the redevelopment project. This way the courthouse project would extend into an area which needed redevelopment and thus, would ultimately save taxpayer money. Tarshes explained that by including the proposed courthouse in the redevelopment project, the federal government would pay two-thirds of the appraised valued of the

improved properties to be bought and cleared. The county would pay the other one-third. Tarshes also wanted a master plan for county facilities development for future planning purposes. He commissioned a study for the county's building needs projected to 1980, but immediate building needs were to take care of needs up to 1965. The site Tarshes recommended would place the new courthouse in proximity to newly built county jail and county administration buildings (*The Sacramento Bee* 1957b:1, A6).

In 1957, the City's planners approved Sacramento County's plans to construct a new courthouse and garage on the block bounded by G, H, 7th and 8th streets (*The Sacramento Bee* 1957a:D1). The County retained Starks, Jozens & Nacht to design the County Courthouse, garage, and prepare a master plan for additional new county buildings (juvenile hall, two parking garages, and welfare department) located at various county locations. In early 1958, Sacramento County officials abandoned the idea of acquiring the 1.5 blocks of downtown parcels through the redevelopment process because it was deemed too complicated and lengthy. By abandoning the redevelopment process the construction cost was predicted to increase by 7.5 percent per year (*The Sacramento Bee* 1958a:1). Starks, Jozens & Nacht's master building plan was tentatively approved by the Board of Supervisors in April of 1958 (*The Sacramento Bee* 1958b:D1). The plan recommended that the preferable location for the new courthouse building would be at G, H, 8th and 9th streets was preferable. Nacht, the architect of record for the new project, thought this location would put the courthouse further away from the railroad tracks and would improve the entire neighborhood (*The Sacramento Bee* 1959b:C8). As part of a possible master building plan, Nacht proposed a five-block civic center including a new city hall building (not at the current location of the modern-era city hall building). Nacht felt that the new County Courthouse would be a focal point and that there was a need for long range civic planning for the environment surrounding the new County Courthouse. That would require cooperation between city and county officials (Cox 1959:D1). The plan was a recommendation that never left the conceptual phase.

As part of a special election on June 30, 1959, city voters supported a \$9.2 million bond measure in 1959 and the County Board of Supervisors approved the purchase of the land to build the new courthouse (*The Sacramento Bee* 1959a:C1; *The Sacramento Bee* 1962b:C4). The plans for the courthouse were presented to the County Board of Supervisors in 1960. Nacht's design called for a six-story building with 16 courtrooms with the option for more to be added later by converting interior spaces on the upper floors of the building. The building would be constructed using reinforced concrete and would be setback from the street to allow for landscaping, including a decorative fountain (*The Sacramento Bee* 1960b:A7). Four traffic and criminal courts, each measuring 50 feet by 30 feet, were planned for the second floor. Those courtrooms would seat 98 people. The remaining courtrooms would hold 50 people and would measure 39 feet by 30 feet. Each floor would contain two jury deliberation rooms and the jury lounge would be on the second floor. Judges worked with the architects and selected dark, wood paneling for the courtrooms and kept the judge's bench centered in the courtroom (Fredericks 1962:C2). The courthouse would also hold the offices of the district attorney, public defender, county clerk, and the county recorder (*The Sacramento Bee* 1962a:C12).

Nacht described the new Courthouse as functional, but it would "present a quiet and noble appearance for years to come. Its main portion will be a geometric structure about in the middle of the block raised on concrete pillars over a raised terraced area" (*The Sacramento Bee* 1959c:A6). Once the site was cleared of the older buildings, the foundation was laid out in September 1962 (*The Sacramento Bee* 1962a:C12). The original estimate to build the County Courthouse was \$6.1 million, but construction bids were 20 percent higher (*The Sacramento Bee* 1962c:D2). Those bids were rejected and the county put the project out to bid for a second time. In 1963, the County Board of Supervisors awarded the construction contracts to two local firms, Continental Heller Construction Company and Campbell Construction Company (*The Sacramento Bee* 1963:B2). The cornerstone of the building was laid on October 23, 1964 (Sacramento County 1964).- Sculptor Aristedes Demetrios, who won an informal competition against 25 other sculptors, designed the fountain and sculpture titled: Proteus [Greek legendary "Old Man of the Sea]. It arrived from his studio in San Francisco in May 1965 in 18 pieces. The bronze and copper sculptor was Demetrios' first in Sacramento as the majority of his work was in the San Francisco Bay Area (*The Sacramento Bee* 1965b:A3). Sasaki, Walker Associates (today known as SWA Group) provided landscaping design services for the project. Their firm was established in 1957 in Watertown, Massachusetts. The founding partners were Hideo Sasaki and Peter Walker. Both served as chairman of the landscape architecture department at Harvard University's Graduate School of Design. Walker opened a regional office of the firm in San Francisco in 1959. The firm became SWA Group in 1973 (SWA Group 2017).

