

### **INTRODUCTION**

*This section evaluates potentially significant impacts to historic, archaeological, and paleontological resources that would result from Project implementation. This section incorporates information from Historic Resource Evaluations conducted for the existing on-site buildings by LSA in May 2002 and Kaplan Chen Kaplan in September 2007. These studies are provided in Appendix 4.3 of this EIR.*

### **ENVIRONMENTAL SETTING**

#### **Existing Conditions**

##### ***History of Glendale Economic Development***

The Historic Preservation Element of the Glendale General Plan provides a brief historic context for the economic development of Glendale noting that “at the beginning of the twentieth century, commerce in Glendale developed primarily in response to the daily needs of the growing residential community. There were, however, a few businesses including health care, banking, and aviation that provided employment opportunities and attracted patrons from outside the city.” Most of the early commercial structures were wood frame buildings that were replaced with two-story commercial structures.

In the 1920s, Glendale experienced a building boom in commercial property that included the first four-story business building constructed at Brand Boulevard and Wilson Avenue. The Historic Preservation Element highlights the development of Glendale as a banking center noting the growth of the industry (eight banks by the mid-1920s) with substantial structures constructed in the downtown area. Other industries including health care and aviation are described. Also contributing to the economic growth of the City were institutional buildings such as the Glendale City Hall, a Modern building constructed in 1940. Additionally, the Egyptian-themed Art Deco Alex Theater was built in 1923.

Throughout the 20<sup>th</sup> century, the Glendale central business district underwent initial development as a business center, followed by expansion and several waves of redevelopment. Although a number of buildings were identified as potential historic resources in the Downtown Specific Plan EIR, there is little cohesion or relationship among the potential historic resources identified. Buildings have a wide range in terms of era of construction and form and style. Most of the potentially eligible or already designated historic resources are scattered throughout downtown Glendale. There is no cohesive geographic historic district in the downtown area. The periodic spurts of redevelopment fervor and the organic evolution of the downtown that took place throughout the 20<sup>th</sup> century transformed any cohesiveness of architecture

in downtown neighborhoods. Due to this pattern of urban development there are no substantial historic districts in the downtown, rather there are small clusters and potentially historic individual resources scattered throughout downtown.

### *History of Banks in Glendale*

The existing on-site office building was originally constructed in 1956 as a bank building. The banking industry in Glendale began modestly with two banks, the Bank of Glendale and the First National Bank of Glendale, both of which were established in 1905 before the City was incorporated. The Bank of Glendale constructed its bank building at Glendale Avenue and Broadway in 1909. In 1920, it merged with the Los Angeles Trust and Savings Bank, and the location became a branch of the larger institution.

Leslie C. Brand was the principal financial backer of the First National Bank of Glendale, initially located in leased space in the Masonic Hall Building on Brand Boulevard before it moved into its own building, the first three-story brick building in Glendale, on the southeast corner of Brand Boulevard and Broadway in 1916. Six years later the First National Bank of Glendale merged with Security Trust and Savings Bank of Los Angeles, later becoming the Security Pacific Bank. In 1923, the Security Trust and Savings Bank constructed a six-story building, the first tall structure in Glendale, on the northeast corner of Brand Boulevard and Broadway.

In addition to banks, Glendale was served by two savings and loan associations. In 1932, the Federal Home Loan Bank System was created to oversee savings and loan associations. Glendale Federal Savings and Loan was established in 1934 as First Federal Savings and Loan Association and by 1981 had “the largest system of branch offices of any federal savings and loan association in the nation, with some 30 offices.” In 1959, the Association constructed “a nine-story modern building at the northeast (sic) corner of Brand Boulevard and Lexington Avenue, later enlarged by an addition to the west, and serving further to help anchor the City’s financial district in north Glendale.” Glendale Federal Savings and Loan was one of the first federally chartered savings institutions to establish branch offices in the 1950s.

Fidelity Federal Savings and Loan Association was founded in 1937. The association built the existing building at the northwest corner of Broadway and Louise Street, which was occupied on September 15, 1956. The main floor and mezzanine were occupied by the association and the upper floor was made available for office rentals. Fidelity Federal Savings and Loan described their new building as “an expression of confidence in the future of Glendale” in promotional materials. They noted that Fidelity Federal was “the largest savings and loan association in the west, serving its customers from one office,” cleverly underplaying their lack of branch office facilities. Mid-century advertising included the whimsical “Saving Sandy” trademark. The cartoon character with his “genial smile and bright tartan”

became “widely known symbols of friendliness and thrift.” Fidelity Federal remained in that location for 20 years, until 1976, when they moved into a larger, new building in the financial center on North Brand Boulevard.

The Fidelity Federal Savings and Loan Association grew quickly in the 1960s and 70s becoming the 14<sup>th</sup> largest savings and loan in California with 10 offices in 1972. However, the next two decades would provide to be challenging for the institution. Fidelity Federal Savings and Loan ended operations in the 1990s.

### ***Evolution of Bank Architecture***

In the early 19<sup>th</sup> century, classical architecture was the norm for American banks but by the middle of that century the use of “inventive style” became the norm. By the late 19<sup>th</sup> century and the turn of the 20<sup>th</sup> century, a classical revival took hold. As a result, between 1890 to the late 1920s the classical design temple that stood for “stability, strength, and security” was the standard style for bank design. The new classical styles were eclectic interpretations of the ancient Roman and Italian Renaissance traditions.

Although the classical revival bank was the norm of the early 20<sup>th</sup> century, early Modern designs emerged from designers such as Louis Sullivan, Frank Lloyd Wright, Purcell & Elmslie, and George W. Maher. This style was a simplified or stripped classicism based on Beaux Arts planning and composition begun by Wagner, which gained a large American following in 1925 when it was shown at the Paris Exposition des Arts Decoratifs. Though the buildings were still symmetrical and classical in massing, it was the simplified or abstracted design of the ornament that was different.

