

Determination of Eligibility for Section 106 and CEQA Initial Study  
Cultural Resources Section for Metro Division 2 Bus Repair Garage



Los Angeles County Metropolitan Transportation Authority  
Facilities-Operations  
One Gateway Plaza  
Los Angeles, CA 90012-2952

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(Front cover) Interior: Bus repair garage in the 1950s, looking east through the shop area.<sup>1</sup>

(Back cover) Interior: Bus repair garage today, looking west through the shop area.<sup>2</sup>

<sup>1</sup> Dorothy Peyton Gray Transportation Library and Archive, Metropolitan Transportation Authority  
One Gateway Plaza, 15th Floor Los Angeles, CA 90012. Accessed May 7, 2008.

<sup>2</sup> Heller, May 2008.

## Executive Summary

The Los Angeles County Metropolitan Transportation Authority (Metro) is considering the viability of the Los Angeles Railway (LARy) 16<sup>th</sup> Street bus repair garage for continued use or possible replacement with a new facility to accommodate the repair and maintenance of buses, including articulated buses. The garage was constructed in 1927 by LARy on a large site bounded by 15<sup>th</sup> Street on the north, 16<sup>th</sup> Street on the south, Griffith Avenue on the east, and San Pedro Street on the west. Not only was this the largest, most substantial building ever erected on the site, but it also marked the first activity on the north side of the block fronting 15<sup>th</sup> Street. The bus repair garage has functioned for more than 80 years with only minor alterations and updates.

Two other buildings on the site meet the 50-year age requirement for historical assessment: an automotive garage and a garage building that served as police headquarters, both built in 1935. However, research, which included the transit history of Los Angeles, historic maps, building permits, and construction drawings, indicates that the 16<sup>th</sup> Street bus repair garage is the only building on the site that qualifies for listing in the National Register of Historic Places (National Register) and the California Register of Historical Resources (California Register). The LARy 16<sup>th</sup> Street bus repair garage retains historic integrity of location, design, setting, materials, workmanship, feeling, and association. It appears to qualify for the National Register listing under Criterion A for its association with the transportation history of Los Angeles and under Criterion C as an example of an important property type, an early bus repair facility. The building also appears to qualify for listing in the California Register under Criteria 1 and 3 for the same reasons.

Properties eligible for the California Register are considered historical resources for the purposes of the California Environmental Quality Act (CEQA). Properties eligible for the National Register are subject to federal historic preservation laws when a federal agency is involved in funding, licensing, permitting, or approval of a project.

## Proposed Project and Regulatory Compliance

Metro has not proposed a project for this site. Under CEQA, 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. According to Section 15064.5(b)(1) of the CEQA Guidelines and judicial precedence, demolition of a historical resource, such as the LARy 16<sup>th</sup> Street garage, would be a substantial adverse change and would result in a significant effect under Section 21084.1 of CEQA. If federal preservation laws apply, demolition of a historic property would be an adverse effect under the regulations for implementing Section 106 of the National Historic Preservation Act (36 Code of Federal Regulations [CFR] 800) and would require consultation with the State Historic Preservation Officer, notification of the Advisory Council on Historic Preservation, and mitigation through a memorandum of agreement signed by all involved agencies. If the Federal Transit Administration is the federal agency, Section 4(f) of the Department of Transportation Act (36 CFR Parts 771 and 774) would apply, which “prohibits the use of...a historic site for transportation projects unless...there is no feasible and prudent avoidance alternative and that all possible planning to minimize harm has occurred.” However, a project that follows the Secretary of the Interior’s Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings or the Secretary of the Interior’s Standards for Rehabilitation and Guidelines for Rehabilitating

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Historic Buildings (Weeks and Grimmer 1995), shall be considered 1) mitigated to a level having less than a significant effect on the historical resource under CEQA, 2) not an adverse effect under Section 106, and 3) one that would minimize harm under Section 4(f).

### **Recommendations**

It is recommended that an adaptive reuse of the LARy 16<sup>th</sup> Street bus repair garage, according to the secretary's standards, be incorporated into the proposed facility design. This would avoid a significant effect under CEQA, avoid an adverse effect under Section 106, and minimize harm under Section 4(f).

One possible adaptive reuse scenario would be to have the 16<sup>th</sup> Street bus repair garage remain a bus repair facility since it has served that original purpose for more than 80 years. Given the size and location of the site, which is near Washington Boulevard, it appears that it could continue to serve a bus transit function (i.e., maintenance and repair).

