

## **IV. Environmental Impact Analysis**

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### **B. Cultural Resources**

#### **1. Introduction**

This section evaluates potential impacts to cultural resources, including historical and archaeological resources, as well as the disruption of human remains, that could result from implementation of the Project. Historical Resources include all properties (historic, archaeological, landscapes, traditional, etc.) eligible or potentially eligible for the National Register of Historic Places, as well as those that may be significant pursuant to state and local laws and programs. Archaeological resources include artifacts, structural remains, and human remains belonging to an era of history or prehistory. This section is based on information provided in both the *Historical Resources* Report prepared by Jenna Snow (May 2022) included as Appendix D of this Draft EIR, and the *Archaeological Resources Assessment Memo for the 2159 Bay Street Project* (Archaeological Report) prepared by Dudek (May 2022) included as Appendix C of this Draft EIR. For an analysis of the Project's potential impacts on tribal cultural resources, refer to Section IV.L, Tribal Cultural Resources, of this Draft EIR.

#### **2. Environmental Setting**

##### **a. Regulatory Framework**

Cultural resources fall within the jurisdiction of several levels of government. The framework for the identification and, in certain instances, protection of cultural resources is established at the federal level, while the identification, documentation, and protection of such resources are often undertaken by state and local governments. As described below, the principal federal, State, and local laws governing and influencing the preservation of cultural resources of national, State, regional, and local significance include:

- National Historic Preservation Act of 1966, as amended
- Secretary of the Interior's Standards for the Treatment of Historic Properties
- Native American Graves Protection and Repatriation Act
- Archaeological Resources Protection Act

- Archaeological Data Preservation Act
- California Environmental Quality Act
- California Register of Historical Resources (California Register)
- California Health and Safety Code
- California Public Resources Code
- City of Los Angeles General Plan
- Community Plan (Central City North Community Plan)
- City of Los Angeles Cultural Heritage Ordinance (Los Angeles Administrative Code, Section 22.171)
- City of Los Angeles Historic Preservation Overlay Zone Ordinance (Los Angeles Municipal Code [LAMC], Section 12.20.3)
- City of Los Angeles Historic Resources Survey

### (1) Federal

#### *(a) National Historic Preservation Act and National Register of Historic Places*

The National Historic Preservation Act of 1966 established the National Register of Historic Places (National Register) 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.”<sup>1</sup> The National Register recognizes a broad range of cultural resources that are significant at the national, state, and local levels and can include districts, buildings, structures, objects, prehistoric archaeological sites, historic-period archaeological sites, traditional cultural properties, and cultural landscapes. Within the National Register, approximately 2,500 (3 percent) of the more than 90,000 districts, buildings, structures, objects, and sites are recognized as National Historic Landmarks or National Historic Landmark Districts as possessing exceptional national significance in American history and culture.<sup>2</sup>

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<sup>1</sup> 36 Code of Federal Regulations (CFR) 60.

<sup>2</sup> U.S. Department of the Interior, National Park Service, *National Historic Landmarks, Frequently Asked Questions*, accessed July 29, 2021.

Whereas individual historic properties derive their significance from one or more of the criteria discussed in the subsequent section, a historic district “derives its importance from being a unified entity, even though it is often composed of a variety of resources. With a historic district, the historic resource is the district itself. The identity of a district results from the interrelationship of its resources, which can be an arrangement of historically or functionally related properties.”<sup>3</sup>

A district is defined as a geographic area of land containing a significant concentration of buildings, sites, structures, or objects united by historic events, architecture, aesthetic, character, and/or physical development. A district’s significance and historic integrity determine its boundaries. Other factors include:

- Visual barriers that mark a change in the historic character of the area or that break the continuity of the district, such as new construction, highways, or development of a different character;
- Visual changes in the character of the area due to different architectural styles, types, or periods, or to a decline in the concentration of contributing resources;
- Boundaries at a specific time in history, such as the original city limits or the legally recorded boundaries of a housing subdivision, estate, or ranch; and
- Clearly differentiated patterns of historical development, such as commercial versus residential or industrial.<sup>4</sup>

Within historic districts, properties are identified as contributing and non-contributing. A contributing building, site, structure, or object adds to the historic associations, historic architectural qualities, or archaeological values for which a district is significant because:

- It was present during the period of significance, relates to the significance of the district, and retains its physical integrity; or
- It independently meets the criterion for listing in the National Register.

A resource that is listed in or eligible for listing in the National Register is considered an “historic property” under Section 106 of the National Historic Preservation Act.

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<sup>3</sup> U.S. Department of the Interior, *National Register Bulletin #15: How to Apply the National Register Criteria for Evaluation*, 1997, p. 5.

<sup>4</sup> U.S. Department of the Interior, *National Register Bulletin #21: Defining Boundaries for National Register Properties Form*, 1997, p. 12.

*(i) Criteria*

To be eligible for listing in the National Register, a resource must be at least 50 years of age, unless it is of exceptional importance as defined in Title 36 of the Code of Federal Regulations (CFR). In addition, a resource must be significant in American history, architecture, archaeology, engineering, or culture. The following four criteria for evaluation have been established to determine the significance of a resource:

- A. Are associated with events that have made a significant contribution to the broad patterns of our history;
- B. Are associated with the lives of persons significant in our past;
- 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.<sup>5</sup>

*(ii) Context*

To be eligible for listing in the National Register, a property must be significant within a historic context. National Register Bulletin #15 states that the significance of a historic property can be judged only when it is evaluated within its historic context. Historic contexts are “those patterns, themes, or trends in history by which a specific... property or site is understood and its meaning... is made clear.”<sup>6</sup> A property must represent an important aspect of the area’s history or prehistory and possess the requisite integrity to qualify for the National Register.

*(iii) Integrity*

In addition to meeting one or more of the criteria of significance, a property must have integrity, which is defined as “the ability of a property to convey its significance.”<sup>7</sup> The

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<sup>5</sup> U.S. Department of the Interior, *National Register Bulletin #15: How to Apply the National Register Criteria for Evaluation*, 1997, p. 8.

<sup>6</sup> U.S. Department of the Interior, *National Register Bulletin #15: How to Apply the National Register Criteria for Evaluation*, 1997, pp. 7–8.

<sup>7</sup> U.S. Department of the Interior, *National Register Bulletin #15: How to Apply the National Register Criteria for Evaluation*, 1997, p. 44.

National Register recognizes seven qualities that, in various combinations, define integrity. The seven factors that define integrity are location, design, setting, materials, workmanship, feeling, and association. To retain historic integrity a property must possess several, and usually most, of these seven aspects. Thus, the retention of the specific aspects of integrity is paramount for a property to convey its significance. In general, the National Register has a higher integrity threshold than State or local registers.

In the case of districts, integrity means the physical integrity of the buildings, structures, or features that make up the district as well as the historic, spatial, and visual relationships of the components. Some buildings or features may be more altered over time than others. In order to possess integrity, a district must, on balance, still communicate its historic identity in the form of its character defining features.

*(iv) Criteria Considerations*

Certain types of properties, including religious properties, moved properties, birthplaces or graves, cemeteries, reconstructed properties, commemorative properties, and properties that have achieved significance within the past 50 years are not considered eligible for the National Register unless they meet one of the seven categories of Criteria Considerations A through G, in addition to meeting at least one of the four significance criteria discussed above, and possess integrity as defined above.<sup>8</sup> Criteria Consideration G is intended to prevent the listing of properties for which insufficient time may have passed to allow the proper evaluation of their historical importance.<sup>9</sup> The full list of Criteria Considerations is provided below:

- A. A religious property deriving primary significance from architectural or artistic distinction or historical importance; or
- B. A building or structure removed from its original location but which is significant primarily for architectural value, or which is the surviving structure most importantly associated with a historic person or event; or
- C. A birthplace or grave of a historical figure of outstanding importance, if there is no other appropriate site or building directly associated with his or her productive life; or

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<sup>8</sup> U.S. Department of the Interior, *National Register Bulletin #15: How to Apply the National Register Criteria for Evaluation*, 1997, p. 25.

<sup>9</sup> U.S. Department of the Interior, *National Register Bulletin #15: How to Apply the National Register Criteria for Evaluation*, 1997, p. 41.

- D. A cemetery which derives its primary significance from graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic events; or
- E. A reconstructed building when accurately executed in a suitable environment and presented in a dignified manner as part of a restoration master plan, and when no other building or structure with the same association has survived; or
- F. A property primarily commemorative in intent if design, age, tradition, or symbolic value has invested it with its own historical significance; or
- G. A property achieving significance within the past 50 years, if it is of exceptional importance.

*(b) Secretary of the Interior's Standards*

The National Park Service issued the Secretary of the Interior's Standards with accompanying guidelines for four types of treatments for historic resources: Preservation, Rehabilitation, Restoration, and Reconstruction. The most applicable guidelines should be used when evaluating a project for compliance with the Secretary of the Interior's Standards. Although none of the four treatments, as a whole, apply specifically to new construction in the vicinity of historic resources, Standards #9 and #10 of the Secretary of the Interior's Standards for Rehabilitation provides relevant guidance for such projects. The Standards for Rehabilitation are as follows:

1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces and spatial relationships.
2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.
3. Each property will be recognized as a physical record of its time, place and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.
4. Changes to a property that have acquired significance in their own right will be retained and preserved.
5. Distinctive materials, features, finishes and construction techniques or examples of craftsmanship that characterize a property will be preserved.

6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.
7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.
8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.
9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.
10. New additions and adjacent or related new construction will be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.<sup>10</sup>

It is important to note that the Secretary of the Interior's Standards are not intended to be prescriptive but, instead, provide general guidance. They are intended to be flexible and adaptable to specific project conditions to balance continuity and change, while retaining materials and features to the maximum extent feasible. Their interpretation requires exercising professional judgment and balancing the various opportunities and constraints of any given project. Not every Standard necessarily applies to every aspect of a project, and it is not necessary for a project to comply with every Standard to achieve compliance.

*(c) Native American Graves Protection and Repatriation Act*

The Native American Graves Protection and Repatriation Act (NAGPRA) requires federal agencies to return Native American cultural items to the appropriate Federally recognized Indian tribes or Native Hawaiian groups with which they are associated.<sup>11</sup>

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<sup>10</sup> U.S. Department of the Interior, National Park Service, *the Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings*, 2017.

*(d) Archaeological Resources Protection Act*

The Archaeological Resources Protection Act (ARPA) of 1979 governs the excavation, removal, and disposition of archaeological sites and collections on federal and Native American lands. This act was most recently amended in 1988. The ARPA defines archaeological resources as any material remains of human life or activities that are at least 100 years of age, and which are of archeological interest. The ARPA makes it illegal for anyone to excavate, remove, sell, purchase, exchange, or transport an archaeological resource from federal or Native American lands without a proper permit.<sup>12</sup>

*(e) Archaeological Data Preservation Act*

The Archaeological Data Preservation Act (ADPA) requires agencies to report any perceived project impacts on archaeological, historical, and scientific data and requires them to recover such data or assist the Secretary of the Interior in recovering the data.

**(2) State**

*(a) California Environmental Quality Act*

The California Environmental Quality Act (CEQA) is the principal statute governing environmental review of projects occurring in the state and is codified in Public Resources Code (PRC) Section 21000 et seq. CEQA requires lead agencies to determine if a proposed project would have a significant effect on the environment, including significant effects on historical or unique archaeological resources. Under CEQA Section 21084.1, a project that may cause a substantial adverse change in the significance of a historical resource is a project that may have a significant effect on the environment.

CEQA Guidelines Section 15064.5 recognizes that historical resources include: (1) resources listed in, or determined to be eligible by the State Historical Resources Commission, for listing in the California Register of Historical Resources; (2) resources included in a local register of historical resources, as defined in PRC Section 5020.1(k) or identified as significant in a historical resource survey meeting the requirements of PRC Section 5024.1(g); and (3) any objects, buildings, structures, sites, areas, places, records, or manuscripts which a lead agency determines to be historically significant or significant in the architectural, engineering, scientific, economic, agricultural, educational, social,

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<sup>11</sup> U.S. Department of the Interior, National Park Service, Archeology Program, Native American Graves Protection and Repatriation Act, accessed July 29, 2021.

<sup>12</sup> U.S. Department of the Interior, National Park Service, Technical Brief #20: Archeological Damage Assessment: Legal Basis and Methods, 2007.



political, military, or cultural annals of California by the lead agency, provided the lead agency's determination is supported by substantial evidence in light of the whole record.