Bank construction continued in the early years of the Great Depression but by 1933 building of banks had come to a halt and was not to start up again until 1936. During this time, out-of-work architects had time to theorize and evaluate past work. Most wanted a new direction. When bank building did begin again, the change was apparent and many banks were willing to modernize in order to shed the image of an old-fashioned institution.

The emergence of the International Style in bank architecture began in the late 1940s when wartime building restrictions ended. The emergence of the International Style for new banks was in part reactive. During the depth of the Great Depression there was great public distrust and dislike of the banking industry, and thus, the monumental classical revival styles of banks from that period were eschewed by the banking industry.

Key characteristics of the Corporate International Style include:

- geometric forms, often rectilinear
- vertical box often with suggestion of being set above ground (as on stilts)
- form characterized by a series of volumes
- exterior skin of machine-produced elements; unadorned, smooth wall surfaces, typically of glass, steel, or stucco painted white
- absence of ornamentation or decoration
- metal window frames set flush with exterior walls, often in horizontal bands
- plain doorway treatments (without decorative detailing)
- horizontal layering of floors
- use of repetitious cell-like interior spaces which can be read in the exterior's fenestration
- flat roof, without ledge, eaves or coping, that terminates at the plane of the wall

### *Description of Existing On-Site Buildings*

#### **Existing Office Building**

Fidelity Federal Savings constructed a new building at 225 East Broadway in 1956. The building was designed by W. A. Sarmiento of the Bank Building and Equipment Company (BBC). Over his career, Sarmiento was the lead designer for teams that designed and constructed hundreds of banks throughout the United States. One of the most notable Sarmiento/BBC International Style designs is the Glendale Federal Savings and Loan Building located at 401 N. Brand Boulevard in Glendale. Constructed in 1958, it was the first major office building built in Glendale since the 1920s. In addition to designing in the International Style, Sarmiento was interested in the use of methods to control sun and heat gain, which he incorporated into a number of the BBC projects.

The original three-story building at 225 East Broadway contained about 42,000 square feet of space including a full basement/lower level, a street floor, a mezzanine, and a top floor. The building was designed so that the upper floor could be rented out as offices while the other areas would be used by the bank. Executive offices, new accounts and the accounting, loan, and collection departments were located on the first floor. The massive lobby, around which the mezzanine ran, also contained a "sweeping bank" of teller windows. The floors were of tan stone and teller counter of buff-colored marble in a modern reinterpretation of the traditional. A focal point of the lobby area was a mural on the north wall,

where the loan department was located. Designed by muralist Aldo Lazzarrini, the colorful, large artwork depicted the Rancho San Rafael with a member of the Verdugo family on a horse in the foreground with other others astride horses in the mid-ground and mountains in the background.

The mezzanine floor was accessed via a floating staircase that continued the turquoise and red color palette. The mezzanine was confined by aluminum railings with turquoise accents. The upper floor offices were accessed by a separate entrance on Broadway. The building interior underwent extensive remodeling starting in 1976 when the Los Angeles County Department of Public Social Services began using the building. While some residual interior elements remain, alterations over the decades have resulted in the major alteration of spaces and loss of original historic elements, including the floating staircase.

The building was flat-roofed and the principal façade featured signage and faced Broadway. The Broadway façade was divided into four sections of uneven width. Three of the sections to the east were defined by horizontal aluminum bands, now a soft green color, at the parapet level and another at the level between the first and second stories. At the western end of these sections, the lower band made a 90 degree turn upward, rising to create the frame of vertical panel, perpendicular to and projecting above the building, which became a roof sign. The section to the west of the signage was clad in brick, had no windows and a single door. The area to the east of the sign consisted of bands glass windows separated by vertical strips. The windows were grouped into three sections along the Broadway façade. The easternmost section has five windows; the middle bay above the entry has four windows; and the westernmost section had three windows. Windows were defined by narrow metal strips and along Broadway; three groups of windows were separated by aluminum columns. An aluminum column defined the corner of the building at the intersection of Broadway and Louise Street. A similar window treatment continued along the east facing Louise Street elevation.

The base of the building consisted of a brick wall at the street intersection that runs a short distance along each street. A band of horizontal windows were set above the brick. On Broadway, this lower brick wall terminated where the primary entrance is located. The entry doors are recessed within the building thus creating a canopy; a portion of the area under the canopy has been enclosed by entry doors that had been added along this street frontage. The section west of the sign on the Broadway façade was completely clad in brick. The Louise Street façade consists of six sections separated by similar aluminum columns. Each section has three windows except for the southernmost, which has two windows. The horizontal aluminum bands, at the roofline and between the first and second stories wrap around from the Broadway elevation. The lower band is discontinuous on the Louise Street elevation, stopping a few feet south of where the street-level brick wall terminates, creating a step down appearance. The north end of

the building on Louise Street is clad in brick. An entrance door is also located at the north end of this elevation.

In 1959, three years after the grand opening of Fidelity Federal Savings and Loan offices, louvers were added to the exterior of the building. This occurred at the same time as the Glendale Federal Savings Bank building was built. By 1959, architect Sarmiento and the Bank Building and Equipment Company had designed and constructed the Glendale Federal Savings Bank building on North Brand Boulevard. The distinctive feature on this building was its operable louver vertical panels. The Glendale Federal Bank design was based on using design (including siting) and technology (the louvers) to produce a building with aesthetic value that controlled and managed solar heat gain.