### **Scope of Work**

#### **Determination of Eligibility for Section 106 and CEQA Initial Study, Cultural Resources Section for Metro Division 2, Bus Repair Garage: An Exploration of the Potential Historic Nature of Division 2 Should the Agency Contemplate Alterations to the Property in the Future.**

*A Survey Report of the LARy 16<sup>th</sup> Street Bus Repair Garage and a Brief Reconnaissance and History of the Site*

#### Architecture and Cultural Resources

This includes a records search and historic research to complete a Department of Parks and Recreation (DPR) 523 form for the bus repair garage and two adjacent automotive repair buildings that meet the 50-years-or-older threshold. Structural or destructive testing is not a part of this scope; a visual inspection of the property was made.

#### Archaeology and Paleontology

The results of a records search at the South Central Coastal Information Center (SCCIC) located at California State University, Fullerton is reported in a letter on archaeology and paleontology. Subsurface investigation is not a part of this scope.

### **Los Angeles Transit History**

Today's Metro traces its roots back to the Los Angeles Railway, which existed from 1895 to 1945. Public transit began with animal power, which evolved through cable cars to electric trolleys and then buses. These operations were funded by private for-profit companies until the function was undertaken by government agencies in the 1950s (see Table 1, Genealogy of Transit Companies).

**Table 1. Genealogy of Transit Companies<sup>3</sup>**

Los Angeles Railway	LARy	1895–1945
Los Angeles Transit Lines	LATL	1945–1958
Los Angeles Metropolitan Transit Authority	LAMTA	1958–1963
Southern California Rapid Transit District	SCRTD	1964–1993
Los Angeles County Metropolitan Transportation Authority	LAMTA/Metro	1993–present
Subsidiaries co-owned with Pacific Electric Railway		
Los Angeles Motor Bus Company	LAMCo	1923–1927
Los Angeles Motor Coach Company	LAMCo	1927–1949

Los Angeles was a small settlement until late in the 19<sup>th</sup> century. The size of the “Pueblo” was constrained by the distance that a man could walk between home and work while still having enough time for a meaningful number of work hours. Enterprising real estate speculators found that they could turn inexpensive outlying land into home sites by providing public transit access to these developments, in a sense moving their real estate subdivisions closer to Los Angeles. This was accomplished by operating animal-powered passenger cars on a somewhat regular schedule between downtown and the new suburbs.

Soon, cable car technology replaced animal traction. Downtown Los Angeles was bordered by steep hills on the west and the Los Angeles River on the east. A large capital investment in cable car technology resulted in faster travel times, the ability to climb steep hills, and the ability to bridge the Los Angeles River.

While cable car lines were still being built and animal traction was still serving more marginal territories, the modern electric streetcar arrived in town. Cheaper to build, more reliable, and faster, the electric trolley soon eclipsed the older forms of mass transit. By the turn of the 20<sup>th</sup> century, electric traction technology had improved to where high-speed interurban trains were competing, and surpassing, the mainline railroads’ steam passenger trains. The trolley companies offered lower fares, greater frequency of service, and more destinations throughout the county.

Eventually, real estate profits could no longer fund trolley expansion because most easily accessible land had already been subdivided and the government was building free roads for the use of automobiles and highway trucks. By the 1920s, mass transit ridership was losing patrons to affordable private cars, and independent bus and jitney operators were competing with the street railway companies for patrons. The bus companies did not have to pay property tax and right-of-way maintenance fees as the railway companies did. The State Railroad Commission (now the California Public Utilities Commission) stepped in, requiring franchisees to operate fixed bus routes and publish fares and timetables. In so doing, the commission handed bus operations back over to the trolley companies.

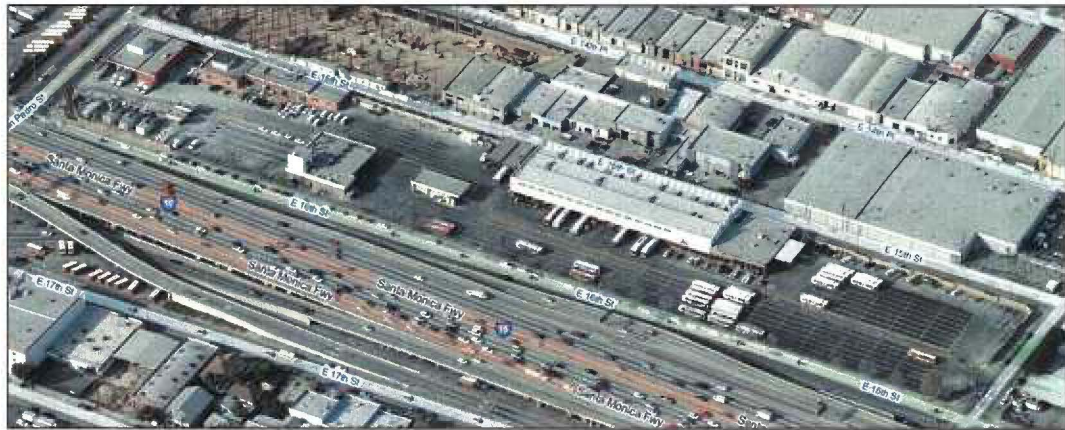
<sup>3</sup> Electric Railway Historical Association of Southern California. Available: <[www.erha.org](http://www.erha.org)>. Accessed: June 3, 2008.