The County Courthouse opened in October 1965. The law library was located on the lower level; the County Clerk, Recorder and Municipal Court Clerk offices were on the main floor, and the remaining floors held the courtrooms and other court-related offices (Sacramento County n.d.:1-4). The County Courthouse also featured what at the time was considered a sophisticated security system for transferring inmates from the County Courthouse's holding cells to the courtrooms (Johnson 1968:B1).

Architectural Context

Modernism emerged in the early- to mid-20th century as an architectural and aesthetic philosophy that focused on functionality, abstraction, and rejection of ornamentation. Architects experimented with new design ideas, new materials, and new applications for existing materials in ways that intentionally diverged from past styles and forms. These efforts ultimately led to the development of a new architectural language that reflected the innovation and promise of a modern age.

Modernist buildings in the U.S. incorporated a broad range of new building materials and reflected the values of functionality, simplicity, and efficiency in their designs. General features of Modernism that carried through the various stylistic offshoots that developed throughout the 1940s, 1950s, and 1960s included the following:

- Form – overall geometric massing and simple, clean lines; emphasis on horizontality, though not with unrelieved flat planes; in multi-story structures, interior floors are often demarcated on the exterior with an inset first floor and cantilevered planes to indicate upper floors.
- Structure – exposed structural system typically using concrete, steel, or wood materials, and some concrete block or masonry for smaller structures.
- Roof – flat or low-pitches, often with deep overhangs/eaves emphasizing horizontality; some with large sweeping or folded forms.
- Exterior and interior walls – contrasting materials and textures or smooth, blank walls typically filling entire structural “bays”; exterior walls and openings in offset planes along horizontal lines; use of exterior screens or grills that shelter window and door openings, usually in concrete or metal.
- Windows – custom windows (ribbon, picture, corner); large expanses of glass arranged in horizontal groupings of vertically oriented sashes, with glazing often filling entire structural bays; windows may be located in a clerestory, between solid walls and eaves.
- Integrated site planning and landscapes designs – sliding glass doors, integrated indoor and outdoor private living spaces, courtyards with screens, walls, berms, or plantings that provide demarcation between private and public outdoor spaces; plantings generally have a horizontal orientation relative to sun angles and topography.

Brutalism emerged in the early-1950s as a design philosophy held by a group of British architects that rejected the light-hearted nature of Modernism in favor of an honest expression of a building's function through form and materials, namely concrete. Swiss architect Le Corbusier is typically credited with designing the first building to evoke these principles in his 1952 Unite d'Habitation in Marseille, France. Brutalist architecture stemmed from experiments using rough concrete in its crudest and most brutal form. This style features large concrete masses that are poured on-site and left unpolished to convey honesty and texture through visible wood formwork and aggregate in the concrete. Brutalist buildings also feature expansive glass windows that are typically recessed or hidden in dark voids. These buildings simultaneously reflect repetition and irregularity and were most often used for institutional or public purposes (Brown 2010:132; PAST Consultants 2009:85–86; Hopkins 2014).

Starks, Jozens & Nacht

Daniel J. Nacht, FAIA was born in 1915 in Chicago, Illinois. He earned a B.S. from the University of Illinois in 1940. After graduating he became a faculty member at the university for two years and then served in the U.S. Navy between 1942 and 1946 (Koyl 1962:506). After the war, between 1946 and 1953, he worked for the firm of Skidmore, Owings & Merrill in Chicago as a project manager (Koyl 1956:399). In 1953, Nacht moved to San Francisco, and acquired his architect's license from the State of California which allowed him to practice architecture in two states, Illinois (where he was already licensed) and California. Between 1953 and 1956 he worked for an engineering firm (California Architects Board 2017). In 1956, he joined Starks and Jozens and the new firm became Starks, Jozens & Nacht (known today as Nacht & Lewis). Leonard F. Starks, AIA started the company in 1941. Nacht was a member of the Capitol Building and Planning Commission between 1959 and 1967 (Prabook 2017; *The Sacramento Bee* 1956a:F22). Nacht was the principal architect for the firm's County

Courthouse project (Starks, Jozens & Nacht 1962). The County Courthouse was a pivotal project in the firm's body of work, which includes such projects as Parkside Community Church (1959) at 5700 South Land Park Drive and the Scottish Rite Masonic Center (1961) at 6151 H Street. The County Courthouse project won the firm the top honor from the American Institute of Architects Central Valley Chapter's highest honor of outstanding achievement in design in 1967 (*The Sacramento Bee* 1967:A17). In 1969, Nacht became a member of the American Institute of Architects College of Fellows (*The Sacramento Bee* 1965a:C5). He died in 2009.