If a lead agency determines that an archaeological site is a historical resource, the provisions of PRC Section 21084.1 and CEQA Guidelines Section 15064.5 apply. If an archaeological site does not meet the criteria for a historical resource contained in the CEQA Guidelines, then the site may be treated in accordance with the provisions of PRC Section 21083, if it meets the criteria of a unique archaeological resource. As defined in PRC Section 21083.2, a unique archaeological resource is an archaeological artifact, object, or site, about which it can be clearly demonstrated that without merely adding to the current body of knowledge, there is a high probability that it meets any of the following criteria:

- Contains information needed to answer important scientific research questions and there is a demonstrable public interest in that information;
- Has a special and particular quality such as being the oldest of its type or the best available example of its type; or
- Is directly associated with a scientifically recognized important prehistoric or historic event or person.

If an archaeological site meets the criteria for a unique archaeological resource as defined in PRC Section 21083.2, then the site is to be treated in accordance with the provisions of PRC Section 21083.2, which state that if the lead agency determines that a project would have a significant effect on unique archaeological resources, the lead agency may require reasonable efforts be made to permit any or all of these resources to be preserved in place.<sup>13</sup> If preservation in place is not feasible, mitigation measures shall be required. The CEQA Guidelines note that if an archaeological resource is neither a unique archaeological nor a historical resource, the effects of the project on those resources shall not be considered a significant effect on the environment.<sup>14</sup>

A significant effect under CEQA would occur if a project results in a substantial adverse change in the significance of a historical resource as defined in CEQA Guidelines Section 15064.5(a). Substantial adverse change is defined as "physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of a historical resource would be materially impaired."<sup>15</sup> According to

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<sup>13</sup> *California Public Resources Code Section 21083.1(a)*, accessed September 23, 2022.

<sup>14</sup> *State CEQA Statute and Guidelines, Section 15064.5(c)(4)*.

<sup>15</sup> *State CEQA Statute and Guidelines, Section 15064.5(b)(1)*.

CEQA Guidelines Section 15064.5(b)(2), the significance of a historical resource is materially impaired when a project demolishes or materially alters in an adverse manner those physical characteristics that:

- A. Convey its historical significance and that justify its inclusion in, or eligibility for, inclusion in the California Register; or
- B. Account for its inclusion in a local register of historical resources pursuant to PRC Section 5020.1(k) or its identification in a historical resources survey meeting the requirements of PRC Section 5024.1(g) 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
- C. Convey its historical significance and that justify its eligibility for inclusion in the California Register as determined by a Lead Agency for purposes of CEQA.

In general, a project that complies with the Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings is considered to have impacts that are less than significant.<sup>16</sup>

#### *(b) California Register of Historical Resources*

The California Register of Historical Resources (California Register) 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."<sup>17</sup> The California Register was enacted in 1992, and its regulations became official on January 1, 1998. The California Register is administered by the California Office of Historic Preservation (OHP). The criteria for eligibility for the California Register are based upon National Register criteria.<sup>18</sup> Certain resources are determined to be automatically included in the California Register, including California properties formally determined eligible for, or listed in, the National Register. To be eligible for the California Register, a prehistoric or historic-period property must be significant at the local, State, and/or federal level under one or more of the following four criteria:

<sup>16</sup> *State CEQA Statute and Guidelines, Section 15064.5(b)(3).*

<sup>17</sup> *California Public Resources Code, Section 5024.1[a], accessed September 23, 2022.*

<sup>18</sup> *California Public Resources Code, Section 5024.1[b], accessed July 29, 2021.*

1. Is associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage;
2. Is associated with the lives of persons important in our past;
3. Embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual, or possesses high artistic values; or
4. Has yielded, or may be likely to yield, information important in prehistory or history.

A resource eligible for the California Register must meet one of the criteria of significance described above, and retain enough of its historic character or appearance (integrity) to be recognizable as a historical resource and to convey the reason for its significance. It is possible that a historic resource may not retain sufficient integrity to meet the criteria for listing in the National Register, but it may still be eligible for listing in the California Register.

Additionally, the California Register consists of resources that are listed automatically and those that must be nominated through an application and public hearing process. The California Register automatically includes the following:

- California properties listed on the National Register and those formally determined eligible for the National Register;
- California Registered Historical Landmarks from No. 770 onward; and
- Those California Points of Historical Interest that have been evaluated by the State Office of Historic Preservation (OHP) and have been recommended to the State Historical Resources Commission for inclusion on the California Register.

Other resources that may be nominated to the California Register include:

- Historical resources with a significance rating of Category 3 through 5 (those properties identified as eligible for listing in the National Register, the California Register, and/or a local jurisdiction register);
- Individual historical resources;
- Historic districts; and
- Historical resources designated or listed as local landmarks, or designated under any local ordinance, such as an historic preservation overlay zone.

*(c) California Health and Safety Code*

California Health and Safety Code Sections 7050.5, 7051, and 7054 address the illegality of interference with human burial remains (except as allowed under applicable PRC Sections), and the disposition of Native American burials in archaeological sites. These regulations protect such remains from disturbance, vandalism, or inadvertent destruction, and establish procedures to be implemented if Native American skeletal remains are discovered during construction of a project, including treatment of the remains prior to, during, and after evaluation, and reburial procedures.

*(d) California Public Resources Code*

California Public Resources Code (PRC) Section 5097.98, as amended by Assembly Bill 2641, provides procedures in the event human remains of Native American origin are discovered during project implementation. PRC Section 5097.98 requires that no further disturbances occur in the immediate vicinity of the discovery, that the discovery is adequately protected according to generally accepted cultural and archaeological standards, and that further activities take into account the possibility of multiple burials. PRC Section 5097.98 further requires the Native American Heritage Commission (NAHC), upon notification by a County Coroner, designate and notify a Most Likely Descendant (MLD) regarding the discovery of Native American human remains. Once the MLD has been granted access to the site by the landowner and inspected the discovery, the MLD then has 48 hours to provide recommendations to the landowner for the treatment of the human remains and any associated grave goods. In the event that no descendant is identified, or the descendant fails to make a recommendation for disposition, or if the land owner rejects the recommendation of the descendant, the landowner may, with appropriate dignity, reinter the remains and burial items on the property in a location that will not be subject to further disturbance.

**(3) Local**

*(a) City of Los Angeles General Plan*

*(i) Conservation Element*

The City of Los Angeles General Plan includes a Conservation Element. Section 3 of the Conservation Element, adopted in September 2001, includes policies for the protection of archaeological resources. As stated therein, it is the City's policy that archaeological resources be protected for research and/or educational purposes. Section 5 of the Conservation Element recognizes the City's responsibility for identifying and protecting its cultural and historical heritage. The Conservation Element establishes the policy to continue to protect historic and cultural sites and/or resources potentially affected by proposed land development, demolition, or property modification activities, with the

related objective to protect important cultural and historical sites and resources for historical, cultural, research, and community educational purposes.<sup>19</sup>

In addition to the National Register and the California Register, two additional types of historic designations may apply at a local level:

1. Historic-Cultural Monument (HCM)
2. Classification by the City Council as a Historic Preservation Overlay Zone (HPOZ)

*(ii) Community Plan*

The Land Use Element of the City's General Plan includes 35 community plans. Community plans are intended to provide an official guide for future development and propose approximate locations and dimensions for land use. The community plans establish standards and criteria for the development of housing, commercial uses, and industrial uses, as well as circulation and service systems. The community plans implement the City's General Plan Framework at the local level and consist of both text and an accompanying generalized land use map. The community plans' texts express goals, objectives, policies, and programs to address growth in the community, including those that relate to utilities and service systems required to support such growth. The community plans' maps depict the desired arrangement of land uses as well as street classifications and the locations and characteristics of public service facilities.

The Project Site is located within the Central City North Community Plan (Community Plan) area. The Community Plan, which was last updated in January 2000, includes the following objectives and policies related to cultural resources<sup>20</sup>:

- Goal 2: A strong and competitive commercial sector which best serves the needs of the community through maximum efficiency and accessibility while preserving the historic commercial and cultural character of the district.
- Goal 17: Preservation and restoration of cultural resources, neighborhoods, and landmarks which have historical and/or cultural significance.

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<sup>19</sup> City of Los Angeles, *Conservation Element of the General Plan*, September 26, 2001, pp. II-3 to II-5.

<sup>20</sup> City of Los Angeles, *Central City North Community Plan*, adopted December 15, 2000, amended September 7, 2016.

- Objective 17-1: To ensure that the community's historically significant resources are protected, preserved, and /or enhanced.
- Policies 17-1.1: Encourage the preservation, maintenance, enhancement, and reuse of existing buildings and the restoration of original facades.
- Objective 17-2: To encourage private owners of historic properties/resources to conserve the integrity of such resources.

*(b) City of Los Angeles Cultural Heritage Ordinance*

The Los Angeles City Council adopted the Cultural Heritage Ordinance in 1962 and most recently amended it in 2018 (Sections 22.171 et seq. of the Administrative Code). The Ordinance created a Cultural Heritage Commission (CHC) and criteria for designating an HCM. The CHC is comprised of five citizens, appointed by the Mayor, who have exhibited knowledge of Los Angeles history, culture, and architecture. The City of Los Angeles Cultural Heritage Ordinance states that a HCM designation is reserved for those resources that have a special aesthetic, architectural, or engineering interest or value of a historic nature and meet one of the following criteria. A historical or cultural monument is any site, building, or structure of particular historical or cultural significance to the City of Los Angeles. The criteria for HCM designation are stated below:

- The proposed HCM is identified with important events of national, state, or local history or exemplifies significant contributions to the broad cultural, economic, or social history of the nation, state or community is reflected or exemplified; or
- The proposed HCM is associated with the lives of historic personages important to national, state or local history; or
- The proposed HCM embodies the distinct characteristics of style, type, period, or method of construction, or represents a notable work of a master designer, builder, or architect whose individual genius influenced his or her age.<sup>21</sup>

A proposed resource may be eligible for designation if it meets at least one of the criteria above. When determining historic significance and evaluating a resource against the Cultural Heritage Ordinance criteria above, the CHC and OHR staff often ask the following questions:

- Is the site or structure an outstanding example of past architectural styles or craftsmanship?

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<sup>21</sup> City of Los Angeles, *Los Angeles Administrative Code*, Section 22.171.7.

- Was the site or structure created by a “master” architect, builder, or designer?
- Did the architect, engineer, or owner have historical associations that either influenced architecture in the City or had a role in the development or history of Los Angeles?
- Has the building retained “integrity”? Does it still convey its historic significance through the retention of its original design and materials?
- Is the site or structure associated with important historic events or historic personages that shaped the growth, development, or evolution of Los Angeles or its communities?
- Is the site or structure associated with important movements or trends that shaped the social and cultural history of Los Angeles or its communities?

Unlike the National and California Registers, the Cultural Heritage Ordinance makes no mention of concepts such as physical integrity or period of significance. However, generally in practice, the seven aspects of integrity from the National Register and California Register are applied similarly and the threshold of integrity for individual eligibility is similar. It is generally common for the CHC to consider alterations to nominated properties in making its recommendations on designations. Moreover, properties do not have to reach a minimum age requirement, such as 50 years, to be designated as HCMs. In addition, the LAMC Section 91.106.4.5 states that the Los Angeles Department of Building and Safety “shall not issue a permit to demolish, alter or remove a building or structure of historical, archaeological or architectural consequence if such building or structure has been officially designated, or has been determined by state or federal action to be eligible for designation, on the National Register of Historic Places, or has been included on the City of Los Angeles list of HCMs, without the department having first determined whether the demolition, alteration or removal may result in the loss of or serious damage to a significant historical or cultural asset. If the department determines that such loss or damage may occur, the applicant shall file an application and pay all fees for the CEQA Initial Study and Check List, as specified in Section 19.05 of the LAMC. If the Initial Study and Check List identifies the historical or cultural asset as significant, the permit shall not be issued without the department first finding that specific economic, social or other considerations make infeasible the preservation of the building or structure.”<sup>22</sup>

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<sup>22</sup> *City of Los Angeles, Los Angeles Municipal Code, Section 91.106.4.5.1.*

*(c) City of Los Angeles Historic Preservation Overlay Zone Ordinance*

The Los Angeles City Council adopted the ordinance enabling the creation of Historic Preservation Overlay Zones (HPOZs) in 1979; most recently, this ordinance was amended in 2017. Angelino Heights became Los Angeles' first HPOZ in 1983. The City currently contains 35 HPOZs. An HPOZ is a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development.<sup>23</sup> Each HPOZ is established with a Historic Resources Survey, a historic context statement, and a preservation plan. The Historic Resources Survey identifies all Contributing and Non-Contributing features and lots. The context statement identifies the historic context, themes, and subthemes of the HPOZ as well as the period of significance. The preservation plan contains guidelines that inform appropriate methods of maintenance, rehabilitation, restoration, and new construction. Contributing Elements are defined as any building, structure, Landscaping, or Natural Feature identified in the Historic Resources Survey as contributing to the Historic significance of the HPOZ, including a building or structure which has been altered, where the nature and extent of the Alterations are determined reversible by the Historic Resources Survey.<sup>24</sup> For CEQA purposes, Contributing Elements are treated as contributing features to a historic district, which is the historical resource. Non-Contributing Elements are any building, structure, Landscaping, Natural Feature identified in the Historic Resources Survey as being built outside of the identified period of significance or not containing a sufficient level of integrity. For CEQA purposes, Non-Contributing Elements are not treated as contributing features to a historical resource.

