MCKINLEY BOULEVARD TRACTS ONE & TWO HISTORIC DISTRICT SURVEY

Sean McBride de Courcy
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__________________________, Department Chair
__________________________, Date

Aaron Cohen, Ph. D.

Department of History
Abstract

of

MCKINLEY BOULEVARD TRACTS ONE & TWO HISTORIC DISTRICT SURVEY

by

Sean Mcbride De Courcy

The following project is a historic-architectural survey that analyzes the McKinley Boulevard Tracts One and Two residential subdivisions in East Sacramento to determine if the subdivisions meet the criteria for listing on the Sacramento Register of Historic and Cultural Resources. The survey boundaries are located in East Sacramento, California, between McKinley Boulevard to the south, D Street to the north, Santa Ynez Way to the west, and 39th Street to the east. The McKinley Boulevard Tracts One and Two subdivisions meet the qualifications for listing on the Sacramento Register of Historic and Cultural Resources as a historic district under criteria i and iii. While many of the contributing resources in the district have had some modifications over time, the buildings and the district as a whole, continues to convey a strong sense of time and place associated with the district’s period of significance. Furthermore, taken as a whole, the collection of residential buildings set in a picturesque suburban landscape and streetscape setting continue to maintain their historic integrity of location, design, setting, materials, workmanship, feeling, and association.

_____________________, Committee Chair

Lee Simpson, Ph. D.

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Date
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Chapter 1

PREFACE

The inspiration for a survey of the McKinley Boulevard Tract One and Two developed from a project with the City of Sacramento, Preservation Office within the Community Development Department. An applicant proposed to remodel the residence at 410 37th Street. This home was not covered by the city’s standard preservation review process, but was reviewable under the demolition review section of the Preservation Ordinance (City Code Section 17.134.430). The Community Development Department contracted Urbana Consulting: Preservation and Planning to complete an intensive-level individual-property study on 410 37th Street. Urbana Consulting determined that the building was potentially part of a McKinley Boulevard Historic District. However, without a complete historic-architectural survey of the area (including evaluation of levels of significance and integrity) the district boundaries remained unclear. The report prepared by Urbana Consulting is provided in Appendix D of this document. The following analysis clarifies the uncertainties raised by the project proposal at 410 37th Street, as well as helps the City of Sacramento sustain its ongoing historic resource inventory program.

As both an academic work and a practical planning document, this survey utilizes academic and professional literature in the field of historic preservation, urban planning,

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1 Any building or structure over 50 years old proposed for demolition must be reviewed for eligibility to the Sacramento Register by the Preservation Director prior to application for a wrecking permit. Demolition is defined as complete demolition; or 50 aggregate linear feet of exterior wall; or over 50 percent of the overall footprint. (Sacramento City Code: Title 17 Zoning, Division V. Special Districts, Chapter 17.134 “Historic Preservation”).
local history, and urban history. The following analysis justifies the designation of McKinley Boulevard Tracts One and Two as a historic district in the Sacramento Register of Historic and Cultural Resources (Sacramento Register) under criteria i and iii of the Sacramento Preservation Ordinance. According to the Sacramento Preservation Ordinance (City Code Section 17.134.430) these criteria are defined as:

(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, and

(iii) It embodies the distinctive characteristics of a type, period or method of construction

The following analysis demonstrates how these criteria apply to the resources within the McKinley Boulevard Tracts One and Two subdivisions.

The McKinley Boulevard Tracts One and Two Historic District is eligible for listing in the Sacramento Register under criterion i and iii. This district in East Sacramento is one of relatively few distinctive concentrations of Period Revival style residences and streetscape settings in the city. The Ben Leonard Big Six Company developed Tracts One and Two, which comprises the district, between 1928 and 1936. These developments were the first subdivisions in East Sacramento to implement a curvilinear streetscape as part of its landscape plan, differentiating it from the earlier gridiron, straight street layout. As a planned residential development, McKinley Boulevard Tracts One and Two exhibit coherence, not only in architecture, but also in physical layout, scale, landscaping, setting, and overall design. It is a distinctive district
with visually-recognizable characteristics that distinguishes the subdivisions from adjacent residential developments, and from areas around the city’s historic core.

The historic district, or survey area, is located in East Sacramento near McKinley Park, south of the American River, in the city of Sacramento, California. The Ben Leonard Big Six Company acted as the subdivision’s developer-planner by purchasing the land, installing utilities (including electricity,) and laying down streets, curbs, and gutters. The company sold lots to individuals and builder/architects who then constructed homes in a variety of closely-related architectural styles and within a relatively short time frame. Much of the specific construction history has been lost over time; however, it is likely that the homes’ Period-Revival designs were inspired by pattern books and popular literature from the early twentieth century. The character-defining features of the McKinley Boulevard Tracts One and Two are typical of 1920s and 1930s suburbs throughout the United States. Specifically, the homes are relatively modest Period-Revival style single-family (with some duplex) residential buildings, and the development exhibits a street layout, streetscape, and landscape features influenced by picturesque concepts of rural tranquility common in the early twentieth century.

The McKinley Boulevard Tracts One and Two are a local subdivision reflective of the broad pattern of suburbanization that occurred throughout the United States during the early twentieth century. A few individual homes have undergone major alterations and additions, while many have suffered from window change-outs and re-roofs with modern composite shingles. In some instances these modifications have altered the building to such a degree that it no longer maintains its association with the
neighborhood. Nevertheless, when taken together, the homes in McKinley Boulevard Tracts One and Two embody architectural and landscape features popular in the early twentieth century.

The McKinley Boulevard Tracts One and Two are eligible for listing in the Sacramento Register, the California Register of Historical Resources, and possibly the National Register of Historic Places. For the purposes of this survey, however, the Sacramento Register eligibility criteria are used to evaluate significance of the properties within the survey area. Approaches used in the research and evaluation of these resources utilized state and federal preservation standards and practices.
Chapter 2
INTRODUCTION

The McKinley Boulevard Tracts One and Two are located in the City of Sacramento (Sacramento County), California. The subdivisions are bound by McKinley Boulevard to the south, Santa Ynez Way to the northwest, and 39th Street to the east. Combined, the survey area contains 118 potential resources. Originally, as part of the city’s early twentieth century expansion beyond its nineteenth century boundaries, the Ben Leonard Big Six Company subdivided and improved the lots within the McKinley Boulevard Tracts. The homes within the subdivision are primarily single-family (some duplex) residences, built with detached garages. The majority of buildings are Period-Revival style, in either English Cottage or Tudor-Revival designs. However, a number of Spanish Colonial Revival style homes provide a particular California-regional feeling to the district.

One of the most dramatic landscape features of the district are the curvilinear streets. Curvilinear streets are a distinctive feature for housing tracts of this period, in East Sacramento and can be found in a few areas of Land Park and Curtis Park. However, this was the first housing development in East Sacramento to break from the gridiron plan strictly implemented in the central city. While the curvature itself is relatively minor compared to later suburban developments, breaking the grid pattern was relatively revolutionary during this period. Moreover, suburban landscapes throughout the United States from the turn of the twentieth century to the 1950s generally fell within two general categories of landscape planning. The first retained a traditional, typical
nineteenth century, urban form of rectilinear streets and blocks. The second adopted a curvilinear layout based on models that first emerged in the United States when Fredrick Law Olmstead developed his version of the English “Garden City” suburb in Riverside, Illinois (1869). Combined, the period-revival architecture, curving streets and organized landscape setting, give the neighborhood a sense of time and place associated with suburban growth that took place throughout America during the 1920s. Earlier subdivisions in East Sacramento had rectilinear street layout.