Evaluation

The County Courthouse does not appear to meet NRHP/CRHR Criterion A/1 or Sacramento Register Criterion i. The County Courthouse does not represent important patterns or events in history. The construction of the County Courthouse was done out of necessity to replace an older building that could no longer support the needs of the court system in Sacramento County. The construction of post-World War II courthouses made them ubiquitous in the sense that many municipalities realized a need for updated infrastructure and buildings to satisfy the expanding population following the war. The development of the County Courthouse is not associated with the Sacramento Redevelopment Project occurring in the downtown because efforts to have it included in the project were abandoned by the county for financial reasons. While a master building plan was proposed prior to courthouse construction, the plan was never initiated. Available research for this project did not support the idea that the construction of the County Courthouse is significant for civic planning. Rather its construction was the result of a county need for a more functional courthouse facility to carry the county into the future. While it can be argued that many prominent judges and others have worked in the County Courthouse, research did not support that the building meets the NRHP/CRHR Criterion B/2 or the Sacramento Register Criterion ii.

Architecturally, the County Courthouse appears to meet NRHP/CRHR Criterion C/3 and Sacramento Register Criteria iii because it is an important example of Brutalism in Sacramento designed by the notable architectural firm of Starks, Jozens & Nacht. The County Courthouse represents one of the popular Mid-Century Modern architectural styles applied in courthouse design, Brutalism. Typical features of Brutalism included: massing that is fully expressed in concrete formed into large blocks or sculptural forms; flat roof; angular and rectilinear forms; exterior concrete walls with visible rough texture; and windows located in voids. The County Courthouse reflects the character-defining features of the style: Massing that is fully expressed in concrete sculptural forms, flat roof, rectilinear form, and windows located in voids. Finished in 1965, the County Courthouse is an early example of Brutalism in Sacramento. Other later models include buildings at California Exposition at 1600 Exposition Boulevard (1968); Amador Hall (formerly the Psychology Building) at California State University, Sacramento (1971); California Energy Commission Building at 1516 9th Street (1974); Sacramento Community Center at 1301 L Street (1974); and Bateson Building at 1600 9th Street (1981). The County Courthouse was built during a period when courthouse design adhered to the idea that form follows function. It represents distinctive characteristics for its period of construction.

As a built environment resource, the County Courthouse does not appear to meet NRHP/CRHR Criterion D/4 or Sacramento Register vi. It is unlikely to yield information important in history because it is not the principal source of such information.

In addition to being architecturally significant, the County Courthouse retains the necessary aspects of integrity to express its importance. The building is in its original location, therefore retaining integrity of location. The integrity of design is retained. Its design reflects its historic functions and aesthetics. It has the same massing, pattern of fenestration, and its relationship to the designed landscape, including the plaza and foundation, are all intact. Integrity of materials is retained because the building has undergone no alterations to its exterior and no new materials have been introduced. The building also retains integrity of feeling and association because its historic character is conveyed.

In summary, the County Courthouse appears to meet NRHP/CRHR Criterion C/3 and Sacramento Register Criteria iii and iv. The property is also considered a historical resource for the purposes of the California Environmental Quality Act.

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_____. 1957a. "City Planners Okeh Site for Courthouse." September 27.

_____. 1957b. "County Moves for Construction of \$5,000,000 Courthouse." August 14.

_____. 1957c. "New \$4.8 Million courthouse Is Urged in Report." May 13.

_____. 1958a. "County Acts to Acquire Courthouse, Garage Site." February 24.

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- _____. 1959a. "County Orders Land Bought for New Courthouse." September 21.
- _____. 1959b. "County Will Buy 2nd Entire Block for Courthouse." February 19.
- _____. 1959c. "Plans Are Outlined for Bond Issue Drive." April 29.
- _____. 1960a. "Businessmen in the News." March 13.
- _____. 1960b. "Supervisors Set Parley to Study Courthouse Plan." September 24.
- _____. 1962a. "Courthouse Bids Will Be Opened on October 19th." October 3.
- _____. 1962b. "Courthouse Bids Will Be Opened Tomorrow." October 18.
- _____. 1962c. "Trustees Don't Want County Law Library Down with Cans, Biscuits." December 13.
- _____. 1963. "Supervisors Let Courthouse Contract to Pair of Sacramento Companies." February 14.
- _____. 1965a. "Blackford, Nacht Win AIA Honor." May 18.
- _____. 1965b. "Sculpture Arrives for Courthouse." May 8.
- _____. 1966. "Businessmen in the News." April 17.
- _____. 1967. "Architectural Firm Wins Top Design Honor." November 19.