In 1959, under contract with the Bank Building and Equipment Company still lead by Sarmiento, exterior louvers were added to the Fidelity Federal Savings and Loan Building. The aluminum solar control louvers in a soft green color, manufactured by the Lemlar Corporation, were added over all the glazed window areas with the exception of the Broadway entry and the band of horizontal windows at the street level that wrapped around the corner of the building. The area filled in on Broadway was the horizontal rectangle defined by the sign and the horizontal aluminum bands. Since the original design of the building did not accommodate louvers on the Louise Street elevation, which included windows on the first floor, the added louvers meander from covering the window walls of the second and third floors and step down to cover the shorter segment of windows at the street level.

The next change to the building occurred just two years later, in 1961, when the building was expanded westward onto 215 East Broadway, taking up the complete frontage of Broadway from the alley eastward to Louise Street. Fidelity Federal turned to another architectural firm, Los Angeles based Langdon & Wilson, to design the addition and renovation, which resulted in the alteration of three of the four exterior building elevations. The three-story, approximately 22,000-square-foot structure was added to the building taking up the whole lot to the west of the existing building. Thus, on the principal façade, the Broadway elevation, a three-story brick-clad rectangular volume was added. This new volume was clad in red brick to match the brick on the existing building. Vertical aluminum strips were positioned every 25 feet along the Broadway façade thus demarcating five sections. There is no fenestration along this façade.

A new west elevation along the alley was also clad in brick. The section closest to Broadway is clad in the same face brick as the Broadway elevation; however, the remainder of the alley façade is clad in a similar color of common brick. Two horizontal bands of windows, at the second and third stories, are set into the wall and contain silver louvers. The north façade also faces an alley, but is much simpler, clad in stucco

without any fenestration; the addition is clad in the same common red brick that is used along the alley off of Broadway. The addition also has a penthouse area that contains cooling and heating systems.

Interior space programming was modified with the addition of approximately 18,000 square feet in the 1961 expansion. The first floor of the addition was used for banking functions and some interior redecoration occurred including reconfiguration of spaces and repainting. During this 1961 remodel the floating staircase to the mezzanine and portions of the mezzanine floor were resurfaced with terrazzo. Over the years the interiors experienced the typical pattern of tenant improvements based on introduction and adaptation to new technologies, equipment, and methods of doing business as well as to new program service requirements and individual tastes.

The next major renovation took place in 1976 when Fidelity Federal as a tenant was replaced by the Los Angeles County Department of Public Social Service (LACDPSS). Alterations were internally focused to support the functions of the agency. During this period, the floating staircase was removed and much of the mezzanine level enclosed with plasterboard. The teller counter area was enclosed and most of the original wood and glass partitions were removed. At some point during this or a previous renovation, the Lazzarini mural was painted over or removed. The LACDPSS remained in the building for 25 years until 2001. The building has been vacant since 2001.

### **Existing Apartment Building**

The existing on-site apartment building was originally constructed in 1929. The building is two-stories and contains 16 one-bedroom units. Since construction, the building has undergone significant alterations that resulted in the removal of all exterior character-defining features and the application of stucco to the exterior. All original windows have been replaced with aluminum sliders. A detached garage was also constructed in 1929 and is currently used for dry and cold storage for a neighboring restaurant, which is under the same ownership as the on-site apartment building.

## **REGULATORY FRAMEWORK**

### **National Register of Historic Places**

First authorized by the Historic Sites Act of 1935, the National Register of Historic Places (NRHP) was established by the National Historic Preservation Act of 1966 as "an authoritative guide to be used by federal, state, and local governments, private groups and citizens to identify the Nation's historic resources and to indicate what properties should be considered for protection from destruction or impairment." The NRHP recognizes properties that are significant at the national, state, and local levels.

To be eligible for listing in the NRHP, a resource must be significant in American history, architecture, archaeology, engineering, or culture. Districts, sites, buildings, structures, and objects of potential significance must meet one or more of the following four established criteria:

- A. Associated with events that have made a significant contribution to the broad patterns of our history; or
- B. Associated with the lives of persons significant in our past; or
- C. Embody the distinctive characteristics of a type, period, or method of construction or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- D. Have yielded, or may be likely to yield, information important in prehistory or history.

According to the NRHP guidelines, the "essential physical features" of a property must be present for it to convey its significance. Further, in order to qualify for the NRHP, a resource must retain its integrity or "the ability of a property to convey its significance."

The seven aspects of integrity are: location (the place where the historic property was constructed or the place where the historic event occurred); design (the combination of elements that create the form, plan, space, structure, and style of a property); setting (the physical environment of an historic property); materials (the physical elements that were combined or deposited during a particular period of time and in a particular pattern or configuration to form an historic property); workmanship (the physical evidence of the crafts of a particular culture or people during any given period of history or prehistory); feeling (a property's expression of the aesthetic or historic sense of a particular period of time); and association (the direct link between an important historic event or person and an historic property).

The relevant aspects of integrity depend upon the NRHP criteria applied to a property. For example, a property nominated under Criterion A (events), would be likely to convey its significance primarily through integrity of location, setting and association. A property nominated solely under Criterion C (design) would usually rely primarily upon integrity of design, materials, and workmanship.

The minimum age criterion for the NRHP is 50 years. Properties less than 50 years old may be eligible for listing on the NRHP if they can be regarded as "exceptional," as defined by NRHP procedures.