Many home-owners in East Sacramento have been frustrated in recent years by the demolition or alteration of the neighborhoods original buildings. While this phenomenon has been slowed by various recently-enacted design ordinances, surveys of the historic resources in East Sacramento have been very limited and the designation of historic districts has been non-existent. Historic survey work in East Sacramento has been limited to Wright and Kimbrough’s “Tract 24” development, a few individual buildings, and a park study. There are only ten East Sacramento structures individually

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3 According to the National Register Bulletin: Historic Residential Suburbs (2002): “In the years preceding and following World War I, American landscape traditions fused with English Garden City influences to form distinctive American garden suburbs with gently curving, tree lined streets; open landscaped lawns and gardens; and attractive homes in a panoply of styles.” See 34-37.
5 Current design guidelines in East Sacramento are known as the “Wedding-Cake” (or Tent) ordinance. These broad restrictions have given city planners a way to limit the size and scale of new infill. Additionally, the Sacramento Preservation Ordinance (specifically Article VIII; City Code Section 17.134.430) allows planners to determine if any buildings proposed for demolition are eligible for listing on the Sacramento Register. Beyond these limitations, there is no local government oversight regarding new or existing buildings in East Sacramento.
listed in the Sacramento, California, or National Registers, plus one cannery complex. A few commercial buildings have undergone historic-reuse development projects that involved analysis under applicable historic-environmental regulations. However, district surveys that analyze East Sacramento’s historic residential subdivisions have not been forthcoming, most likely because of the cost and lack of political will to undertake such projects. This limited professional and academic analysis on East Sacramento communities makes the following study of the McKinley Boulevard neighborhood an extremely important element of Sacramento’s overall preservation effort.

Survey Objectives

The City of Sacramento’s ongoing historic resource inventory program aims to identify, in a comprehensive manner, Sacramento’s historic and cultural resources. As time passes, more and more of the City’s buildings become 50 years old, the city’s baseline for eligibility consideration. Therefore, the inventory program, by nature, is an ongoing project. Sacramento’s preservation planners, and the owners of the properties in this neighborhood, can use the information in this survey to make future decisions regarding treatment of contributing and non-contributing resources within the McKinley Garden: Evaluation of Significance,” Historic Environment Consultants, (Prepared for the City of Sacramento: 2009); Bonnie W. Snyder, “American Can Company, Sacramento Plant,” Project Specific EIR, 1999.; also see City of Sacramento, Historic Preservation Office, “Sacramento Register of Historic and Cultural Resources,” Updated 2007.

7 See 3720 Folsom Boulevard: Chemical Company No. 4; and Bonnie W. Snyder, “American Can Company, Sacramento Plant,” Project Specific EIR (1999).

8 The City of Sacramento’s preservation effort is based on the following publications: Sacramento City Code: Title 17 Zoning, Division V. Special Districts, Chapter 17.134 “Historic Preservation”; the “Sacramento Register of Historic and Cultural Resources,” Updated 2007; and Sacramento’s 2030 General Plan, “Historic and Cultural Resources Element,” (2009), sec. 2-131-139.
Boulevard Tracts One and Two district. Additionally, city planners and other officials can use this information when making long-range planning decisions regarding all elements of East Sacramento’s historic resources.

Survey Methodology

The following survey evaluates the McKinley Boulevard Tracts One and Two subdivisions to identify, evaluate, document, and ultimately help to preserve these important elements of Sacramento’s built environment. Character-defining features within the subdivisions’ boundaries that convey a sense of time and place and are critical components for future preservation, restoration, and planning purposes. The survey methodology was designed to provide for the nomination of these resources for listing in the Sacramento Register; however, that task is left to others. This survey is a built environment historic/architectural/landscape property study, and does not attempt to analyze the archeological resources that may be contained within the survey area.

Before beginning an intensive-level analysis of the area, it was important to prepare a comprehensive review of academic and professional material pertaining to the process of suburbanization in the United States. This literature review helped bring to light both primary and secondary sources during the later stages of the survey, and was an important tool for developing a comprehensive historic context of the McKinley Boulevard Tracts One and Two district. Once historic background research was complete, property-specific data was collected in two distinct phases: a reconnaissance
survey and an intensive-level survey.\(^9\) Property-specific data was compiled and analyzed using the latest and most effective survey techniques available. Background research was then compared to data collected during the intensive-level survey. The final stage of the survey involved analysis of historic significance and integrity of the district’s resources.

Suburban history is a recent phase in the much broader field of American urban history. Understanding suburban history within the broader context of urban history is critical to understanding the suburbanization of East Sacramento. Therefore, this process proved extremely useful in developing an effective historic context for the McKinley Boulevard Tracts One and Two district. This historiographic approach deals specifically with the types of resources at hand, and therefore, this section is limited to understanding the development of Period-Revival architecture in California and the social history of suburbanization in Sacramento and the United States. These two subjects are not mutually exclusive but rather intimately linked. As the suburban landscape evolved in the United States, its connection to popular ideals of beauty and health were a natural fit for Period-Revival architecture. Many Period Revival styles (especially those present in the McKinley Boulevard Tracts One and Two) were modeled on building types that generally evolved in rural environments. Understanding the suburbanization and Period-Revival architectural movement is key to effectively analyze the historic significance, landscape features, setting, and building types of the McKinley Boulevard Tracts One and Two—and its significant cohesiveness and concentration.

In addition to traditional academic scholarship on American urbanization and Period-Revival architecture, the following analysis draws on government publications that promote consistent and clear methodology for research, analysis, and nominations of historic districts. In the 1970s, the United States Department of the Interior began publishing the National Register Bulletin series to help standardize historic preservation approaches. The National Register Bulletin series offers specific guidelines for surveying historic properties and districts. Of all the National Register Bulletin publications, the following analysis draws primarily from “Historic Residential Suburbs: Guidelines for Evaluation and Documentation for the National Register of Historic Places;” the “Guidelines for Local Surveys: A Basis for Preservation Planning;” and finally, “How to Apply the National Register Criteria for Evaluation.” Together, these publications provided the foundation for evaluating historic and cultural resources in a suburban setting.

These academic and professional publications were critical to the next phase in the survey process: developing an appropriate historic context statement for the McKinley Boulevard Tracts One and Two subdivisions. According to the National Parks Service,

Historic contexts are the most influential factors in defining the structure of a survey effort…. [and] should be developed during the earliest stages of planning to guide development of the actual survey design. ….Failure to do so can lead to the application of survey methods that are not cost

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Both primary and secondary sources were consulted to understand the historic context of
the East Sacramento, McKinley Park-area neighborhoods. The broad historic themes of
urban growth, industrialization, and picturesque suburban developments guided research
efforts toward a more detailed contextual analysis of East Sacramento, and in general the
McKinley Boulevard Tracts One and Two. That process resulted in the “Historic
Context” section of this document.

To develop an appropriate historic context for the resources in the McKinley
Boulevard Tracts One and Two subdivisions, pertinent academic literature provided
invaluable information for a context relative to suburbanization in Sacramento.
Resources at local repositories were also utilized to develop a useful context for relative
to the buildings in the district. Specifically, the Center for Sacramento History (formerly
Sacramento Archives and Museum Collection Center); the Sacramento City Library,
Sacramento Room; the California State Library, California Room; the California State
University, Sacramento, North Central Information Center; Sacramento State University
Archives; Sacramento State University Library; and California State Archives. In later
stages of property-specific analysis, some of these repositories were also used to gather
building-specific information.

