United States Department of the Interior
National Park Service

National Register of Historic Places Registration Form

This form is for use in nominating or requesting determinations for individual properties and districts. See instructions in National Register Bulletin, *How to Complete the National Register of Historic Places Registration Form.* If any item does not apply to the property being documented, enter "N/A" for "not applicable." For functions, architectural classification, materials, and areas of significance, enter only categories and subcategories from the instructions.

1. Name of Property

Historic name: New Helvetia Historic District
Other names/site number: Alder Grove Community Complex
Name of related multiple property listing**:**
Public Housing in the United States MPS
(Enter "N/A" if property is not part of a multiple property listing

DRAFT

2. Location

Street & number: 752 Revere Street
City or town: Sacramento State: CA County: Sacramento
Not For Publication: ☐ Vicinity: ☐

3. State/Federal Agency Certification

As the designated authority under the National Historic Preservation Act, as amended,

I hereby certify that this ___ nomination ___ request for determination of eligibility meets the documentation standards for registering properties in the National Register of Historic Places and meets the procedural and professional requirements set forth in 36 CFR Part 60.

In my opinion, the property ___ meets ___ does not meet the National Register Criteria. I recommend that this property be considered significant at the following level(s) of significance:

___national ___statewide ___local

Applicable National Register Criteria:

___A ___B ___C ___D

Signature of certifying official/Title: **Date**

State or Federal agency/bureau or Tribal Government

In my opinion, the property ___ meets ___ does not meet the National Register criteria.

Signature of commenting official: **Date**

Title : **State or Federal agency/bureau or Tribal Government**

4. National Park Service Certification

I hereby certify that this property is:

___ entered in the National Register

___ determined eligible for the National Register

___ determined not eligible for the National Register

___ removed from the National Register

___ other (explain:) _____

Signature of the Keeper Date of Action

5. Classification

Ownership of Property

(Check as many boxes as apply.)

Private:	☐
Public – Local	X
Public – State	☐
Public – Federal	☐

Category of Property

(Check only **one** box.)

Building(s)	☐
District	X
Site	☐
Structure	☐
Object	☐

Number of Resources within Property
(Do not include previously listed resources in the count)

Contributing	Noncontributing	
62		buildings
		sites
		structures
		objects
62	0	Total

Number of contributing resources previously listed in the National Register 0

6. Function or Use
Historic Functions
(Enter categories from instructions.)
DOMESTIC; multiple dwelling – defense housing project
DOMESTIC; multiple dwelling – public housing
SOCIAL; clubhouse – Community Center

Current Functions
(Enter categories from instructions.)
DOMESTIC; multiple dwelling – public housing project
COMMERCE/TRADE: business – office building
EDUCATION: school – daycare center

7. Description

Architectural Classification
(Enter categories from instructions.)
MODERN MOVEMENT: International Style

Materials: (enter categories from instructions.)
Principal exterior materials of the property: Brick veneer with some random clinker brick, composition shingles, metal sash windows, metal doors, concrete foundations

Narrative Description
(Describe the historic and current physical appearance and condition of the property. Describe contributing and noncontributing resources if applicable. Begin with **a summary paragraph** that briefly describes the general characteristics of the property, such as its location, type, style, method of construction, setting, size, and significant features. Indicate whether the property has historic integrity.)

Summary

The New Helvetia Historic District is located within the Alder Grove housing complex located between Broadway, Muir Way, Kit Carson Street, and Kemble Street in Sacramento. There are 62 contributing buildings, including the central community center building at 816 Revere Way. Buildings are wood framed with gabled roofs, clipped eaves, brick cladding, clinker brick, and metal framed windows. The simplicity and lack of exterior ornamentation illustrate the influence of the Modern Movement that focused on the functional aspects of architecture, as well as reflect wartime economic constraints. The buildings are set in a 26 acre rectilinear pattern of organized blocks, asphalt paved streets, concrete sidewalks, with pathways separated by lawn and containing trees, bushes and shrubs within a defined landscape accessible from major city streets. The one and two story buildings are narrow and long, have brick veneer surfaces, side-gabled roofs with composition shingles and clipped eaves, shallow roof overhangs on the side-gabled elevations, small entry canopies above doorways – some with shed-roofs and some flat, and metal-framed windows, both sliding and double hung. There is ample open space within the block layout and parking lots surrounded by lawn. Plantings and open yards without fences are dominant and provide little privacy. A very few units use plantings in their backyards to create small partially private outdoor areas. The buildings' brick veneer recalls elements of Georgian and Tudor revival designs, while open space and green landscaping contribute a gardenlike character to the complex. The property is in good condition.

Narrative Description

The sixty one apartment buildings constructed within the twenty six acre site are divided into five different unit plans with a total of three hundred and ten apartments. Plans include building Types A to E.[1]

Type A: Fourteen type A buildings: one and two story sections with eight apartment units each. The two story central section contains four two story apartments with two bedrooms each. Two attached one story sections flank the central two story section and each contains two one bedroom apartments. The two story central sections are slightly offset from the flanking one story portion walls.

Type B: Fourteen type B buildings: two story with eight two story apartments, with two or three bedrooms each.

Type C: Twenty four type C buildings: one story with two two-bedroom apartments each.

Type D: Four type D buildings: one story with two four-bedroom apartments each.

Type E: Five type E buildings: one story with six one-bedroom apartments each.

Building types A, B, and E have service and laundry room utility extensions at each end. They are narrower and shorter than the apartment units themselves, are finished with gabled roofs and brick like the rest of the buildings, and contain exterior wall sections with decorative open brickwork patterns.

The locations of each building type in the district are located on the site map.

The Type A building has side-gabled roofs with a short overhang on the entry elevations that are flush with the walls on the gable ends. It is surfaced with brick that contains soldier courses above and below windows and above doorways. Darker clinker-type bricks are randomly placed within the walls to add visual interest and texture. The front elevation is described from left to right. A small shorter brick-clad utility extension projects from each end of the building. Metal framed windows are located on the outer corners of the one story section, then the front door, and then the bedroom window comprises the first apartment. The reverse plan of this apartment adjoins the first with a window and the entrance door and small window. The front entrance door to the first two story unit is next and the window to its living room. The next unit is the reverse of this one.

The other two two-story units are adjacent and reversed, with front entrances side by side in the central section then windows for each living room, before the last two story unit entry. The front entrance to the other one story section unit is next to the two story entry, and then the bedroom

[1] Sacramento Housing and Redevelopment Agency (SHRA), original floor plans (Figure 4).

windows for each of the other one story units, and finally the entrance to the last one story unit and a corner window with a metal frame. There is a shallow roof overhang on both the one and two story sections on the front and back elevations. There are concrete walkways leading to the front entries with lawns and plantings next to the building.

The rear elevation left to right begins with the utility wing and its door, next to the kitchen window and back door and a bathroom window. The adjacent unit is the reverse of this floor plan. The central section of this plan is offset, with the back door into the kitchen and a kitchen/dining room window adjacent to it. The next unit is the reverse of this unit, and the last two story unit is again reversed. The next two one story units are replicas of the first two units with a utility wing matching the one on the other end. Materials match the other elevations.

From left to right, the front elevations of Type B buildings contain a window and an entrance adjacent to the reverse layout of the next unit with its entrance and living room window. The next six units are the same as the first two units with their reverse plans: a window, an entrance, another entrance, and another window. The second floor of the units contains either two or three bedrooms. There is a shallow roof overhang along the front and rear elevations. The roof is gabled and the building surfaced with brick – detailed and textured the same as the other buildings. Windows are metal framed and either sliding or double hung. There are utility wing extensions on each end of the buildings. There are concrete walkways to the front entries and back doors flanked by lawn and plants. The rear elevation left to right begins with the narrower utility wing and door, next to a window and the back door into the kitchen. The remaining seven units are each the reverse floor plan of the adjacent unit. Materials match the other elevations.

Type C buildings are the smallest of the district buildings types. They are surfaced with brick, have gabled roofs, and windows and doors like the other district buildings. From left to right: there is a smaller corner window than the corner windows of type C, an entry door, and bedroom window. The next unit is the reverse plan which places the entries to the next two units adjacent to each other. The living room and bedroom windows are reversed from the other end of the building, completed with another corner window like that on the opposite end. There are concrete walkways to the front entries and back doors flanked by lawn and plants. Type C does not have utility wings on each end. The rear elevation from left to right contains a sliding metal sash corner window and single hung window, a bathroom window, a back door to the kitchen, and a kitchen window. The adjoining unit has the reverse floor plan. Materials match the other elevations.

Type D buildings are one story duplexes and each apartment unit contains four bedrooms. From left to right: a corner window comprised of two double-glazed metal framed, one on each intersecting elevation, a metal entry door, four, double-glazed sliding windows framed in metal sash, then another metal entry door, and another corner window the same as that on the other end of the building. The building is sheathed with the same brick as the other buildings and has a gabled roof covered with asphalt shingles. Type D does not have utility wings on each end. There are concrete walkways to the front entries and back doors flanked by lawn and plants. The rear elevation from left to right contains a kitchen window, a back door to the kitchen, a

bathroom window, and a window for each of the adjacent bedrooms. The adjoining unit has the same floor plan in reverse. Materials match the other elevations.

Type E buildings are one story and contain six apartments each. Type E plans include a small utility wing on each end just like Types A and B. From left to right: after the utility wing, there is a narrow double hung window at ninety degrees to the building adjacent to a double-glazed sliding corner window, then the entry to that unit, then a double-glazed sliding window. This unit layout is repeated and alternated throughout the length of the building to create six apartments. The sidewalk is widened where two adjacent entries occur. The building is sheathed with the same brick as the other buildings and has a gabled roof covered with asphalt shingles. There are concrete walkways to the front entries and back doors flanked by lawn and plants.

The rear elevation from left to right contains a small utility wing and door, a kitchen/dining room window, and a bathroom window. The next five units are identical in plan with adjacent units reversed. A small utility wing with a door stands on the end of the building. Materials match the other elevations. The buildings all possess side-gabled roofs with a shallow overhang on the exterior entry walls and flush with the gable end walls. All of the buildings are the same width.

The buildings are surfaced with brick veneer, and brick soldier courses are used to emphasize different height levels of the buildings such as above and below window openings and extending across the top of doorways. Visual interest is provided by randomly inserted clinker brick to add minor color variations and texture to the brick veneer walls. Originally small shed-roofed porch canopies supported by wood posts cover all of the entrances. Some canopies have been replaced with flat roofs. The original multi-paned casement windows were steel framed, painted white, and located both on the façade elevations and on the corners of the ground floor portions. Original windows have been replaced with bronze colored metal sash containing dual pane windows in fixed, sliding, single and double hung styles, and doors have been replaced. The floors are concrete and the walls and ceilings are plastered. Each unit was supplied with a gas range and oven, automatic hot water heater, gas space heater, and electric refrigerator.

The only unique building within the complex is the community center building on the corner of Muir Way and Revere Street. The building is roughly L-shaped, one story tall with intersecting gabled roofs with clipped eaves and a brick veneer to match the other buildings in the district. The façade on Revere Street contains two gabled wings, one larger and somewhat irregular in shape, and one longer and narrower than the other, both connected by the middle cross gable. The intersecting gables of the roof are surfaced with asphalt shingles. The building is surfaced with brick in the same style and character as the other buildings within the district. Windows occur in metal-framed segments, replacements of the original ones. The foundation is concrete. The Revere Street entrance has been modified, and an opening in the brick on the south, once created as a door from an original window, is now closed.

Strong character-defining features of the district are the long, narrow, gabled brick buildings, arranged in an ordered rectilinear pattern of streets and paths, the open spacing between the buildings, the attractive garden-like landscaping and well-maintained image.

Broadway, the principal nearby thoroughfare, extends along the northern boundary of the project. Muir Way, leads off of Broadway, runs adjacent to the Sacramento Cemetery, and provides an eastern boundary. The southern boundary extends along the rear boundaries of buildings fronting on Kemble and Ringold. The western boundary contains a cut-out corner and extends along the west end of buildings fronting on Kit Carson. A simple network of paved roads access open parking areas that are placed at the back of buildings whose rear elevations face each other. Paved paths and individual concrete walkways provide front elevation access.

The planning pattern of the buildings' placement somewhat reflects settlement patterns that date back to the rectilinear organization of even early Roman military camps and forts, and military barracks as noted by Hans Scharoun who designed the Ring estate at Siemensstadt in Germany in the early twentieth century, an example of similar design patterns.[2] The Bauhaus and architects such as Walter Gropius and Mies van der Rohe developed multiple housing patterns in the 1920s and 1930s, arranging long two to five story buildings on blocks in parallel order, that became popular in multiple housing units in Europe as the *Zeilenbau* pattern or system. The system often housed residents in multi-story buildings arranged in rectilinear patterns. In addition to the growing functional architecture movement which discouraged unnecessary ornamentation, [3] the United States Housing Authority (USHA) economized materials and design over the exploration of new design alternatives.