After 1911, there were only two street railway companies operating in Los Angeles, the Los Angeles Railway and the Pacific Electric Railway. Each company operated a number of bus lines and jointly owned and operated a third bus operator, the Los Angeles Motor Coach Company. Further investment by these two companies was almost entirely on the bus operations side of their business, while they allowed their rail equipment to wither. The companies used the poor state of the old equipment as justification to the commission to substitute bus lines for rail lines. The subject of this report, Metro Division 2, is in fact a former LARy bus division, and the two buildings found worthy of study were built by that company in the service of its bus operations. The history of this site echoes the history of transit operations in Los Angeles.

### Property Description

The site is bounded by San Pedro Street on the west, Griffith Avenue on the east, E. 15<sup>th</sup> Street on the north, and E. 16<sup>th</sup> Street on the south (see Figure 1).

**Figure 1. Satellite Photo: Division 2 in 2006 or 2007<sup>4</sup>**



### Site Ownership

#### Los Angeles Railway Company 1895–1945

The subject block comprised more than 60 parcels, with as many owners by the turn of the 20<sup>th</sup> century. By the late 1950s, the parcels were consolidated into a single unit. That unit makes up today's Metro Division 2.

### Site History

In 1905, the site was equally divided among vacant lots fronting E. 16<sup>th</sup> Street and single-family dwellings on E. 15<sup>th</sup> Street (see Figures 2 and 3). More than a few of these homes were built in 1905 and 1906, signifying that the neighborhood was undergoing settlement at that time.<sup>5</sup>

<sup>4</sup> Microsoft Live Maps. Available: < <http://maps.live.com>>. Accessed: May 28, 2008.

<sup>5</sup> Building permits from the Los Angeles Department of Building and Safety, 1905-1960.



Figure 2. Site of Future 16<sup>th</sup> Street Bus Garage (future Division 2) about 1906<sup>6</sup>

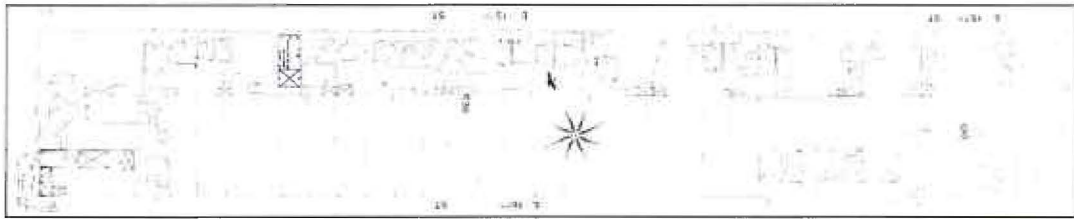
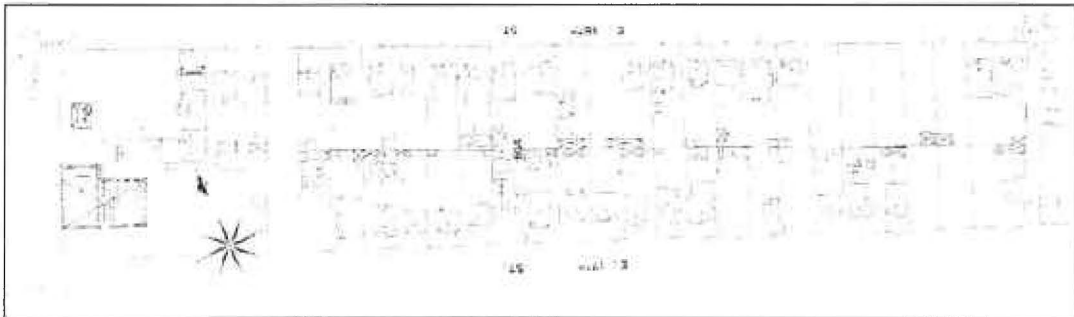


Figure 3. Main, 5<sup>th</sup>, and San Pedro Railway had operated horse cars from its barn on San Pedro Street, shown as belonging to the Los Angeles Railway in this 1906 Sanborn Fire Insurance map<sup>7</sup>



A Los Angeles Railway affiliate had operated a horse car line on San Pedro Street as far south as 30<sup>th</sup> Street. The line had been “electricized”<sup>8</sup> in 1896,<sup>9</sup> and it is likely that the company’s barn and stables in the 1600 block of San Pedro Street were from then on used only for horses pulling company maintenance wagons.