The McKinley Boulevard Tracts One and Two property-specific information was
gathered in two phases: the reconnaissance and intensive-level surveys. The

reconnaissance survey portion of this analysis used the historic context (including careful analysis of historic maps) to understand East Sacramento and the McKinley Park area neighborhoods today. Because transportation technology and historic transportation routes leading to and from Sacramento’s core were a crucial factor to development in East Sacramento, special attention was given to the development and location of these arteries. Additionally, Geographic Information System (GIS) data provided by the City of Sacramento Community Development Department was used to analyze how the area grew in relation to similar suburban development around Sacramento in the first half of the twentieth century. This information proved important during the intensive-level survey process, specifically in understanding how spatial organization, circulation networks, street patterns and other landscape characteristics evolved in East Sacramento.

The intensive-level survey process requires collecting property-specific data on individual resources within the survey area. According to the National Register Bulletin, the purpose of the intensive-level survey is to provide “detailed, actual information about the history and physical evolution of one or more subdivisions or neighborhoods believed” worth of being considered a historic district. The data collected in this phase of survey analysis is used to determine thresholds of historic significance and integrity for individual properties within the McKinley Boulevard Tracts One and Two subdivisions. Information gained through preliminary research, development of a thorough historic context, and the reconnaissance survey all provided information that guided the intensive-level survey process.

An effort to gather additional information was necessary to complete the intensive-level survey. This required collecting documentation on specific properties within the survey area. Building permit records provided by the City of Sacramento Community Development Department proved an invaluable source for determining original construction dates as well as any alterations over time. The Sacramento County Assessor’s and Recorder’s Office were consulted in search of deed restrictions, missing construction dates, and additional owner information. Sacramento City Directories, stored at the City of Sacramento’s Public Library, helped determine if any historically significant people were associated with individual properties.

After completing the necessary background research, reconnaissance phase, and the intensive-level survey process, the survey data was formatted for future nomination and preservation planning. A detailed spreadsheet, Geographic Information System-compatible format, and Department of Parks and Recreation 523a Forms (samples included in Appendix D) were then generated. The draft DPR 523 forms were edited in the field based on visual inspection of the resources. These visual inspection notes and construction records were compared to the properties’ condition in photographs and on-site inspections to determine contributing and non-contributing resources based upon thresholds of historic integrity. Additionally, the construction date of each resource was

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13 The decision to use the DPR Form 523 part A, rather than the DPR multiple-property survey form was based on a request by the City of Sacramento Historic Preservation Office. The City’s Historic Preservation Office prefers to have individual DPR 523 forms on each property to facilitate future preservation planning and design review once survey areas become listed historic districts. Sample DPR 523 Forms are included in Appendix D of this document, while a complete set of DPR Forms for the McKinley Boulevard Tract One and Two Historic District are housed at the City of Sacramento’s Community Development Department and the Center for Sacramento History. These documents are available to future researchers upon request at either of these public institutions.
compared to the period of historic significance for the McKinley Boulevard Tracts One and Two.

Determining Historic Significance

The following survey justifies listing specific homes in the Sacramento Register as Contributing Resources to the McKinley Boulevard Tracts One and Two Historic District under Criterion i and iii. Additionally, the streetscape and landscape features were evaluated and determined to maintain significant integrity as contributing historic resource to the Historic District. Since this project was initially conceived to determine if a specific home was a Contributing Resource in a potential McKinley Boulevard Historic District, it was fitting that the Sacramento Register criteria were applied to these resources. The Sacramento Register eligibility criteria are based upon the California and National Register criteria; thus, this evaluation does not restrict these resources from further evaluation. Rather, this survey facilitates future analysis of the McKinley Boulevard Tracts One and Two subdivisions according to the California and National Registers’ eligibility criteria. However, state and national criterion are not specifically addressed in this survey. The Sacramento Register eligibility criteria, as defined by City Zoning Code Section 17.134.170 (B,) are utilized in the evaluation of the eligibility of the resources in this study (Appendix C). By applying these thresholds for significance and integrity consideration from Sacramento’s Preservation Ordinance to the McKinley Boulevard Tracts One and Two subdivisions, it is possible to determine if the resources within the survey area are eligible for listing in the Sacramento Register.
Chapter 3
HISTORIC CONTEXT

This section addresses the historic context of the McKinley Boulevard Tracts One and Two Historic District to evaluate its significance as a physical representation of suburbanization during the 1920s, as well as an exceptionally intact and relatively large collection of Period-Revival style residential houses in a special setting. The McKinley Boulevard Tracts One and Two subdivisions are a physical reminder of the changing urban landscape during the first half of the twentieth century, and this survey should help to preserve the significant features and characteristics of the district. This area of East Sacramento represents the evolution of universal land development, landscape planning, and architectural continuity that memorializes how the American city was fundamentally transformed during this period.

Suburbanization in Sacramento

Suburbanization in Sacramento was a multifaceted process that involved many “push” and “pull” factors. Transportation technology, growing financial security, availability of cheap land, and a wide-scale cultural shift in how Americans thought of cities all combined during the twentieth century to create sprawling residential zones on the outskirts of every city in the United States. Robert Fishman closely examines the concept of suburbia, calling it “more than a collection of residential buildings, it expresses values so deeply imbedded in bourgeois culture…of leisure, family life, and
union with nature…”

However, this changing *bourgeois culture* could not have created suburbia alone. As Kenneth Jackson explains, “the special arrangements of cities depends less on ideology than on economics, less on national idiosyncrasies than on industrial development, technological achievement, and racial integration.” In reality, both a changing middle class and rapid industrialization played a role in encouraging the suburbanization of American cities.

At the end of the nineteenth century the first suburban housing developments in Sacramento began popping up along the city’s railroad and streetcar lines. However, by the 1920s, Sacramento’s growing middle class preferred automobiles to public transportation, and the suburban boom began in earnest. In the first few years of the twentieth century, Sacramento’s population steadily increased and did not begin to slow until the mid-1930s. During this period, Sacramento solidified as Northern California’s major transportation hub and the heart of the Sacramento Valley’s agricultural processing. Additionally, the federal and state governments employed a small but important public-service sector. With this growth in population, economic activity followed, inspiring a massive building boom. As a result, the city boasted a stable and well-employed working class and large managerial and professional class. At the same time, increasing industrialization encouraged continued suburban growth by fundamentally altering the way Americans understood the urban environment. The Ben

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Leonard Big Six Company planned the McKinley Boulevard Tracts One and Two subdivisions within the larger contexts of changing transportation technologies, population growth, and changing perceptions the urban environment.

Public transportation generated an interest within Sacramento’s middle class to create a suburban residential zone to the east of the central city. During the 1860s, the Sacramento Street Railway Company (SSRC) installed the first metal tracks on H Street. However, the first H Street Line only offered service as far as the State Fair Race Track, located in what is now the Boulevard Park neighborhood, around 21st Street. The SSRC hoped that a public recreation venue east of the central city would increase ridership on the H Street Line. The company purchased a swamplike area known as “Burns Slough” in 1871 and improved the site, calling the area “East Park.” In 1873, the SSRC added a panhandle to the park, which today houses the Shepard Garden and Arts Center. East Park was eventually renamed McKinley Park after assassinated president, William McKinley. East Park gained popularity during the last decades of the nineteenth century, and became an important landmark in East Sacramento.