A north/south orientation of long housing units appears to have been preferred due to its optimal circulation of light and air. The largely north/south orientation of the long narrow buildings reflected the architect's desire to maximize natural light and climate comfort. In 1936, Dean and Dean, one of the district's architects, oriented its main Sutter Maternity hospital rooms in a north/south direction, in a conscious effort to provide patients with natural lighting and climate comfort.

The plantings next to the buildings, expanses of green grass, large trees, and the individual unit walkways add to the character of the units. The walkways and intimate scale of the buildings and their setting, though rectilinear, have a certain casual and comfortable ambiance – and suggest English cottage ancestry not unlike that of a semi-rural English countryside. A sketch by architect Charles Dean illustrates his design plan for the image of the complex (Figure 6).[4]

Visually, the New Helvetia buildings appear to reflect the late nineteenth century English garden city planning concept where efforts to attract people to a life style closer to rural values, as opposed to urban density and intensity, became important. Ebenezer Howard, founder of the English garden city movement, wrote *Tomorrow: A Peaceful Path To Social Reform* in 1898, reissued in 1965 as *Garden Cities of Tomorrow*, that advocated the creation of self-sufficient settlements ringed by an agricultural belt. The intent was to reverse the large scale migration of

[2] Douglas Spencer, Lecture: "Scharoun, Siemesstadt and the Zeilenbau," Accessed October 10, 2010, http://terraincritical.wordpress.com/2010/08/12/scharoun-and-siemensstadt/.
[3] Virginia and Lee McAlester, *A Field Guide to American Houses* (New York: Alfred A. Knopf, 1984), 469.
[4] Center for Sacramento History, Tomich Architecture Collection, Dean & Dean Drawing Files.

people from rural areas and small towns to cities, which were becoming overpopulated. The settlements were also intended to be self-sufficient – and would provide rural districts with the economic opportunities and the amenities of larger industrial cities. It appears that the overall image of garden cities would interweave agricultural and landscaped areas with dwelling units to create self-sustaining and pleasant living entities. New Helvetia visually relates to such patterns through its open space, physical order, and landscaping qualities.[5]

The buildings' style incorporated design elements of the 1920s and 30s that in turn reinterpreted past architectural styles. According to Virginia and Lee McAlister, "In the decades separating World Wars I and II, Americans tended to prefer period houses that reflected past traditions, while European architects emphasized radically new designs that came to be known as International style architecture."[6]

New Helvetia buildings reflect influences of past English architectural traditions such as Georgian and Tudor, through their clipped eaves, gabled roofs, warm brick materials, overall human scale, original multi-paned casement windows, minor English industrial design references, and other features intended to encourage an affinity for rural values. The buildings also reflect the modern architectural movement of the era which valued functionality and *Werkbund* objectivity.[7] What European designers called objectivity translated into a design focus on the function of the buildings, and the omission of non-functional architectural decoration in building design. This theme coincided with the limited amount of money available for federal housing projects, and the government began to press for the removal of ornamentation, supporting simple design to save money. These two forces came together in public housing resulting in simple buildings without superfluous ornamentation.[8] This became a characteristic of some of the federal housing projects of the era. While simple in form, the scale and warmth and texture of the brick buildings of New Helvetia, and its green open spaces provide a certain sense of well-being that would appear to be a top goal of public housing.[9]

The campus contains playgrounds with play equipment, a few backyard features, parking lots, and lots of grass. The lack of backyard fencing limits outdoor privacy. The New Helvetia Historic District buildings and grounds are in good physical condition.

Alterations include the 1990 replacement of the original multi-paned metal-framed casement windows, with contemporary sliding, single, and double hung windows framed in dark bronze anodized aluminum with wider frames than the original windows. Original doors were also replaced at that time. The replacement of the original corner windows, windows, and doors, designed to enhance the original image of the buildings, now suggests a more contemporary

[5] William J.R. Curtis, and H.H. Smith, *Modern Architecture since 1900,* Second Edition (Englewood Cliffs, NJ: Prentice-Hall, 1987), 130, 161-162, 165.
[6] Virginia and Lee McAlister, *A Field Guide to American Houses*, (New York: Alfred A. Knopf, 1984), 469.
[7] National Park Service, *Public Housing in the United States*, *1933-1949*, 2004, F70-71.
[8] Ibid.
[9] Gail Radford, *Modern Housing for America: Policy Struggles in the New Deal Era* (Chicago: University of Chicago Press, 1996) 31-32, 62; NPS, F70-71.

appearance. They were replaced just before the buildings became 50 years old. A few of the original shed-roof entry canopies have been replaced with horizontal canopies. A few units have been fitted with unobtrusive ramped concrete path entries from the sidewalk to near the front doors to accommodate handicapped needs.

One of the duplex units near the community/office building has been converted to a Head Start facility with a cyclone fence and play equipment in the yard. A playhouse and small storage shed have been added nearby. Alterations to the building itself are not apparent. While minor changes have been made to the original appearance of the district, the complex has retained its most significant character-defining features and overall integrity.

In 1960, new units designed by Sacramento architect Raymond Franceschi were constructed in the southwestern corner of the complex, outside of the original plat.[10] They are similar in form and size but there are strong differences in surfacing, windows and doors, etc. and the street plan was changed to provide access to the units. The original street called Kit Carson within the complex was extended south, providing street access to the newer units on both sides of the new street in that corner.

These later units were not designed by the same architects nor do they possess the same visual character or history of the low income and defense housing of the original group of buildings. The 1960 buildings therefore are not included in the nomination. Only the original project buildings are included in the nomination.

The buildings have retained their integrity although the doors and windows were replaced. There was no change to the original openings and the replacement materials are glass and metal as were the original. The setting has remained intact, and except for the changes noted, the existing materials are otherwise original. The siting and landscaping are intact with one street modification, and it has retained its feeling and sense of place. Its design integrity has not been altered and it has retained its original function and association.

[10] SHRA.

8. Statement of Significance

Applicable National Register Criteria

(Mark "x" in one or more boxes for the criteria qualifying the property for National Register listing.)

- [x] A. Property is associated with events that have made a significant contribution to the broad patterns of our history.
- [x] B. Property is associated with the lives of persons significant in our past.
- [x] C. Property embodies the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components lack individual distinction.
- D. Property has yielded, or is likely to yield, information important in prehistory or history.

Criteria Considerations

(Mark “x” in all the boxes that apply.)

- [ ] A. Owned by a religious institution or used for religious purposes
- [ ] B. Removed from its original location
- [ ] C. A birthplace or grave
- [ ] D. A cemetery
- [ ] E. A reconstructed building, object, or structure
- [ ] F. A commemorative property
- [ ] G. Less than 50 years old or achieving significance within the past 50 years

Areas of Significance
(Enter categories from instructions.)

SOCIAL HISTORY
ETHNIC HERITAGE
ARCHITECTURE

Period of Significance
1942-1949

Significant Dates
1942

Significant Person
(Complete only if Criterion B is marked above.)
Nathaniel Colley

Cultural Affiliation
African American

Architect/Builder
Dean, Charles
Devine, Sr., Harry
Flanders, Ed
Starks, Leonard
Campbell Construction Co.

Statement of Significance Summary Paragraph (Provide a summary paragraph that includes level of significance, applicable criteria, justification for the period of significance, and any applicable criteria considerations.)

The New Helvetia Historic District is eligible for listing in the National Register at the local level under Criteria A, B, and C. It meets the registration requirements of the National Register of Historic Places Multiple Property Submission (MPS) *Public Housing in the United States, 1933-1949* and is specifically listed as a Defense Housing project in the Multiple Property Documentation Form.[11] In the area of Social History, New Helvetia represents an important local attempt to improve the housing conditions of African Americans, and in the area of Ethnic

[11] NPS, *Public Housing in the United States, 1933-1949,* Appendix IV, 2.

Heritage is associated with the career of Nathaniel Colley, the first African American attorney in Sacramento, who had a significant role in the effort to implement fair housing practices. In the area of Architecture, the buildings were designed by a coalition of Sacramento's Master architects – Charles Dean, Leonard Starks, Ed Flanders, and Harry Devine, Sr. – working together as a Board of Architects, the only project on which they collaborated.

Narrative Statement of Significance (Provide at least **one** paragraph for each area of significance.)

Criterion A: Social History

The historic district represents an early interaction between the federal government and local community to eliminate slums and to improve housing available to the urban poor.[12] Initially intended to assist low income citizens, it became an important effort by the federal government and local community to provide low cost family housing for workers involved in vital defense industries during World War II. The project provided 310 units for low-income housing in Sacramento. It was converted to defense housing during World War II, assisting important wartime housing needs at a critical time.

The political catalyst that sparked the national public housing movement and the creation of local housing authorities was the passage of the United States Housing Act of 1937. The Act established a permanent low-rent public housing program between the federal government and local communities. The Housing Act created a partnership between the U.S. government and local communities: "To promote the general welfare of the Nation by employing its funds and credit…to remedy the non-safe and unsanitary housing conditions and the acute shortage of decent, safe, and sanitary dwellings for families of low-income, in urban and rural non-farm areas."[13]

It also created a new federal agency, the United States Housing Authority (USHA) to administer the program. The USHA required that communities requesting federal assistance must first establish a local public housing authority (PHA) since the USHA was not authorized to directly build or manage public housing. The USHA was ultimately responsible for supporting the completion of public housing units for nearly 120,000 families in 370 housing projects, including New Helvetia.[14] As a reaction to the passage of the Housing Act of 1937, the State of California passed enabling legislation in 1938.

The passage of the Housing Act reflected the nation's problems with low income housing as well as those in Sacramento at the time. By 1935, housing for low income people in Sacramento had been affected by three trends: 1) the expansion of the city to the east and south, sometimes causing a decline in older areas left behind, 2) the dramatic growth and development of

[12] *The Sacramento Bee*, "Slum Clearance Committee asks Action by County," September 2, 1939; Sacramento Housing Authority (SHA), *First Annual Report*, May 8, 1942, Preface, 1.
[13] NPS, 42-46.
[14] NPS, 42-53.

agriculture in the Valley; and 3) the large influx of population into California from the Dust Bowl during the years of the Great Depression.[15]

The growth in agriculture in the Valley was spurred by the building of the railroad and the development of improved means of agricultural transport, such as express trains and refrigerated railroad cars. This activity created a need for worker housing. Agricultural growth created a need for seasonal workers and they began to move into the older dwellings and hotels in the west side of the community, Old Sacramento, and other marginally livable locations.

The Great Depression exacerbated the growth in agricultural employment as people migrated to California to escape the "Dust Bowl" in the Midwest. Some of these people impacted the west side, as well as creating new communities of temporary housing known as Hoovervilles and migrant camps along the American River north of Sacramento. All of these events generated a need for low income housing in Sacramento. However, low income residents were often relegated to poor land that was swampy and undesirable for general public use. Such land was located along the river, in the Natomas and North Sacramento areas, and along Broadway and the lower west side of the city. Due to lower land values, these areas had attracted low income residents and sub-standard housing. Slums developed during the Great Depression and had become a health hazard by the early 1940s. Low income housing problems were a concern in many cities at this time.