Photographs (cont)



Photograph 2. West elevation, camera facing northeast



Photograph 3. North and west elevations, camera facing southeast

Photographs (cont)

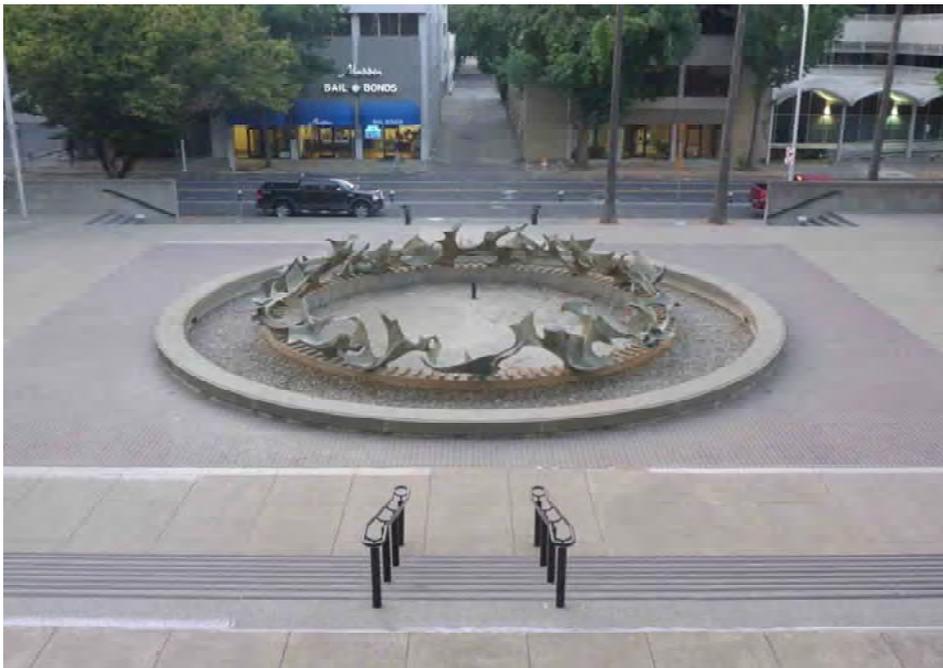


Photograph 4. Louvered panels, view from second floor, camera facing south

Photographs (cont)



Photograph 5. Granite veneer at east entrance, camera facing southwest



Photograph 6. Poteus Fountain, view from second story, camera facing east

Photographs (cont)



Photograph 7. Concrete benches on plaza



Photograph 8. Concrete planters and Japanese Littleleaf trees, camera facing south

Photographs (cont)

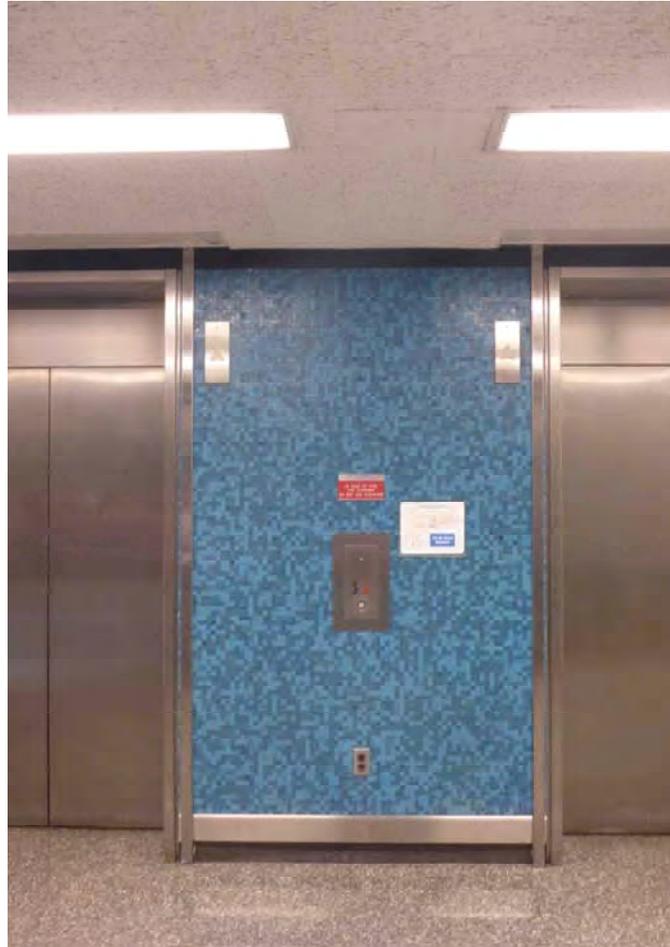


Photograph 9. London Plane trees, brick pavers, and concrete benches, camera facing southeast



Photograph 10. Basement level elevator lobby, camera facing northwest

Photographs (cont)



Photograph 11. Detail in basement level elevator lobby

Photographs (cont)



Photograph 12. Original doors and wall of windows, first floor

Photographs (cont)

