



REPORT TO COUNCIL City of Sacramento

915 I Street, Sacramento, CA 95814-2604
www.CityofSacramento.org

CONSENT
August 22, 2006

Honorable Mayor and
Members of the City Council

Title: Crocker Art Museum Expansion Project (CF61)

Location/Council District: 216 O Street, block bounded by 2nd, O, 3rd and P Streets, Central City (District 1)

Recommendation: Adopt 1) a **Resolution** approving an Addendum to the final Environmental Impact Report (EIR); and 2) a **Resolution:** a) Approving the demolition of the Herold Wing and design of a new, replacement structure; and b) authorizing Crocker Art Museum Association (CAMA) to amend its agreement with Gwathmey Siegel & Associates in an amount not to exceed \$285,000 for the design and preparation of construction documents for the replacement structure.

Contacts: Cynthia Kranc, Facilities Manager, 808-2258; Lial Jones, Director, Crocker Art Museum, 264-5423

Presenters: None

Department: General Services

Division: Facilities and Real Property Management

Organization No: 3282

Description/Analysis:

Issue: The previously approved Crocker Art Museum Expansion project maintained the existing Herold Wing, a concrete structure built in 1969, as part of the project. Since the Herold Wing is constructed of poured-in-place concrete, modifications to it are cost prohibitive, yet maintaining the building disallows an opportunity to improve the operational efficiencies and mission-based programming for the museum. Operational issues associated with the existing Herold Wing include the following:

- Poor visitor circulation patterns - Single point of access to the gallery spaces within the wing require visitors to retrace their steps rather than proceed on a

logical progression through spaces, retarding interpretation opportunities for tour groups.

- Form constrains function – The cast concrete building does not permit flexible gallery spaces. This means that galleries can not be 'sized' to the collection being hung and that like work is separated by long hallways, again disrupting the ability to teach with the collection. It also means that art preparation spaces are inadequate for the work that needs to be performed. Rooms are so small that a single full sheet of plywood cannot be turned over without walking it into public access space turning it over and then walking it back to the workroom.
- Ceilings are too low – The ceilings in some areas of the existing Herold Wing are less than 8 feet high. This means that much of the Museum's collection cannot be shown or even transported through the space. Since the existing Herold wing is the only point of contact between the 1872 Gallery Building and the new expansion, works will not be able to be safely transported from one section of the building to another.
- Poor building orientation – The placement of the current Herold Wing on the site limits the ability to expand the Museum in the future. In fact, it means that the only expansion that will be possible (without a later razing of the Herold Wing) will be a stand-alone structure divorced from the rest of the Museum.
- Outdated and inefficient mechanical systems – Not only are most of the systems at the end of their useful life, the design of the Herold Wing requires air intake at the east and west 'points' of the building.

Due to the operational inefficiencies, described above, CAMA requested Gwathmey Siegel & Associates to explore the removal and replacement of the current concrete structure with a more suitable building. Gwathmey Siegel & Associates has proposed a new building at the same location, of approximately the same size, as the existing Herold Wing, but with more gallery space, (see Exhibit A). The preliminary design is consistent with the overall Crocker Expansion project as approved by the City Council on October 25, 2005.

Policy Considerations: The actions requested herein are consistent with the City's Strategic Plan goals to expand economic development throughout the City and achieve sustainability and livability. The City's Preservation Director has determined that the proposed project would not adversely change the historical significance of the Crocker Museum listing.

Committee/Commission Action: On February 15, 2006, the Design Review and Preservation Board (DRPB) reviewed the proposed modification and issued a report (Attachment 3, Exhibit B) concurring with historic resources research, and the Preservation Director's preliminary determination, that the Herold Wing is not eligible as an historic resource pursuant to CEQA. Therefore, DRPB cited no objections to the demolition of the Herold Wing or design of a replacement

structure.