To address the problem of sub-standard housing in Sacramento neighborhoods, activists in the city formed the Sacramento Citizens Committee on Slum Clearance and Low Cost Housing. [16] In February of 1939 they petitioned the City Council to establish a local housing authority. Support for this action was broad based and included: the Downtown Improvement Association; Sacramento Tuberculosis Association, the Local 107 Journeymen Tailor's Union of America, the Buddhist Church of Sacramento, the Salvation Army and the Worker's Alliance. Public pressure encouraged the Council to authorize the establishment of the Sacramento City Housing Authority on July 7, 1939.[17] Support for this action was broad based within the community. The Citizens Committee also sponsored a movement to create a County Housing Authority due to the vital needs of slum clearance in districts outside the city. By June 1940, the County had established its own housing authority.[18]

The New Helvetia site plan submitted to USHA for approval featured elements common to other federally-sponsored public housing projects throughout the country between 1933 and 1949. These housing projects were designed as a grouping of multi-family, low-scale residential buildings arranged in a pattern according to circulation needs within large open spaces. Some planning patterns reflected versions of European housing solutions of the times. Modern amenities such as parking areas, service driveways, and individual concrete walkways to apartment units were included. As noted in *The Sacramento Bee*, "Other features such as the

[15] Ibid.
[16] *The Sacramento Bee*, "Slum Clearance Committee Asks Action by County," September 2, 1939.
[17] *The Sacramento Bee*, September 2, 1939.
[18] SHA, *First Annual Report*, Preface, 1.

placement of on-site community centers, management offices, playgrounds, and other recreational areas within the housing complex were characteristics common to other USHA developments."[19]

In August 1939, the agency submitted an application to the USHA for a $1.5 million loan to finance the development of the project. In January 1940, $1,125 million was approved. Under terms of the housing act, the City was responsible for raising 10% of the project costs.[20] A Board of Architects was created for the project and its members consisted of a highly regarded group of local architecture firms including: Dean & Dean, Harry Devine, and Starks & Flanders.[21] On May 17, 1940 their preliminary plans for the New Helvetia project were sent to Washington, D.C. for review and approval.[22]

The site selected for the development was a vacant tract owned by the Southern Pacific Company located south of Broadway and west of Ninth Street (now Muir Way).[23] Rather than slum clearance, which was one of the stated goals in the federal legislation, the local Housing Authority chose a vacant site, stating, "It is more economical to build on a vacant site because of the cost of land acquisition and cost of relocation of tenants before construction can begin."[24]

The lowest bid for construction was submitted by the Walter Campbell Construction Co. of Sacramento.[25] Local management was directed by Thomas Scollan, originally the secretary and executive director of both the City and County Housing Authorities. Upon his death, he was replaced by Bartley Cavanaugh on May 7, 1941. At that time, local newspapers reported that work to clear and level the New Helvetia site was underway. A rent schedule for the project was published in *The Sacramento Bee* September 8, 1941. In that article it was noted that the project was experiencing some difficulty in obtaining materials, due to the pre-war build-up. A November 3, 1941 article in *The Bee* indicated that New Helvetia was 40% complete and that the first families would begin moving into already completed units in February.

Before its completion New Helvetia was converted from low income housing to defense housing. Part of the reasoning for the conversion was a concern for local real estate markets after the war. If private housing was built to meet defense needs, many of these units would become vacant after the war and local real estate value would plummet. Converting units such as New Helvetia to defense housing would provide timely needed housing and after the war they could be converted back to low income housing. Sacramento was a center for military-industrial activity with McClellan and Mather airfields, and the Army Depot. The 310 apartments at New Helvetia were among approximately 65,000 units nationwide converted from low income to defense housing.[26] The project was completed in August 1942 and dedicated in November.[27]

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[19] *The Sacramento Bee*, "Plans for Local Housing Project Go To Washington," May 17, 1940; NPS, 70.
[20] *The Sacramento Bee*, August 9, 1939; NPS, 42-53.
[21] *The Sacramento Bee*, "U.S. Earmarks Fund for City Housing Plan," January 22, 1940.
[22] *The Sacramento Bee*, "Plans for Local Housing Project Go To Washington," May 17, 1940.
[23] *The Sacramento Bee*, "Workers Level, Clear Site for New Helvetia," May 15, 1941.
[24] SHA, 2
[25] Ibid.
[26] NPS, E53-63.

The original Housing Act of 1937 was not funded beyond 1940. However, the build-up of the nation's industries for World War II in 1940 and 1941 caused about 3 million war workers and their families (about 8 to 10 million people) to migrate to the nation's defense industrial centers. As a result, throughout the 1940-41 fiscal year Congress increased funding for public and private housing construction to meet the demand. The National Defense Act passed in June 1940, and also known as Public Law 671, authorized the USHA to assist the more than 500 local housing authorities to work with the Navy and War Departments to make "necessary housing available for persons engaged in national defense activities."[28]

The United States was attacked by Japan at Pearl Harbor on December 7, 1941 and war was soon declared against both Japan and Germany as the U.S. officially entered World War II. Even before December, by August of 1941, employment at McClellan had grown to 3,000 civilian employees. By March 1942 its employment had grown substantially to 8,000 and many of those workers were coming from outside the market area. The National Defense Act of June 1940, also known as Public Law 671 endured until President Truman ordered the defense housing to revert to low income housing in 1947.[29]

Criterion B: Ethnic Heritage

Nathaniel Colley, the first African American attorney in Sacramento, was instrumental in both local and national efforts to implement fair housing practices and end segregation in public housing, a career that began with his involvement with New Helvetia. Colley instituted the first formal legal effort to end racial segregation in Sacramento, beginning with the Sacramento Housing Authority's New Helvetia defense/public housing.

New Helvetia is the most pertinent remaining location associated with Colley's initial segregation work in public housing in Sacramento beginning in 1951. The two legal offices he successively occupied during this period have been demolished due to downtown redevelopment efforts. In 1951, Colley's law office was located at 421 ½ L Street, according to the City of Sacramento's 1951 Phone Book (there is no 1951 City Directory). The 1952 City Directory lists Colley's law office at the same location. 421 ½ L Street is now a parking lot for the 455 Capitol Mall office building. The 1953-1956 City Directories list Colley's office at 621 P Street, currently the location of the Capitol Towers apartment complex.

Nathaniel Sextus Colley gained local, regional, and national recognition as one of the leaders in the struggle to end segregation in public housing for African Americans. Expanding on his success and experience in Sacramento, Colley took the segregation fight to other California and western cities that operated public housing, working with branches of the National Association for the Advancement of Colored People (NAACP) in California and other western states. After fighting segregation in public housing, Colley used this experience to fight racial discrimination

[27] *The Sacramento Bee*, "1154 Folks at New Helvetia Feel High Degree of Community Spirit More Than Justified," November 22, 1942.
[28] NPS, E54.
[29] Ibid., E65.

against African Americans who tried to purchase private residences in Sacramento and eventually nationwide. He became a recognized national leader in the effort to end racial segregation and discrimination and was a highly regarded attorney who fought for equality for African Americans.[30] [31]

Colley Challenged Segregation In Sacramento

Colley experienced racial prejudice and discrimination on a first-hand basis. He was born in Alabama, where he graduated from high school. He enrolled at the Tuskegee Institute and graduated at the top of his class. His life was interrupted by World War II, where he was an officer in an all-black unit which served in the Pacific. After the war he applied to the University of Alabama School of Law and was rejected because he was black. He was soon admitted to the Yale School of Law. After his graduation, he moved in 1948 to Sacramento—his wife's home town. He passed the California State Bar on his first try and opened the first African American law practice in the city. Colley became an attorney because he thought he could bring about more improvements for African Americans through the legal process.[32]

He joined the Sacramento Branch of the NAACP and became its legal counsel. He began advising the group to proactively fight segregation in public housing. Unlike southern states that instituted segregation through Jim Crow laws, Sacramento practiced de facto segregation through unwritten rules.

Colley's first legal fight against segregation of African Americans began in Sacramento at New Helvetia. He was the first to discover that the Sacramento Housing Authority was segregating them in two buildings at New Helvetia. Colley wrote in his “One Man's Opinion” column,

> From a practical economic standpoint, segregation in public housing in Sacramento has been a disaster to Negros seeking public housing. The average white applicant for such housing has had to wait from three to six months for assignment to New Helvetia, while the average Negro applicant has been required to wait from two to four years for assignment. Of the 310 units there, 16 have been set aside for Negroes. The others are for all other groups. The 16 Negro units are in two buildings reserved exclusively for Negroes. <u>If a vacancy occurs in one of the 294 units reserved for other people, the Negro applicant is not allowed to fill it, even though he has been on the waiting list for four years. A white application who has been on the list only three weeks could fill such a vacancy. Thus, need for a house and priority of application become secondary, and racial identification becomes primary</u> [emphasis added]. [33]

[30] *The Sacramento Bee*, June 20, 1991.
[31] KVIE, Public Television Channel 6 Sacramento and the Center for Sacramento History, “The Time is Now: Nathaniel Colley.” August 28, 2006.
[32] Ibid.
[33] Nathaniel S. Colley, "One Man's Opinion," *Sacramento Outlook*; Nathaniel S. and Jerlean J. Colley Papers, Series 8, Carton 4, Folder 5, Center for Sacramento History.

When Colley informed the NAACP Housing Committee that de facto segregation was occurring in New Helvetia, its members stated that they were unaware of this practice. Colley argued that doing nothing allowed segregation to continue and that the NAACP should proactively tackle the issue. The committee agreed with Colley and decided they would try to convince the Housing Authority to integrate African Americans throughout the City's public housing buildings, rather than immediately going to court.[34]

The effort to end segregation in New Helvetia began as an effort of the Sacramento NAACP, but Colley and other NAACP members realized they needed a community-wide effort to win. Colley helped create and organize the Sacramento Committee Against Segregation in Public Housing (Sacramento Committee), with Myra West as chair and himself as chief counsel. A collaboration of twenty-five churches, political groups, unions, charities and labor unions. Twenty-two took a stand to support the NAACP's goal to eliminate segregation. Colley personally recruited organizations to join the Committee. On January 7, 1952, Colley asked the Sacramento Chamber of Commerce to support the NAACP's position. He told Chamber members that "discrimination consists of setting aside 16 units in New Helvetia project for Negroes and the rest for other racial groups. The 16 units are in one group. Negros who apply for an apartment, do not get one if there is no vacancy in the 16 units, regardless of how many vacancies exist in the remaining units." [35] At the same Chamber meeting, Housing Authority Executive Director Albert Becker countered by saying "the tenants are satisfied with the present system" and that "similar segregation is practiced in Richmond and Stockton, … Oakland and Fresno housing projects are divided on a racial basis." [36]

Previously, in November 1951, West and Colley, as members of the Sacramento NAACP branch, met with Housing Authority Executive Director Albert Becker. Becker said he was unaware segregation was occurring in New Helvetia and referred West and Colley to the Housing Authority Commissioners because they made policy decisions. Commissioners were approached one by one and also said they were unaware of any segregation. On December 18, 1952, Myra West and others testified before the Housing Authority and asked them to eliminate the practice of segregation in New Helvetia because it limited the housing supply for minorities, among other things. Commissioners said they were opposed to segregation, but that no one had complained. The Commission agreed to look into the issue and Colley requested a written response from the Commission, which they agreed to provide. [37]

When the Sacramento Committee did not get a response from the Housing Authority, the Committee testified before the City Council on January 3, 1952. Committee Chair Myra West submitted a resolution to the Council requesting support to eliminate segregation in public housing. She stated that "while the construction of the units within the project is the same, Negroes are placed in a designated area. In New Helvetia, for example, there are 310 units of

[34] William Mayer, "Sacramento's Fight for Integration in Public Housing," *The Crisis,* January 1953, 26-33.
[35] "C of C Hands Racial Issue to Board," *Sacramento Union*, January 8, 1952, 2.
[36] Ibid.
[37] Mayer, 29.

which only 16 units are available to Negroes." [38] The Council referred the issue to City Manager Burt Cavanaugh for investigation of the complaint and a report back to the Council. After the council hearing, West and Colley met with the City Manager who indicated that the Housing Authority was an independent entity, but promised a response by January 18. In the meantime, the Housing Authority had rented 100 of the new River Oaks public housing units. Colley knew that by February 4, 1952 another 114 units would be ready to rent. There was no response from Cavanaugh and on January 22, 1952, Colley was authorized by the Sacramento Committee to pursue legal action against the Sacramento Housing Authority. However, on January 23, 1952, Executive Director Becker responded and said he had good news: the number of units set aside for African Americans in the new River Oaks public housing would be increased to 18% of the 400 units. That was more than the current local population figures required (13.7 %). [39] In other words, the Housing Authority would continue the same segregation pattern as New Helvetia – segregating African Americans in a separate area and setting aside a specific number of units within the new River Oaks development. However, they would allow more African Americans to move into the project. This offer ignored the main legal argument of the NAACP and Sacramento Committee Against Segregation in Public Housing – that separating out a limited number of housing units for African Americans unfairly made qualified African American applicants wait longer than others to receive needed housing and didn't integrate them into the whole community.

On February 1, 1952, Colley filed a complaint with the Sacramento County Superior Court, requesting the Court prevent the Housing Authority from moving more tenants into the River Oaks development. [40] Colley knew that prohibiting the rental of new River Oaks units would put pressure on the Housing Authority to end segregation not only in River Oaks, but in New Helvetia as well.

On April 18, 1952, a *Courier* newspaper article declared

> Housing bias was dealt a stunning blow here Friday by the NAACP when the local authority agreed to integrate families in the Government's large Sacramento development. The Housing Authority decided on a settlement after a suit had been filed by the aggressive NAACP Attorney, Nathaniel S. Colley, demanding that the authority show cause why minority families should be separated. The suit charged that segregation is discrimination. The authority agreed to move 16 minority families into previously all white areas and 16 white families into sections formerly occupied by minority groups. The court also granted a permanent injunction barring separation in housing.[41]

[38] *The Sacramento Bee*, "City will Probe Housing Discrimination Charge," January 4, 1952, 17.
[39] Mayer, 26-33.
[40] Franklin, Reynolds, Johnson, plaintiffs, vs. Housing Authority of Sacramento, Complaint No. 89018, filed February 1, 1952, Sacramento County Superior Court.
[41] *The Courier*, "Deal Death Blow to Housing Bias," April 19, 1952, National Association for the Advancement of Colored People (NAACP), Region 1 Records, Bancroft Library BANC MSS 78/180 c; Carton 73, Folder 54.