As transportation technologies improved, Sacramento’s land-use patterns began to change dramatically. Once the H Street Line became a reliable means of transportation, developers in East Sacramento began planning suburban tracts in the area. Before long, streetcar companies boasted that the street railway system passed within four blocks of...
every Sacramento resident.⁴⁰ Rail transportation made it possible to live on the outskirts of Sacramento, and commute to and from the central city for work. In *Street Car Suburbs*, Sam Bass Warner Jr. analyzes how electric streetcars changed urban land-use patterns in the United States.⁴¹ Warner describes how good transportation was likely the most significant contribution to early suburban sprawl in American cities; however, other factors like sanitation, electric power distribution, and even telephone service played an important role in creating livable suburban environments as well.²² When the McKinley Boulevard Tracts One and Two were subdivided and planned in the late 1920s, the mass-produced automobile had begun to eclipse the streetcar as Americans preferred form of transportation. Nevertheless, streetcars played a major role in the development of East Sacramento as a suburban, residential community before the 1920s.

As automobiles replaced street railways as the preferred mode of transportation in the United States, subdivision planners began to incorporate these trends into their community plans and architectural features.²³ Specifically, automobiles made the detached garage a common feature in subdivisions built after 1920.²⁴ This shift toward the personal automobile was the significant factor in the detached garages built to match the primary buildings of most lots in the McKinley Boulevard Tracts One and Two.

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²⁴ “Each successive generation of suburb has been named for the predominant mode of transportation that spawned it—‘railroad suburb,’ ‘streetcar suburb,’ ‘automobile suburb,’ and ‘freeway suburb.’” In Ames and McClelland, “Historic Residential Suburbs,” (2002), 2.
Furthermore, many (but not all) buildings were designed with a front door that faces the driveway, rather than the street. During this period, this was a common feature of many automobile subdivisions throughout the United States.

In 1911, Sacramento City leaders decided to annex large portions of land on the outskirts of the central city. This process was by no means unique in Sacramento; rather this trend occurred in most cities throughout the United States. As suburban historian Kenneth Jackson points out, cities around the country “expanded their boundaries by more than 500 percent…. [and] although smaller cities did not match the square-mile additions of Philadelphia, Chicago, and New York, every large city shared in the expansion boom.”

Sacramento County Surveyor maps clearly tell this story. Prior to East Sacramento’s annexation in 1911, suburban encroachments into the district were relatively limited. However, after the 1911 annexations, housing tracts quickly expanded throughout the newly acquired portions of the city. The McKinley Boulevard Tracts became part of the City of Sacramento during the 1911 annexations.

International immigration and changing financial technologies were two additional factors that contributed to suburban development during this period in American history. In Sacramento during the early twentieth century, immigrants from Europe and Asia increased the population of the city’s working class. This encouraged middle-class citizens, who had previously been content to live in residential

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26 F.G. Miller, City Engineer “City of Sacramento and Vicinity: Compiled from plats o record official and private by F.G. Miller.” City Engineering Maps, 1918, housed at the California Room, California State Library; and James C. Boyd, Sacramento County Civil Engineering Record Map, 1912, Center for Sacramento History.
neighborhoods near their workplaces, to see “restricted” suburbs (like those being built in East Sacramento) as safer than their traditional neighborhoods. At the same time, home loans had become a popular way to purchase single family residence. Urban historian Marc Weiss describes how “…after 1900…the proportion of real estate transactions financed through mortgage debt and the proportion of debt held by financial institutions were rapidly rising.”

The rise in residential home ownership created an important context that helped foster sprawling residential tracts on the outskirts of every major American City, including Sacramento.

Subdivision History and Development

The Ben Leonard Big Six Company subdivided the lots of the McKinley Boulevard Tracts One and Two between 1928 and 1929, and sold lots as late as 1936. With economic trouble gripping the United States, some lots were not sold until the company went out of business. The company divided lots for Tract One, which sold quickly. This encouraged the company to increase the size of the development by adding Tract Two in 1929. Before this time, Santa Ynez Way (35th Street), 36th Way (Street), and 35th Way (Street) culminated at McKinley Boulevard. When the Ben Leonard Company planned the subdivision they curved the street extensions of the subdivision to the west. Property deed restrictions mandated that all houses have similar setbacks (between approximately 10’ and 15’) and cost at least $5,000 to build. Along with lot

grading and street, sidewalk, and gutter extensions, the Ben Leonard Big Six Company extended the electric grid into the new development.

Ben Leonard began working with his father’s firm “Leonard and Sons” in 1882 before founding the Ben Leonard Big Six Company in 1906. The company undertook a variety of projects, including loan financing, real estate speculation, and large-scale development projects like the McKinley Boulevard subdivision. Ben Leonard served on the board of several professional organizations, including as president of the Sacramento Real Estate Board in 1929. In 1927, an aging Leonard sold the Ben Leonard Big Six Company to Elmer A. Bush and Omer E. Cheek. Bush worked under Leonard for over twenty years, and became president of the new company. Cheek worked most of his career in Sacramento with the developers Wright and Kimbrough, and became vice president after acquisition of the Ben Leonard Company. The company retained the name Ben Leonard Big Six Company. Ben Leonard remained with the company for another three years as secretary. In 1930 Leonard took a position with the real estate firm Artz, Cook, and Drew. In 1933, Ben Leonard passed away with most homes of the McKinley Boulevard Tracts One and Two subdivisions built or nearly finished.

Perhaps the most ambitious suburban development the Ben Leonard Company undertook during its early history was the railroad suburb of Arcade Park. In 1912, Ben Leonard purchased a large tract of land northwest of Sacramento. The Southern Pacific

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29 Advertisement, “Bargains in Suburban Homes” *Sacramento Bee*: April 17, 1909, p. 93
Railroad tracks ran directly through the area, and the company marked the development as an agricultural colony, claiming it would become the “Pasadena of Northern California.” A *Sacramento Bee* article from 1912 espoused Arcade Park as “one of the greatest suburban developments Sacramento has ever seen.” However, Arcade Park never reached its full potential and the company eventually sold the remainder of its holdings to land speculators. Arcade Park’s plan called for curvilinear streets and landscape features, drawing inspiration from the picturesque garden suburbs of Llewellyn Park, New Jersey and Riverside, Illinois. These same features are present in the McKinley Boulevard subdivision, drawing a clear link between the picturesque planning movement and the Ben Leonard Big Six Company.

McKinley Boulevard Tracts One and Two were heralded in real estate circles as a well-planned residential development in an ideal location. In advertisements, the Ben Leonard Big Six Company called Tract One the “Last Select Home Section in East Sacramento.” The company also boasted that Tract Two would build-up “with some of Sacramento’s finest residences…[and] is certain to be another big success.” The McKinley Boulevard Tracts One and Two were under construction in 1930, when Marshall Harbinson of *Sunset Magazine* bragged,

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35 “Select Your Lot Now in McKinley Boulevard Tract” Real Estate, *Sacramento Bee*, November 2, 1928.
In such a community as Sacramento there will be found many pretentious homes. But in visiting the city now it seems that in the smaller homes there breathes the true spirit of the commonwealth, a spirit typifying the general air of hominess that indicates a place built upon the solid qualities of permanence, stability, and beauty.\textsuperscript{37}

Harbinson’s article goes on to elaborate on the picturesque qualities of Period Revival Style homes found in East Sacramento. While these homes were received with great acclaim by \textit{Sunset}, the \textit{Sacramento Bee}, and others, the Great Depression began as the homes were under construction forever altering the fate of East Sacramento. By 1935, the Ben Leonard Big Six Company had become insolvent and soon Cheek and Bush dissolved their partnership.\textsuperscript{38}