Environmental Considerations: On October 25, 2005, the City Council certified an Environmental Impact Report (EIR) and adopted Findings of Fact and a Statement of Overriding Considerations and a Mitigation Monitoring Plan for the Crocker Art Museum Expansion. An Addendum to the certified EIR has been prepared describing the proposed demolition of the Herold Wing and design of a new, replacement structure and evaluating the potential environmental effects of the proposed project. The Addendum defines the project description and justification for use of an Addendum pursuant to the California Environmental Quality Act (CEQA) Guidelines (Section 15164). A copy of the addendum is included in Exhibit A of the Resolution.

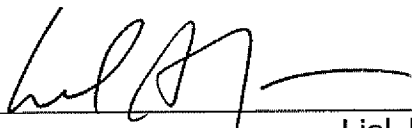
Rationale for Recommendation: It is in the best interest of the City to modify the approved design and authorize CAMA to amend the agreement with Gwathmey Siegel & Associates for the following reasons:

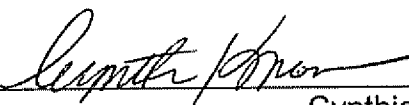
- Maintaining the existing Herold Wing which is inefficient, compromises the future operation of the Crocker Art Museum Expansion project.
- Approval of the proposed design modifications will allow the construction documents for the replacement structure to be completed along with the construction documents for the Crocker Art Museum Expansion project and subsequently, will allow the construction of the replacement structure to be built concurrently with the Crocker Art Museum Expansion project.

Financial Considerations: Architectural fees in an amount not to exceed \$285,000 for the design and preparation of construction documents related to the Herold Wing replacement structure will be paid by CAMA. CAMA will be reimbursed by the City under the guidelines of the State of California Historical and Cultural Resources Preservation, Opportunity Grant, from Crocker Expansion State Grant (CF61). As of July 24, 2006, CF61 has an unobligated balance of \$1.135 million, which is sufficient to reimburse CAMA for the amended design agreement with Gwathmey Siegel & Associates.

The construction of the Herold Wing replacement structure will be funded primarily by CAMA through its fundraising efforts. However, the City will also provide additional construction funding in the amount of \$10 million for the expansion project through the 2006 Community Reinvestment Capital Improvement Program (CRCIP) approved by Council on May 23, 2006. Construction of the Herold Wing replacement structure is included in the \$87 million Crocker Art Museum Expansion project estimate (as represented during the CRCIP hearing on April 18, 2006). A detailed project construction budget will be presented to the City Council for approval prior to the start of construction, currently scheduled for June 2007.

Emerging Small Business Development (ESBD): Gwathmey Siegel & Associates is not certified as an ESBD. However, they are uniquely qualified to perform this task and were selected through a comprehensive, competitive, and qualification based selection process.

Respectfully Submitted by: 
Lial Jones
Director, Crocker Art Museum

Respectfully Submitted by: 
Cynthia Kranc
Facilities Manager

Approved by:  FOR 
Reina J. Schwartz
Director, Department of General Services

Recommendation Approved:

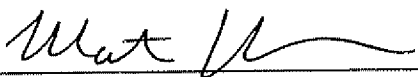

Ray Kerridge
City Manager

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Background Information

- On December 3, 2002, the City Council approved a Memorandum of Understanding (MOU) (City Agreement 2002-215, Resolution 2002-799) between the City and Crocker Art Museum Association (CAMA) for the Crocker Art Museum Expansion project (Project).
- Pursuant to the MOU, the City Council and CAMA shall approve the design and any design changes to the Crocker Art Museum Expansion project, and the City Council shall approve any amendments to design agreements executed by CAMA.
- On February 3, 2004, the City Council authorized CAMA to enter into an agreement in the amount of \$2.5 million with Gwathmey Siegel & Associates for architectural services related to the Crocker Art Museum Expansion project.
- On October 11, 2005, City Council authorized the City Manager to identify projects for a 2006 Community Reinvestment Capital Program (CRCIP) bond issuance. This project was included in the approved 2006 CRCIP bond issuance.
- On October 25, 2005, the City Council approved the Crocker Expansion design that included maintaining the existing Herold Wing, authorized CAMA to begin the Construction Documents phase of the Project, and certified the Environmental Impact Report (EIR).
- After the design was approved, CAMA reevaluated the benefits of the overall museum operation with regard to the poorly functioning Herold Wing. CAMA requested Gwathmey Siegel & Associates to explore its removal and the design of a replacement structure.
- On February 15, 2006 the Design Review and Preservation Board (DRPB) reviewed the proposed modification and had no objections to the demolition of the Herold Wing and design of a replacement structure.
- Gwathmey Siegel & Associates has proposed a more suitable building component that has no visual impact on the approved O Street elevation (Exhibit A). The new structure will provide a more cohesive overall design and solves the functional issues associated with the Herold Wing.