Thus, de facto segregation would be eliminated in all of Sacramento's public housing.

Colley's Influence Expanded to Other California Cities and Western States
Colley did not focus only on segregation in Sacramento's public housing. He soon realized that segregation was occurring in public housing in numerous California cities. Colley lost no time in expanding the NAACP legal challenges against public housing segregation in other California cities. Colley was the lead attorney on the reconstruction of the Central Valley's NAACP branches and began working with them to fight segregation in their public housing.[42] He became President of the Central Valley NAACP branches. In January 1952, Colley reported at the NAACP's Western Region 1 Annual Meeting that "The Central Area Conference adopted as a project the matter of doing something about racial segregation in public housing projects. A program is being worked out in Sacramento which… will help remedy the situation in other communities."[43]

On May 6, 1952, a NAACP West Coast Region press release announced that more than 50 NAACP attorneys would meet in Asilomar, California to plan "attacks on housing segregation in California and Other Western States." The NAACP West Coast Region was comprised of Oregon, Washington, Idaho, Nevada, Utah, Arizona, Wyoming, and California. Lawyers from these states met at Asilomar, California on May 17-18, 1952, and developed strategies to fight segregation in public housing. The NAACP's press release also announced that Nathaniel Colley had successfully sued the Sacramento Housing Authority. He had forced them to cease segregation and was planning other similar law suits in Central Valley communities where racial segregation was the pattern. Colley was quoted: "The NAACP will sue in every city and town that has racial segregation in public housing from Barstow on the South to Redding on the North."[44]

Actions at the Western Region I Annual Meeting supported Colley's pro-active approach to initiate legal challenges to segregation in public housing. The Region's Legal Committee had an "extended conversation on the subject of residential segregation of Negros. It agreed that in California the Courts will not tolerate racial segregation in public housing. Attorneys Hugh Goodwin of Fresno and Nathaniel Colley of Sacramento related their experiences." The Legal Committee agreed to "make its services available to any NAACP branch desiring to tackle the problem of racial segregation in public housing. The following cities were among those found to be critical areas from the point of view of racial segregation: Richmond, Vallejo, San Francisco,

[42] *1951 Annual Report,* 13, NAACP, Region 1 Records, 1942-1986, Bancroft Library, BANC MSS 78/180 c; Carton 106 Publications/Publicity, Folder 35.
[43] "Minutes of the Central Area Conference," January 26, 1952, San Francisco; Center for Sacramento History, Nathaniel S. and Jerlean J. Colley Papers, Series 1 Regional Advisory Committee 1947-1979, Carton 1, Folder 4.
[44] "West Coast Regional News" Press Release, May 6, 1952, NAACP, Region 1 Records, Bancroft Library BANC MSS 78/180 c; Carton 107, Folder 52.

Oakland, Stockton." [45] Colley also prepared a "splendid report" on his legal efforts and made it available for use by other branches.[46]

Because of the size of the effort, it was agreed that the NAACP Legal Committee would formally organize as the Regional Legal Redress Committee of the NAACP, Western Region, to handle injustices which were not being addressed. Attorney Loren Miller (LA) was elected chairman and Attorney Nathaniel Colley was elected vice-chair; other committee members of this expanded legal effort included NAACP representatives from California, Arizona, Nevada and Utah[47] "Most of the smaller communities throughout the region do not have practicing attorneys sympathetic to civil rights cases. As a result many issues which should be litigated go unattended or are not vigorously pressed in the courts." [48]

The establishment of a Regional Legal Redress Committee facilitated the sharing of Colley's legal expertise to less experienced NAACP branches in California and western states. Colley and others reviewed cases for their importance, their ability to win cases and then initiated them. Colley provided legal advice on an ongoing basis to other NAACP attorneys in Fresno, San Francisco, and Salt Lake City, Utah. "The newly-formed committee agreed to undertake an organized legal attack on segregated public housing throughout the region. A 'pilot' case was planned to be brought in San Francisco in an effort to establish a legal precedent that could be applied throught [*sic*] the seven western states."[49]

Colley brought his legal experience with the Sacramento Housing Authority lawsuit and became a counsel in a precedent-setting lawsuit against the Housing Authority of the City and County of San Francisco, along with Attorney Loren Miller, Chair of the Legal Redress Committee and local San Francisco Attorney Terry A. Francois. They accused the City and County of San Francisco of "failing to admit the petitioners to any permanent low rent housing development except Westside Courts, solely because of their race and color and for no other reason." [50] Colley and the newly structured NAACP Western Region's Legal Redress Committee facilitated and successfully won this case with an opinion by Judge Cronin declaring "segregation violative [*sic*] of the U.S. and California Supreme Courts and the public policy of the City of Sacramento… and is considered a sufficient basis for destroying the pattern throughout the Region." [51] Thus, Colley

[45] "Minutes of the Legal Committee," May 17-18, 1952, pages 1-2, Western Region 1 NAACP, 1952 Annual Meeting, Nathaniel S. Colley and Jerlean J. Colley Papers, Series 1 Regional Advisory Committee 1947-1979, Carton 1, Folder 11.
[46] "The New Frontier," 1952, 21, NAACP Region 1, Records, Bancroft Library, BANC MSS 78/180 c; Carton 106, Folder 36.
[47] "Minutes of the Legal Committee," May 17-18, 1952, 3.
[48] "The New Frontier," 1952, 11, NAACP, Region 1 Records, Bancroft Library, BANC MSS 78/180 c, Carton 106, Folder 36.
[49] "The New Frontier," 1952," 1952, 11.
[50] Mattie Banks, et al, Petitioners vs. Housing Authority of the City and Council of San Francisco, No. 420534, City and County of San Francisco Superior Court, Findings of Facts and Judgment Granting Preemptory Writ of Mandate; NAACP, Region 1 Collection, Bancroft Library BANC MSS 78/180 c, Carton 103, Folder 20.
[51] "The New Frontier," 1952, 21.

helped other NAACP branches to successfully win legal challenges against segregation in public housing in San Francisco, Fresno, and other cities in California and other western states.

Colley continued to fight for fair housing for African Americans and in 1954 filed the landmark legal case of Ming vs. Horgan. The lawsuit claimed that a real estate developer who was receiving federal funds for a housing project could not engage in racial discrimination against African Americans, who were qualified, and wanted to purchase a home. The U.S. Supreme Court agreed with Colley and found that these discriminatory practices were illegal for the sale of any housing that used federal funds. This eliminated discrimination against African Americans who were barred from purchasing residential homes in specific areas of a community because of restrictions written into the original deeds.

Colley was active in the NAACP for nearly four decades, beginning as the Sacramento branch's legal counsel, president of the NAACP's Central Valley Area, and eventually chair of the Western Region's Legal Committee and a member of the NAACP's National Board, among other positions. In addition, he was active in California state politics beginning in 1951 as the NAACP's Western Region's legislative representative and actively worked on legislation which eliminated segregation and discrimination against African Americans in California. When Colley died in 1992, U.S. Supreme Court Justice Anthony M. Kennedy described him as a "...fascinating and brilliant trial lawyer who knew and taught that the law could be an instrument, not only for justice, but for compassion." Robert K. Puglia, presiding justice of the 3rd District Court of Appeal in Sacramento said "He was a giant in his profession - one of the finest lawyers ever to practice here." Former Chief Justice, U.S. Supreme Court, Earle Warren said Colley was, "A splendid champion of many civil rights cases."

Nathaniel Colley was known as a talented and gifted attorney who embarked on a prominent and respected legal career that fought for fair housing for African Americans and all people of color. His brilliant legal career began with his fight against de facto segregation of African Americans in New Helvetia public housing, isolating them to 16 units in two buildings merely because of their skin color. Because of Nathaniel S. Colley's efforts, public housing practices were changed throughout California and the western states. African Americans were finally able to apply for, and receive, public housing on an equal basis with other people in need.

Criterion C: Architecture

New Helvetia Historic District represents the unusual collaboration of four of Sacramento's most notable Master architects on a design that provided a transition between architectural images from the past and an interface with modern more functional design concepts of the future. These four architects designed a predominant number of Sacramento buildings and contributed substantially to the style and image of the city's built environment.[52] Working as a Board of Architects, the committee developed the planning concepts and design of the New Helvetia

[52] *The Architect & Engineer*, June 1922, "Recent work by Dean and Dean, Architects, 46-81; "Recent work by Dean & Dean Architects, 38-54, 69-71, 73-99; Sutter Memorial Hospital, Cultural Resources Report, Paula Boghosian and Don Cox, May 2013; Devine, Harry, Unpublished Manuscript, Paula Boghosian and Don Cox, June 10, 2013.

public housing project that, in turn, affected the design of other architectural works in the city. The design is also significant as it bridged the substantial changes in architectural thought and design from the first portion of the twentieth century to the more modern era.

Charles Dean of Dean and Dean, Leonard Starks and Ed Flanders of Starks and Flanders, and Harry Devine Sr. were each masters of their profession, with design followers of their own. They were among the prime architects in Sacramento at the time. Combining their professional design efforts on this project was quite unusual, and was the only such project on which they collaborated.[53] Research has not indicated that a specific architect was formally designated as the principal designer. Extant drawings for the buildings and landscape plan bear the name plate of Charles Dean.[54] A brief overview of their individual accomplishments provides some insight into their design philosophies and accomplishments as Master architects.

Dean and Dean[55]

The architectural firm of Charles and James Dean was a prominent design firm in the early twentieth century in Sacramento. Charles and James Dean were born and raised in Texas. Their father, R.K. Dean, was an engineer and builder, and both boys graduated from Texas A&M University. After A&M, where he took classes in engineering and drawing, Charles Dean went to work in an architectural office in San Antonio for two years. He then moved to Chicago to work for the architectural firm of Englehart & Englehart for seven years. George Sellon, also from Chicago, was California's first State Architect and he convinced Dean to come to work for his office in 1908. James, who attended the Massachusetts Institute of Technology after Texas A&M, joined his brother in the State Architect's Office in 1912.

In 1921 the Dean brothers left the State Architect's Office to form their own firm, Dean & Dean. Charles Dean was the principal designer of the firm and James handled the business matters. Sacramento had embarked on an ambitious school building program beginning in 1920 and Dean & Dean completed several schools in the next five years including: Fremont, El Dorado, Newton Booth, Franklin, Donner, Bret Harte, Jefferson, East Sacramento, Highland Park, McKinley, Leland Stanford, Sierra, and Theodore Judah.

Dean & Dean were also prolific residential and commercial designers who influenced residential design in Sacramento. They designed a number of imposing residences in South Curtis Oaks and East Sacramento. They designed the Sutter Lawn and Tennis Club, Sacramento Junior College buildings, the Municipal Water Filtration Plant, the Sacramento Orphanage and Children's Home, the Golf Club House at Land Park, the Sutter Club, Westminster Presbyterian Church, the Sacramento Memorial Auditorium, Breuner's Furniture Store, Alhambra Shopping Center,

[53] Sacramento Housing Authority, *First Annual Report*, 2; *Sacramento Bee*, "U.S. Earmarks Fund for City Housing Plan," January 22, 1940.
[54] SCH, Tomich/Dean & Dean, Collection.
[55] Walter Reed, *History of Sacramento County, California: With Biographical Sketches* (Los Angeles: Historic Record Company, 1923), 518; *The Sacramento Bee*, "Charles F. Dean, Capitol Architect is Dead at 72," June 30, 1956; Paula Boghosian and Don Cox, *Sutter Memorial Hospital Cultural Resources Report*, May 2013.

Clunie Clubhouse and Library, YWCA, Dean Apartments, and Sutter Maternity Hospital in 1936. The firm often worked in Revival styles with English or Tudor themes, those of Mediterranean or Romanesque architecture, as well as some Moderne themes. The design of the New Helvetia complex is one of the types of projects for which the firm was noted. Their design direction was generally evolving through a variety of Revival projects toward modernism at the time of this project.

James Dean accepted an appointment by the City of Sacramento to supervise the construction of the Memorial Auditorium. He eventually became the City Architect and sold his interest in Dean & Dean to his brother. Charles Dean continued the firm under both names until his death in 1956.

Harry Devine Sr.[56]

Another notable Sacramento architect, Harry Devine, subsequently designed several buildings for the Mercy Hospital and Sacred Heart School complex. On September 13, 1931 Sacred Heart Church at 39th and J Streets designed by local architect Harry Devine was formally dedicated. For many years to come Devine would have a hand in designing many projects for the hospital and the diocese.