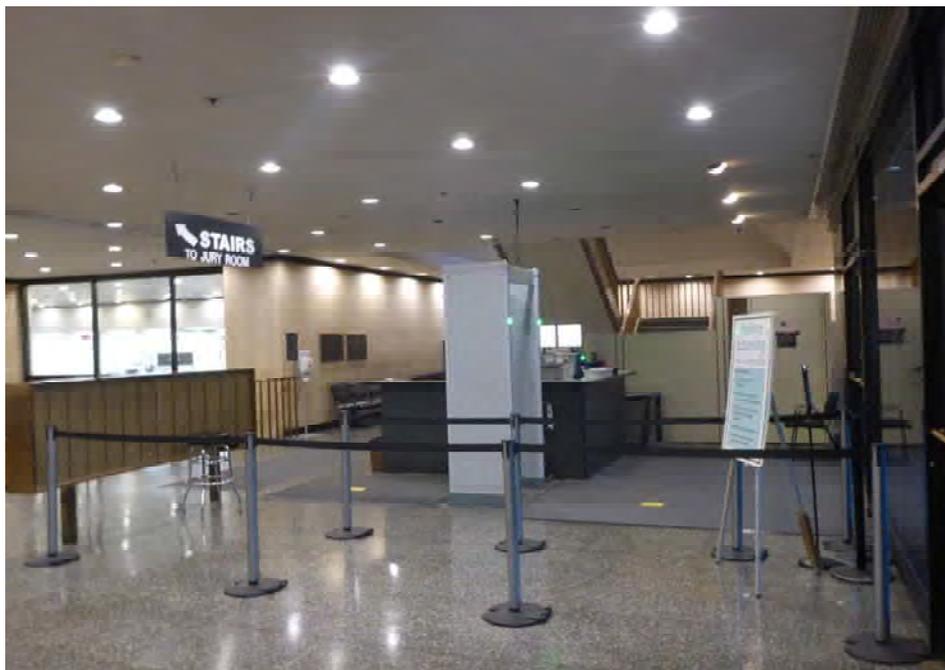


Photograph 13. First floor staircase

Photographs (cont)



Photograph 14. Original first floor elevator lobby

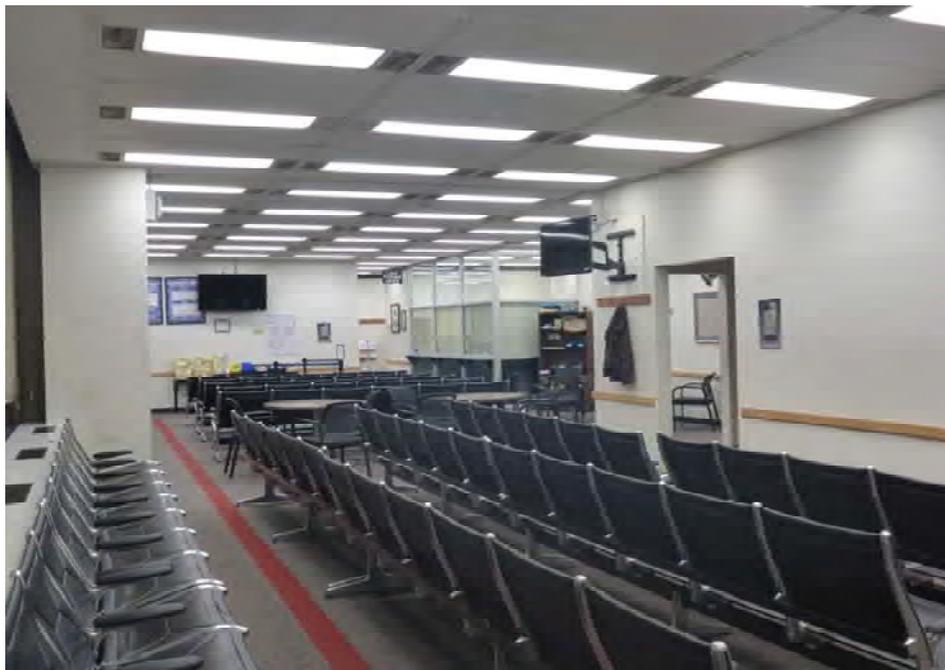


Photograph 15. Security/metal detectors, camera facing north.

Photographs (cont)



Photograph 16. Jury Lounge, camera facing northeast



Photograph 17. Jury Lounge, camera facing southwest

Photographs (cont)



Photograph 18. Original courtroom doors, second Floor

Photographs (cont)



Photograph 19. Original interior of a courtroom, second Floor

Appendix B

**Revised Supplemental Transportation
Analysis for the Judicial Council of
California (JCC) Courthouse Project
at Lot 41 – Railyards in Sacramento, CA**

January 26, 2018

Mr. Zachary Miller
Ms. Kristi Black
Environmental Planners
Ascent Environmental, Inc.
455 Capitol Mall, Suite 300
Sacramento, CA 95814

**RE: *Revised Supplemental Transportation Analysis for the
Judicial Council of California (JCC) Courthouse Project
At Lot 41 – Railyards in Sacramento, CA***

RS17-3620

Mr. Miller and Ms. Black:

This Technical Memorandum presents the results of the Multi-Modal Trip Generation and Vehicle Miles Traveled (VMT) analysis completed by Fehr & Peers for the Judicial Council of California (JCC) Courthouse Project on Lot 41 – Railyards in Sacramento, CA.