### **California Register of Historical Resources**

The California Register of Historical Resources (CRHR) was established to be a comprehensive listing of California's historic resources, including those of national, state, and local significance. Created by Assembly Bill 2881, which was signed into law on September 27, 1992, the CRHR is "...an authoritative

listing and guide to be used by state and local agencies, private groups, and citizens in identifying the existing historical resources of the state and to indicate which resources deserve to be protected, to the extent prudent and feasible, from substantial adverse change." The criteria for eligibility for the CRHR are based upon NRHP criteria. A resource must meet one or more of the following criteria for listing on the CRHR:

- A. Associated with events that have made a significant contribution to the broad patterns of local or regional history, or the cultural heritage of California or the United States; or
- B. Associated with the lives of persons important to local, California, or national history; or
- C. Embodies the distinctive characteristics of a type, period, region, or method or construction, or represents the work of a master, or possesses high artistic values; or
- D. Has yielded, or has the potential to yield, information important to the prehistory or history of the local area, California, or the nation.

Additionally, a resource must retain historic architectural integrity in terms of location, design, setting, materials, workmanship, feeling, and association. The CRHR procedures include language similar to the NRHP criteria (discussed above) with regard to integrity.

As with the NRHP, the minimum age criterion for the CRHR is 50 years. Properties less than 50 years old may be eligible for listing on the CRHP "if it can be demonstrated that sufficient time has passed to understand its historical importance." (Chapter 11, Title 14, Section 4842(d)(2).)

### **City of Glendale Historic Preservation Ordinance**

The City of Glendale, through provisions in the Glendale Municipal Code, has established processes to preserve its designated historic resources. The provisions of the Glendale Municipal Code relative to historic preservation (Sections 15.20.05 through 15.20.120), referred to as the Glendale Historic Preservation Ordinance (Ordinance), provide a planning tool for implementing the Historic Preservation Element of the City of Glendale General Plan. The Ordinance addresses both the obligations of historic property ownership and a broad range of incentives available to owners of historic properties.

Section 15.20.020 of the Ordinance defines an historic resource as any site, building, structure, area or place, man-made or natural, which is historically or archaeologically significant in the cultural, architectural, archaeological, engineering, scientific, economic, agricultural, educational, social, political or military heritage of the City of Glendale, the State of California, or the United States, and which has been designated as historically significant in the NRHP, the CRHR, the Glendale Register of Historic Resources, or the Historic Preservation Element of the City of Glendale General Plan.

Section 15.20.050 of the Ordinance establishes the following "findings for designation of historic resources and historic districts":

Upon recommendation of the Historic Preservation Commission, the City Council must consider and make findings for additions to the local register. The designation of any proposed resource in the City as an historic resource or district shall be granted only if the City Council first finds that the proposed historic resource or district contains one or more of the following elements:

- A. The proposed resource or district identifies interest or value as part of the heritage of the City;
- B. The proposed resource or district is the location of a significant historic event;
- C. The proposed resource or district identifies with a person or persons or groups who significantly contributed to the history and development of the City; or whose work has influenced the heritage of the City, the State, or the United States;
- D. The proposed resource or district exemplifies one of the best remaining architectural types in a neighborhood; or contains outstanding or exemplary elements of attention to architectural design, detail, materials or craftsmanship of a particular historic period;
- E. The proposed resource or district is in a unique location or contains a singular physical characteristic representing an established and familiar visual feature of a neighborhood;
- F. The proposed resource or district is a source, site, or repository of archeological interest; and
- G. The proposed resource or district contains a natural setting that strongly contributes to the well being of the people of the City.

Although the Glendale Municipal Code does not provide requirements or standards for evaluating "building age" and "historic integrity" as part of the nomination/findings process, building age and historic and architectural integrity are always evaluated in the criteria analysis for nominations to the Glendale Register.<sup>1</sup>

Listing on the Glendale Register of Historic Resources neither precludes an historic resource from being removed from the local Register, nor does it prohibit an historic resource from being altered or demolished. However, the Glendale Historic Preservation Commission and its staff review recommendations and permits to delete, alter, relocate, or demolish these historic resources. Sections 15.20.055 and 15.20.060 of the Glendale Municipal Code must be implemented if removal of an historic resource/historic district from the Glendale Register of Historic Resources is intended. Section 15.20.055 outlines the reasons a resource may be deleted from the register of historic resources and Section

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<sup>1</sup> Elaine Wilkerson, Director of Planning, Planning Division, correspondence to the City Attorney's Office, 15 March 2004

15.20.060 outlines the procedures for deletion of a historic resource. Section 15.20.080 outlines the permit requirements necessary for the demolition or major alteration of an historic resource/historic district. The buildings located on the Project site are not on the Glendale Register of Historic Resources.

### California Environmental Quality Act

Under CEQA, a "project that may cause a substantial adverse change in the significance of an historical resource is a project that may have a significant effect on the environment." This statutory standard involves a two-part inquiry. The first involves a determination of whether the project involves an historical resource. If so, then the second part involves determining whether the project may involve a "substantial adverse change in the significance" of the historical resource. To address these issues, guidelines that implement the 1992 statutory amendments relating to historical resources were adopted in final form on October 26, 1998 with the addition of *California Environmental Quality Act (CEQA) Guidelines* Section 15064.5. The *CEQA Guidelines* specify that for purposes of CEQA compliance, the term "historical resources" include the following:

- A resource listed in, or determined to be eligible by the State Historical Resources Commission, for listing in the California Register of Historical Resources.
- A resource included in a local register of historical resources, as defined in Section 5020.1(k) of the Public Resources Code, or identified as significant in an historical resource survey meeting the requirements in Section 5024.1(g) of the Public Resources Code, shall be presumed to be historically or culturally significant. Public agencies must treat any such resource as significant unless the preponderance of evidence demonstrates that it is not historically or culturally significant.
- Any object, building, structure, site, area, place, record, or manuscript that a lead agency determines to be historically significant or significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California may be considered to be an historical resource, provided the lead agency's determination is supported by substantial evidence in light of the whole record. Generally, a resource shall be considered by the lead agency to be "historically significant" if the resource meets the criteria for listing on the California Register of Historical Resources.
- The fact that a resource is not listed, or determined to be eligible for listing, in the California Register of Historical Resources, not included in a local register of historical resources (pursuant to Section 5020.1(k) of the Public Resources Code), or identified in an historical resources survey (meeting the criteria in Section 5024.1(g) of the Public Resources Code) does not preclude a lead agency from determining that the resource may be an historical resource, as defined in Public Resources Code Sections 5020.1(j) or 5024.1.