Harry Devine was born in Sacramento in 1894. Harry graduated from high school at Christian Brothers School in Sacramento, and went on to the University of California at Berkeley. His academic career was interrupted by the onset of World War I until he returned, graduating in 1919. Devine opened an architectural office in Sacramento, and married in 1922. His son, Harry Devine, Jr., ultimately assumed the management of his father's architectural firm, which has continued to the present, despite the demise of both father and son.

Among the more notable Sacramento buildings designed by the Devine firm are the following, listed alphabetically:

Bishop Armstrong High School
California Junior High School
Federal Building, Capitol Mall
J. Magnin Department Store
Mercy Hospital additions
National Catholic Education Association for the most distinguished church design of 1957, and the parish campus master plan
Roos Atkins Department Store
Sacred Heart Church
St. Ignatius Catholic Church Campus - for which he was given two First Place awards
State Dept. of Education Building, Capitol Mall

[56] Paula Boghosian and Don Cox, *Mercy Hospital Addition: Cultural Resources Report*, May 2007.

Mr. Devine also worked as Supervising Architect for the Sacramento Unified School District for sixteen years, served on the Sacramento Planning Commission, and on the State Board of Architectural Examiners for ten years, including three years as its president. At his death in 1963 he was honored as an architect and an outstanding citizen of Sacramento. He was one of the first Sacramentans to receive the highest laymen rank in the diocese, conferred by Pope Pius XII, as "Knighthood Commander in the Order of St. Gregory the Great," awarded for his service to the church and for his participation in civic activities. Devine's work tended to more fully embrace the new modernism in architecture than previously popular Revival themes. The architectural work of Harry Devine has contributed substantially to the community and influenced the design of other buildings in the Sacramento area.

Leonard Starks and Edward F. Flanders of Starks and Flanders[57]
Born in Healdsburg in 1891, Leonard Starks completed his architectural course at the Lick-Wilmerding School of Industrial Arts in San Francisco in 1908. He then went to work in the office of Bakewell & Brown. In 1912 he transferred to the Panama Pacific International Exposition as an assistant designer, where he designed several of the exposition buildings. He also worked with several of prominent Bay Area architects, including Bernard Maybeck, assisting him with the 1915 Palace of Fine Arts.

After the Exposition work, Starks moved to the east coast to pursue further studies taught by graduates of the Beaux Arts School of Architecture in Paris. He then moved to Washington D.C. where he worked until the end of the First World War when he moved to New York in 1919. In charge of Thomas W. Lamb's office, he designed theaters and other public buildings throughout the United States and Canada. In 1921 the Lamb firm obtained a commission by the Famous Players, Inc. to build a chain of theaters on the west coast. Starks was sent to Sacramento to build the first theater. Due to an anti-trust suit, the project was abandoned, but Starks decided to stay in Sacramento and open his own architectural firm. Local investors became interested in the project and Starks soon had his first major commission, the design of the Senator Theater.

Starks soon became a partner of a well-known Sacramento architect, E.C. Hemmings. Their firm was retained by the Elks Lodge in 1923 to begin preliminary sketches for their new building at 11th and J Streets. Just following the order to begin preparation of working drawings for the Elks Lodge, in June of 1924, Hemmings died. By early 1925 Starks had taken in another partner, Edward F. Flanders, and the two continued in business together for many years. Starks served as the master designer of the firm. Mr. Flanders passed away in 1941, about the time of the planning and construction of New Helvetia. Starks had a long and distinguished career in Sacramento and his firm designed many well-known and admired buildings, a number of which are extant. Some of them are as follows, listed alphabetically:

Frank Z. Ahl Building, 1925
Alhambra Theater, 1927
Alturas High School, Alturas, 1930

[57] Paula Boghosian and Don Cox, *Sutter Memorial Hospital Cultural Resources Report*, May 2013.

Arnold Brothers Auto Agency, 1925
Bank of America, Oak Park, 1951
California Fruit Exchange, 1932
California National Bank, 1926
Capitol Building & Loan Association, 1927
Clunie Club House and Pool, 1936
Crocker School, 1930
Hickman & Coleman Co., 1929
Herman Davis & Sons, 1924
UC Davis, Administration & Library Buildings, 1939
Davis Union High School, 1926
Dunsmuir High School, 1928
Eaton Cleaning & Dyeing Co., 1926
Elks Club Building, 1926
Elliott Auto Agency, 1922
First Baptist Church, Willows, 1929
First Congregational Church (Pioneer Memorial Church), 1926
Fremont Presbyterian Church, 1926
Fresno Bee Building, 1922
W.P. Fuller Co. Warehouse, 1925
Gladding, McBean Office, Lincoln, 1951
Marysville City Hall, 1940
C.K. McClatchy High School, 1949
Moose Hall, 1927
Mount Shasta High School, Mount Shasta, 1927
Newcastle Community Hall, 1926
North Sacramento Theatre, 1928
Oroville Elks Lodge, 1929
Perfection Bread Co., East addition, 1924
Percy Reese Residence, 1925
Placer National Bank, Placerville, 1927
Portola High School, 1930
Russell & Logan Battery Shop
Sacramento County Courthouse, 1961
Sacramento Municipal Airport, Hangers & Terminal, 1931
Senator Theatre, 1924
Sun Mount Preventorium, Colfax, 1925
Sutter Memorial Hospital additions 1955
U.S. Post Office, Sacramento, 1932
Veterans Memorial Bldg, Lincoln, 1931
William Land Memorial Monument, 1934
Williams, City Hall and Firehouse, 1938
Williams, Grammar School, 1930
Woodland, Christian Church, 1928

Yuba City, City Hall, 1939

The firm's work on New Helvetia would have reflected both its Period Revival work and its evolution toward modern design, as shown in a progression from the Clunie Clubhouse in 1936 to the C.K. McClatchy High School of 1949.

In addition to his work as an architect, Starks was involved in professional activities and organizations. In 1930 he became a member of the Sacramento Building Code Board of Examiners and Appeals, on which he served for the next thirty-two years. Starks was an active member of the San Francisco chapter of the American Institute of Architects and later served as the first president of the Northern California Chapter after it was established. He was the first architect to serve as president of the Sacramento Builders Exchange. After his retirement in 1962 Starks turned to his hobby of water color painting. The firm continues today under the name of Nacht and Lewis.

The New Helvetia complex was constructed by Campbell Construction Company of Sacramento, a well-respected longtime construction firm in Sacramento and northern California.

The New Helvetia site plan that the Sacramento architectural consortium submitted for USHA approval featured elements common to other federally-sponsored public housing projects constructed throughout the country between 1933 and 1949. As a building type, the housing developments were designed as a grouping of multi-family, low-scale residential buildings organized on a site around large open spaces. Some of the design features reflected the influence of the late nineteenth-century English Garden City movement, including the use of open spaces delineated by winding streets and large buildings blocks closed to vehicular traffic. Other design elements were rooted in the rational, functional, twentieth-century aesthetics of the European Modernists, such as the German *Zeilenbau* strategy of arranging buildings in parallel rows to maximize solar exposure and ventilation.[58]

The architects also included modern amenities such as automobile parking areas, service driveways, and individual concrete walkways to each residential unit. Other features such as the placement of an on-site community center management office, a playground, and other recreational areas within the housing complex were characteristics common to other USHA developments. Some architectural elements, such as the brick-veneer wall cladding and gable roofs, are more commonly associated with the earlier housing projects, while other features such as the steel-frame casement windows are consistent with the use of International-style design elements that were used on some public housing developments between the early 1930s and the late 1940s. Simple forms and a lack of ornamentation became defining features of public housing complexes of this period, and were well suited to the USHA's legislative and administrative cost restrictions. The completed design was a melded product of European design theories, local preferences, and federal programmatic guidance.

[58] Mies van der Rohe, 1927 Werkbund Exhibition, Weissenhofsiedlung in Stuttgart, 1927.

Sacramento has a perceived history of "traditionalism" in its tastes and did not wholeheartedly embrace the age of Moderne or Art Deco design themes of the 1920s and 1930s.[59] The comfortable traditional revival houses and multiple versions of ranch house design were the principal public choices for residential architecture during that era and into the 1950s. While public buildings employed some modern design, Streamline Moderne and the International style were largely bypassed by the Sacramento community in favor of more traditional modes.[60]

The somewhat plain, barracks-like image of the housing complex differed from the more complex Period Revival or modest 1920s and 1930s bungalow forms lining Sacramento streets. However, the lack of ornament and the clipped functional design of the housing complex buildings were acceptable due to the traditional forms and materials employed, and helped introduce the concept of functionality in architecture to the Sacramento community. The simple forms of New Helvetia buildings anticipated the "form follows function" architectural philosophies that were emerging in Europe. "Objectivity," the lack of extraneous decoration, was seen as a goal of the new design movement and reflected the rise of modernism.[61] The New Helvetia Historic District reflects an important transitional phase in architectural design in Sacramento.

At that moment in time, the design world was balanced between the past and familiar revivalist machinations, and the new Modern which relied on a building's function and objectivity as progenitors of the next generation of architectural forms and thought, a balance that moved forward to a new architectural imagery and philosophy.

Although extant drawings for the project display a Charles Dean name plate, it is not known at this time the extent of individual design involvement of each architect in the New Helvetia project. A review of their varied projects appears to indicate the architects chosen would have been among the more forward thinking designers of that time, and the New Helvetia Historic District complex an important architectural statement of the era in Sacramento.

The New Helvetia Historic District meets the registration requirements of the National Register of Historic Places MPS *Public Housing in the United States, 1933-1949* and is eligible for listing in the National Register at the local level under Criteria A, B, and C.

[59] City of Sacramento, Sacramento Register of Historic & Cultural Resources, December 2011.
[60] Ibid.
[61] Curtis and Smith, 108-109.

9. Major Bibliographical References

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Previous documentation on file (NPS):

____ preliminary determination of individual listing (36 CFR 67) has been requested
____ previously listed in the National Register
____previously determined eligible by the National Register
____designated a National Historic Landmark
____ recorded by Historic American Buildings Survey #_____
____recorded by Historic American Engineering Record # _____
____ recorded by Historic American Landscape Survey # _____

Primary location of additional data:

____ State Historic Preservation Office
____ Other State agency
____ Federal agency
__X_ Local government
____ University
_ X_ Other
Name of repositories: Sacramento Housing and Redevelopment Agency
Center for Sacramento History, UC Bancroft Library (NAACP Region 1, Records)

Historic Resources Survey Number (if assigned): _____

10. Geographical Data

Acreage of Property ____about 26 acres_

Latitude/Longitude Coordinates
Datum if other than WGS84:_____
(enter coordinates to 6 decimal places)

1. Latitude: 38.564297 Longitude: -121.502482
2. Latitude: 38.560427 Longitude: -121.504179
3. Latitude: 38.560905 Longitude: -121.506073
4. Latitude: 38.565064 Longitude: -121.505354

Verbal Boundary Description (Describe the boundaries of the property.)

Beginning at a point at the junction of Broadway and Muir Way, go south 1,467'-3"; then west 628'- 8"; then north 431'; then west 284'-5"; then north 1,037'-10" to meet Broadway; then east 913'- 3" to meet the starting point at Muir Way.

The boundary excludes a group of newer units in the southwest corner outside of the complex that are not included due to younger age, different design, and different history.

Boundary Justification (Explain why the boundaries were selected.)

The boundaries are those of the original housing development project constructed in 1942.

11. Form Prepared By

name/title: ____Paula Boghosian, MS_____
organization: __Historic Environment Consultants_____
street & number: __5420 Home Court_____
city or town:__Carmichael_____ state: ____CA_____ zip code:__95608_
e-mail__historicconsultants1977@gmail.com_____
telephone:___(916) 488-1680_____
date:_____July 2013, Revised December 2013_____

Additional Documentation

Submit the following items with the completed form:

- **Maps:** A **USGS map** or equivalent (7.5 or 15 minute series) indicating the property's location.
- **Sketch map** for historic districts and properties having large acreage or numerous resources. Key all photographs to this map.
- **Additional items:** (Check with the SHPO, TPO, or FPO for any additional items.)

Photographs

Submit clear and descriptive photographs. The size of each image must be 1600x1200 pixels (minimum), 3000x2000 preferred, at 300 ppi (pixels per inch) or larger. Key all photographs to the sketch map. Each photograph must be numbered and that number must correspond to the photograph number on the photo log. For simplicity, the name of the photographer, photo date, etc. may be listed once on the photograph log and doesn't need to be labeled on every photograph.