The McKinley Boulevard Tract One and Two developments belong to a stage of subdivision development commonly referred to as the “subdivider” stage.\textsuperscript{39} This term references the process of developers purchasing land, surveying it, laying out infrastructure (including streets, sewers, electricity, and water,) but not building houses or marketing individual homes. The Ben Leonard Company executives, Elmer A. Bush and Omer E. Cheek, sold lots to home owners, who then hired their own builders to construct individual homes. During the early twentieth century, covenants, conditions and restrictions (CC&Rs) were put in place in many residential subdivisions, including the McKinley Boulevard Tracts One and Two. Prior to the establishment of municipal zoning restrictions, CC&Rs allowed suburban developers to establish standards for

\textsuperscript{38}“Ben Leonard Company Is Said To Be Insolvent” \textit{Sacramento Bee}, 1935.
specific neighborhoods. Generally, these restrictions prohibited industrial or commercial buildings, established uniform setbacks, precluded building styles or types, and often excluded racial minorities. In the case of these McKinley Boulevard Tracts, the CC&Rs required houses cost a minimum of $5,000, hoping to ensure the income and social class of potential residents.\textsuperscript{40} This restriction represents how developers and potential buyers viewed Sacramento’s industrializing core and the growing working-class population. However, no evidence is available that proves the McKinley Boulevard developers put restrictions on the style of homes that could be built in the subdivision.

Period Revival Style homes of the McKinley Boulevard Tracts One and Two were not unique to this development, or even East Sacramento. Rather, this style had been popular for some time. However, the combination of picturesque landscape elements combined with the concentration of smaller Period-Revival style homes was new in Sacramento at this time. Additionally, the McKinley Boulevard Tracts One and Two were built at the beginning of the Great Depression. While this did not significantly impact the homes in the McKinley Boulevard Tracts One and Two, homes along D Street to the north, and beyond 39\textsuperscript{th} Street to the east, maintain completely different influences than those within the McKinley Boulevard Tracts One and Two. Along D Street, houses are built with minimal-traditional influences that became popular from the mid-1930s until after World War II. Beyond 39\textsuperscript{th} Street, residences begin to take on elements of the

\textsuperscript{40} Building permit files provided by the City of Sacramento, Community Development Department, July – August, 2010.
California Ranch Style, predominant after World War II, most noticeably buildings are only one-story versus the two-story houses of the Period-Revival styles.

Landscape Planning and Residential Architecture

The McKinley Boulevard Tracts contain landscape design elements and Revival Style residential architecture that are underrepresented in the Sacramento Register. The landscaping and building styles that are found in the neighborhood are a good example of popular American subdivision trends during the 1920s and 1930s. The combination of these landscape elements and architectural styles emerged when Garden City concepts developed in England during the nineteenth century fused with American ideas of what a suburban community should look like.41 Today, the combination of curvilinear tree-lined streets and Period Revival architecture appear in only a few other Sacramento residential neighborhoods. Moreover, English Cottage Revival and Tudor Revival Style buildings are significantly unrepresented on the Sacramento Register.

The streetscape of the McKinley Boulevard Tracts One and Two can be generally described as a modest version of a picturesque garden suburb. Beyond the curvilinear-grid pattern, these Tracts’ streets have similar building setbacks and uniformity in landscape patterns. Specifically, the uniformity London Plane landscape trees, which were planted when the buildings were originally constructed. Additionally, the natural, open-space provided by the panhandle of McKinley Park, contributes to the character

defining features of this picturesque garden suburb. In Bourgeois Utopias, Fishman provides a detailed historical account of how these landscape concepts emerged. According to Fishman, the development of the picturesque garden suburb was inspired by changing ideas of nature that inspired garden designs in the Victorian Period. As Fishman put it,

In the early eighteenth century a new ideal of landscape arose in England based on the idea of nature as variety. The straight lines and right angles of the old gardens would be replaced by gentle curves, the symmetries replaced by carefully planned irregularities. Trees, shrubs, and flowers would be allowed to ‘be themselves’...42

The features described by Fishman can be found in the McKinley Boulevard subdivision and were elements of the “picturesque” school of landscape planning. The McKinley Boulevard Tracts One and Two maintain several specific features that place it in the sub-type of picturesque garden suburbs. Specifically, the curvilinear tree-lined streetscape and consistent open front-lawn setbacks are landscape features associated with this historic trend. The National Register Bulletin: Historic Residential Suburbs points to the contribution of Andrew Jackson Downing to this field of urban planning.43 Writing for the Horticulturalist, Downing romanticized the idea of the individual country house in a rural village setting.44 Perhaps the most famous project to be derived from the picturesque school of suburban landscaping was Llewellyn Park, New Jersey. Designed by Andrew Jackson Davis, Llewellyn Park introduced two

significant developments of suburban planning to the United States, the curvilinear road and portions of natural open space.\textsuperscript{45}

Llewellyn Park was the first planned residential development to introduce these suburban landscaping elements to America, but they were solidified in Riverside, Illinois. In 1869, Frederick Law Olmstead and Calvert Vaux planned the railroad suburb of Riverside, outside Chicago.\textsuperscript{46} Olmstead and Vaux built on earlier concepts of the picturesque garden suburb developed by Downing and Davis, including curvilinear tree-lined streets and controlled, but naturalistic foliage. However, the architectural uniformity of Riverside significantly set it apart from other suburbs, including Davis’ Llewellyn Park. As suburban historian Jackson puts it, “Riverside’s architecture matched its planning…well-organized, yet informal and rustic.”\textsuperscript{47} The Period-Revival styles found in the McKinley Boulevard Tracts development draw on these architectural qualities. An overwhelming majority of buildings in the McKinley Boulevard Tracts are modeled after English “Cottages” and many of these maintain pastoral influences from Tudor Revival designs.

The English Cottage Revival Style is actually a sub-type of the Tudor Revival Style architectural group. According to architectural historian Rachel Carley, the Tudor Revival reached its peak during the late nineteenth and early twentieth centuries, and was

primarily influenced by buildings associated with the English Renaissance during the sixteenth and seventeenth centuries.\textsuperscript{48} This style fits nicely within the context of the picturesque garden suburb because of its association with the English countryside during the Elizabethan Period. In \textit{A Field Guide to American Houses}, Virgina and Lee McAlester identify buildings in this architectural group by,

\begin{quote}
[The] steeply pitched roof, usually side-gabled (less commonly hipped or front-gabled); façade dominated by one or more prominent cross gables usually steeply pitched; decorative (i.e., not structural) half-timbering present on about half of examples; tall, narrow windows, usually in multiple groups with multi-pane glazing; massive chimneys, commonly crowned by decorative chimney pots.\textsuperscript{49}
\end{quote}

The McKinley Boulevard neighborhood represents a remarkable collection of buildings that incorporate the features described by the McAlisters. Moreover, despite the lack of official design conditions, the homes of the McKinley Boulevard Tracts maintain a high degree of historic integrity of location, design, setting, materials, workmanship, feeling, and association (Appendix C).

After English Cottage and Tudor-Revival style homes, there are a large number of Spanish Colonial or Mission-Revival style buildings in the McKinley Boulevard Tracts. The Mission-Revival architectural style conveys the elements of rural tranquility associated with the picturesque garden suburb, but also manages to add a California-domestic feeling to the neighborhood. The Mission-Revival style emerged in the early

twentieth century and was immortalized by the California-Pacific Exposition in 1915.  

The McAlister’s classify Mission Revival buildings by the,

Mission-shaped dormer or roof parapet (these may be either main roof or porch roof); commonly with red tile roof covering; widely overhanging eves, usually open; porch roofs supported by large square piers, commonly arched above; wall surface usually smooth stucco.  