This report recommends the City Council approve the revised design, authorize CAMA to adjust the architect's agreement to include the additional services related to the replacement of the Herold Wing, and approve an addendum to the final EIR for the revised Crocker Art Museum Expansion project as provided by CEQA.

RESOLUTION NO.

Adopted by the Sacramento City Council

**APPROVING AN ADDENDUM TO THE FINAL
ENVIRONMENTAL IMPACT REPORT (EIR) FOR
THE REVISED CROCKER ART MUSEUM EXPANSION PROJECT**

BACKGROUND

- A. On October 25, 2005, the City Council certified an environmental impact report (EIR) and, having reviewed and considered the information contained in the EIR, adopted findings of fact and findings of overriding consideration, adopted a mitigation monitoring program, and approved the Crocker Art Museum Expansion Project (CF61).
- B. The Crocker Art Museum Expansion Project (CF61) Modification proposes to modify the previously approved Project as described directly below.
- C. The previously approved Crocker Art Museum Expansion project maintains the existing Herold Wing, a concrete structure built in the late 1969, as part of the project. Due to operational inefficiencies of the existing Herold Wing, CAMA proposes the demolition and replacement of the current concrete structure with a more suitable building. The new building would be at the same location, of approximately the same size as the existing Herold Wing.
- D. The City of Sacramento's Environmental Planning Services has evaluated this project modification and determined that the proposed changes to the original project did not require the preparation of a subsequent EIR. An addendum to the previously certified EIR was then prepared to address the modification to the project. This addendum is attached as Exhibit A.
- E. The City Council has reviewed and considered the addendum with the EIR previously certified for the Project and finds that no additional environmental review is required based on the reasons set forth in the addendum.

**BASED ON THE FACTS SET FORTH IN THE BACKGROUND, THE CITY COUNCIL
RESOLVES AS FOLLOWS:**

Section 1. The addendum to the EIR (Exhibit A) is approved.

EXHIBIT A



DEVELOPMENT SERVICES
DEPARTMENT

CITY OF SACRAMENTO
CALIFORNIA

2101 ARENA BLVD.
SUITE 200
SACRAMENTO, CA
95834

ENVIRONMENTAL PLANNING
SERVICES
916-808-2782
FAX 916-566-3868

ADDENDUM TO AN ADOPTED ENVIRONMENTAL IMPACT REPORT

The City of Sacramento, California, a municipal corporation, does hereby prepare, make declare, and publish this Addendum to a certified Environmental Impact Report (EIR) for the following described project:

Herold Wing Modifications to the Crocker Art Museum Expansion Project – A replacement structure is proposed in approximately the same location as the existing Herold Wing, consisting of 3-stories, with 48,896 square feet clad in zinc and white aluminum panels to match the previously approved Crocker Art Museum Expansion project. The replacement structure provides for additional gallery space, art workshops and storage, accessible restrooms on each floor, and a better link between the existing historic Gallery Wing of the existing Crocker Art Museum and the Project. Demolition of the Herold Wing and construction of the replacement structure will occur as part of the construction for the Crocker Art Museum Expansion, scheduled to begin June 2007.