## ENVIRONMENTAL IMPACTS

### Thresholds of Significance

The following thresholds for determining the significance of impacts related to cultural resources, including historic resources, are contained in the environmental checklist form contained in Appendix G of the most recent update of the *CEQA Guidelines*. Impacts related to cultural resources are considered significant if the Project would:

- Cause a substantial adverse change in the significance of a historical resource as defined in Section 15064.5. Section 15064.5(b)(1) states that in determining potential impacts a "substantial adverse change" means "demolition, destruction, relocation, or alterations of the resource such that the significance of an historical resource would be materially impaired." The setting of a resource may also contribute to its significance, as impairment of the setting could affect the significance of that resource. Material impairment occurs when a project:
  - Demolishes or materially alters in an adverse manner those physical characteristics of an historical resource that convey its historical significance and that justify its inclusion in, or eligibility for, inclusion in the California Register of Historical Resources; or
  - Demolishes or materially alters in an adverse manner those physical characteristics that account for its inclusion in a local register of historical resources pursuant to Section 5020.1(k) of the Public Resources Code or its identification in an historical resources survey meeting the requirements of Section 5024.1(g) of the Public Resources Code, unless the public agency reviewing the effects of the project establishes by a preponderance of evidence that the resource is not historically or culturally significant; or
  - Demolishes or materially alters in an adverse manner those physical characteristics of an historical resource that convey its historical significance and that justify its eligibility for inclusion in the California Register of Historical Resources as determined by a lead agency for purposes of CEQA.
- Cause a substantial adverse change in the significance of an archaeological resource pursuant to Section 15064.5.
- Directly or indirectly destroy a unique paleontological resource or site or unique geologic feature.
- Disturb any human remains, including those interred outside of formal cemeteries.

### Impact Analysis

Each applicable threshold of significance is listed below followed by analysis of the significance of any potential impacts and the identification of mitigation measures that would lessen or avoid potential impacts. Finally, the significance of potential impacts after implementation of all identified mitigation measures is presented.

**Threshold:** Cause a substantial adverse change in the significance of a historical resource as defined in Section 15064.5.

**Impact Analysis:** The Historic Resources Survey conducted as part of preparation of the Downtown Specific Plan notes that the building at 111 North Louise Street is not eligible for the National or California Register or eligible for the Glendale Register. The Historic Resource Evaluation prepared for the Project reached the same conclusion as all character-defining features have been removed. Therefore, the building at 111 North Louise Street is not a historical resource as defined in Section 15064.5 of the *CEQA Guidelines* and impacts would be less than significant.

The Glendale Register of Historic Resources requires that proposed historic resources meet at least one of seven criteria. The existing on-site building at 215-225 East Broadway does not meet any of the criteria for inclusion on the Glendale Register, as discussed below.

**Criterion A) The proposed resource identifies interest or value as part of the heritage of the city.**

The Fidelity Federal Savings and Loan Association was not the first, nor the largest, savings and loan association established in Glendale. The Glendale Federal Savings and Loan Association was the first with its building at 401 North Brand Boulevard. The history of the Fidelity Federal Savings and Loan Association follows the pattern of that of most banks in Glendale as well as general economic trends in banking. The Association was founded and managed by civic leaders, experienced periods of growth and retrenchment and underwent consolidation. Like some financial institutions, Fidelity Federal Savings and Loan Association did not recover from 1980s era setbacks and has been out of business for over 30 years.

The building, located two blocks east of Brand Boulevard, did not become an impetus for any substantial commercial or institutional development/redevelopment along this stretch of Broadway. The successor use of the building, as an office for a Los Angeles County agency, is a typical reuse of a bank/office building, which contains spaces for offices as well as quasi-public spaces in which to provide services to the public. There is nothing exceptional about the successor use of the building.

The association with Fidelity Federal Savings and Loan and with the Los Angeles County Department of Public Social Services is, as is the history of every building, of some interest. However, this level of interest or value is not significant in terms of the heritage or development of the City of Glendale.

Based on the above discussion, the building does not identify interest or value as part of the heritage of Glendale.

**Criterion B) The proposed resource is the location of a significant historic event.**

There is no evidence that the building at 215-255 East Broadway was the location of a significant historic event. Therefore, this criterion does not apply to the building.

**Criterion C) The proposed resource identifies with a person or persons or groups who significantly contributed to the history and development of the city, or whose work has influenced the heritage of the city, the state or the United States.**

The Fidelity Federal Savings and Loan Association was founded by members of the Glendale community who were or became civic leaders. Normal C. Hayhurst was one of the founders of the institution in 1934. Hayhurst had a long career with Glendale public schools. He began his career in the school district in 1917 when he came to Glendale High School as an athletics coach. He served as Director of Athletics and developed the football program and coached world-class athletes including sprinter Frank Wykoff. Hayhurst moved up through the administrative ranks becoming principal of Hoover High School, rising to superintendent of schools in 1947. He retired from the Glendale Unified School District in 1955 after 38 years of service. Upon his retirement he became managing officer of Fidelity Federal Savings and Loan, having served on its Board for many years. He took the position of Chairman of the Board of Fidelity Federal in 1970.