*(d) City of Los Angeles Historic Resources Survey*

The City of Los Angeles Historic Resources Survey (SurveyLA) is a Citywide survey that identifies and documents potentially significant historical resources representing important themes in the City's history. The survey and resource evaluations were completed by consultant teams under contract to the City and under the supervision of the Department of City Planning's OHR. The program was managed by OHR, which maintains a website for SurveyLA. The field surveys cumulatively covered broad periods of significance, from approximately 1850 to 1980 depending on the location, and included individual resources such as buildings, structures, objects, natural features and cultural landscapes as well as areas and districts (archaeological resources are planned to be included in future survey phases). The survey identified a wide variety of potentially significant resources that reflect important themes in the City's growth and development in various areas including architecture, city planning, social history, ethnic heritage, politics,

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<sup>23</sup> *City of Los Angeles, Los Angeles Municipal Code, Section 12.20.3.*

<sup>24</sup> *City of Los Angeles, Los Angeles Municipal Code, Section 12.20.3.*



industry, transportation, commerce, entertainment, and others. Field surveys, conducted from 2010–2017, were completed in three phases by Community Plan area. However, SurveyLA did not survey areas already designated as HPOZs or areas already surveyed by Community Redevelopment Agencies. All tools, methods, and criteria developed for SurveyLA were created to meet state and federal professional standards for survey work.

Los Angeles' Citywide Historic Context Statement (HCS) was designed for use by SurveyLA field surveyors and by all agencies, organizations, and professionals completing historical resources surveys in the City of Los Angeles. The context statement was organized using the Multiple Property Documentation (MPD) format developed by the National Park Service for use in nominating properties to the National Register. This format provided a consistent framework for evaluating historical resources. It was adapted for local use to evaluate the eligibility of properties for city, state, and federal designation programs. The HCS used Eligibility Standards to identify the character defining, associative features and integrity aspects a property must retain to be a significant example of a type within a defined theme. Eligibility Standards also indicated the general geographic location, area of significance, applicable criteria, and period of significance associated with that type. These Eligibility Standards are guidelines based on knowledge of known significant examples of property types; properties do not need to meet all of the Eligibility Standards in order to be eligible. Moreover, there are many variables to consider in assessing integrity depending on why a resource is significant under the National Register, California Register or City of Los Angeles HCM eligibility criteria. SurveyLA findings are subject to change over time as properties age, additional information is uncovered, and more detailed analyses are completed. Resources identified through SurveyLA are not designated resources. Designation by the City of Los Angeles and nominations to the California or National Registers are separate processes that include property owner notification and public hearings.

## **b. Existing Conditions**

### **(1) Project Site**

The Project Site is located in the Arts District area of the City and within the boundaries of the Central City North Community Plan Area. Containing three existing buildings (2145 Sacramento Street, 2136 Bay Street, and 2159 Bay Street) totaling approximately 39,328 square feet of floor area, the approximately 1.70-acre Project Site is generally bounded by Bay Street to the north with textile and import businesses to the north of Bay Street, industrial-zoned property to the west developed with a surface parking lot and one-story commercial/industrial buildings, Sacramento Street to the south with warehouse uses to the south of Sacramento Street, and industrial-zoned properties to the east used for surface parking and the Burlington Northern Santa Fe (BNSF) railroad rail yard. The Project Site is located at the termini of Sacramento Street and Bay Street, both

of which dead-end at this point. As shown in Figure IV.B-1 on page IV.B-19, the 2145 Sacramento Street and 2136 Bay Street buildings are located adjacent to each other with a rail right-of-way between them, as well as a remnant tracks of a rail spur. The 2159 Bay Street building is located at a 45-degree angle to 2136 Bay Street. The rail yard is located immediately east of the Project Site, and the Los Angeles River is also located immediately east of the rail yard. The three buildings on the Project Site are described further below.

*(a) 2145 Sacramento Street*

*(i) Building History*

As described in the Historical Resources Report, 2145 Sacramento Street was purchased in 1924 by the Philip L. Bixby Company, which was also responsible for the development of nearby industrial buildings such as 2476 Porter Street and 2461 Porter Street. Prior to that date, the subject property was owned by L.A. Preserving Company. Philip Bixby was the grandson of Jotham Bixby, who was known as the “Father of Long Beach.” Philip Bixby was also vice president of the Amelia Bixby Company, a holding company of the conglomerate Bixby Land Company, and served on the executive committee of the Long Beach Consolidated Oil Company. In 1932, the property was transferred to the Amelia Bixby Company.

The 2145 Sacramento Street building was historically divided into four tenant spaces. Tenants listed in Los Angeles City Directories are included in the table in Attachment G of the Historical Resources Report. It appears that the building was primarily used as offices and warehouses; none of the tenants appear to have manufactured any product at the property. While most tenants did not stay very long, some of the longer tenants include Wilbur S. McCune, who initially occupied 2149-2151 Sacramento Street, along with Percy C. Holland, both working as an undescribed manufacturers’ agent. By 1934 through the 1940s, McCune managed the Wagner Manufacturing Company, which occupied the eastern space at 2157–2161 Sacramento Street, and primarily produced cookware, such as frying pans, kettles, and baking trays. In the 1940s and 1950s, one of the tenant spaces, 2153 Sacramento Street was leased by Crossfield Products Corporation. Harold K. Patch managed this location. The company formed in 1938 to market a product that mixed natural rubber and cement. The product (later renamed Dex-O-Tex) initially had a maritime application and was used on the interior and exterior of ships such as the Queen Mary, the SS American, and the Queen Elizabeth. After World War II, the company marketed the product for other applications.

*(ii) Alterations*

According to the Los Angeles County Assessor, the building at 2145 Sacramento Street was constructed circa 1923. It is unknown if an architect was involved in the original construction. The building has been substantially altered and does not appear as it did



**Figure IV.B-1**  
Project Site Location and Buildings

when it was constructed. Mezzanines were constructed within the building in 1931 and 1951 but are no longer extant. The parapet was substantially removed in 1963. The same permit also allowed for additional rear exits. Interior partition walls were remodeled in 1964 and 1987, while seismic strengthening took place in 1987. Significant remodeling occurred in 2015, including removal of non-bearing partition walls, new doors, and new windows.

*(b) 2136 Bay Street*

*(i) Building History*

As described in the Historical Resources Report, the 1906 Sanborn Fire Insurance maps show the 2136 Bay Street property developed as a stone yard for Harvey Clement and Company. Los Angeles County Assessor Deeds books shows Harvey Clement and Company purchased the property by 1909. None of the buildings associated with Harvey Clement and Company currently exist. Pacific Pipe and Supply Company purchased the subject property in 1918 and owned it until 1941, but it is unclear how they used the property. Advertisements and newspaper articles indicate that their main office and warehouse were located at 1002-1006 South Santa Fe Avenue while the company had display rooms at 839-841 South Los Angeles Street. Furthermore, the 2136 Bay Street property does not appear in any Los Angeles City Directory. It is possible Pacific Pipe and Supply Company used the properties as warehouses.

In 1941, the Hill Brothers Chemical Company purchased the 2136 Bay Street property. As previously described, Sanborn Fire Insurance maps show that the property functioned as their chemical warehouse. As further discussed below, Hill Brothers Chemical Company also owned and occupied the adjacent property at 2159 Bay Street.

*(ii) Alterations*

While the Los Angeles County Assessor suggests that the existing building at 2136 Bay Street was constructed around 1921, there are no building permits to support that date. The earliest permit for the property was issued in 1918 to add two more buildings, but these buildings do not exist. As building permits for 2136 Bay Street are included with those of 2159 Bay Street, it is very difficult, if not impossible, to identify which permits are associated with any particular building. Based on Sanborn Fire Insurance maps and ownership of the property, the property was constructed between 1936 and 1949, likely around 1941 corresponding with a change of ownership. The 1950 Sanborn Fire Insurance map shows 2136 Bay Street as the rear portion of a much larger building that was located in the setback from Bay Street. The 1950 Sanborn Fire Insurance map indicates that both the front and back buildings were used as chemical warehouses. The front building was demolished in 1989. A permit issued in March 2016 allowed for the construction of a car-stacking structure. Other visible alterations include new construction in the front setback, a new condenser on the roof, a new exit door at the southeast corner, new plaster

on interior walls, and new restrooms. The building has been substantially altered and does not appear as it did when it was constructed.

*(c) 2159 Bay Street*

*(i) Building History*

As described in the Historical Resources Report, the property at 2159 Bay Street is located at the terminus of Bay Street. While the Los Angeles County Assessor Deeds books note that the parcel on which 2159 Bay Street is located has been owned by Atchison, Topeka and Santa Fe Railway Company since at least 1900, the property was initially developed by National Kellastone Company of Porterville, California. Headquartered in Chicago, Illinois, Kellastone was a type of magnesite stucco that was advertised as “the Imperishable Stucco.” Along with other brands of magnesite stucco, such as Kragstone and Rocbond, Kellastone contained no lime, gypsum, or water, resulting in an almost plastic-like stucco product that was resistant to cracking. In 1913, Kellastone maintained an office in Los Angeles and operated at least 39 other distribution centers across the United States. In 1920, Kellastone expanded their operations by purchasing the Porterville Magnesite Company, which owned a mine and crushing plant near Porterville, California, on the main line of the Southern Pacific tracks. Prior to constructing the building at 2159 Bay Street, Kellastone maintained an office and factory nearby at East 7th Street and Channing Street. Magnesite stucco products became popular in the beginning of the twentieth century for uses such as exterior stucco, fire-proofing interior plasters, sanitary flooring, building and partition tiles, Pullman and steel-car flooring, ship flooring and decking, pipe covering. From 1925 until the early 1930s, National Kellastone Company shared the site with Hill Brothers Chemical Company.

Hill Brothers Chemical Company was established by Charles Beverly Hill and M. Clifford Hill. The brothers followed their father into the chemical business. In 1910, their father, Charles Wesley Hill, was president and general manager of Braun Chemical Co. before starting C. W. Hill Chemical Co. Inc. by 1915. Located initially at 326–328 South San Pedro Street and later at 405 East Third Street, C. W. Hill Chemical Company advertised themselves as “jobbers industrial chemicals and analytical chemists,” selling items such as magnesite, orchard sprays, arsenate of lead, caustic soda, and magnesium chloride.

The Hill Brothers Chemical Company had another manufacturing plant in the City of Industry and on the banks of Bristol Dry Lake near Amboy, California. In 1942, the company advertised in the Los Angeles City Directory as selling “Laundry, Dry Cleaning and Refrigeration Chemicals, Wholesale Chemicals.” By 1962, Hill Brothers Chemical Company was producing magnesite products and “heavy chemicals.” Their City of Industry plant manufactured DriChem pool chemicals and SwimChem products. The Hill Brothers



Chemical Company occupied 2159 Bay street until around 1960. Company headquarters are currently located in Orange County, California, and the company continues to be operated by descendants of the Hill Brothers, specializing in “marking and sales of specialty and/or commodity products into a variety of markets.”

In 1965, Repro-Graphic Supply was listed as the tenant 2159 Bay Street in the Los Angeles City Directory. There are no listings in 1969 or 1973 for 2159 Bay Street in the Los Angeles City Directory, but Advanced Electronic Packaging occupied the space in 1987.

### *(ii) Alterations*

Construction at the 2159 Bay Street property began in 1924 with construction of a building in the location of the south section, with the north section added a year later. Although an architect is listed on the 1924 building permit, it is not sufficiently legible to discern the name. In 1945, the south section was destroyed by a fire and the existing south section was constructed. While there appears to have been minor interior modifications and new buildings added to the site, no major alterations were made to the building until 2015. Alterations since 2015 include re-roofing, tenant improvements that included new partitions, interior doors and finishes, re-stuccoing the building, new exterior doors, new window openings, and a new low wall along the primary, west elevation. The building has been substantially altered and does not appear as it did when it was constructed.