Project Land Use and Circulation

The Proposed Project would be approximately 538,000 square feet and 18 stories high (approximately 270 feet), which is approximately 133,000 square feet larger and 2 stories taller than the original project. The new courthouse would include 53 courtrooms, compared to the previously approved project of 44 courthouses with 9 courthouses remaining at the current Schaber site.

Under the Proposed Project, all 44 courtrooms in the Schaber Courthouse would be relocated, rather than the 35 originally proposed. The new courthouse would have underground parking for judges and court administrators.

The previously approved project analyzed in the April 2011 Traffic and Circulation analysis (Chapter 4.1) was projected to employ 397 employees at the 16-story JCC Courthouse on Lot 41 and 316 employees at the existing Schaber Courthouse site. Therefore a total of 713 JCC employees would travel to and from downtown Sacramento.

The Proposed Project analyzed in this Technical Memorandum is projected to employ a total 672 at the 18-story JCC Courthouse on Lot 41. The existing Schaber Courthouse site would be vacated. From a transportation perspective, the proposed project would decrease the total number of trips to and from downtown Sacramento through the consolidation of satellite facilities into a single JCC Courthouse Project. The following sections present the results of the trip generation analysis.

Railyards Lot 41 Project Site

The project site is bound by G Street on the north, H Street on the south, 5th Street on the west and 6th Street on the east. The site is directly east of I-5 with primary access to the freeway provided inbound via J Street and outbound via I Street. The site is located within a block of the Sacramento Valley Station and two blocks from the 7th & I / County Center station. Direct vehicle access to the courthouse will be provided via 5th Street. Vehicles will exit the site onto 6th Street. No vehicle access to the site will be provided along G Street or H Street. At the project site, a total of 71 secure parking spaces in the basement onsite. Secure parking would be utilized by judges and select staff. Site design will also allow for a separate, secure vehicle access for in-custody arrivals by bus. These in-custody bus trips are anticipated to occur between 12 to 15 times a day, most of which will occur outside of adjacent street traffic peak hours.

The balance of courthouse parking would be provided offsite. The primary offsite locations have been identified as three surface parking lots (located on Railyards lots 43 and 44) adjacent to or within two blocks of the new courthouse. Secondary locations have been identified as the existing jury parking lot (entrance on 8th Street north of G Street), Railyards lot 46, and the County deck (entrance on G Street east of 7th Street). These facilities are located within three blocks of the project site. The Railyards also includes vacant land northeast of Lot 41-Railyards, including property along the west side of 7th Street from mid-block between H and G Streets to D Street.

Pedestrian Circulation

The Railyards Lot 41 project site is located within the central business district (CBD) of the City of Sacramento. Sidewalks have been constructed surrounding the vacant project site connecting the off-site parking lots with the JCC building. All study intersections provide pedestrian crossings with marked crosswalks.

Transit

The Sacramento Regional Transit District (RT) provides a majority of the public transit service (light rail and bus) within the project area as shown in Figure 1. In addition to RT services, bus transit service is also provided by Yolobus, Folsom Stage Lines, Yuba-Sutter Transit, Solano Transit, Roseville Transit, El Dorado Transit, Elk Grove Transit (e-trans), Solano Transportation Authority and San Joaquin Regional Transit District.

Train service is provided by Amtrak and the Capitol Corridor train service out of the Sacramento Valley train station at 4th and I Street. Amtrak operates daily scheduled passenger train service

from the Downtown station to Richmond-BART-Oakland-San Francisco-San Jose, the San Joaquin Valley, Los Angeles, and Portland-Seattle. Reno-Denver-Chicago service is also available. Connections can be made to locations throughout the United States and Canada.

Sacramento Regional Transit District, City of Sacramento, and City of West Sacramento are also in the final design phase of the Downtown Riverfront Streetcar Project that will provide additional transit options for the JCC project. A new station will be located directly in front of the project site at the north-west corner of H Street and 5th Street. The streetcar will provide service on 30 minute headways, connecting West Sacramento to the Sacramento Convention Center via the Tower Bridge crossing of the Sacramento River.

Sacramento Regional Transit District

LRT Blue Line provides service from the Watt/I-80 station through downtown Sacramento to the Meadowview station. This route operates primarily on exclusive track outside of downtown Sacramento. Within the study area, the Blue Line utilizes track on 7th Street, 8th Street, and K Street Mall. Weekday trip headways are 15 minutes between 5:00 a.m. and 7:00 p.m., with 30-minute headways from 7:00 p.m. to midnight. Weekend and holiday service is provided.

LRT Gold Line provides service from downtown Folsom through downtown Sacramento, terminating at the Sacramento Valley Station. This route operates primarily on exclusive track outside of downtown Sacramento. Within the study area, the Gold Line utilizes track on 7th Street and 8th Street. Weekday trip headways are 15 minutes from 5:00 a.m. to 7:00 p.m., with 30-minute headways from 7:00 p.m. to midnight. Weekend and holiday service is provided.