There is no question that Normal C. Hayhurst had a major impact on the lives of many people in Glendale through his positions in the Glendale schools. However, his association with Fidelity Federal Savings and Loan is in the context of the mission of the financial institution. In that role, he served the financial organization and its accountholders, but there was nothing exceptional about this service. As NPS Bulletin 32 guidance notes, the fact that an individual ran a successful business is not enough to meet the threshold for historic significance. Rather, the individual's achievement must be significant in the community in comparison with the activities and accomplishments of others in the field. And in order for a resource to be associated with a person it must have a connection to the area and period of significant achievement of the individual. Hayhurst's outstanding impact and service was through his work in the schools and the Fidelity Federal building is not associated with the schools or his period of association with the school district.

The other person associated with the property is its architect, W. A. Sarmiento. Sarmiento was a St. Louis based architect who was a designer for the Bank Building and Equipment Company (BBC) between 1950 and 1964, rising to chief designer circa 1956. The Fidelity Federal Savings building was the first of two projects the BBC produced in Glendale; they designed at least four other banks in Southern California. Having completed a project for a savings and loan in Glendale he was able to secure a contract with the larger, Glendale Federal Savings and Loan Association to build a high-rise structure on a highly visible

parcel on North Brand Boulevard. In this commission, Sarmiento was given three guidelines from J.E. Hoelt, the association president: to build a modern building completely different from any other building around; to be protected from the sun; and to abide by the City's new fire code. Thus, while the Fidelity Federal Savings building likely helped Sarmiento to network in Glendale, it was not the inspiration for the landmark Glendale Federal Savings building. Rather, it appears that the use of the solar controlled louvers on the Glendale Federal building prompted the retrofit of the Fidelity Federal Savings building with louvers. As seen from their installation on the Fidelity Federal building, the original design did not envision the louvers especially evidenced by their configuration on the building's east elevation. While Sarmiento was the initial architect of the Fidelity Federal Savings building, the additions and alterations are not his design and the building was not the inspiration for any other significant architectural designs.

While both Hayhurst and Sarmiento have arguably made important contributions in some aspects of their careers, such contributions were not significantly related to the Fidelity Federal Savings Bank building. Thus, Criterion C does not apply to the building.

**Criterion D) The proposed resource exemplifies one of the best remaining architectural type in a neighborhood; or contains outstanding or exemplary elements of attention to architectural design, detail, materials or craftsmanship of a particular historic period.**

The first clause of Glendale Criterion D is concerned with the location of the resource as one that "exemplifies one of the best remaining architectural types in a neighborhood". This criterion is unique to Glendale; there is no comparable criterion, based on proscribed geographic locations, used by the state or federal designation programs. The Planning Department of the City of Glendale has divided the City into 37 neighborhoods based in part on historic development patterns. While some of these neighborhoods, or some portion of a neighborhood, have been surveyed for historic resources, the City has not yet conducted a comprehensive survey of all its neighborhoods.

The Downtown Specific Plan Environmental Impact Report includes a survey in Volume 2, Appendix E, Historical Resources Technical Report. This is a reconnaissance level survey of a portion of Glendale's Central Business District and as such, does not provide specific substantive data on individual buildings. The report includes a brief historic context statement on the development of the downtown. The section on Brand Boulevard focuses on the early 20th century development of Brand Boulevard, up to the 1930s, followed by a brief section on "postwar Glendale and modern resources."

Early research into Glendale's modern resources has identified several good modern, international style buildings, in addition to the Glendale Federal Bank building, including two in the Downtown Specific Plan area: the County Courthouse at 600 E. Broadway and the Glendale Police Department building at 140 N. Isabel. Given the existing modern resources in downtown Glendale, this building does not

represent one of the best remaining modern buildings in downtown. The 2002 report entitled A Historic Evaluation of the Fidelity Federal Savings and Loan Building conducted by LSA Associates concluded that “Element D [Criterion D]...does not appear to apply to the Fidelity Federal building for two reasons. First, the Fidelity Federal building is not the best example of Sarmiento’s work in downtown Glendale. The Glendale Federal building, a more architecturally distinctive and influential example of his work which is in better condition, is located north of the Fidelity Federal building on Brand Boulevard. Second, the Fidelity Federal building has lost much of its original architectural design, detail, materials, and craftsmanship as a result of the renovations it has undergone since its period of significance.” The Glendale Federal Bank Building on North Brand Boulevard, in addition to being designed by Sarmiento, was executed in the International Style. The building is basically features a curtain-wall, with operable louvers. When the louvers are open, the curtain-wall of glass windows appears as a transparent glass box. In response to the City of Glendale fire codes of the era, red brick was used to turn the fire towers into architectural elements. The brick was used relatively sparingly, as punctuation. The building has undergone minimal alteration (primarily addition of a concrete wall around the top edge of the ground level to accommodate signage). An addition was made to this building, but is much smaller in scale than the main building and positioned away from the principal corner façade of the building. This compatible addition does not alter the massing or design of the original Glendale Federal Bank Building unlike the addition to the Fidelity Federal Building, where the building’s proportions on the main façade were altered by a 50 percent increase in the overall building mass with the addition of 50 feet to the original 100 foot frontage and the introduction of a large expanse of brick into a design which has used brick only sparingly.

The second clause of this criterion is similar to the National Register and California Register criteria regarding the significance of the physical form and architecture of the resource as the basis for its designation. In order to assess whether a building is significant for its design or architecture, it must be determined whether the building retains historic architectural integrity. The National Park Service, through its series of National Register Bulletins and the Secretary of the Interior’s Standards for Historic Buildings, provide technical assistance to planners and historic preservation practitioners. *National Register Bulletin 15, How to Apply the National Register Criteria for Evaluation*, provides guidance for evaluating the potential significance of resources under criterion related to architectural or design significance. In applying criterion related to architectural significance Bulletin 15 states that: “a property important for illustrating a particular architectural style of construction technique must retain most of the physical features that constitute that style or technique. A property that has lost some historic materials or details can be eligible if it retains the majority of the features that illustrate its style in terms of the massing, spatial relationships, proportion, pattern of windows and doors, texture of materials, and

ornamentation. The property is not eligible, however, if it retains some basic features conveying massing but has lost the majority of the features that once characterized its style.”