With deep roots in the Spanish Revival Style that draws on Moorish, Byzantine, and Renaissance details, the Mission Revival buildings in McKinley Boulevard are modest residential versions of what can be a fairly ornate architectural type. Many of the buildings found within the neighborhood have features that are associated with similar styles, such as the Spanish Eclectic Style. However, for the purposes of this survey these are identified on individual evaluation forms (Appendix B).

Period Revival architecture, especially the English country cottage style, became synonymous with picturesque subdivisions in the early twentieth century. Magazines such as *Ladies Home Journal* began publishing renderings and designs of small homes in popular Revival Styles. These homes were typically balloon-frame construction with modern amenities, such as water, electricity, and gas. Companies like Sears and Roebuck got on board and began offering “ready-to-build” housing kits. While the exact origins of each individual building in the McKinley Boulevard Tracts subdivisions is

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undocumented, it is likely that many of these homes were designed from popular patterns found in these kind of publications.

The detached garage is a significant feature of the houses in the McKinley Boulevard Tracts subdivisions. Most garages were constructed in the architectural style to match the original building. A long driveway along one side of the building allowed residents access to the garage. In earlier years, residents would have walked the short distance to H Street and caught the streetcar into the city center. However, in the early twentieth century, a growing American middle class and the mass-produced automobile came together and dramatically impacted suburban development. Throughout the United States during the 1920s automobile registration increased from 1.8 million to 23.1.\textsuperscript{53} This increase in automobile ownership encouraged suburban developers to include detached garages into their overall landscape plans. Set back in the lot, the garages during this period emphasized the rural tranquility associated with the picturesque garden suburb, thereby deemphasizing the car as an industrial technology.

Chapter 4

FINDINGS

The McKinley Boulevard neighborhood is historically significant for its role in the growth and urban development of Sacramento and for being an excellent collection of picturesque Period Revival Style residential houses associated with suburban ideals popular during the early twentieth century (Sacramento Register Criterion i and iii). Most of the homes in the McKinley Boulevard neighborhood have undergone some type of alterations over time. However, the homes, together with their streetscape and setting continue to maintain the character-defining features that identify the area as a historically-significant part of Sacramento.

Taken together, these resources continue to convey a sense of time and place from their period of significance. National Register Bulletin 15 explains that a historic district “results from the interrelationship of its resources, which can convey a visual sense of the overall historic environment.”54 This same publication goes on to discuss why it is important for historic districts to convey their collective significance, even if individual resources are altered or otherwise individually disturbed.55 This section analyzes the data collected during the reconnaissance and intensive-level survey to justify listing these resources on the Sacramento Register as a McKinley Boulevard Historic District.

The developers of the McKinley Boulevard Tracts subdivisions envisioned housing tracts of Period Revival single-family homes on curvilinear streets with similar

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55 Ibid.
setbacks and landscape features. The picturesque garden suburban planning movement greatly influenced the McKinley Boulevard Tracts’ park-like setting (criteria i). Furthermore, the McKinley Boulevard Tracts subdivisions remain a cohesive collection of Period Revival homes that typify construction methods and trends during the 1920s (criteria iii). Over time, some infill and individual modifications to structures have had some effect on the historic integrity of this collection of buildings. As the following analysis will demonstrate however, the McKinley Boulevard Tracts One and Two Historic District continues to convey a sense of time and place associated with its period of significance (1928-1936).

The McKinley Boulevard Tracts One residential subdivision was planned and developed by the Ben Leonard Big Six Company in 1928, one year later the company made plans for the McKinley Boulevard Tract Two. McKinley Boulevard Tract One contained 68 individual lots, while Tract Two contained 50 parcels. These were fairly average sized subdivision for East Sacramento at that time. When the majority of buildings had been completed in the McKinley Boulevard Tracts One and Two, the Period-Revival architectural style dominated. The buildings in the McKinley Boulevard Tracts represent the values of middle-class society during the 1920s. Organization, privacy, space, and beauty are all ideals present in the home designs and landscape plan of the McKinley Boulevard Tracts. Although limited, there are some multiple-family units within the district, although these visually appear to be single-family homes. The district contains many excellent examples of homes derived from pattern books and stock plans that were common during this period. These residences are also representative of
the range of individual and local design variation and adaptations that produced distinctive homes and neighborhoods based on those widely available plans and models. Although there are no architects directly associated with the district, a number of contractor/builders played important roles in the feeling and association of the McKinley Boulevard Tracts One and Two Historic District.

Areas of Significance

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*

The McKinley Boulevard Tracts One and Two Historic District (Historic District) is eligible for listing on the Sacramento Register for its association with the development of suburban housing in East Sacramento. Specifically, the Historic District represents a movement toward individual home-ownership for middle-class citizens. Built on the eve of the Great Depression, easy credit and cheap land helped to facilitate this massive shift toward single-family homes on individual lots away from the urban core. Additionally, foreign immigration and wide-scale industrialization was fundamentally changing the way Americans thought of residential space. Finally, the introduction of mass-produced automobiles solidified this suburban trend in American and Sacramento history. The Historic District represents one of Sacramento’s most intact remnants of this moment in the city’s development.

ii.  *It embodies the distinctive characteristics of a type, period or method of construction*
The McKinley Boulevard Tracts One and Two Historic District (Historic District) is eligible for listing on the Sacramento Register for being an excellent collection of Period-Revival style residential buildings built between 1928 and 1936. The construction methods and materials of the Historic District are typical of suburban developments during this period. Moreover, these buildings maintain a remarkable degree of historic association to the district’s period of significance. Additionally, the landscape features (curvilinear tree-lined streets, Period-Revival architecture, two-story building massing, and consistent building setbacks behind open laws) remain consistent and largely intact throughout the Historic District.

This Historic District is one of several second-ring suburban landscapes built-up around the City of Sacramento during the 1920s and 1930s. According to the National Register Bulletin: Historic Residential Suburbs, the significance of these neighborhoods, “is best evaluated using a landscape approach which recognizes the presence of historic landscape characteristics and seeks to understand the inter-relationship of these characteristics spatially and chronologically.”

It is important to see the collective historic association of the landscape and streetscape setting within the Historic District. Therefore, elements of the landscape and streetscape that maintain historic integrity, and therefore should be considered during any future actions within the Historic District are:

1. the tree canopy,
2. the setback of buildings and their open front lawns,

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3. the general consistency in building massing (including irregular footprints and roof-lines),

4. detached garages (to the rear of the lot) where they still exist,

5. and curvilinear tree-lined streets (all London Plane)

Period of Significance

The period of significance begins in 1928 when the Ben Leonard Big Six Company began improving lots in McKinley Boulevard Tract One. The period of significance ends in 1936, when the company became insolvent. According to the National Register Bulletin: Historic Residential Suburbs, for subdivisions that share similar areas of significance with the McKinley Boulevard Tracts One and Two Historic District “the period of significance…generally corresponds to the actual years when the design was executed and construction took place.” While some infill construction took place after 1936 building types had dramatically changed, marking an end to the McKinley Boulevard Tracts’ period of historic significance.

Historic Integrity

The McKinley Boulevard Tracts One and Two Historic District possesses a high degree of historic integrity. The district’s streetscape retains its original design and developer planted London Plane trees, which have matured to form an extensive canopy. This canopy feature has become a significant aspect of the district’s setting. The large

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London Plane trees are found throughout East Sacramento, but the uniform location and age throughout the entire McKinley Boulevard subdivision is remarkable. With a few minor exceptions the building setback limitations implemented by the developer has been retained by later infill projects with open lawn toward the street. Therefore, the streetscape of the subdivisions’ plan retains integrity of design, setting, feeling, and association.