## **(2) Vicinity of the Project Site**

### *(a) Historical Context*

As discussed in the Historical Resources Report, the Project Site is located southeast of Downtown Los Angeles in an area that historically was developed for industrial uses. The Project Site is located adjacent to the BNSF railroad which runs along the west bank of the Los Angeles River. A spur from the railroad runs between 2145 Sacramento Street and 2136 Bay Street. The earliest available Sanborn Fire Insurance map from 1906 shows Bay Street predominantly residential with only 2136 Bay Street developed with an industrial use, while Sacramento Street was predominantly industrial on the south side of the street with the north side sparsely developed with residential properties.

### *(b) Nearby Historical Resources*

As discussed in the Historical Resources Report, included as Appendix D of this Draft EIR, and as identified in Figure IV.B-2 on page IV.B-23, there are four historical resources in the vicinity of the Project Site. Each of these resources are described below.

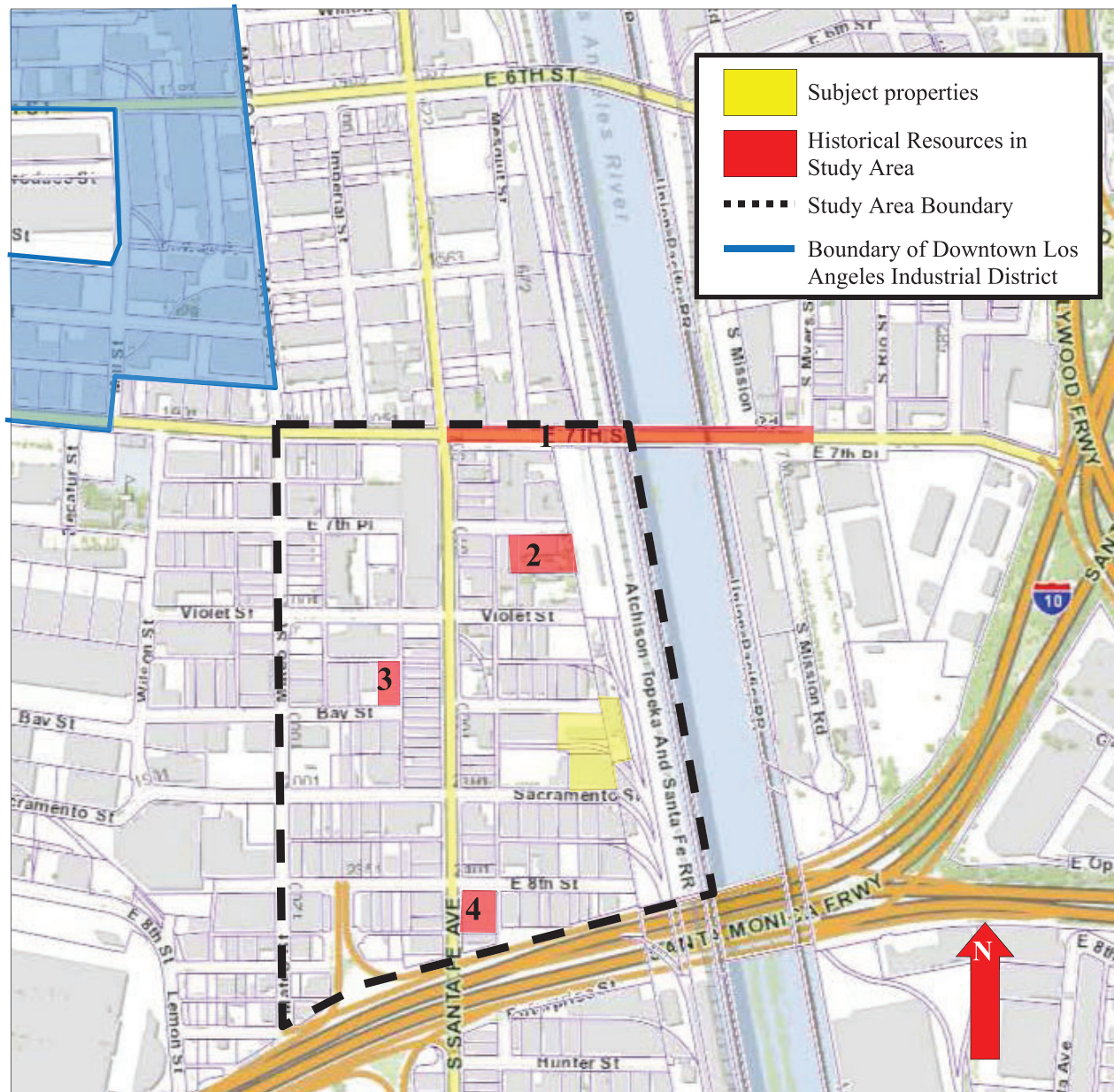


Table of Study Area

<i>Number</i>	<i>Address</i>	<i>Distance from subject properties</i>	<i>APN</i>	<i>Date of Construction</i>
1	Seventh St. Bridge, No. 53C1321	>0.25 miles	N/A	1910
2	2140 E. 7 <sup>th</sup> Place	775 ft	5166-003-006	1910
3	2039-2043 E. Bay St	815 ft	5166-012-006	1911
4	1200-1206 S. Santa Fe Ave	600 ft	5166-007-029	1913

**Figure IV.B-2**  
Map of Historic Resources Report Study Area

*(i) Seventh Street Bridge, No. 53C1321*

Initially constructed in 1910 as a streetcar bridge, the Seventh Street Bridge, No. 53C1321,<sup>25</sup> is located approximately 0.25 mile north of the Project Site. The upper deck of the double-decker bridge was added in 1927 due to traffic congestion. The reinforced concrete bridge was designed by Merrill Butler and features Beaux-Arts bridge design and constructed as part of a bridge building program between 1909–1932 that included several bridges spanning the Los Angeles River. The Seventh Street Bridge was determined eligible for the National Register of Historic Places by the Caltrans Historic Bridge Inventory in 1986, and as a result is listed in the California Register. It was also identified in the Caltrans Statewide Historic Bridge Survey Update in 2004. It was designated City of Los Angeles HCM #904 in 2008.

*(ii) 2140 East 7th Place*

Constructed circa 1910 as a three-story, masonry, industrial building, 2140 East 7th Place is located approximately 775 feet north of the Project Site. The building was originally owned by contractor Vernon P. Gilbert and realtor Richard A. Collins. The original building permit could not be located, and the earliest available permit is from 1918. Located immediately adjacent to the railway, the building historically functioned as a warehouse. In the early 1920s, the building warehoused coal for Alaska Coal Company and Diamond Coal Company. The Sanborn Fire Insurance map, updated to 1950, shows a rail spur along the rear of the building. By the 1950s, the building was owned and operated by Freight Transport Company. In 1988, the building was converted to artists-in-residence units. The building was identified in SurveyLA as appearing eligible for listing in the National and California Registers as well as a local HCM as an “excellent and rare example of an est. 1910 industrial building in Los Angeles’ primary industrial district; one of the few remaining examples from this period.”

*(iii) 2039–2043 East Bay Street*

Constructed in 1912 as a warehouse for Adams Pipe Works, 2039–2043 East Bay Street is a one-story masonry building located approximately 815 feet northwest of the Project Site. The building is two bays wide with a pedimented parapet above each bay and includes an inset entry located at the center of the building. The 1912 building permit notes Frank Tyler as the architect. In the late 1920s, the building housed Okell Well Machinery Corp., “Manufacturers and Designers of Well Drilling Machinery... for Oil, water and mine prospecting.” Okell Well Machinery Corporation went bankrupt in 1930. John L. Denning & Co., Inc, Brush and Broom Manufacturers’ Supplies, occupied the building in 1937, while

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<sup>25</sup> The bridge number refers to the Caltrans inventory number.



Harry Maran, a glass dealer, occupied the building by 1941. By 1942, the building was occupied by the Southern California Glass Co. The building was identified in SurveyLA as appearing eligible for listing in the National and California Registers as well as a local HCM as an “excellent and rare example of a 1911 industrial building in Los Angeles’ primary industrial district.”

*(iv) 1200–1206 South Santa Fe Avenue*

Constructed in 1913 as a three-story masonry building, 1206 South Santa Fe Avenue is located approximately 600 feet southwest of the Project Site. The building served as a factory for the J.M. Overell Furniture Company, which was established in 1900 by Indiana native, Joseph M. Overell. Joseph Overell passed away in 1912 and the company and its store at 7th and Main Street in Downtown continued under the management of his three older sons. The 90-foot by 139-foot building was estimated to cost \$18,000. The architect listed on the building permit is not legible, although a short announcement of the construction was included in the Los Angeles Times in March of that year. J.M. Overell Furniture Company went out of business around 1941 and the building transferred to F.W. Fitch Company, “the shampoo king.” By the early 1950s, building ownership transferred again to Bruck Braid Company, “the largest supplier of decorative trim for apparel and home furnishings on the west coast,” who used the building for light manufacturing and as a warehouse. The company is noted on building permits through the 1980s. The 1200–1206 South Santa Fe Avenue building was identified in SurveyLA as appearing eligible for listing in the National and California Registers as well as a local HCM as an “excellent and rare example of a 1913 industrial building in Los Angeles’ primary industrial district.” A warehouse, located adjacent at 1212 South Santa Fe Avenue, was designed by the architectural firm of A. C. Martin in 1923. The warehouse was not identified in SurveyLA as eligible for designation in the National or California registers nor as a local HCM.

*(c) Potential Downtown Los Angeles Industrial Historic District*

According to the Historical Resources Report, the Project Site is not located within the nearby potential Downtown Los Angeles Industrial Historic District (potential Historic District) or any designated historic district.<sup>26,27</sup> Also according to the Historical Resources

<sup>26</sup> Jenna Snow, *Historic Preservation Consulting, Historical Resources Report, 2145 Sacramento Street, 2136 Bay Street, 2159 Bay Street, May 2022, p. 22.*

<sup>27</sup> *City of Los Angeles, Zone Information and Map Access System, Parcel Profile Reports for 2145 Bay Street, 2148 Bay Street, and 2159 Bay Street, March 12, 2019 and January 4, 2022.*

Report, the Project Site is not located within an HPOZ<sup>28,29</sup> and does not appear to meet HPOZ criteria.<sup>30</sup>

As discussed in the Historical Resources Report and as shown on Figure IV.B-2 on page IV.B-23, the nearest portion of the potential Historic District is located more than 0.3 mile northwest of the Project Site. SurveyLA identified this large industrial historic district situated between the Alameda Street corridor and the Los Angeles River, just east of Downtown Los Angeles. The historic district is generally bounded by East 1st Street on the north, Santa Fe Avenue and Mateo Street on the east, East 7th Street on the south, and South Alameda Street on the west.<sup>31</sup> SurveyLA identified the district as appearing eligible for listing in the National and California Registers as a historic district as well as locally as an HPOZ.<sup>32</sup> The potential Historic District was found to be significant as the city's primary industrial district from the late-19th century through World War II. The district's period of significance is 1900 to 1940, when most of the original buildings in the district were constructed.

As discussed in the Historical Resources Report, although the vicinity of the Project Site was not identified as part of the potential Historic District, this area shares many aspects of the developmental history of the potential Historic District. Therefore, this development history is applicable to discussions of context. Specifically, since the buildings on the Project Site housed a variety of tenants over the years, the appropriate subcontext from SurveyLA's Industrial Historic Context would be Manufacturing for the Masses, 1887–1965. This subcontext is further described below.

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<sup>28</sup> Jenna Snow, *Historic Preservation Consulting, Historical Resources Report, 2145 Sacramento Street, 2136 Bay Street, 2159 Bay Street, May 2022, p .7.*

<sup>29</sup> *City of Los Angeles, Zone Information and Map Access System, Parcel Profile Reports for 2145 Bay Street, 2148 Bay Street, and 2159 Bay Street, March 12, 2019, and January 4, 2022.*

<sup>30</sup> Jenna Snow, *Historic Preservation Consulting, Historical Resources Report, 2145 Sacramento Street, 2136 Bay Street, 2159 Bay Street, May 2022, p .7.*

<sup>31</sup> SurveyLA, *Citywide Historic Context Statement, Industrial Development 1850–1980, Downtown Los Angeles Industrial Historic District, rev. February 2018, pp. 165–170.*

<sup>32</sup> *City of Los Angeles Department of Planning Office of Historic Resources, SurveyLA, "Central City North Historic Districts, Planning Districts," September 4, 2016.*

### Manufacturing for the Masses

The potential Historic District is the only district of its kind in Los Angeles and is significant under multiple sub-contexts and themes of the Industrial Context, including, but not limited to, Manufacturing for the Masses, 1887–1965.<sup>33</sup>

As described in SurveyLA's Industrial Context Statement, the rise of manufacturing in Los Angeles began slowly in the late 19th century, fueled by an emerging domestic consumer market created by the waves of newcomers. However, in 1890, the value of manufacturing in the city ranked far below comparable cities nationally, even smaller western cities such as Seattle and Portland. The Los Angeles Chamber of Commerce shifted its attention to building up industry in the region. They joined with other civic boosters to lobby for the creation of a deep water port in San Pedro, which connected Los Angeles with markets abroad. In addition to developing the port, they sought to connect Los Angeles with regional markets and make transport of goods cheaper by extending rail and road infrastructure and removing rate differentials that discriminated against Los Angeles. They supported the creation of the Panama Canal, which improved Los Angeles' trade with Latin America and the East Coast. Los Angeles became the prime connection to overseas markets for a five-county area of southern California, including Ventura, Orange, San Bernardino, Riverside, and Los Angeles Counties.