This aspect of Criterion D addresses whether the Fidelity Federal Savings and Loan Association building “contains outstanding or exemplary elements of attention to architectural design, detail, materials or craftsmanship of a particular historic period.” The original 1956 building was designed by W. A. Sarmiento in the International Style. The original building design incorporated a rectilinear geometric form, with flat roof, characterized by a series of volumes. Its exterior skin was of machine-produced elements: principally glass and aluminum with limited use of brick at the far ends of the two principal elevations. Windows are set flush with the exterior walls arranged in horizontal bands. There is no ornamentation or decoration on the building; signage is bold and simple with the principal signage located on a flat panel. In 1959, louvers to control the sun were added to the building. This happened after the dramatic Glendale Federal Savings building with its louvers was unveiled. The louvers were retrofitted to cover all of the building’s windows, with the exception of the short horizontal band of windows on the corner of the building. This action resulted in the obscuring of all of the building’s fenestration, the curtain-wall of glass, one of the typical features of the International Style. The Fidelity Federal Building was constructed in 1956 by which time the curtain wall had, become a typical feature of commercial building construction. In 1961, a large addition was made on the western end of the building. This addition impacted three of the four original building elevations. The south elevation which is the front of building on Broadway underwent a significant change with the large brick addition altering the massing of the building. The addition changed the building’s proportions on the main façade creating a 50 percent increase in the overall building mass by adding another 50 feet to the original 100 foot frontage. The addition also introduced a large expanse of brick into a design, which has used brick sparingly in order to feature the more modern machine-produced elements, larger expanses of glass and materials such as aluminum and steel. Designs by W. A. Sarmiento emphasized natural light (thus, using curtain walls with large expanses of glass). The addition of the monolithic, windowless mass onto the building’s principal façade was contrary to Sarmiento’s original design intent. The addition to the Fidelity Federal Savings Building altered the massing, spatial relationships and proportion of the original exterior building design also in terms of fenestration and materials. Sarmiento’s work also used light, as well as color and geometric elements, in a building’s interior design.

The building that exists today has undergone significant alterations from, the original design. Numerous interior alterations have occurred over the years, which removed significant interior character-defining features. While the louvers were added under the auspices of the Bank Building and Equipment Company, whose design department was lead by Sarmiento, the louvers were an after-thought, likely prompted by the success of the louvers integral to the design of the Glendale Federal Savings Bank

Building. As noted above, the 1961 additions changed the original massing and proportion of the building and added traditional masonry to a building that was primarily clad in the modern aesthetic of the International Style (a curtain wall of glass with metal). While some features of the original building are extant and visible, such as the fin sign, the original design of the building has undergone significant alterations and, as a result, it no longer exhibits outstanding or exemplary elements of the International Style of architectural design.

One residual exterior detail, the fin sign integral with the building, dates from the period of original construction. However, although such elements as this vertical plane are sometimes used in modern architectural styles including the International Style, it is not significant as an individual element. Although the louvers on the building are not character-defining features and are proposed for removal, the building still suffers from the negative impacts of the large brick addition, which impacts three of its four elevations, including the principal Broadway façade.

Based on the above discussion, the building at 215-225 East Broadway does not meet the either portion of Criterion D

**.Criterion E) The proposed resource is in a unique location or contains a singular physical characteristic representing an established and familiar visual feature of a neighborhood.**

The Fidelity Federal Savings and Loan Association Building is located on East Broadway, two blocks east of Brand Boulevard. Brand Boulevard is the major north-south street through the City's downtown; Broadway is an east-west commercial corridor street. The location of a commercial structure along this stretch of Broadway is not an unusual location. While the building has been at the location for the second half of the 20<sup>th</sup> century, it is much more recent than many of the buildings to its west which date from the 1910s-1920s. The United States Post Office across Louise Street dates from 1934. While features like the louvers and signage are interesting, they are not such an outstanding characteristic that isolated elements of the building would rise to meet this criteria. Many buildings have a unique element that many people notice, such as an unusual color or shape. The location of the Fidelity Federal Building is not unique nor does the building possess any exceptional characteristic that makes it a neighborhood landmark. Therefore, Criterion E does not apply to the building.

**Criterion F) The proposed resource is a source, site or repository of archeological interest.**

The Project site is covered by buildings and pavement and the site has been built on several times throughout the 20<sup>th</sup> century. Therefore, there is no evidence that the Fidelity Federal Building or existing apartment building themselves are a source, site, or repository of archeological interest.

**Criterion G) The proposed resource contains a natural setting that strongly contributes to the well being of the people of the city.**

The existing on-site buildings are located in the downtown area of Glendale and are not located in a setting that retains any natural or landscaped setting. Therefore, this criterion does not apply.

Based on the analysis discussed above, the Fidelity Federal Savings and Loan Building and the existing apartment building do not meet the threshold to qualify for the City of Glendale Register of Historic Resources under any of the seven criteria. The California Register and National Register designations require a higher threshold of significance in terms of historic association with persons or events and architectural significance than what is required under the local registry. For the reasons cited above the Fidelity Federal Savings and Loan Building does not meet the higher thresholds of significance required for California Register or National Register eligibility. As the buildings on-site are not historic resources as defined in Section 15064.5 of the *CEQA Guidelines*, impacts would be less than significant.