The City of Sacramento, Development Services Department, has reviewed the proposed project and on the basis of the whole record before it, has determined that there is no substantial evidence that the project, as identified in the attached addendum, will have a significant effect on the environment beyond that which was evaluated in the attached EIR. A Subsequent EIR is not required pursuant to the California Environmental Quality Act of 1970- (Sections 21000, et. Seq., Public Resources Code of the State of California).

This Addendum to a certified EIR has been prepared pursuant to Title 14, Section 15164 of the California Code of Regulations; the Sacramento Local Environmental Regulations (Resolution 91-892) adopted by the City of Sacramento.

A copy of this document and all supportive documentation may be reviewed or obtained at the City of Sacramento, Development Services Department, Planning Division, 2101 Arena Blvd., Suite 200, Sacramento, California 95834.

Environmental Services Manager, City of Sacramento,
California, a municipal corporation

By: *Don Miller* 8/5/06

**CONCLUSION TO PREPARE AN ADDENDUM TO
A CERTIFIED ENVIRONMENTAL IMPACT REPORT**

An Addendum to a Certified Environmental Impact Report may be prepared if only minor technical changes or additions are necessary (CEQA Guidelines Section 15164). The City has decided to prepare an Addendum in that none of the following findings necessary to prepare a Subsequent Environmental Impact Report have been made pursuant to CEQA Guidelines Section 15162:

1. No substantial changes are proposed to the project which will require major revisions of the previous Environmental Impact Report.

The Environmental Impact Report (EIR) for the Crocker Art Museum (SCH # 2003082048), was approved and the Environmental Impact Report certified by the City Council on October 25, 2005, included the following description:

Approximately 100,000 square feet in new construction located in a new wing west of the existing museum structures, including an outdoor terrace; Reconfiguration and cosmetic changes to the interior space of existing buildings; Demolition of existing connection between Gallery Building and Herold Gallery; Realignment of 2nd Street between O and P Streets; Reconfiguration of existing parking on 2nd Street between P and N Streets; Relocation of a cast iron fence and several light poles west of the existing Gallery Building; Replacement of trees and landscaped lawn and parking areas west of the existing Gallery Buildings with the proposed new construction; and, Excavation of the site to install utilities, construct a below grade mechanical room, and to install a new auditorium, which would be partially below grade.

The EIR evaluation anticipated demolition of the connection and a new connection built in the Herold Wing to improve the linkage between the Gallery Building and the Herold Building. This connection would also provide access to the existing courtyard on the east side of the property as well. However, after further design of this project component, it was determined that maintaining the existing Herold Wing would be inefficient, and impede a cohesive flow of people and art between the new expansion and the existing museum, and compromises future development of the site.

This is not considered to result in a major revision to the previous EIR in that a replacement structure in place of the existing Herold Wing building would provide a better connection between the Gallery Building and the other project components as approved with the expansion of the museum. The replacement structure is consistent with an objective of the expansion project, "To maximize the efficient flow of visitors in the public areas of the museum and maximize the efficient use of private areas of the museum for administration and storage."

2. No substantial changes have occurred with respect to the circumstances under which the project is undertaken which will require major revisions to the previous Environmental Impact Report due to the involvement of new significant environmental effects or substantial increase in the severity of previously identified significant effects.

The proposed project is the demolition of an existing structure and construction of a three story, 48,896 square feet (368 square feet less than the existing Herold Wing) replacement structure. The project impacts in the original EIR are not significantly altered with the replacement of this structure. All of the new information and evaluations are considered to be minor changes and do not include any new impacts that have not already been discussed in the previous Environmental Impact Report.

3. No new information of substantial importance has been found that shows any of the following:
- a) The project will have one or more significant effects not discussed in the previous EIR and Addendum;
 - b) Significant effects previously examined will be substantially more severe than shown in the previous EIR and Addendum;
 - c) Mitigation measures previously found to be infeasible would in fact be feasible and would substantially reduce one or more significant effects of the proposed project; or
 - d) Mitigation measures which are considerably different from those analyzed in the previous EIR and Addendum would substantially reduce one or more significant effects on the environment.