Civic boosters at the Chamber of Commerce and the Los Angeles Times actively courted eastern and Midwestern manufacturers, enticing them to come west with promises of all-year production capabilities, an abundance of cheap energy, and willing workers who were unaffiliated with unions. They were successful in 1919 when Goodyear became the first of many established manufacturers to locate some of its production in the city. Other tire manufacturers followed, as well as automobile manufacturers and textile mills. A survey among manufacturers in the 1930s cited a vast and growing population, access to raw materials, and connections with other markets as core reasons for relocating.

By 1929, Los Angeles had overtaken San Francisco in terms of manufacturing output and ranked fifth nationally after Detroit, Pittsburgh, St. Louis, and Cleveland. Los Angeles possessed a diversity of manufactured goods as well, including automobiles, auto parts, rubber, tires, oil drilling and production tools, paper goods, textiles, furniture, and electronics.

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<sup>33</sup> *City of Los Angeles, Department of City Planning, Survey LA, Los Angeles Citywide Historic Context Statement, Context: Industrial Development, 1850–1980, September 2011, revised February 2018, p. 165.*

Throughout the 20th century, inventors, designers, and manufacturers expanded American life with a heady pace of technological advances. The proliferation of electricity, refrigeration, automobiles, broadcasting, aviation, film, and other now-integral elements of modern life went from theoretical and isolated to broadly available. A new consumer culture emerged around the availability of attractive new household items, which their makers marketed in radio, print, and eventually television. An abundance of cheap electricity from hydropower and a few diesel-burning generators also made manufacturing in Los Angeles cleaner than coal-fired factories in Eastern cities.

The booms of the 1920s and the post-WWII era, combined with a surge in the variety and novelty of consumer goods, produced an incredible inventory of new factories in Los Angeles making all manner of goods. The manufacture of some items (such as cars, clothes, and airplanes) expanded to become cornerstones of the Los Angeles economy, while a multitude of other items comprised a more general measure of the city's economic output.

The majority of industrial buildings from the era were generic single-story workshops where successions of industrial tenants brought in their own tools and machinery. Sanborn maps depict entire blocks of these workshops in the southern sections of downtown and along freight rail corridors, along Slauson Avenue and Venice and Washington Boulevards, in Hollywood and in northeast Los Angeles. Because of their cheap rents and versatile space, workshops fostered emerging industries seeking access to the Los Angeles market or to test new products. Sanborn maps show that similar manufacturers tended to concentrate in blocks together, a trend that evolved into established districts where a particular kind of product was predominant.

### (3) Historic Resource Assessment of Existing Buildings

Eligibility criteria for local HCM designation align in large degree with the eligibility criteria for the National and California Registers. As such, the following evaluation from the Historical Resources Report, included as Appendix D of this Draft EIR, considers the eligibility of the three existing on-site buildings under each of the criteria at the federal, state, and local levels under a single heading.

**Criterion A/1/1: Is associated with events that have made a significant contribution to the broad patterns of our history and cultural heritage.**

The property type associated with the sub-context "Manufacturing for the Masses, 1887–1965" is a factory, which is defined as any industrial building or small group of

industrial buildings organized around a manufacturing process. While the buildings at 2145 Sacramento Street and 2136 Bay Street functioned both in part and in whole, respectively, as warehouses, SurveyLA does not identify this as a property type for the sub-context.<sup>34</sup> The following eligibility and character-defining criteria may be considered for evaluation of factories:

### **Eligibility Criteria**

- Constructed between 1887 and 1980 as a manufacturing plant;
- Is a representative example of industrial design as defined in the Industrial Design and Engineering Theme;
- Was a key factor for a company whose branding and/or products had a significant impact on 20th century social history (e.g., new technology, household name); and
- Was closely associated with the early manufacture of new technologies in the late 19th and early 20th centuries (e.g., neon signs, plastic).

### **Character-Defining/Associative Features**

- One or more related utilitarian buildings;
- May possess branding or company logos on the building exterior; and
- May retain distinctive equipment or building elements that reflect a particular kind of manufacturing process.

The only eligibility criteria that the buildings on the Project Site meet is that they were constructed between 1887 and 1980. None of the buildings are a representative example of industrial design. Rather, the buildings are utilitarian examples of industrial construction and have no identifiable architectural style. None of the businesses that occupied the buildings can be shown to have made a significant impact on 20th century social history or new technologies of the late 19th and early 20th centuries. The building at 2145 Sacramento Street was primarily used for offices and warehousing; none of the tenants appear to have manufactured any product at the site. In addition, the building does not appear to have been the head office of any of the tenants.

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<sup>34</sup> SurveyLA *Industrial Context* identifies warehouses as a property type for a few themes, such as the property type “Port Transportation and Storage” under the theme “The Port of Los Angeles,” and “Cold Storage Warehouses under the theme “From Farm to Market.”

The building at 2136 Bay Street was used as warehousing for Hill Brothers Chemical Company. As such, it cannot be shown to be a key factory or closely associated with early manufacturing of new technologies. The Hill Brothers Chemical Company cannot be shown to have had a significant impact on 20th century social history nor was it associated with the early manufacture of new technologies. Furthermore, none of the buildings possess branding or company logos on the building exterior, nor do they retain any distinctive equipment or building elements.

Therefore, the buildings on the Project Site are not eligible under criterion A/1/1.

**Criterion B/2/2: Is associated with the lives of persons important in our past.**

Although many individuals have been associated with the buildings on the Project Site, none rise to the level required to warrant consideration under this criterion for association with the lives of persons important in our past. Several individuals have been identified with the building at 2145 Sacramento Street, including Wilbur McCune and Harold K. Patch, as well as individuals associated with 2159 Bay Street, including the Hill Brothers. However, none of these people have been shown to have made any significant contributions to their fields or to local, state, or national history. Therefore, buildings on the Project Site are not eligible under Criterion B/2/2.

**Criterion C/3/3: Embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual or possesses high artistic values.**

The buildings on the Project Site have no discernible architectural style and no ornamentation. They are all utilitarian industrial buildings and are not distinctive of a type, period, region, or method of construction. While the building at 2145 Bay Street has extensive skylights, it does not have any other character-defining features of a daylight factory, and most notably, it does not have continuous or oversized bays of industrial steel sash. In addition, the buildings at 2136 Bay Street and 2145 Sacramento Street do not have listed architects. The architect of the building at 2159 Bay Street is not legible on the original building permit, and this portion of the building no longer reflects its original appearance. Therefore, these buildings are not significant for an association with an important creative individual. Furthermore, because of extensive alterations undertaken since 2015, the buildings no longer retain integrity. Therefore, the buildings on the Project Site are not eligible under Criterion C/3/3.

**Criterion D/4: Has yielded, or may be likely to yield, information important in prehistory or history.**

The buildings on the Project Site cannot be reasonably expected to yield information important in prehistory or history; therefore, they are not eligible under Criterion D/4.

**Integrity**

For a property to be eligible for designation at the local, state or national level, it must meet at least one eligibility criterion listed above and retain sufficient integrity to convey that historic significance. Integrity is defined as physical and visual characteristics necessary to convey significance. Evaluation of integrity is founded on “an understanding of a property’s physical features and how they relate to its significance.” The seven aspects of integrity are Location, Design, Setting, Materials, Workmanship, Feeling, and Association. To satisfy the integrity requirement, a property must retain at least a majority of seven aspects. Determining which aspect(s) of integrity matter the most requires understanding why a property is significant. Even though none of the buildings have been found to be significant under any of criteria, the following nevertheless describes how each existing on-site building does or does not meet the seven aspects of integrity.

***2145 Sacramento Street***

*Location:* 2145 Sacramento Street retains integrity of location as it has not moved or been moved to the site.

*Design:* 2145 Sacramento Street has been substantially altered since it was constructed. Some of the most notable alterations include:

- Substantial removal of parapet (1963)
- Addition of rear exits (1963)
- New interior partition walls (1964, 1987, 2015)
- New doors (2015)
- Replacement of all windows (2015)

Given all of these alterations, the subject property lacks integrity of design.

**Setting:** While the setting of 2145 Sacramento Street has been somewhat modified, the area still retains its general physical environment adjacent to the railyard and Los Angeles River in an area of other low-scale industrial buildings.

**Materials:** 2145 Sacramento Street does not retain integrity of materials, given the substantial alterations.

**Workmanship:** 2145 Sacramento Street lacks early materials resulting in loss of integrity of workmanship, or evidence of artisans' labor and skill in constructing or altering a building.

**Feeling:** 2145 Sacramento Street lacks integrity of feeling as the physical features that convey the property's historic character have been removed and replaced. Only the shell of the original building has been retained.

**Association:** Integrity of association requires the presence of physical features that would convey the historic character of a property. Due to an almost complete lack of integrity of design, materials, workmanship, and feeling, 2145 Sacramento Street does not convey its association as an industrial warehouse and office from the 1920s.

Although 2145 Sacramento Street retains integrity of location and setting, these aspects of integrity are not sufficient to convey its past as an industrial warehouse, a function that has not been shown to be significant.

### **2136 Bay Street**

**Location:** 2136 Bay Street retains integrity of location as it has not moved or been moved to the site.

**Design:** 2136 Bay Street has been substantially altered since it was constructed. Constructed as a chemical warehouse circa 1941, some of the most notable alterations include:

- Demolition of front portion of building (1989)
- Construction of car stackers (2015)
- New interior partition walls and restrooms (dates unknown)
- New condenser on roof (date unknown)
- New exit door at southwest corner (date unknown)



Given all of these alterations, the subject property lacks integrity of design.

**Setting:** The setting of 2136 Bay Street has been substantially modified with construction of car stackers in the front setback. The metal structure of the car stackers have essentially obliterated any visibility of the building from the street and have resulted in a loss of integrity of setting.

**Materials:** 2136 Bay Street does not retain integrity of materials, given the substantial alterations.

**Workmanship:** 2136 Bay Street lacks early materials resulting in loss of integrity of workmanship.

**Feeling:** 2136 Bay Street lacks integrity of feeling. Loss of the front portion of the building has resulted in the building losing its feeling as a chemical warehouse.

**Association:** Due to an almost complete lack of integrity of setting, design, materials, workmanship, and feeling, 2136 Sacramento Street does not convey its association as a chemical warehouse from the early 1940s.

2136 Bay Street only retains integrity of location. Even if it had been found to be significant as a chemical warehouse, it does not retain even a modicum of integrity.

### **2159 Bay Street**

**Location:** 2159 Bay Street retains integrity of location as it has not moved or been moved to the site.

**Design:** 2159 Bay Street has been substantially altered since it was constructed in 1924 and 1925. Some of the most notable alterations include:

- Reconstruction of south section (1945)
  - Reroofing (2015)
  - Replacement of siding material (2015)
  - New exterior doors (2015)
  - New window openings (2015)
  - New site features (2015)

- New interior partitions, doors, and finishes (2015)

Given all of these alterations, the subject property lacks integrity of design.

**Setting:** Although the setting of 2159 Bay Street has been somewhat modified with a new perimeter wall and landscape features, it still generally retains integrity of setting adjacent to the railyard and Los Angeles River in an area of other low-scale industrial buildings.

**Materials:** 2159 Bay Street does not retain integrity of materials, given the substantial alterations.

**Workmanship:** 2159 Bay Street lacks early materials resulting in loss of integrity of workmanship.

**Feeling:** 2159 Bay Street lacks integrity of feeling. Used by both National Kellastone Company and Hill Brothers Chemical Company, the building has so completely lost integrity of feeling, there is no indication of how it could have been used historically.

**Association:** Due to an almost complete lack of integrity of design, materials, workmanship, and feeling, 2159 Sacramento Street does not convey any association with an earlier use.