A 1912 LARy company site plan (Figure 4) shows a substantial number of buildings to have been built fronting 16<sup>th</sup> Street across the street from the horse barn. The most important building on the site was the large brick 16<sup>th</sup> Street substation, built at a cost of \$20,790 and equipped with \$96,180 worth of substation equipment to convert high-voltage AC power purchased from Pacific Light & Power to 600v DC used by the electric trolleys (see Figure 5).<sup>10</sup>

<sup>6</sup> Sanborn Fire Insurance maps. Los Angeles Public Library Collection. Los Angeles 1906-Jan. 1950 vol-2 pg 165

<sup>7</sup> Sanborn Fire Insurance maps. Los Angeles Public Library Collection. Los Angeles 1906-Jan. 1950 vol-2 pg 163

<sup>8</sup> Period term, commonly used in writings of the period to refer to electrification of horse and cable car lines.

<sup>9</sup> Robert C. Post. *Street Railways and the Growth of Los Angeles*. Golden West Books, San Marino, CA. pub. 1989

<sup>10</sup> W.A. Cattell. 1913. *Valuation of the Los Angeles Railway Corporation*, Vol. 1. Dec. 1. Published by Board of Public Utilities of the city of Los Angeles.

Figure 4. Los Angeles Railway buildings on the site in 1912 (does not show neighboring properties)<sup>11</sup>

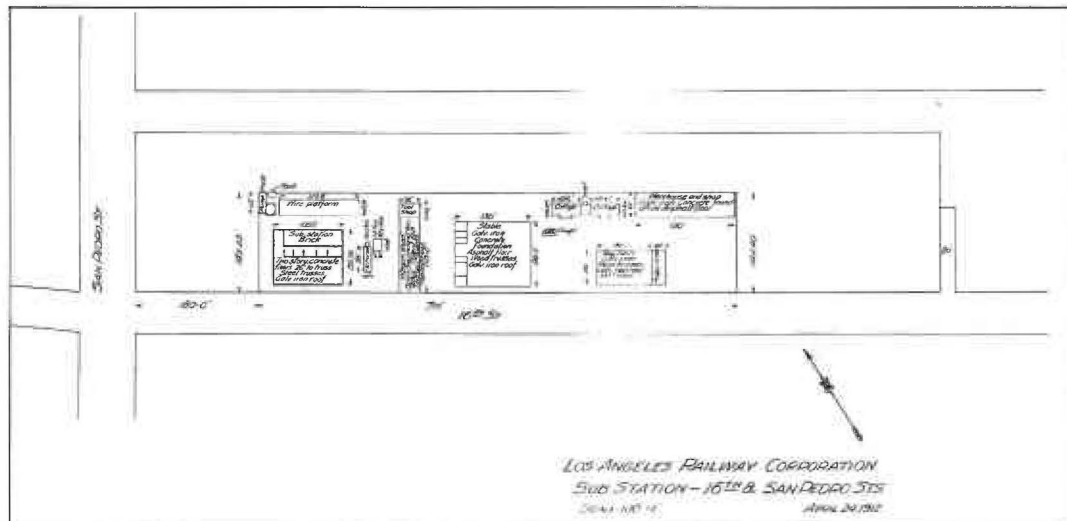
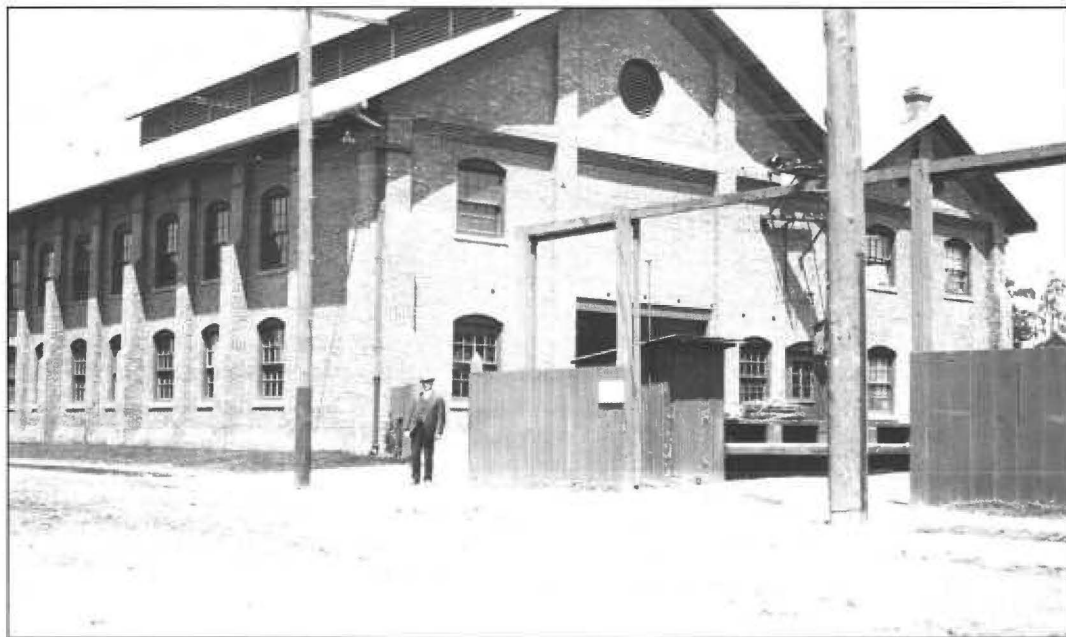