The proposed project will result in the demolition of a building and replacement of this structure and its connection to the other components of the Expansion project. This project component was not originally evaluated in the previous EIR. Since the existing structure was not determined to be eligible as a historic resource, the demolition and replacement of this structure was determined to not result in any new significant effects not discussed in the previous EIR. In addition, all other impact areas remain the same, as demolition and construction of a new building does not result in any new or revised impact analysis. Mitigation measures developed in the previous EIR remain applicable to the proposed project.

Herold Wing Modifications to the Crocker Art Museum Expansion Project
(SCH 2003082048)

PROJECT INFORMATION

Project Name: The Herold Wing Modifications to the Crocker Art Museum Expansion Project (PB06-013)

Project Location:

The subject property is located at 216 O Street, block bounded by 2nd, O, 3rd and P Streets, Central City (District 1). (APNs 006-0182-022, 006-0183-012, 006-0185-001,002, 003, 004)

Existing Plan Designations and Zoning:

The proposed project is located in the Central City Community Plan area of the City. The General Plan designation for this site is Public/Quasi-Public site. The site is zoned M-1, Light Industrial. The Central City designates the site as General Public use. The project site is located within the Riverfront Master Plan and the Downtown Cultural and Entertainment Master Plan. Central City Design Guidelines apply to the project area as well.

Project Background:

City Council certified the Environmental Impact Report (EIR) for the Crocker Art Museum Expansion Project on October 25, 2005. The approved project includes approximately 100,000 square feet in new construction located in a new wing west of the existing museum structures, including an outdoor terrace; Reconfiguration and cosmetic changes to the interior space of existing buildings; Demolition of existing connection between Gallery Building and Herold Wing; Realignment of 2nd Street between O and P Streets; Reconfiguration of existing parking on 2nd Street between P and N Streets; Relocation of a cast iron fence and several light poles west of the existing Gallery Building; Replacement of trees and landscaped lawn and parking areas west of the existing Gallery Buildings with the proposed new construction; and, Excavation of the site to install utilities, construct a below grade mechanical room, and to install a new auditorium, which would be partially below grade. The Project is scheduled to begin construction in June 2007 and be complete in 2009.

After further design of the expansion project, it was determined that modifying the Herold Wing would become inefficient and not meet the objectives of the overall project. The Crocker Art Museum Association (CAMA) asked Gwathmey Siegel & Associates to explore an alternative structure to the Herold Wing that would solve the operational issues associated with the existing structure. Gwathmey Siegel & Associates has proposed a new building at the same location, of approximately the same size as the existing Herold Wing. On February 15, 2006, the Design Review and Preservation Board (DRPB) reviewed the proposed modification and issued a report concurring with historic resources research, and the Preservation Director's preliminary determination, that the Herold Wing is not eligible as an historic resource pursuant to CEQA. Therefore, DRPB cited no objections to the demolition of the Herold Wing or design of a replacement structure.

Project Purpose

The existing Herold Wing, completed in 1969, is a concrete structure built as an addition to the historic Crocker Art Museum. The 49,264 square foot building represents the style of architecture known as brutalism. Since the building is constructed of poured-in-place concrete, modifications to it are cost prohibitive, yet, the building is very inefficient, impedes a cohesive flow of people and art between the new expansion and the existing museum, and compromises future development of the site.

Project Components:

The new structure will be located in approximately the same location as the existing Herold Wing at 3-stories in height, with 48,896 square feet (368 square feet less than the existing Herold Wing). The new structure will be clad in zinc and white aluminum panels to match the previously approved expansion project. The newly designed replacement structure provides for additional gallery space, art workshops and storage, accessible restrooms on each floor, and a better link between the existing historic Gallery Wing of the existing Crocker Art Museum and the expansion project.

RESOLUTION NO.