2159 Bay Street only retains integrity of location and setting. It has been so thoroughly altered, it currently appears as a new building.

### **Historic District Eligibility**

As discussed in the Historical Resources Report and as indicated previously, the existing buildings on the Project Site are not located within the boundaries of the potential historic district identified by SurveyLA as the potential Historic District. The southeastern edge of this potential historic district is located over 0.3 miles from the Project Site. There is no other potential historic district to which the Project Site's buildings could contribute. While there are other industrial buildings surrounding the onsite buildings, they date from a variety of time periods and the Historical Resources Report concludes that they do not together create a strong sense of time and place. Finally, as noted above, the buildings on the Project Site have been altered since their dates of construction and the Historical Resources Report concludes that they would not contribute to a historic district.

#### (4) Archaeological Resources

##### *(a) California Historical Resources Information System Review*

Archaeology is the recovery and study of material evidence of human life and culture of past ages. A California Historical Resources Information System Review (CHRIS) records search at the South Central Coastal Information Center (SCCIC) was conducted on August 28, 2018, for the Project Site and a 0.5-mile radius buffer included as non-confidential Attachment B of the Archaeological Report for the Project (Appendix C of this Draft EIR). The records search included SCCIC's collections of mapped prehistoric, historical, and built environment resources; Department of Parks and Recreation (DPR) site records; technical reports; and ethnographic references. Additional consulted sources included historical maps of the Project Site, the National Register of Historic Places (NRHP), California Register of Historic Resources (CRHR), the California Historic Property Data File, and the lists of California State Historical Landmarks, California Points of Historical Interest, and the Archaeological Determinations of Eligibility. The results of the confidential portion of the records search (i.e., that portion of the records search involving LA-13239) are on file at the City for review by qualified individuals as Confidential Attachment C of the Archaeological Report.

##### *(i) Previously Conducted Cultural Resource Studies*

Results of the SCCIC CHRIS records search indicate that 39 previous cultural resource studies have been conducted within 0.5 miles of the Project Site between 1990 and 2017. As indicated in the Archaeological Report, none of the studies identified overlap the Project Site, however, one such report related to archaeological resources that is potentially relevant to the Project Site is discussed below.

##### LA-13239

As discussed in the Archaeological Report, one report, LA-13239, prepared by Cogstone Environmental, identifies the extent of the zanja network. The zanja network was City of Los Angeles' original irrigation system, and the network is thought to have run throughout the city in various branches, predominantly along major roads. The location of many of the segments are unconfirmed; however, the believed route has been mapped by Blake Gumprecht who incorporated information from multiple historical works, particularly a report on irrigation by State Engineer William Hamilton Hall from 1888. Using Gumprecht's 2001 work, Cogstone Environmental prepared a series of maps for the Downtown area, which shows an unconfirmed section of a historical-era water conveyance system running south along or near Mateo Street, approximately 0.2 mile west of the Project Site. This zanja segment has been identified by Gumprecht as Zanja No. 1.

While the Cogstone study provides a valuable review of available documentation pertaining to this historic water conveyance feature, the existing information does not provide evidence indicating that these features are present within the Project Site. Specific restrictions to the accuracy of this study were presented by the age and generalized quality of the records representing the route of the feature, the absence of physical evidence confirming a specific route of Zanja No. 1 adjacent to or within the Project Site, and the degree of urbanization that has occurred in the more than 100 years since the zanja network was abandoned.

*(ii) Previously Recorded Cultural Resources*

As discussed in the Archaeological Report, SCCIC records indicate that a total of 78 previously recorded cultural resources fall within the 0.5-mile records search area, none of which are within the Project Site. Of these, 74 are historic-era buildings or structures. The remaining resources include four historic-era archaeological sites (P-19-003683, P-19-003777, P-19-004192, and P-19-004193). These sites consist of refuse scatters dating to between 1880 and 1945 (P-19-003693), between 1850 and 1915 (P-19-003777), and between 1914 and 1945 (P-19-004192 and P-19-004193). No resources identified within this records search area are documented in association with historic-era zanja features, which has been represented on historical maps to have run approximately 0.2 mile west of the Project Site. No physical evidence of the zanja has been documented to date in the vicinity.

*(b) Brief History of the Zanja System*

As discussed in the Archaeological Report, the Zanja Madre network and subsequent additional zanja segments were Los Angeles' original irrigation system, and the network is thought to have run throughout the City in various branches, predominantly along major roads. The water conveyance system consisted of interconnected ditches known as "zanjas" and was established in 1781 at the same time that El Pueblo de la Reyna de Los Angeles (The Town of Los Angeles) was founded. Local Native American inhabitants of the area are known to have assisted in constructing these initial ditches during this period. The first segment of the system was known as the Zanja Madre, and is thought to have run from a point on the Los Angeles River north of the city, south near present-day Main Street, terminating near the Plaza close to present-day Union Station. Though researchers and the public often use the term "Zanja Madre" to refer to the larger water conveyance network, this term more accurately describes just the initial component established during the Spanish Period. The segments that were added on later were numbered and grouped based on what part of the city they reached and from where on the Los Angeles River they drew water. The size of Los Angeles did not necessitate an expansive system for the first half of the nineteenth century, and there were only three additional segments by 1849. As the city rapidly grew, water became a growing concern

particularly because much of the land was agricultural and irrigation was crucial to farmers' success. As a result, several new zanja segments were constructed post-1855.

By 1870, the Zanja Madre, considered the most important canal in the system, was maintained at a width of ten feet along its entire length. In addition, eight other zanja segments had also been built within the City. By the late nineteenth century, there were a total of 19 zanja segments. As the City became more populated and more open zanjas were built throughout the city center, an increasing number of fatal drownings began to occur. Another concern surrounding the zanjas was their use as waste disposal and for bathing and laundry by many in the city. This led to dysentery and other health problems, which caused anger and outrage among the citizens. As early as the 1850s, the zanjas were so filthy that wealthy Angelenos refused to get their drinking water from them and instead paid for water taken directly from the River. Public outcry over the drownings and the overall cleanliness of the zanjas reached a point where the City was forced to take action, which resulted in almost all of the zanja segments being enclosed either by concrete piping, or wooden flumes by the mid-1880s. The late nineteenth century saw the beginning of the abandonment of the zanjas and Zanja No. 5 was reportedly the first to be abandoned in 1888. By 1904, the last two zanjas, the Woolen Mill Ditch and Zanja No. 8-R were abandoned. At this point, any zanja segment that had not been adopted into the City's water system was either destroyed or built over.

Dudek (the Archaeologist) reviewed information detailing the original Zanja Madre network and subsequently constructed segments, including William Hall's 1888 study of irrigation in Southern California and Blake Gumprecht's work on the History of the Los Angeles River. The review suggested that a portion of the zanja network may be present in the vicinity of the Project Site. A series of maps prepared by Cogstone Environmental (refer to Attachment C: Confidential Report LA-13239) for the Downtown Los Angeles area indicates that two separate branches of the same zanja segment, Zanja No. 1, are mapped near the Project Site. The western branch of Zanja No. 1 is approximately 0.20 miles west of the Project Site. The eastern branch of Zanja No. 1 is approximately 0.20 miles east of the Project Site and is mapped to the east side of the now channelized Los Angeles River. As the eastern branch has a lower potential to be within or in the immediate vicinity of the Project Site, further discussion of this branch is not necessary.

The unconfirmed zanja segment mapped approximately 0.20 miles to the west of the Project Site identified as Zanja No. 1 and described, but not located, by Hall to be a wooden flume (800 feet in length), followed by a cement pipe section (16 inches in diameter and 3,200 feet in length) and an open ditch portion (9,625 feet in length) extending to the city boundary (present-day Washington Boulevard). As described in Hall's 1888 work, Zanja No. 1 was the western branch of the low-service water system, named for the group of canals that distributed water taken from a lower elevation of the Los

Angeles River, while the high-system distributed water that was taken from a higher elevation on the River.

According to information from Gumprecht, Hall, and Cogstone Environmental, Zanja No. 1 extended from the end of Zanja No. 6-1 at South Hewitt Street between East 1st and East 2nd Streets. Zanja No. 1 then trends southeast towards the intersection of South Garey Street and East 2nd Street, then redirects and trends southward, generally along the east side of South Garey Street, Molino Street, and Mateo Street and terminating at the intersection of Mateo Street and Washington Boulevard.

Based on the method of construction for Zanja No. 1, specifically portions constructed of wooden flume and open ditch, and the nature of this feature, which originally ran along roads just below the ground surface, the Archaeological Report concludes that it is very unlikely that it would remain intact even if a portion of Zanja No. 1 ran through the Project Site (for which there is no evidence). Development over the course of the twentieth century would likely have resulted in the destruction of much of the zanjias, though it is always possible remnant portions are still buried below the surface or were adopted into the City's infrastructure. As the zanja network had required construction and maintenance staff, historical refuse deposits created by these workers could be found in association with the zanja alignments. It should be noted that no consulted sources identify Zanja No. 1 as running within or adjacent to the Project Site; therefore, though their existence subsurface is possible, the Archaeological Report concludes that it appears unlikely they would be identified within the Project Site.

*(c) Historic Map and Aerial Research*

Dudek consulted historic maps and aerial photographs to understand development of the Project Site and surrounding properties. United States Geological Survey (USGS) topographic maps are available from 1894 to the present and aerial images are available from 1948 to the present from Nationwide Environmental Title Research. Sanborn maps from the Sanborn Map Company are available for the years 1906 and 1953.

The first USGS topographic map showing the Project Site dates to 1894 and is depicted as undeveloped. In this map the railroad lines are visible to the east, as is the Los Angeles River. There were several small developments in the general vicinity and much of the surrounding streets had already been laid out. The topographic maps show little change until 1928 by which time the railroad lines had been extensively expanded and included offshoots to the west. These maps also show that there was a dramatic increase in the density of the development in the area. At this time, the vicinity of the Project Site was still largely undeveloped though there are four structures depicted at the eastern edge of the block where the project site is located. Additionally, a rail line is depicted as running north through the Project Site and then parallels its northern boundary. According to these

maps the Project Site was developed sometime before 1956. Topographic maps from later decades do not show extensive changes within the Project Site aside from a general increase in density in the city overall.

Historic aerials from 1948 show that the Project Site vicinity at this time was developed and that at least one of the extant buildings on the Project Site appears to have been built by this time. According to the City of Los Angeles Department of Building and Safety records, the Project Site was first developed in 1924. The surrounding area was almost completely developed by 1948 though much of the area has experienced some form of redevelopment over time.

The earliest Sanborn Map depicting the Project Site is from 1906 and shows the block between Bay Street and Sacramento Street as a commercial and industrial zone (Refer to Attachment A—Figure 3 of the Archaeological Report). The railway is located immediately east of the Project Site and connects to the sector both north and south of Bay Street with spur tracks. Directly within the Project Site are structures that are labeled with both solid and dotted lines. Notes on the margins of these structures indicate that at this time, the Project Site was a staging area for “sacking and mixing machines.” This staging area is reported by the 1906 map as a wooden structure with a concrete platform that also has wooden ramps that connect the Project Site to a chemical warehouse to the immediate west of the lot. This warehouse sits between the southernmost spur track and the Bay Street thoroughfare. There is one water pipe on Bay Street that is noted to be a 6-inch water pipe. No references are made any zanja segments in or around the Project Site. The nearest location noted by the Sanborn maps in 1906 occurs 1.1 miles away at the intersection of 6th Street and Central Avenue, extending east and west, well outside of the Project Site.

There are no changes to the Project Site on the 1953 Sanborn map and only minor additions to other lots in its vicinity (refer to Attachment A—Figure 3 of the Archaeological Report included as Appendix C of this Draft EIR). The vacant lot to the north of the Project Site now notes the presence of talc piles next to the previously existing talc mill. The talc mill's staging area is smaller and some dotted line structures exist between the talc pile and Project Site. No references are made for this year for any zanja segments in or around the Project Site.

#### *(d) Native American Heritage Commission Sacred Lands File Search*

As part of the process of identifying cultural resources, including archaeological resources, within or near the Project Site, Dudek contacted the NAHC to request a review of the Sacred Lands File (SLF) in June 2018. The NAHC emailed a response on July 12, 2018, included as Attachment D of the Archaeological Report, stating that the SLF search was completed with negative results. Because the SLF search does not include an

exhaustive list of Native American cultural resources, the NAHC suggested contacting Native American individuals and/or tribal organizations who may have direct knowledge of cultural resources in or near the Project Site. The NAHC provided the contact information of 10 individuals and/or tribal organizations with whom to contact along with the SLF search results. No additional tribal outreach was conducted by Dudek as part of the Archaeological Report (although tribal consultations were conducted for the Project by the City as required by Assembly Bill (AB) 52). Tribal cultural resources are discussed further in Section IV.L, Tribal Cultural Resources, of this Draft EIR.