Photo Log

Name of Property: New Helvetia Historic District

City or Vicinity: Sacramento

County: Sacramento State: CA

Photographer: Don Cox

Date Photographed: 11/01/2012, 06/02/2013, or 06/24/2013 per individual listing

Description of Photograph(s) and number, include description of view indicating direction of camera:

1 of 13, (CA_Sacramento_New_Helvetia_Historic_District_0001), General View of setting, camera facing north, 11/01/2012.

2 of 13, (CA_Sacramento_New_Helvetia_Historic_District_0002), General View of Setting, camera facing south, 06/24/2013.

3 of 13, (CA_Sacramento_New_Helvetia_Historic_District_0003), Single story units along Muir Way, camera facing southwest, 06/02/2013.

4 of 13, (CA_Sacramento_New_Helvetia_Historic_District_0004), Single story duplex unit, camera facing northeast, 06/02/2013.

5 of 13, (CA_Sacramento_New_Helvetia_Historic_District_0005), Two story unit, camera facing northeast, 06/02/2013.

6 of 13, (CA_Sacramento_New_Helvetia_Historic_District_0006), Split level unit, camera facing northwest, 11/01/2012.

7 of 13, (CA_Sacramento_New_Helvetia_Historic_District_0007), Close-up detail view of split level unit, camera facing southwest, 11/01/2012.

8 of 13, (CA_Sacramento_New_Helvetia_Historic_District_0008), Detail view of front door, camera facing west, 11/01/2012.

9 of 13, (CA_Sacramento_New_Helvetia_Historic_District_0009), General view of the front of the Community Center and Office Building, camera facing southwest, 06/24/2013.

10 of 13, (CA_Sacramento_New_Helvetia_Historic_District_0010), General view of the rear of the Community Center, camera facing north, 06/24/2013.

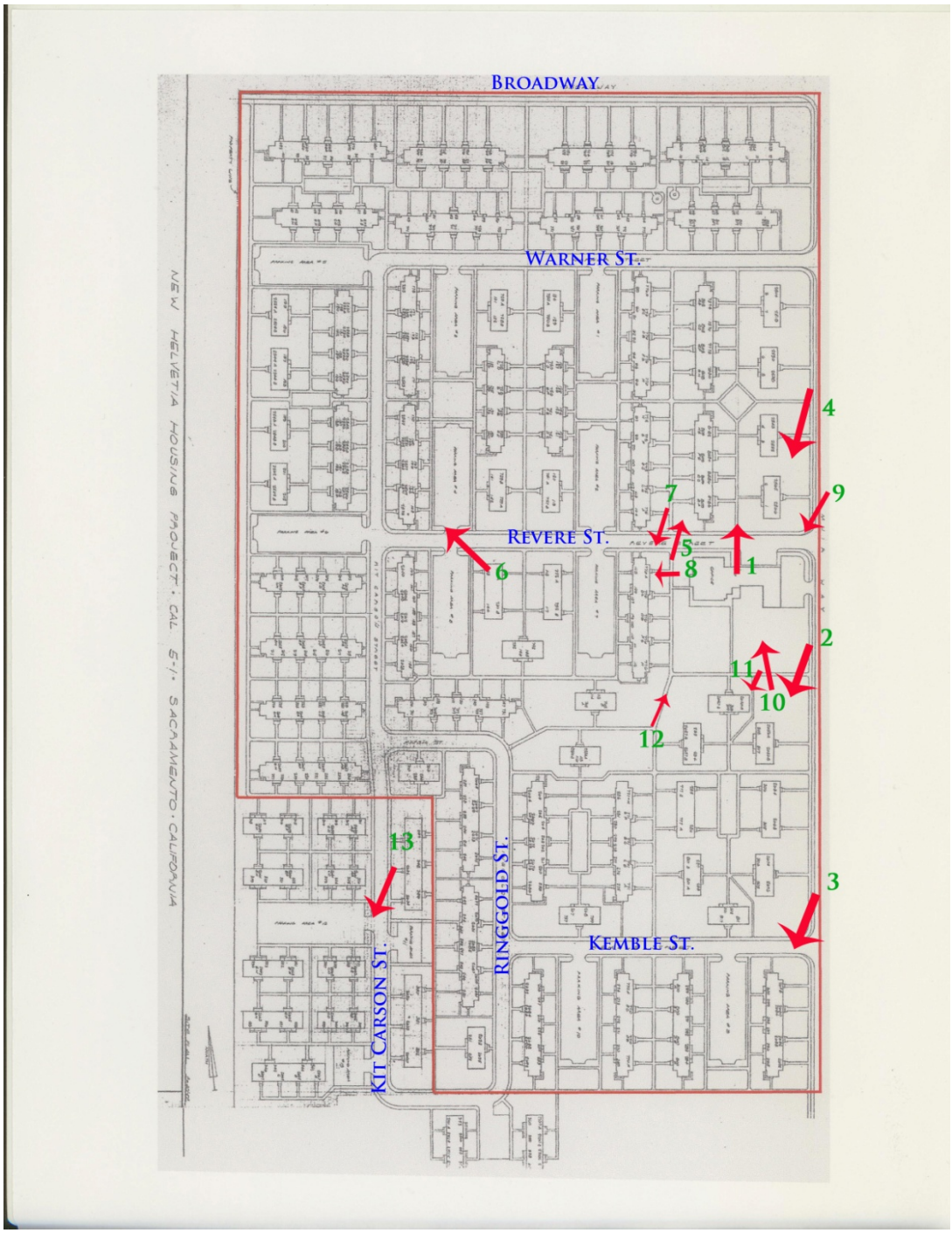
11 of 13, (CA_Sacramento_New_Helvetia_Historic_District_0011), Housing units that have been converted to house Head Start program, camera facing southwest, 06/24/2013.

12 of 13, (CA_Sacramento_New_Helvetia_Historic_District_0012), General view of playground, camera facing to the northeast, 11/01/2012.

13 of 13, (CA_Sacramento_New_Helvetia_Historic_District_0013), General view of 1961 unit, camera facing to the southwest, 06/02/2013.

Paperwork Reduction Act Statement: This information is being collected for applications to the National Register of Historic Places to nominate properties for listing or determine eligibility for listing, to list properties, and to amend existing listings. Response to this request is required to obtain a benefit in accordance with the National Historic Preservation Act, as amended (16 U.S.C.460 et seq.).
Estimated Burden Statement: Public reporting burden for this form is estimated to average 100 hours per response including time for reviewing instructions, gathering and maintaining data, and completing and reviewing the form. Direct comments regarding this burden estimate or any aspect of this form to the Office of Planning and Performance Management. U.S. Dept. of the Interior, 1849 C. Street, NW, Washington, DC.

Figure 1. Photo Key Map

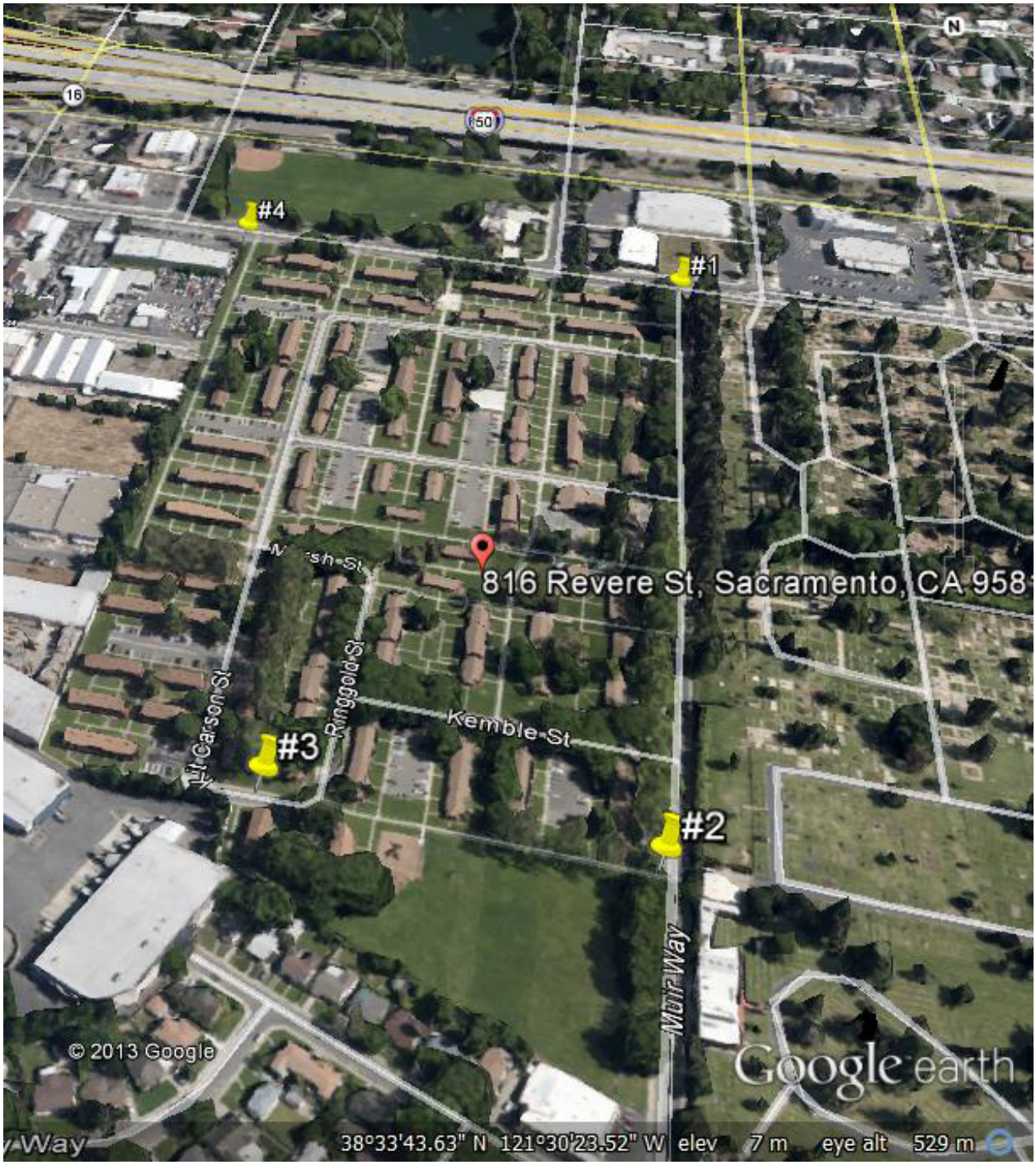


Source: Original Site Plan Provided by Sacramento Housing & Redevelopment Agency (SHRA) June 2013; Modified by Historic Environment Consultants 2013.

Figure 2. Historic photo of New Helvetia, 1943

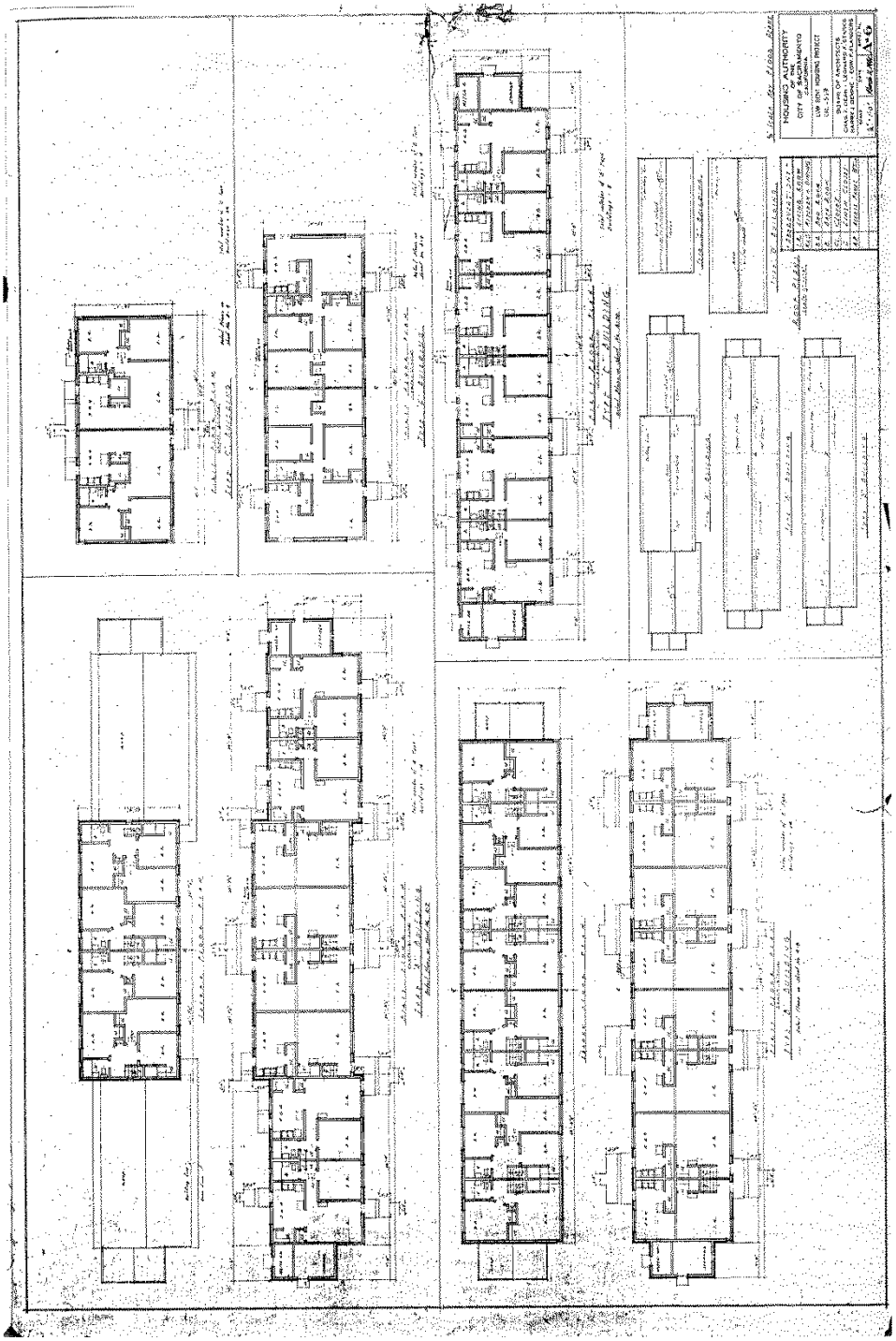
Source: Sacramento Public Library, AASAC1035.
Note: these original windows were replaced 1990.