Adopted by the Sacramento City Council

**APPROVING THE DEMOLITION OF THE HEROLD WING AND
AND DESIGN OF A NEW, REPLACEMENT STRUCTURE; AND AUTHORIZING
THE CROCKER ART MUSEUM ASSOCIATION (CAMA) TO AMEND ITS
AGREEMENT WITH GWATHMEY SIEGEL & ASSOCIATES IN AN AMOUNT
NOT TO EXCEED \$285,000 FOR THE DESIGN AND PREPARATION OF
CONSTRUCTION DOCUMENTS FOR THE REPLACEMENT STRUCTURE**

BACKGROUND

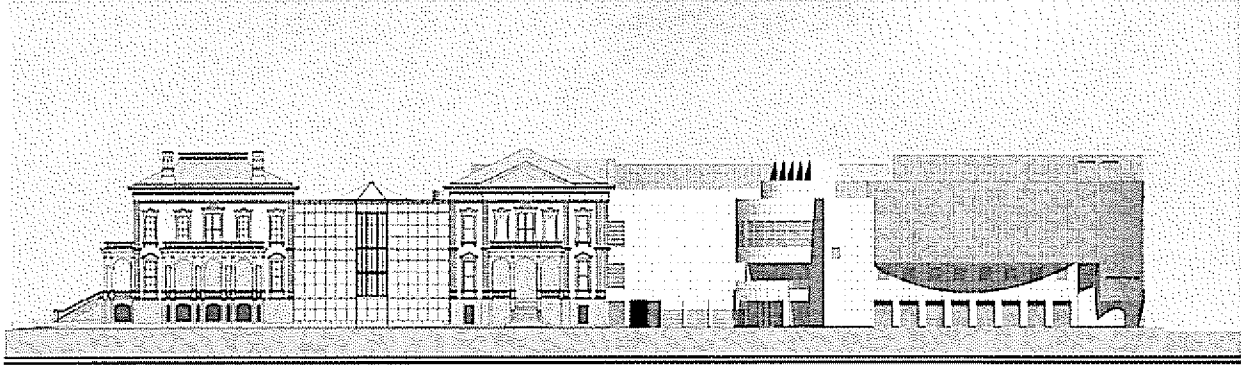
- A. On December 3, 2002, the City Council approved a Memorandum of Understanding (MOU) (City Agreement 2002-215, Resolution 2002-799) between the City and CAMA for the Crocker Art Museum Expansion project (Project).
- B. Pursuant to the MOU, the City Council and CAMA shall approve the design, any design changes, and amendments to design agreements for the Project.
- C. On October 25, 2005, the City Council approved the design for the Project. Resolution 2005-782.
- D. Due to operational inefficiencies of the existing Herold Wing, CAMA requested Gwathmey Siegel & Associates to explore removal of the inefficient, concrete structure and replace it with a more suitable building.
- E. Gwathmey Siegel & Associates has proposed a more suitable building, in approximately the same location and of approximately the same size as the existing Herold Wing (Exhibit A).
- F. On February 15, 2006, the Design Review and Preservation Board (DRPB) reviewed the proposed modification and had no objections to the demolition of the Herold Wing and design of a replacement structure (Exhibit B).

**BASED ON THE FACTS SET FORTH IN THE BACKGROUND, THE CITY COUNCIL
RESOLVES AS FOLLOWS:**

- Section 1. The demolition of the existing Herold Wing and the design of a new, replacement structure are approved.
- Section 2. CAMA is authorized to amend its agreement with Gwathmey Siegel & Associates in an amount not to exceed \$285,000 for the design and preparation of construction documents for the replacement structure.