*(e) Archaeological Sensitivity*

As discussed above and in the Archaeological Report, no archaeological resources were identified within or in the vicinity of the Project Site through the SCCIC records search, SLF review, and archival research. The archaeological record for the surrounding 0.5-mile area includes no previously recorded prehistoric archaeological sites and four historic-age refuse deposits. Additionally, no resources identified within this records search area are documented in association with historic-era zanja features. As previously noted, one segment of the zanja network, Zanja No. 1, has been represented on historical maps approximately 0.20 mile west of the Project Site and a thorough review of historic sources, including historical documents, academic research, maps, and aerials have not shown Zanja No. 1 to be located within or directly adjacent the Project Site. Furthermore, the Project Site was developed by the 1920s and has been substantially disturbed as a result. Considering these factors, the Archaeological Report indicates that the potential for buried prehistoric-era and historic-era archaeological deposits to exist within the Project Site is considered unlikely.<sup>35</sup>

### 3. Project Impacts

#### a. Thresholds of Significance

In accordance with Appendix G of the State CEQA Guidelines, the Project would have a significant impact related to cultural resources if it would:

***Threshold (a): Cause a substantial adverse change in the significance of a historical resource pursuant to Section 15064.5;***

***Threshold (b): Cause a substantial adverse change in the significance of an archaeological resource pursuant to Section 15064.5;***

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<sup>35</sup> Dudek, *Archaeological Resources Assessment Memo for the 2159 Bay Street Project*, May 4, 2022, pp. 14–15.



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

For this analysis, the Appendix G Thresholds provided above are relied upon. The analysis utilizes factors and considerations identified in the City's 2006 *L.A. CEQA Thresholds Guide*, as appropriate, to assist in answering the Appendix G Threshold questions.

The *L.A. CEQA Thresholds Guide* identifies the following factors to evaluate impacts to cultural resources:

**(1) Historic Resources**

If the project would result in a substantial adverse change in the significance of an historical resource due to:

- Demolition of a significant resource,
- Relocation that does not maintain the integrity and significance of a significant resource;
- Conversion, rehabilitation, or alteration of a significant resource which does not conform to the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings; or
- Construction that reduces the integrity or significance of important resources on the site or in the vicinity.

A project with an effect that may cause a substantial adverse change in the significance of a historical resource is a project that may have a significant effect on the environment.<sup>36</sup> A substantial adverse change in the significance of an historical resource means demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of an historical resource would be materially impaired.<sup>37</sup>

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<sup>36</sup> *CEQA Guidelines, Section 15064.5(b).*

<sup>37</sup> *CEQA Guidelines, Section 15064.5(b)(1).*

## (2) Archaeological Resources

If the project would disturb, damage, or degrade an archaeological resource or its setting that is found to be important under the criteria of CEQA because it:

- Is associated with an event or person of recognized importance in California or American prehistory or of recognized scientific importance in prehistory;
- Can provide information which is both of demonstrable public interest and useful in addressing scientifically consequential and reasonable archaeological research questions;
- Has a special or particular quality, such as the oldest, best, largest, or last surviving example of its kind;
- Is at least 100-years-old<sup>38</sup> and possesses substantial stratigraphic integrity; or
- Involves important research questions that historical research has shown can be answered only with archaeological methods.

## b. Methodology

### (1) Historic Resources

Under CEQA, the evaluation of impacts to historic resources consists of a two-part inquiry: (1) a determination of whether the Project Site contains or is in the vicinity of a historically significant resource or resources and, if so, (2) a determination of whether the proposed project will result in a “substantial adverse change” in the significance of the resource or resources. A “substantial adverse change” in the significance of a historical resource is an alteration that materially impairs the physical characteristics that convey its historical significance and justify its eligibility for listing.

The analysis of impacts related to historic resources is based on the Historical Resources Report. The Historical Resources Report is based, in part, on field inspection of the Project Site and vicinity; review of the City of Los Angeles, County of Los Angeles, and federal records; review of the Los Angeles City Directory and historic permits for the Project Site; Sanborn Fire Insurance maps; newspaper and journal articles; an evaluation of the eligibility of the existing on-site buildings for listing as historic resources; and an

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<sup>38</sup> Although the CEQA criteria state that “important archaeological resources” are those which are at least 100- years-old, the California Register provides that any site found eligible for nomination to the National Register will automatically be included within the California Register and subject to all protections thereof. The National Register requires that a site or structure be at least 50-years-old.

examination of the potential for the Project to directly or contextually impact historical resources/districts in the Project vicinity.

## (2) Archaeological Resources

To address potential impacts to archaeological resources, a formal records search from SCCIC was conducted to assess the archaeological sensitivity of the Project Site and vicinity. This record search included SCCIC's collections of mapped prehistoric, historic, and built environment resources, Department of Parks and Recreation Site Records, technical reports, and ethnographic references. Additional consulted sources included historical maps of the Project, NRHP, CRHR, the California Historic Property Data File, and the lists of California State Historical Landmarks, California Points of Historical Interest, and the Archaeological Determinations of Eligibility. In addition, an evaluation of existing conditions and previous disturbances within the Project Site, the geology of the Project Site, the archaeological sensitivity of the Project Site, and the anticipated depths of Project excavations were evaluated to determine the potential for uncovering archaeological resources.

### c. Project Design Features

The following project design feature is proposed with regard to cultural resources (specifically, archaeological resources).

**Project Design Feature CUL-PDF-1:** Prior to commencement of construction activities for the Project, the construction contractor and construction personnel will attend and complete Workers Environmental Awareness Program (WEAP) training conducted by a qualified archaeologist. The WEAP training will identify: (1) the types and characteristics of archaeological materials that may be identified during construction and explain the importance of and legal basis for the protection of cultural resources; (2) proper procedures to follow in the event that cultural resources are uncovered during ground-disturbing activities, including procedures for work curtailment or redirection; and (3) protocols for contacting of the site supervisor and archaeological monitor upon discovery of a resource and the (principal archaeologist if a monitor is not present).

### d. Analysis of Project Impacts

***Threshold (a): Would the Project cause a substantial adverse change in the significance of an historical resource pursuant to Section 15064.5?***

## (1) Impact Analysis

The Project would involve demolition of the three existing buildings and other uses (i.e., tents, temporary offices, etc.) at the Project Site, and the construction of three new occupiable buildings (Buildings A through C), an electrical enclosure (Building D)) and a four level subterranean parking structure (Building E). The largest of the buildings, Building A, is proposed as a 10-story rectangular office building located at the north side of the Project Site along Bay Street with retail and office uses on the ground floor. Building B is proposed as a 1-story retail and restaurant building located west of Building A, also along Bay Street. Building C is proposed as a 2-story office building with retail and restaurant uses on the ground floor located at the south side of the Project Site along Sacramento Street. A driveway into and out of the subterranean parking is proposed to cut through the Project Site from Sacramento Street to Bay Street along the west side of the property, cutting between Buildings A and B. A pedestrian paseo would run north-south from Bay Street along the east side of Building A, then east-west between Buildings A and C, and then north-south to Sacramento Street along the west side of Building C. See Section II, Project Description, of this Draft EIR for the Project figures, including Figure II-4 Conceptual Plot Plan, Figures II-5 through II-8, Conceptual Site Plans (by level), and Figures II-9 and II-10, Planting Plans.

The three new buildings are proposed to be contemporary in style. Building A would be the most prominent due to its size and height. It would consist of 9 stories above an inset podium base. Upper floors would consist of floor-to-ceiling glass supported by a grid of slender concrete framing. Building A would have a flat roof and glazing on three sides of the podium. Building B would be a concrete building with a concrete roof. The north elevation, facing Bay Street would be almost entirely glazed, framed by precast concrete, as well a large portion of the south elevation. Building C would have two sections. The west section would be enclosed by glazing at the ground floor, topped by a roof enclosed by thick, fluted panels, with the east section almost entirely solid with a band of glazing wrapping around the south elevation and a small window band along the north elevation.

### *(a) Evaluation of Direct Impacts*

As detailed in the Historical Resources Report and summarized above in Subsection 2.b.(3), Historic Resource Assessment of Existing Buildings, the existing buildings on the Project Site were evaluated for historic and architectural significance. The buildings were found to not be eligible for listing in the National or California Registers nor were they found eligible for local designation under any criteria. Thus, the existing buildings on the Project Site are not historical resources under CEQA. Therefore, demolition required for the Project would not result in a direct impact to historical resources. **The Project would not**

**directly cause a substantial adverse change in the significance of a historical resource.**

*(b) Evaluation of Indirect Impacts*

The Project would consist of new construction in close proximity to one designated historical resource, the Seventh Street Bridge, as well as the three nearby buildings that were identified in SurveyLA as appearing eligible for designation and are therefore treated as historical resources in the Historical Resources Report. The potential for indirect impacts to their setting is considered herein. In general, CEQA Guidelines Section 15064.5(b)(1) describes an indirect impact as one that results from the "...alteration of the resource or its immediate surroundings such that the significance of an historical resource would be materially impaired."

The Seventh Street Bridge is approximately 0.25 mile north of the Project Site. Although it is theoretically possible to see the Project Site from the span of the bridge, there are many intervening properties between the bridge and Project Site. In addition, development in the surrounding neighborhood is already quite varied with an eclectic mix of building types, uses, architectural styles, and periods of development from many different decades and does not present any cohesion. As such, while the Project may be visible from the bridge, it does not change in any way the features that convey the bridge's significance. The bridge would retain all aspects of integrity. Specifically, it would retain integrity of setting. Constructed in 1910, the surrounding environs of the Seventh Street bridge have changed considerably and cannot be said to be a character-defining feature. Visibility from the bridge of three contemporary buildings a quarter mile away will not change the setting of the bridge such that it is no longer able to convey its significance.

Additionally, the three buildings within the study area that were identified in SurveyLA (i.e., 2140 East 7th Place, 2039–2043 East Bay Street, and 1200–1206 South Santa Fe Avenue) as appearing eligible for designation would not be impacted by the Project. Specifically:

- 2140 7th Place was constructed in 1910 as a warehouse and was identified in SurveyLA as a rare example of its type. However, there are several intervening buildings between 2140 7th Place and the Project Site including two proposed towers. There is little to no visibility currently to or from the Project Site from 2140 East 7th Place and even less in the near future. Therefore, the Project would not change the physical environment of 2140 East 7th Place or its integrity of setting, and would not change the integrity of feeling or association of 2140 7th Place.
- 2039–2043 Bay Street was constructed in 1911 as a warehouse and also identified in SurveyLA as a rare example of its type. Visibility of the Project in the distance would not substantially change its setting. The surrounding

neighborhood has a mix of building heights. Specifically, 1000 Bay Street, a six-story building from 1917 that has been adaptably reused, separates 2039–2043 Bay Street from the Project Site and would block much of the visibility to and from the Project Site, thereby making the Project appear in the background. For this reason, the Project would not change the integrity of setting, feeling or association of 2039-2043 Bay Street.

- 1200–1206 Santa Fe Avenue was constructed in 1913 and identified in SurveyLA as a rare example of an industrial building. Like the other identified historical resources, the setting of 1200-1206 Santa Fe Avenue has changed considerably since it was constructed, most notably with construction of the I-10 freeway located nearly adjacent to the south. While the Project would be visible to and from 1200–1206 Santa Fe Avenue, this fact would not change the mix of industrial buildings in the immediate surroundings such that it would destroy the integrity of setting, feeling or association of 1200–1206 Santa Fe Avenue.

Thus, the Project would not cause an indirect impact to the historical resources.

Lastly, the Project Site is located nearly a half mile from the potential Historic District with many intervening buildings of various heights and dates of construction. While the Project would constitute another new building outside of the potential historic district, visibility would not substantially change to the setting such that the potential Historic District would no longer be able to convey its significance.

**Based on the above, the Project would not directly or indirectly cause a change in the significance of a historical resource as defined in Section 15064.5. Therefore, impacts to historical resources would be less than significant.**

## (2) Mitigation Measures

Project-level impacts with regard to historical resources would be less than significant. Therefore, no mitigation measures are required.

## (3) Level of Significance After Mitigation

Project-level impacts related to historical resources were determined to be less than significant without mitigation. Therefore, no mitigation measures were required or included, and the impact level remains less than significant.