More than a dozen regular bus routes converge downtown near the proposed project. Peak-only bus routes operate limited service from outlying areas (i.e., Pocket, Arden, and Orangevale) to downtown Sacramento. Three shuttles serve the study area including Route 140, which provides service from West Sacramento over the Tower Bridge and completes a loop through downtown Sacramento via N Street, 8th Street, and L Street.

Project Trip Generation

As documented in the April 2011 EIR, pedestrian counts were collected at each entrance to the Gordon D. Schaber Courthouse between 7 a.m. to 9 a.m. and from 3 p.m. to 6 p.m. on Tuesday, February 8, 2011. Person trip rates were calculated based on the total number of people entering or exiting the site divided by the total number of employees. An intercept survey was also administered on Tuesday, February 8, 2011 to ascertain trip distribution, mode choice and parking location when applicable. Mode split was recorded as follows: 85 percent arrive by personal

vehicle, 4 percent take light rail transit, 3 percent take another form of transit, 3 percent are dropped off, less than 2 percent bike, and 1 percent walk (2 percent reported as "other").

The project's daily, a.m. peak hour and p.m. peak hour trip generation was estimated based on information collected at Gordon D. Schaber Courthouse and the proposed project's operation and schedule provided by the Judicial Council of California. Trip generation rates calculated for the Schaber Courthouse were applied directly to the Previously Approved Project and Proposed Project for AM Peak Hour, PM Peak Hour and Daily Conditions.

Based on the relative proximity of the Schaber Courthouse to both project sites and the availability of transit, the mode split of the new courthouse is expected to be similar. Because the proposed project will address space constraints and physical and functional deficiencies, basing trip generation on the number of existing and proposed employees is the most appropriate factor to determine the impact of the proposed project on the transportation network.

As identified in Table 1, the Previously Approved Project analyzed in the 2012 EIR was projected to generate the following:

- During the AM Peak Hour; 1,711 vehicle trips to and from downtown Sacramento;
- During the PM Peak Hour, 599 vehicle trips to and from downtown Sacramento; and
- On a typical weekday, 9,198 vehicle trips to and from downtown Sacramento.

Table 1 also show that the Proposed Project is projected to generate the following:

- During the AM Peak Hour; 1,613 vehicle trips to and from downtown Sacramento;
- During the PM Peak Hour, 564 vehicle trips to and from downtown Sacramento; and
- On a typical weekday, 8,669 vehicle trips to and from downtown Sacramento.

Therefore, when compared to the Previously Approved Project, the Proposed Project would result in the following primary conclusions:

- During the AM Peak Hour; 98 fewer vehicle trips to and from downtown Sacramento;
- During the PM Peak Hour, 35 fewer vehicle trips to and from downtown Sacramento; and
- On a typical weekday, 529 fewer vehicle trips to and from downtown Sacramento.

Based on the results of the trip generation analysis and the conclusion that the Proposed JCC Courthouse Project would result in a net decrease in vehicle, transit, pedestrian, and bicycle trips to and from downtown Sacramento, and the City of Sacramento's General Plan Level of Service Standard of LOS F in the Central Business District, it was determined that intersection level analysis

is not required.

Table 1							
Proposed Project Trip Generation Analysis							
	AM Peak Hour 8AM – 9AM			PM Peak Hour 4:30 – 5:30PM			Daily
	In	Out	Total	In	Out	Total	
Previously Approved Project							
316 Employees at Schaber Courthouse							
397 Employees at New Courthouse							
Total of 713 Employees							
Person Trips	1,711	285	1,996	64	549	613	10,738
Person Trip Rate	2.40	0.40	2.80	0.09	0.77	0.86	15.06
Vehicle Trips	1,497	214	1,711	57	542	599	9,198
Vehicle Trip Rate	2.10	0.30	2.40	0.08	0.76	0.84	12.90
Proposed Project							
0 Employees at Schaber Courthouse							
672 Employees at New Courthouse							
Total of 672 Employees							
Person Trips	1,613	269	1,882	60	517	577	10,120
Person Trip Rate	2.40	0.40	2.80	0.09	0.77	0.86	15.06
Vehicle Trips	1,411	202	1,613	54	510	564	8,669
Vehicle Trip Rate	2.10	0.30	2.40	0.08	0.76	0.84	12.90
Proposed Project Net New Trip							
Total of 672 Employees							
Person Trips	-98	-16	-114	-4	-32	-36	-618
Vehicle Trips	-86	-12	-98	-3	-32	-35	-529
Source: Fehr & Peers, January 2018							

Cumulative Railyards Specific Plan Conditions

The recently approved Railyard Specific Plan Area EIR modified baseline conditions with the construction of new multi-modal connections between downtown Sacramento and the future growth areas between H Street and Railyards Boulevard. The Railyard Specific Plan EIR also included major development projects including the Previously Approved JCC Project, the Kaiser Permanente Medical Center, Major League Soccer Stadium and additional employment, retail and residential growth between G Street and Railyards Boulevard.