EXHIBIT A

Crocker "O" Street Elevation



Crocker "P" Street Elevation

|----- Area of Revision -----|

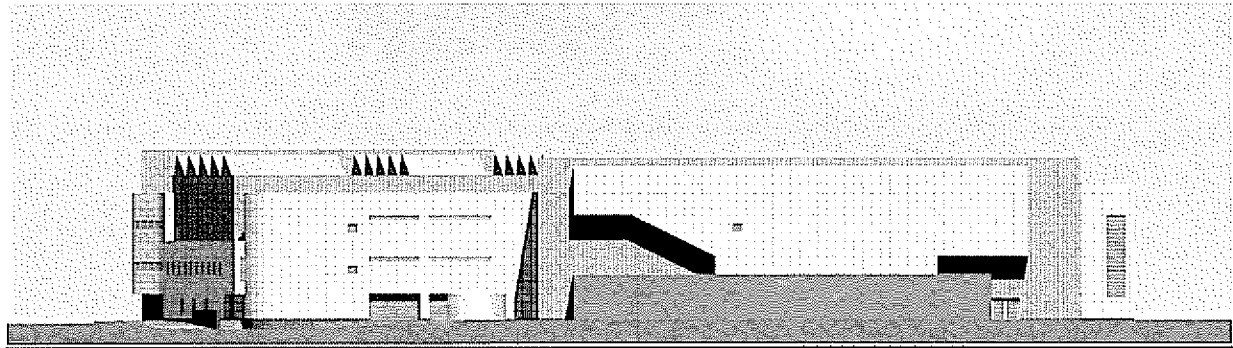


EXHIBIT B



**DESIGN REVIEW &
PRESERVATION BOARD**

**CITY OF SACRAMENTO
CALIFORNIA**

915 "I" STREET
New City Hall
3RD FLOOR
SACRAMENTO, CA
95814

June 05, 2006

TO: Sue Akiyama, Project Manager

RE: DESIGN REVIEW & PRESERVATION BOARD COMMENTS:

**Crocker Art Museum Expansion
Proposals Related to Demolition of Herold Wing and New "Replacement"
Structure
216 "O" Street, Sacramento, California
PB06-013**

At its February 15, 2006, meeting the City of Sacramento's Design Review & Preservation Board held a hearing to review proposed architectural drawings, historic resources survey information, and a Staff Report, and to take any testimony related to:

1. The historic resources research and assessment that found the Herold Wing not eligible as an historic resource pursuant to CEQA;
2. The proposal to demolish the Herold Wing; and
3. Design concepts for a new "replacement" structure upon the Herold Wing's demolition.

The Board had the following comments & recommendations:

1. The Board concurred with the consultant's and Preservation Director's preliminary determination that the Herold Wing was not eligible as an historic resource pursuant to CEQA
2. The Board was not opposed to the demolition of the Herold Wing.
3. The Board supported the proposed new connections to the historic Crocker Gallery which would replace the current Herold Wing connections, noting that the proposed new connection would not impact the original historic structure more than, and actually may be less than, the current Herold Wing connecting elements.
4. The Board was generally supportive of the proposed design concepts for the "replacement" structure, though requested that a committee of the Board review final design development drawings looking at materials and details, including treatment of the south elevations.

**Crocker Art Museum Expansion
Proposals Related to Demolition of Herold Wing and New "Replacement" Structure
216 "O" Street, Sacramento, California
PB06-013**

On May 24 & 25, 2006, the DRPB's Committee – including Bob Chase, Architect, and Christopher Elliott, Landscape Architect, and Andrew Hope, Architectural Historian – reviewed the most recent revisions, attached, detailing elevations for the expansion project, particularly the proposed elements that would be built as replacement for the Herold Wing and had the following comments:

1. The Committee supports the new design as proposed with the Herold Wing demolished, and notes that the project will be much more unified and will allow for more cohesive and orderly future expansion.
2. The Committee is supportive of the proposed use of materials and details for the new portions of the expansion project.
3. The Committee expressed appreciation that the project architect has responded to earlier Board comments regarding the proposed new south elevations (the south elevations of the Herold Wing replacement structure/s). The Committee appreciates the new articulation proposed, and would even support more, which apparently is under consideration with an "art" element.

Respectfully Submitted,

Roberta Deering
Secretary to the Design Review & Preservation Board
May 26, 2006