The most common alteration to the buildings of the McKinley Boulevard Tracts One and Two Historic District is the replacement of the original wood shingle roofs with composition shingles. In almost every case this was an unavoidable alteration. The composition shingles do not generally detract from the appearance of these houses where the roofline is a character defining feature. In some cases, textured or simulation slate shingles adds to the English Cottage or Tudor Revival roof types. While roofs are often an important feature of Revival Style buildings, the new composition material is not considered a significant alteration of the buildings’ appearance in the absence of other notable changes. Therefore, provided there is not a cumulative loss of historic integrity caused by other alterations, replacement of wood shingles with composition shingles does not significantly impact the historic integrity of individual buildings.

While many homes in the McKinley Boulevard Tracts One and Two Historic District have been re-stuccoed over time, there are only a few buildings that have had vinyl, T1-11 composition, or other replacement siding installed over original materials. Most original brick veneers remain intact and, on some houses, brick has been added to primary façades. While these brick veneers detract somewhat from the builders’ original
intent, they are not inconsistent with the district’s overall association with the Period-Revival stylistic trends or the picturesque garden suburb. Therefore, in the absence of other alterations, siding replacement (if consistent with the particular Period-Revival style of the original building) should not be considered to significantly jeopardize the historic integrity of individual buildings in the absence of other alterations that could cause a cumulative loss of historic integrity.

Window replacements were noted in most of the residences that retain their original Period-Revival style appearance. Such replacements tend to occur most frequently when buildings have undergone other alterations. Many windows, especially on English Cottage and Tudor-Revival style buildings, contribute significantly to the building’s architectural character. For this reason, any future window replacements should be considered carefully with regard to the building’s architectural group. Window replacements may not alone be enough in themselves to jeopardize a building’s historic integrity, but especially, when coupled with additional alterations, window replacements can significantly alter the buildings association with its period of significance.

There are a few homes in the McKinley Boulevard Tracts One and Two Historic District that have undergone such substantial additions that the building’s massing and form have overwhelmed the “cottage” style of the Period-Revival designs intended by the subdivision’s designers. The picturesque garden suburb hopes to create a village setting with naturalistic or rural associations, and the houses with major additions compromise massing and form. Typically, buildings with such large-scale additions will generally be considered to have lost their historic association with the picturesque garden suburb.
When an addition causes a building to permanently lose its association with the massing and scale of the original building, it has lost its historic integrity. When additions are held to the rear of the building and not entirely visible from the street, the additions were not considered to significantly impact the building’s historic integrity. If an addition was built to conform to the building’s original design and massing it is not considered to have an impact on historic integrity of the building.

Recommended Historic District Boundaries

The McKinley Boulevard Tracts One and Two Historic District Survey Area encompassed the traditional boundaries of the McKinley Boulevard Tracts One and Two subdivisions. Some buildings on the fringes of the subdivision were discounted from consideration through visual inspection and construction dates. However, the survey area boundaries generally follow the historic subdivision boundaries (Appendix A). The results of the intensive level survey determined contributing and non-contributing resources within the survey area and period of significance. The results of the intensive-level analysis were also compared to the significant features and characteristics (criteria i and iii of the Sacramento Register) to determine thresholds of historic integrity for individual buildings. A graphic with contributing and non-contributing resources is attached in Appendix A. Finally, the contributing resources were used to determine suggested boundaries for a McKinley Boulevard Tracts One and Two Historic District (see Appendix A). All future actions involving contributing resources within the McKinley Boulevard Tracts One and Two Historic District going forward should comply
with the Secretary of Interior Standards for the Treatment of Historic Properties (Appendix C). All future actions to non-contributing resources should be considered as having the potential to cumulatively impact on the historic fabric of the district as a whole. Therefore, any modifications to the built environment, including street layout and landscape features, should be evaluated against the thresholds of historic integrity provided in this document.
APPENDICES
APPENDIX A

Survey Area and Historic District Boundary Maps

Map 1: McKinley Boulevard Tracts One and Two Survey Area. Created with assistance from Josh Cannon, GIS Specialist, City of Sacramento.
Map 2: McKinley Boulevard Tract One Historic Subdivision Area. Subdivision Area superimposed from original marketing material. See references for citation. Created with assistance from Josh Cannon, GIS Specialist, City of Sacramento.
Map 3: McKinley Boulevard Tract Two Historic Subdivision Area
Subdivision Area superimposed from original marketing material. See references for citation. Created with assistance from Josh Cannon, GIS Specialist, City of Sacramento.
Map 4: McKinley Boulevard Tracts One and Two Contributing and Non-Contributing Historic Resources. Created with assistance from Josh Cannon, GIS Specialist, City of Sacramento.
Map 3: Suggested Historic District Boundaries for proposed “McKinley Boulevard Tracts One and Two Historic District.” Created with assistance from Josh Cannon, GIS Specialist, City of Sacramento.
17.134.170 Criteria and requirements for listing on, and deletion from, the Sacramento register.

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

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

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

   c. The nominated resource has significant historic or architectural worth, and its designation as a landmark is reasonable, appropriate and necessary to promote, protect and further the goals and purposes of this chapter.
2. Factors to be Considered. In determining whether to list a nominated resource on the Sacramento register as a landmark, the following factors shall be considered:

   a. A structure removed from its original location is eligible if it is significant primarily for its architectural value or it is the most important surviving structure associated with a historic person or event.

   b. A birthplace or grave is eligible if it is that of a historical figure of outstanding importance and there is no other appropriate site or structure directly associated with his or her productive life.

   c. A reconstructed building is eligible if the reconstruction is historically accurate, if the structure is presented in a dignified manner as part of a restoration master plan; and if no other, original structure survives that has the same association.

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

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

B. Listing on the Sacramento Register—Historic Districts. A geographic area nominated as a historic district shall be listed on the Sacramento register as a historic district if the city council finds, after holding the hearing(s) required by this chapter, that all of the requirements set forth below are satisfied:

1. Requirements.

   a. The area is a geographically definable area;

   b. The area possesses either:

      i. A significant concentration or continuity of buildings unified by: (A) past events, or (B) aesthetically by plan or physical development,

      ii. The area is associated with an event, person, or period significant or important to city history; or

   c. The designation of the geographic area as a historic district is reasonable, appropriate and necessary to protect, promote and further the goals and purposes of this chapter and is not inconsistent with other goals and policies of the city.
2. Factors to be Considered. In determining whether to list a geographic area on the Sacramento register as a historic district, the following factors shall be considered:

a. A historic district should have integrity of design, setting, materials, workmanship and association;

b. The collective historic value of the buildings and structures in a historic district taken together may be greater than the historic value of each individual building or structure.

C. Listing on the Sacramento Register—Contributing Resources. A nominated resource shall be listed on the Sacramento register as a contributing resource if the council finds, after holding the hearing(s) required by this chapter, that all of the following requirements are satisfied:

1. The nominated resource is within a historic district;

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

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

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

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

D. Deletions from the Sacramento Register. An application to delete a listed historic resource from the Sacramento register may be approved if the city council finds, after holding the hearings required by this chapter, that the listed historic resource no longer meets the requirements set forth above; provided that where a landmark or contributing resource is proposed for deletion due to a loss of integrity, the loss of integrity was not the result of any illegal act or willful neglect by the owner or agent of the owner. (Ord. 2006-063 § 1 (part))
HISTORIC INTEGRITY

National Register Bulletin: How to Apply the National Register Criteria for Evaluation, U.S. Department of the Interior, National Parks Service

VIII. HOW TO EVALUATE THE INTEGRITY OF A PROPERTY

Integrity is the ability of a property to convey its significance. To be listed in the National Register of Historic Places, a property must not only be shown to be significant under the National Register criteria, but it also must have integrity. The evaluation of integrity is sometimes a subjective judgment, but it must always be grounded in an understanding of a property's physical features and how they relate to its significance.