Figure 3. Latitude/Longitude Coordinate Map



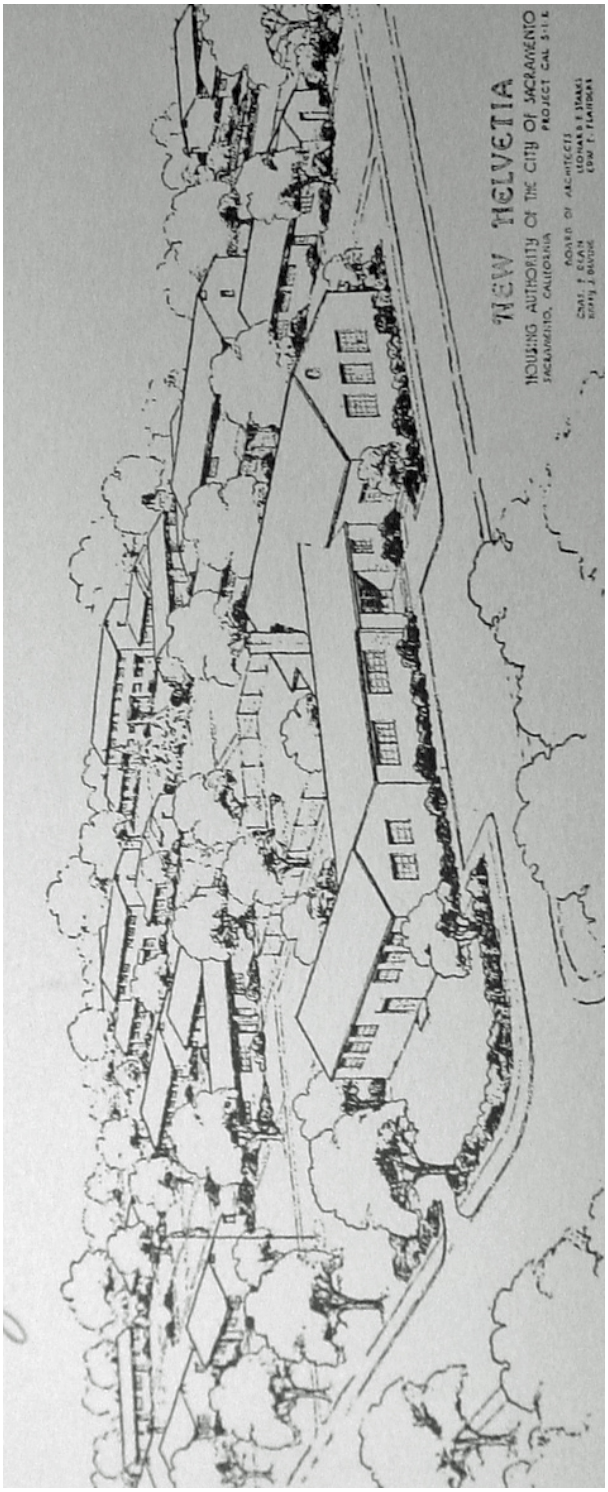
Source: Google Maps, December 2013;
Modified by Historic Environment Consultants, 2013.

Figure 4. Original Floor Plans (Drawings for each of 5 different floor plans)



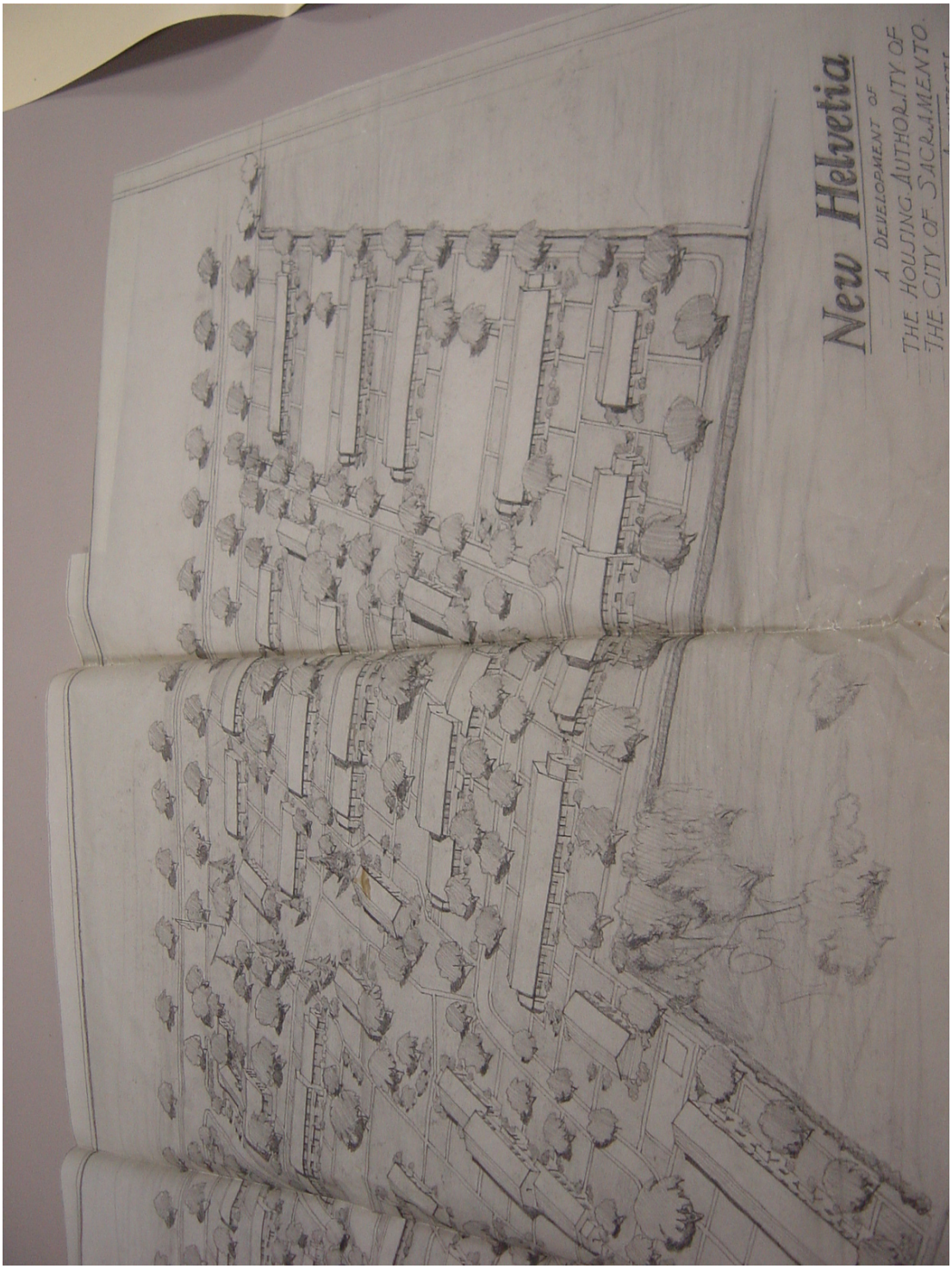
Source: Original Sacramento City Housing Authority Drawing, March 11, 1941; Provided by Sacramento Housing & Redevelopment Agency, June 2013.

Figure 5. Architects' Sketch, circa 1941



Source: Original Plans, Center for Sacramento History.

Figure 6. Architects' Sketch – Plot Plan, circa 1941



Source: Center for Sacramento History.