***Threshold (b): Would the Project cause a substantial adverse change in the significance of an archaeological resource pursuant to Section 15064.5?***

## (1) Impact Analysis

As discussed in the Archaeological Report, no archaeological resources were identified within or in the vicinity of the Project Site through SCCIC records, SLF review, or archival research. The archaeological record for the surrounding 0.5-mile area did not include previously recorded prehistoric archaeological sites but did include four historic-age refuse deposits beyond the Project Site. No such resources identified within the records search area were documented in association with historic-era zanja features. In addition, as discussed above, one segment of the zanja network, Zanja No. 1, had been represented on historical maps west of the Project Site. Thorough review of historic sources, including historical documents, academic research, maps, and aerials, did not show Zanja No. 1 to be located within or directly adjacent the Project Site. Furthermore, the Project Site was developed by the 1920s and has been substantially disturbed as a result. Considering these factors, the Archaeological Report concludes that the potential for buried prehistoric-era and historic-era archaeological deposits to exist within the Project Site is considered unlikely. Moreover, with consideration of the severity of past impacts to subsurface soils that would have occurred during construction of the buildings occupying the Project Site, the Archaeological Reports indicates that it appears there is little potential that any intact archaeological resources are present that could be impacted as a result of Project. However, it is always possible that unknown and unanticipated intact archaeological resources and/or features are present at subsurface levels, and that Project excavations could inadvertently encounter/disturb any archaeological resources that may be present. However, Workers Environmental Awareness Program training is proposed under Project Design Feature CUL-PDF-1 whereby Project construction workers will be trained to spot archaeological resources should such resources be unearthed during construction. Furthermore, Project construction activities would adhere to the City's standard inadvertent discovery condition of approval for archaeological resources which requires that construction activities near any archaeological finds be temporarily halted, a qualified archaeologist be retained to assess the find, and that any finds determined by the archaeologist to be significant be handled in accordance with the regulatory requirements of Public Resources Code Section 21083.2. **Therefore, with implementation of Project Design Feature CUL-PDF-1 and adherence to the City's standard condition of approval for archaeological resources, the Project would not cause a substantial adverse change in the significance of an archaeological resource pursuant to Section 15064.5, and, as such, any potential impacts related to archaeological resources would be less than significant.**

## (2) Mitigation Measures

Project-level impacts with regard to archaeological resources would be less than significant. Therefore, no mitigation measures are required.

## (3) Level of Significance After Mitigation

Project-level impacts related to archaeological resources were determined to be less than significant without mitigation. Therefore, no mitigation measures were required or included, and the impact level remains less than significant.

***Threshold (c): Would the Project disturb any human remains, including those interred outside of dedicated cemeteries?***

## (1) Impact Analysis

The Project Site is located within an urbanized area and has been subject to previous grading and development. As discussed in Section VI, Other CEQA Considerations, of this Draft EIR, and in the Initial Study (Appendix A of this Draft EIR), although no known traditional burial sites have been identified on the Project Site, there is the possibility that unknown resources could be encountered during Project construction, particularly during ground-disturbing activities, such as grading and excavation.

While the uncovering of human remains is not anticipated, if human remains are discovered during construction, in accordance with Section 7050.5 of the California Health and Safety Code, the county coroner shall be immediately notified of the discovery. No further excavation or disturbance of the site or any nearby area reasonably suspected to overlie adjacent remains shall occur until the county coroner has determined, within two working days of notification of the discovery, the appropriate treatment and disposition of the human remains. If the county coroner determines that the remains are, or are believed to be, Native American, they shall notify the NAHC in Sacramento within 24 hours. In accordance with California Public Resources Code Section 5097.98, the NAHC must immediately notify those persons it believes to be the most likely descendant from the deceased Native American. The most likely descendant shall complete their inspection within 48 hours of being granted access to the site. The designated Native American representative would then determine, in consultation with the property owner, the disposition of the human remains. **With the implementation of regulatory requirements, the Project would not disturb any human remains. Impacts related to human remains would be less than significant.**



## (2) Mitigation Measures

Project-level impacts related to the disturbance of human remains would be less than significant. Therefore, no mitigation measures are required.

## (3) Level of Significance After Mitigation

Project-level impacts related to the disturbance of human remains would be less than significant without mitigation. Therefore, no mitigation measures were required or included, and the impact level remains less than significant.

# e. Cumulative Impacts

## (1) Impact Analysis

### *(a) Historical Resources*

As provided in Section III, Environmental Setting, of this Draft EIR, there are 72 related projects in the Project Site vicinity. While the majority of the related projects are located within 1.5-mile radius of a substantial distance from the Project Site, as shown in Figure III-1 in Section III, Environmental Setting, of this Draft EIR, several related projects are located in proximity to the Project Site. Specifically, as indicated in Figure III-1 in Section III, Environmental Setting, of this Draft EIR, Related Project Nos. 4, 5, 9, 36, 54 and 65 are all located within several blocks of the Project Site, with Related Project No. 39 located immediately west of the Project Site. Collectively, the related projects involve a variety of residential uses (i.e., apartments and condominiums), retail, restaurant, commercial, and office uses, consistent with existing uses in the Project Site area.

Although impacts to historic resources tend to be site-specific, a cumulative impact analysis of historic resources determines whether the impacts of a project and the related projects in the surrounding area, when taken as a whole, would substantially diminish the number of historic resources within the same or similar context or property type. Specifically, cumulative impacts would occur if the Project and related projects affect local resources with the same level or type of designation or evaluation, affect other structures located within the same historic district, or involve resources that are significant within the same context. As listed below, nine related projects are located within the Historic Resources Report study area:

- Related Project No. 4 (826 S. Mateo St.): Details on the proposed project could not be found. However, the one, small building on the site, appearing as a shed clad in corrugated metal, has not been identified in SurveyLA and would not likely qualify as a historical resource.

- Related Project No. 5 (2060 E 7th St., Ford Motor Company): Recently completed rehabilitation of a historical resource. As work conformed with the Secretary's Standards with mitigation incorporated, there were no impacts to historical resources.<sup>39</sup>
- Related Project No. 9 (2130 E. Violet St.): Nearly completed construction of a nine-story mixed-use building. The site is currently fully developed with an industrial warehouse and an outdoor scrap metal which are not designated as local, state, or federal historic resources, nor have they been identified in any survey as appearing eligible for designation. Hence, the Mitigated negative Declaration for this related Project concluded "no impact" to historic resources.<sup>40</sup>
- Related Project No. 36 and 64 (1000 S. Mateo St./1024 S. Mateo St.): New, eight-story building with live-work apartments. The development requires demolition of a building from the mid-1970s; no historical resource impacts were identified.<sup>41</sup>
- Related Project No. 39 (2110 Bay St.): Proposed construction of three new mixed-use buildings, up to 11-stories high, arranged around a central courtyard. While the site contains three buildings that are 45 years of age or older, none of the buildings were identified as historical resources.<sup>42</sup>
- Related Project No. 49 (1200 S. Santa Fe Ave.): Recently completed rehabilitation of an existing building identified as a historical resource (see the discussion of this resource in the Project-level analysis under Threshold (a) above). The former industrial building was converted to live-work residential units.
- Related Project No. 54 (1000 S. Santa Fe Ave.): Rehabilitation in conformance with the Secretary's Standards of an existing five-story building that was constructed in 1916. As the project conforms with the Secretary's Standards, there are no impacts to historical resources.<sup>43</sup>

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<sup>39</sup> City of Los Angeles, Department of City Planning, *Initial Study for 2060 East 7th Street Project*, ENV-2014-3938-EAF, February 27, 2015, pgs. B-18 through B-20.

<sup>40</sup> City of Los Angeles, Department of City Planning, *Mitigated Negative Declaration for 2030 Violet Street*, ENV-2016-MND, September 29, 2016, p. III-31.

<sup>41</sup> City of Los Angeles, Department of City Planning, *Sustainable Communities Environmental Assessment for 1024 Mateo Project*, ENV-2016-4555-SCEA, August 20, 2020, pgs. 6.V-1 through 6.V-2

<sup>42</sup> City of Los Angeles, Department of City Planning, *Draft EIR Cultural Resources Section for 2110 Bay Street Project*, ENV-2016-3480-EIR, November 2018, pgs. IV.B-20 through IV.B-22.

<sup>43</sup> City of Los Angeles, Department of City Planning, *Mitigated Negative Declaration for 1000 S. Santa Fe Avenue Project*, ENV-2015-1311-MND, November 16, 2015, p. 20.

- Related Project No. 65 (2143 E. Violet St.): Proposed construction of a new 36-story residential building and a new 8-story office building. Four of the seven existing buildings on the site, one of which was identified as a historical resource, are proposed to be retained. No historical resource impacts were identified in the Draft Environmental Impact Report.<sup>44</sup>

In general, it does not appear that the related projects, above, involve historic resource impacts. However, it is possible that a few of the above related projects could potentially result in direct or indirect impacts to historical resources. However, CEQA Section 15355 defines a cumulative impact as “two or more individual effects which, when considered together, are considerable or which compound or increase other environmental impacts.” As discussed in the Project-level analysis under Threshold (a) above, the Project would not result in a direct or an indirect impact on historical resources. Specifically, none of the buildings on-site that would be removed by the Project are historical resources and therefore the Project would not result in direct impacts. In addition, the Project would not result in an indirect impact to any nearby historical resources within the study area because all of the nearby historical resources have a somewhat compromised integrity of setting, the Project would not have the potential to further impact their settings from a distance of 600 feet to 0.25 mile (the distances of the Project Site to the closest designated historic resources as indicated in Figure IV.B-2 on page IV.B-23), and the Project Site is not located within an historic district or HPOZ. Therefore, the Project would not contribute considerably to any cumulative historical resources impacts that could potentially occur.

In addition, it is anticipated that historical resources that are potentially affected by other related projects would also be subject to the same requirements of CEQA as the Project. These determinations would be made on a case-by-case basis and the effects of cumulative development on historical resources would be mitigated to the extent feasible in accordance with CEQA and other applicable legal requirements.

**Therefore, Project impacts to historical resources in the Project vicinity would not be cumulatively considerable, and cumulative impacts related to historical resources would be less than significant.**

#### *(b) Archaeological Resources*

With regard to potential cumulative impacts related to archaeological resources, such potential impacts are generally site specific as they relate to the particular underlying conditions of a site. The Project and the surrounding area are located within an urbanized

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<sup>44</sup> City of Los Angeles, Department of City Planning, *Draft EIR Cultural Resources Section for 2143 Violet Project, ENV-2017-438-EIR*, June 2020, pgs. IV.B-28 through IV.B-30.

setting that has been disturbed and developed over time. SCCIC records indicated that four historic-era archaeological resources have been previously documented within a half-mile of the Project Site, all of which were previously disturbed through this process of ongoing urbanization, but that no archaeological resources have been previously documented at the Project Site. Furthermore, the Archaeological Report indicates that, while elements of the Zanja network have been documented and/or are believed to be located both east and west of the Project Site, the Project Site itself likely does not contain subsurface elements of the zanja network. Lastly, the Archaeological Report concludes that the potential for intact buried prehistoric-era and historic-era archaeological deposits at the Project Site is unlikely. As with the Project, in the event that archaeological resources are uncovered or otherwise disturbed, each related project would be required to comply with applicable regulatory requirements, including the City's standard inadvertent discovery condition of approval for archaeological resources. As archaeological resources are identified, required archaeological assessments of significance and documentation would be completed on a site-by-site basis, thereby appropriately contributing to the larger, cumulative archaeological record. In addition, as part of the environmental review processes for the related projects, it is expected that mitigation measures would be established as necessary to address the potential for uncovering archaeological resources. **Therefore, Project impacts to archaeological resources would not be cumulatively considerable, and cumulative impacts would be less than significant.**

#### *(c) Human Remains*

As with the potential for uncovering archaeological resources, the potential for discovering human remains is site-specific based on the underlying conditions and historical uses of that site. However, as with the Project, if human remains were discovered during construction of any of the related projects, work in the immediate vicinity would be halted, the county coroner, construction manager, and other entities would be notified per California Health and Safety Code Section 7050.5, and disposition of the human remains and any associated grave goods would occur in accordance with PRC Section 5097.98. With the implementation of these regulatory requirements, construction of the Project and the related projects would not result in significant cumulative impacts to human remains. **Therefore, the Project impacts to human remains would not be cumulatively considerable, and cumulative impacts would be less than significant.**

## **(2) Mitigation Measures**

Cumulative impacts to historical and archaeological resources and those related to the disturbance of human remains would be less than significant. Therefore, no mitigation measures are required.

### (3) Level of Significance After Mitigation

Cumulative impacts to historical and archaeological resources and those related to the disturbance of human remains would be less than significant without mitigation.