In addition, the recently completed Central City Specific Plan Final EIR that encompasses Downtown Sacramento and the current Schaber Courthouse also included the previously Approved JCC Project and redevelopment of the surface parking lot located on the north side of G Street between 8th Street and 9th Street. The cumulative version of the SACMET model was used to analyze both the Railyards Specific Plan and the Central City Specific Plan including land uses, multi-modal roadway network serving vehicles, transit (light rail and buses), pedestrians and bicyclists.

Therefore, between these two major planning efforts completed by the City of Sacramento, it was determined that this supplemental transportation analysis should evaluate cumulative conditions versus existing conditions to determine the potential transportation impacts of the Proposed Projects to the surrounding roadway, freeway, transit, bicycle and pedestrian facilities.

The results of the Proposed Project Trip Generation analysis shows that the Proposed JCC Project would result in a net decrease in vehicle, transit, pedestrian, and bicycle trips to and from downtown Sacramento. The transportation analysis completed for the Railyards and Central City Specific Plans and associated mitigation measures identified to improve multi-modal operations in downtown Sacramento would not be affected by the Proposed JCC Project. Therefore, the Proposed JCC Project would not result in any new or significant impacts to roadway, freeway, transit, bicycle and pedestrian facilities and payment of the Citywide Development Impact Fee would fully mitigate the Proposed JCC Project.

Vehicle Miles Traveled Analysis

This section describes the methodologies used in to estimate the Vehicle Miles of Travel (VMT) associated with the Proposed Project. VMT is presented for informational purposes in this section. However, the values shown here are used in other sections of this SEIR as inputs to air quality, noise, greenhouse gas emissions, and transportation fuel consumption estimates.

VMT is considered a useful metric in understanding of the overall impacts of a project on the transportation system. VMT is often expressed on a 'per employee' basis to understand the relative efficiency of one project versus another. By definition, one VMT occurs when a vehicle is driven one mile. In addition, a given VMT value represents vehicular miles of travel for entire weekday.

Lastly, VMT values in this chapter represent the full length of a given trip, and are not truncated at City of Sacramento, Sacramento County, or region boundaries. The VMT of the Proposed Project was calculated by tracking VMT associated with all traffic analysis zones (TAZs) that represent the Previously Approved Project or Proposed Project and their associated activities throughout the entire SACMET travel demand model (as well as trip lengths that extend beyond SACOG region).

Table 2 presents the VMT under Cumulative Plus Previously Approved Conditions and shows the following primary conclusions:

- The 9,198 daily vehicle trips associated with the 16 story JCC Courthouse is projected to result in 117,550 vehicle miles of travel;
- This represents an average trip length of 12.78 miles

Table 2 also presents the VMT under Cumulative Plus Proposed Project Conditions and shows the following primary conclusions:

- The 8,669 daily vehicle trips associated with the 18 story JCC Courthouse is projected to result in 110,270 vehicle miles of travel;
- This represents an average trip length of 12.72 miles

Therefore, when compared to the Previously Approved Project, the Proposed Project would result in the following primary conclusions:

- On a typical weekday, 529 fewer vehicle trips to and from downtown Sacramento resulting in 7,280 fewer vehicle miles of travel

**Table 2
Proposed Project Vehicle Miles Traveled (VMT)
Per Employee Analysis**

Previously Approved Project 316 Employees at Schaber Courthouse 397 Employees at New Courthouse Total of 713 Employees	
Daily Vehicle Trips ¹	9,198
Daily VMT ²	117,550
Average Trip Length Miles ³	12.78
Proposed Project 0 Employees at Schaber Courthouse 672 Employees at New Courthouse Total of 672 Employees	
Daily Vehicle Trips ¹	8,669
Daily VMT ²	110,270
Average Trip Length	12.72
Proposed Project Net New Vehicle Miles Traveled Total of 672 Employees	
Daily Vehicle Trips ¹	-529
Daily VMT ²	-7,280
Average Trip Length (Miles) ³	-0.06
Notes: ¹ Daily Vehicle Trips was determined from Table 1 – Proposed Project Trip Generation. The ratio of AM and PM peak hour trips generated by the facility was factored up to a daily value based on the observed AM and PM peak hour to daily ratios for a Government Office Building (ITE Land Use 730). ² Calculated using the SACMET MTP/SCS travel demand model by tracking the total number and length of inbound and outbound vehicle trips (for both employees and visitors) between trip origins/destinations and each site (Schaber Courthouse and New Courthouse). ³ Divides Daily VMT by number of daily trips.	
Source: SACOG MTP/SCS Travel Demand Model and Fehr & Peers, January 2018	