Figure 7. Site Map with Unit Types, Sanborn Map 1952

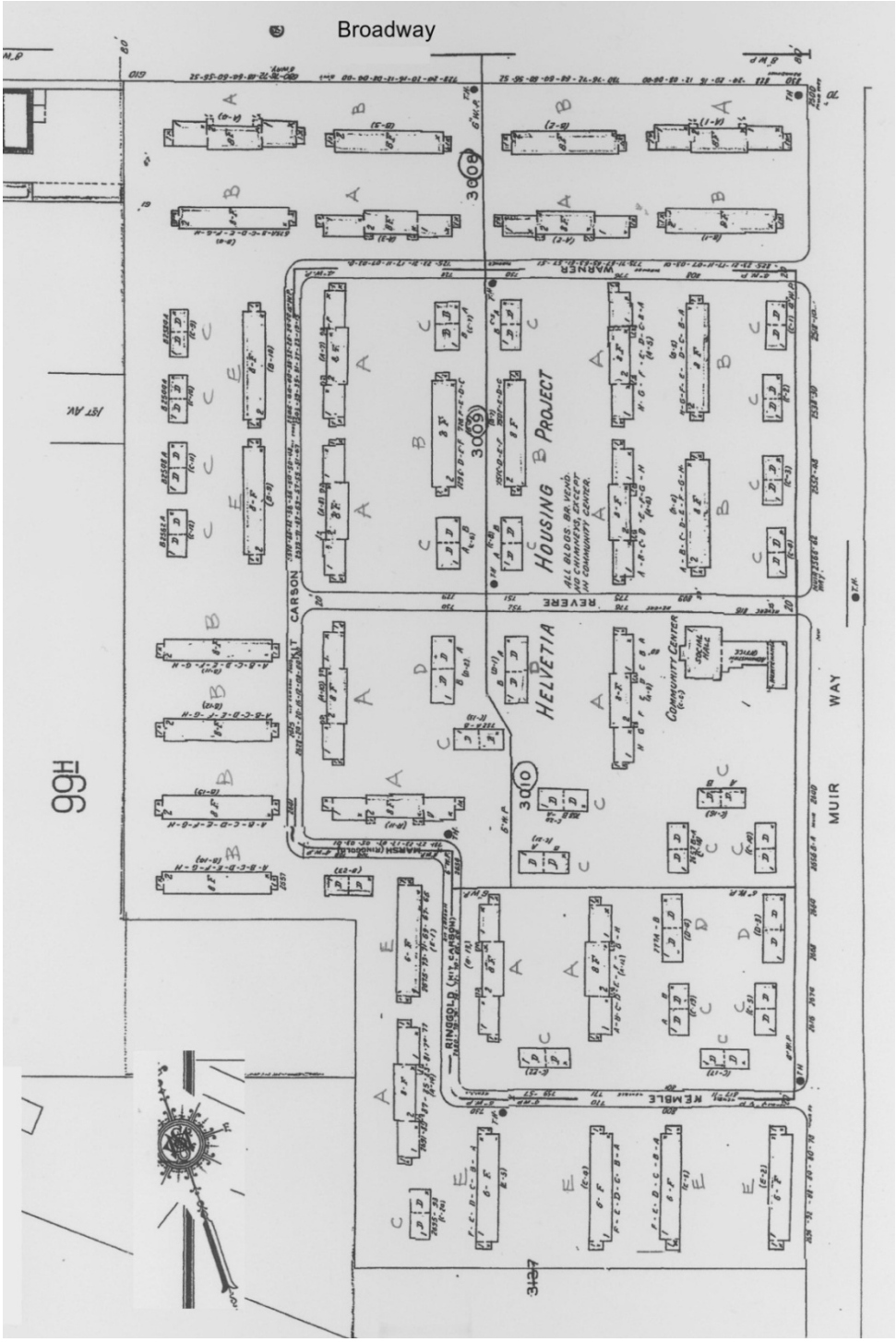
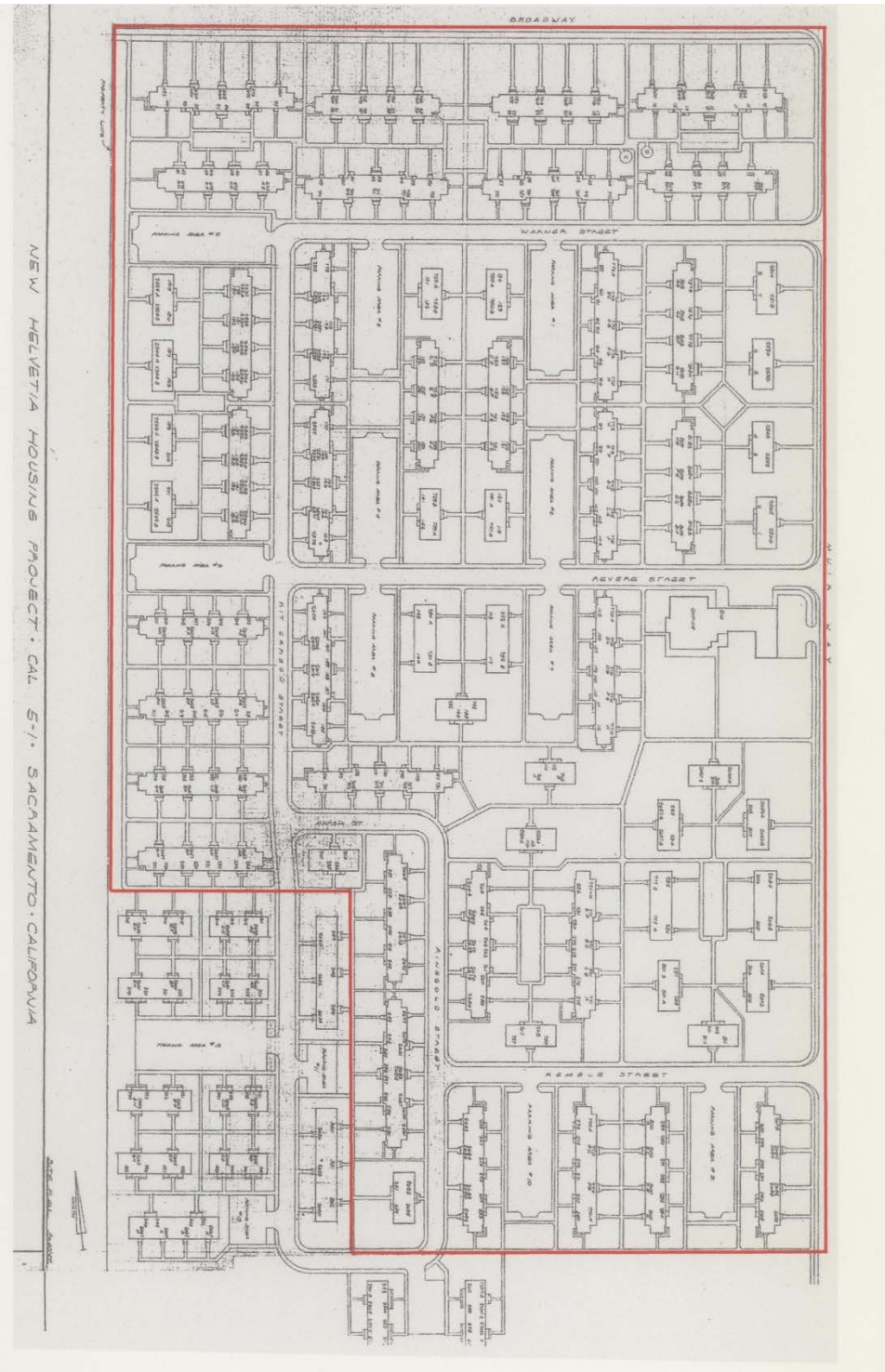


Figure 8. Site Map & District Boundary

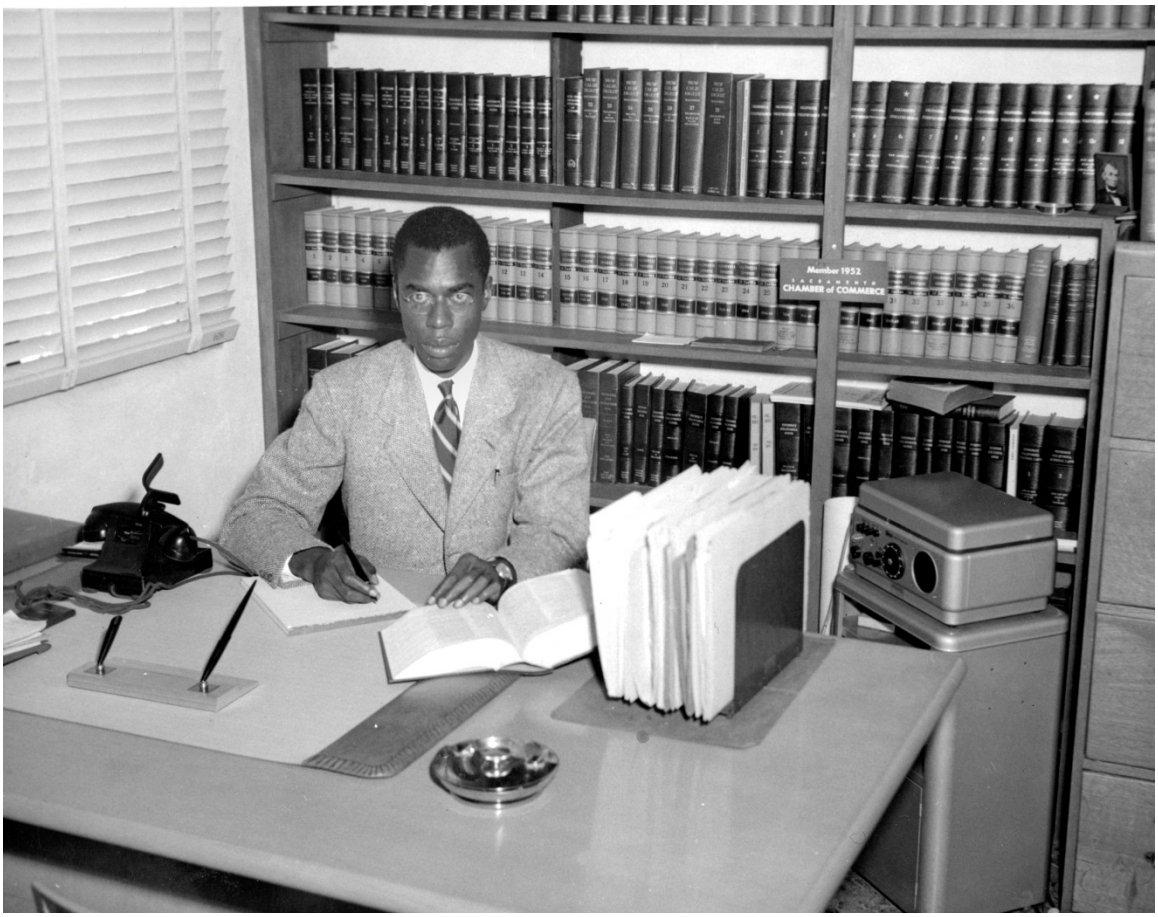


Source: Original Site Plan Provided by Sacramento Housing & Redevelopment Agency (SHRA) June 2013.

Figure 9. Aerial Map of District Boundary

Source: Google Maps, 2013; Modified by Historic Environment Consultants 2013.

Figure 10. Nathaniel Colley in his law office, circa 1952



Source: Center for Sacramento History

Figure 11. Page 17 *COLORFORNIA Magazine*, circa 1954 (transcription follows)

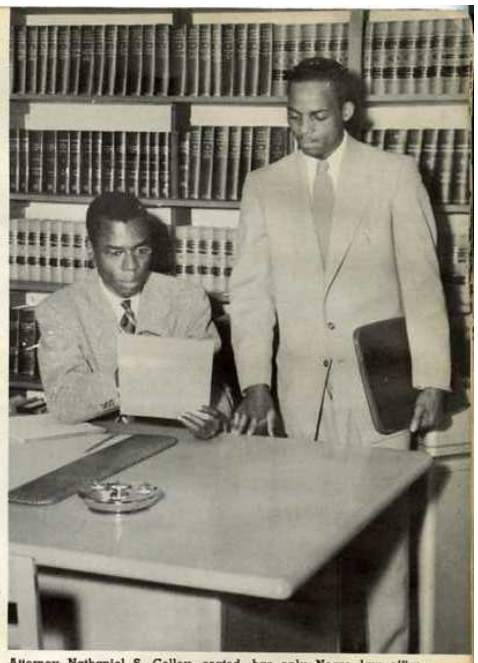
Young Attorney Gives Leadership to Colored Community

It is no secret and it is generally agreed among Sacramentans, both white and colored, that much of the progress of Sacramento's colored community in the last three years has been due largely to the fact that a brilliant young attorney, Nathaniel S. Colley, came to the city in 1948, the year he finished Yale, and began his law practice. Within this short time the 34-year old attorney has won the respect and admiration of Sacramento's citizens and is the undisputed leader in the colored community.

Conservative, well informed and polished, Mr. Colley is easily one of California's most capable Negro lawyers. As a Yale University student, he won the C. LaRue Munson Prize for the most significant contribution of any Yale Law School student to New Haven, Connecticut, Legal Aid Bureau, and shared honors for the Benjamin Scharp Prize for the best original essay on some aspect of law.

Since he opened Sacramento's first Negro law office, he has kept a schedule and built a clientel that would be the envy of many an attorney practicing in metropolitan areas. He confesses that he has, "done more business than I ever, in my wildest dream, imagined possible in Sacramento." His clients include Hindus, Caucasions, Mexicans and about fifty percent Negroes. In addition to his regular practice he is Vice-President and Counsel for the local NAACP to which he donates his services in preparing and trying discrimination cases in the Sacramento area. He is chairman of the Legal Committee and member of the Board of Directors of the California Federation of Civic Unity, President of the Sacramento CCU and Executive Board Member of a dozen other civic organizations.

In Sacramento courts and legal circles Mr. Colley is highly respected. He is a member of the California State Bar Association, the Sacramento County Bar Association and the Sacramento Lawyers Luncheon Club. Sacramento's colored citizens regard him as a fearless fighter for their rights and a leader on whom they can depend to reflect their opinions and creditably represent them in all civic affairs.



Attorney Nathaniel S. Colley, seated, has only Negro law office in Sacramento. He handles a record number of cases and keeps a staff of assistants busy. In the above photo he checks legal papers with Harold Craft, a member of his office staff.

NAACP and other community projects take much of Mr. Colley's time. Above he checks report on court order he obtained prohibiting discrimination in city's public housing project with Mrs. Marie Cranson, who is chairman of NAACP's Housing Committee.

Recent addition to Mr. Colley's office is Attorney Wilford James, left, who finished Yale University Law School this year. With an associate, Mr. Colley plans to extend firm's services to surrounding areas and to build a new and modern office building.

Private secretary and office manager of law firm is Mrs. Harold Craft, above. She is well versed in preparation of legal documents and organizes much of Mr. Colley's work. She is sister of Mrs. Colley.

Next Issue, COLORFORNIA Will Feature:
SAN DIEGO, CALIFORNIA'S BORDER CITY
DON'T MISS IT

COATES MOTEL
Merced, California
Phone 3042
Clean, Modern, Air Conditioned
Spend a Weekend Here and Rest
DIRECTIONS: In Merced turn off Highway 99 South on Los Banos Highway to Fire Station, turn right to Coates Motel.

REAL ESTATE

★*Confidential Secretary*
★*Typing*
★*Notary Public*

NANETTE McMURRAY
Charles S. Broady Co.
5014 S. Central Ave., Los Angeles 11, Calif., Phone CE 2-6733—AD 1-0625

Pride and joy of young attorney is wife, Jerlean and four daughters, Sandra Aileen, Natalie Suzanne, Ola Marie and Jerlean Evelyn, left to right. He met and married the former Jerlean Jackson, who is a native Sacramentan, while they were both students at Tuskegee Institute. Mrs. Colley has also served as secretary in law office.

17

Source: Center for Sacramento History

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Photo captions, from left to right and top down:

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Private secretary and office manager of law firm is Mrs. Harold Craft, above. She is well versed in preparation of legal documents and organizes much of Mr. Colley's work. She is sister of Mrs. Colley.

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