Historic properties either retain integrity (this is, convey their significance) or they do not. Within the concept of integrity, the National Register criteria recognizes seven aspects or qualities that, in various combinations, define integrity.

To retain historic integrity a property will always possess several, and usually most, of the aspects. The retention of specific aspects of integrity is paramount for a property to convey its significance. Determining which of these aspects are most important to a particular property requires knowing why, where, and when the property is significant. The following sections define the seven aspects and explain how they combine to produce integrity.

Location

Location is the place where the historic property was constructed or the place where the historic event occurred. The relationship between the property and its location is often important to understanding why the property was created or why something happened. The actual location of a historic property, complemented by its setting, is particularly important in recapturing the sense of historic events and persons. Except in rare cases, the relationship between a property and its historic associations is destroyed if the property is moved. (See Criteria Consideration B in Part VII: How to Apply the Criteria Considerations, for the conditions under which a moved property can be eligible.)

Design

Design is the combination of elements that create the form, plan, space, structure, and style of a property. It results from conscious decisions made during the original conception and planning of a property (or its significant alteration) and applies to activities as diverse as community planning, engineering, architecture, and landscape
architecture. Design includes such elements as organization of space, proportion, scale, technology, ornamentation, and materials.

A property's design reflects historic functions and technologies as well as aesthetics. It includes such considerations as the structural system; massing; arrangement of spaces; pattern of fenestration; textures and colors of surface materials; type, amount, and style of ornamental detailing; and arrangement and type of plantings in a designed landscape.

Design can also apply to districts, whether they are important primarily for historic association, architectural value, information potential, or a combination thereof. For districts significant primarily for historic association or architectural value, design concerns more than just the individual buildings or structures located within the boundaries. It also applies to the way in which buildings, sites, or structures are related: for example, spatial relationships between major features; visual rhythms in a streetscape or landscape plantings; the layout and materials of walkways and roads; and the relationship of other features, such as statues, water fountains, and archeological sites.

Setting

Setting is the physical environment of a historic property. Whereas location refers to the specific place where a property was built or an event occurred, setting refers to the character of the place in which the property played its historical role. It involves how, not just where, the property is situated and its relationship to surrounding features and open space.

Setting often reflects the basic physical conditions under which a property was built and the functions it was intended to serve. In addition, the way in which a property is positioned in its environment can reflect the designer's concept of nature and aesthetic preferences.

The physical features that constitute the setting of a historic property can be either natural or manmade, including such elements as:

- Topographic features (a gorge or the crest of a hill);
- Vegetation;
- Simple manmade features (paths or fences); and
- Relationships between buildings and other features or open space.

These features and their relationships should be examined not only within the exact boundaries of the property, but also between the property and its surroundings. This is particularly important for districts.

Materials
Materials are the physical elements that were combined or deposited during a particular period of time and in a particular pattern or configuration to form a historic property. The choice and combination of materials reveal the preferences of those who created the property and indicate the availability of particular types of materials and technologies. Indigenous materials are often the focus of regional building traditions and thereby help define an area's sense of time and place.

A property must retain the key exterior materials dating from the period of its historic significance. If the property has been rehabilitated, the historic materials and significant features must have been preserved. The property must also be an actual historic resource, not a recreation; a recent structure fabricated to look historic is not eligible. Likewise, a property whose historic features and materials have been lost and then reconstructed is usually not eligible. (See Criteria Consideration E in Part VII: How to Apply the Criteria Considerations for the conditions under which a reconstructed property can be eligible.)

Workmanship

Workmanship is the physical evidence of the crafts of a particular culture or people during any given period in history or prehistory. It is the evidence of artisans' labor and skill in constructing or altering a building, structure, object, or site. Workmanship can apply to the property as a whole or to its individual components. It can be expressed in vernacular methods of construction and plain finishes or in highly sophisticated configurations and ornamental detailing. It can be based on common traditions or innovative period techniques.

Workmanship is important because it can furnish evidence of the technology of a craft, illustrate the aesthetic principles of a historic or prehistoric period, and reveal individual, local, regional, or national applications of both technological practices and aesthetic principles. Examples of workmanship in historic buildings include tooling, carving, painting, graining, turning, and joinery. Examples of workmanship in prehistoric contexts include Paleo-Indian Clovis projectile points; archaic period beveled adzes; Hopewelian birdstone pipes; copper earspools and worked bone pendants; and Iroquoian effigy pipes.

Feeling

Feeling is a property's expression of the aesthetic or historic sense of a particular period of time. It results from the presence of physical features that, taken together, convey the property's historic character. For example, a rural historic district retaining original design, materials, workmanship, and setting will relate the feeling of agricultural life in the 19th century. A grouping of prehistoric petroglyphs, unmarred by graffiti and intrusions and located on its original isolated bluff, can evoke a sense of tribal spiritual life.
Association

Association is the direct link between an important historic event or person and a historic property. A property retains association if it is the place where the event or activity occurred and is sufficiently intact to convey that relationship to an observer. Like feeling, association requires the presence of physical features that convey a property's historic character. For example, a Revolutionary War battlefield whose natural and manmade elements have remained intact since the 18th century will retain its quality of association with the battle.

Because feeling and association depend on individual perceptions, their retention alone is never sufficient to support eligibility of a property for the National Register.
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<tr>
<td>Data 5</td>
<td>Data 6</td>
<td>Data 7</td>
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**Table Caption**: Table showing the comparison of data across different categories.
Select Your Lot NOW in
McKINLEY
BOULEVARD
TRACT

Last Select Home Section
in East Sacramento near
McKinley Park

This Map Shows the Ideal Layout of
McKinley Boulevard Tract . . . . . . .

Our announcement placing this tract on sale has created wide
interest, so we suggest that you visit the tract immediately and
make your selection . . . . Terms—$100 down, $10 per month. No
duty or county taxes or interest on deferred payments until July
1, 1928.
And Now—

McKinley Boulevard

Tract No. 2

Tract No. 1 was sold out in a few days, and is building up with some of Sacramento's finest residences... Tract No. 2, adjoining it, is certain to be another big success.

Ben Leonard Co.

A Select Home-Section in East Sacramento near McKinley Park
Select YOUR Homesite in McKinley Boulevard Tract No. 2
(WELL RESTRICTED)

❑ Lots range in price from $400 to $1250.
❑ Terms, $100 down, $10 per month.
❑ No interest or taxes until January 1st, 1930
❑ 10% discount for Cash

Location of
McKinley Boulevard
Tract No. 1
# APPENDIX D

Sample Department of Parks and Recreation 523a Forms

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<td>REVIEWER</td>
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### PRIMARY RECORD
- **State of California — The Resources Agency**
- **DEPARTMENT OF PARKS AND RECREATION**
- **PRIMARY RECORD**
- **OTHER LISTINGS**
- **RESOURCE NAME**
- **RESOURCE CODE**
- **REVIEWER**
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- **DATE**

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**APPENDIX D**

Sample Department of Parks and Recreation 523a Forms
BIBLIOGRAPHY

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