**Level of Significance Before Mitigation:** Less than significant.

**Mitigation Measures:** No mitigation measures are recommended.

**Level of Significance After Mitigation:** Less than significant.

**Threshold: Cause a substantial adverse change in the significance of an archaeological resource pursuant to Section 15064.5.**

**Impact Analysis:** Prehistoric and historic archaeological sites are not known to exist within the local area.<sup>2</sup> In addition, the Project site already has been subject to disruption and contains fill materials. Any archaeological resources, which may have existed at one time, have likely been previously disturbed. Nonetheless, construction activities associated with Project implementation would have the potential to unearth undocumented resources and result in significant impact. In the event that archaeological resources are unearthed during Project subsurface activities, appropriate mitigation would be required before work in the area could proceed, in order to reduce any potential impacts to a level that is less than significant.

**Level of Significance Before Mitigation:** Significant.

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<sup>2</sup> City of Glendale, Open Space and Conservation Element, January 1993.

*Mitigation Measure*

4.3-1 In the event that archaeological resources are unearthed during project subsurface activities, all earth disturbing work within a 200-meter radius must be temporarily suspended or redirected until an archaeologist has evaluated the nature and significance of the find. After the find has been appropriately mitigated, work in the area may resume.

*Level of Significance After Mitigation:* Less than significant.

**Threshold:** Directly or indirectly destroy a unique paleontological resource or site or unique geologic feature.

*Impact Analysis:* Plant and animal fossils are typically found within sedimentary rock deposits. Most of the City of Glendale consists of igneous and metamorphic rock. The local area is not known to contain paleontological resources.<sup>3</sup> In addition, the Project site has already been subject to disruption and is developed. Any superficial paleontological resources, which may have existed at one time, have likely been previously unearthed by past development activities. Nonetheless, there is a possibility that paleontological resources may exist at deep levels and significant impact could occur with Project implementation. In the event that paleontological resources are unearthed during project subsurface activities, appropriate mitigation would be required before work in the area could proceed, in order to reduce any potential impacts to a level that is less than significant.

*Level of Significance Before Mitigation:* Significant.

*Mitigation Measure:*

4.3-2 In the event that paleontological resources are unearthed during project subsurface activities, all earth disturbing work within 100-meter radius must be temporarily suspended or redirected until a paleontologist has evaluated the nature and significance of the find. After the find has been appropriately mitigated, work in the area may resume.

*Level of Significance After Mitigation:* Less than significant.

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<sup>3</sup> Ibid.

**Threshold:** Disturb any human remains, including those interred outside of formal cemeteries.

**Impact Analysis:** The Project site and surrounding area are characterized by features typical of the urban landscape and include commercial-retail uses. No known traditional sites exist within the Project area or surrounding area, nor have any resources been identified. Nonetheless, if encountered during excavation and grading activities, any discovery of such resources would be treated in accordance with state and federal guidelines for disclosure, recovery, and preservation, as appropriate. Implementation of this standard requirement, which is incorporated as mitigation, would reduce potential impacts to a level that is less than significant.

**Level of Significance Before Mitigation:** Significant.

**Mitigation Measure:**

4.3-3 If human remains are unearthed, California Health and Safety Code Section 7050.5 requires that no further disturbance shall occur until the County coroner has made the necessary findings as to origin and disposition pursuant to Public Resources Code Section 5097.98. If the remains are determined to be of Native American descent, the coroner has 24 hours to notify the Native American Heritage Commission (NAHC). The NAHC will then contact the most likely descendant of the deceased Native American, who will then serve as consultant on how to proceed with the remains.

**Level of Significance After Mitigation:** Less than significant.

## Cumulative Impacts

The following cumulative analysis evaluates the impact of the Project and related projects on historic resources in downtown Glendale. The potential for cumulative impacts to the historic character of downtown Glendale was assessed based upon consideration of the Project and related projects in the vicinity of the Project site. Each applicable threshold is listed below in bold followed by an analysis of the potential for cumulative impacts.

**Threshold:** Cause a substantial adverse change in the significance of a historical resource as defined in Section 15064.5.

**Impact Analysis:** Three related projects are located within the immediate vicinity of the Project site: the mixed-use condominium and retail project at 214-220 East Broadway, the Armenian Society of Los Angeles (ASLA) Cultural Center located at 117 South Louise Street and the Broadway Mixed-Use Project at 416 East Broadway. The site at 214-220 East Broadway is currently vacant and the ASLA and

Broadway Mixed-Use Project sites do not contain historic resources. In addition, none of the other related projects would involve impacts to identified historic resources. Therefore, no cumulative impacts to historic resources would result.

*Level of Significance Before Mitigation:* Less than significant.

*Mitigation Measures:* No mitigation measures are recommended.

*Level of Significance After Mitigation:* Less than significant.

**Thresholds:** Cause a substantial adverse change in the significance of an archaeological resource pursuant to Section 15064.5.

Directly or indirectly destroy a unique paleontological resource or site or unique geologic feature.

Disturb any human remains, including those interred outside of formal cemeteries.

*Impact Analysis:* Development of the related projects in the City would also require grading and excavation that could potentially affect archaeological or paleontological or human remains. The cumulative effect of these projects would contribute to the loss of subsurface cultural resources, if these resources were not protected upon discovery. CEQA requirements for protecting archaeological and paleontological resources or human remains are applicable to development in the City of Glendale, as are local cultural resource protection ordinances. Because subsurface cultural resources are protected upon discovery as required by law, impacts to those resources would be less than significant.

*Level of Significance Before Mitigation:* Less than significant.

*Mitigation Measures:* No mitigation measures are recommended.

*Level of Significance After Mitigation:* Less than significant.