Figure 5. LARy 16<sup>th</sup> Street Substation, demolished by RTD in the 1970s<sup>12</sup>



<sup>11</sup> Dorothy Peyton Gray Transportation Library and Archive, Metropolitan Transportation Authority One Gateway Plaza, 15th Floor Los Angeles, CA 90012. Accessed July 14, 2008.

<sup>12</sup> Ibid.

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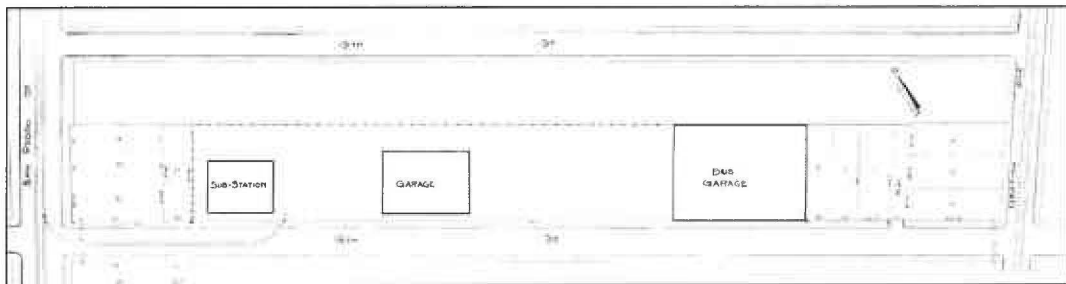
In addition to the substation, the *Valuation of the Los Angeles Railway Corporation* also lists the buildings listed below as being at the site (see Table 2).

**Table 2. Summary of Buildings at 16<sup>th</sup> Street Substation in 1912<sup>13</sup>**

Machine Shop	\$4,400
Two Cottages	\$1,600
Stable and Hay Barn	\$13,500
Two Platforms	\$860
Wagon Shed	\$1,500
Total value of all miscellaneous buildings at 16 <sup>th</sup> Street substation	\$21,860

On October 10, 1923, LARy opened the 16<sup>th</sup> Street garage, and on January 29, 1929, the 16<sup>th</sup> Street garage was officially designated a coach division (see Figure 6).<sup>14</sup> On July 31, 1932, LARy's Rail Division 2 at 54<sup>th</sup> and Avalon Streets closed, and soon after, company officials renamed the 16<sup>th</sup> Street garage "Division 2."

**Figure 6. LARy site plan (c. 1923) was found among legal papers in the Metro Library. It shows the new bus garage, an automotive garage, the substation, streetcar tracks on San Pedro and Griffith, as well a section of non-revenue track on E. 16<sup>th</sup> Street<sup>15</sup>**



### 1926 Expansion

A major expansion occurred between 1926 and 1927 with the addition of the 16<sup>th</sup> Street bus repair garage (see Table 3). Not only was this the largest, most substantial building ever erected on the site, but it also marked the first property activity on the north side of the block fronting 15<sup>th</sup> Street.<sup>16</sup>

<sup>13</sup> Dorothy Peyton Gray Transportation Library and Archive, Metropolitan Transportation Authority One Gateway Plaza, 15th Floor Los Angeles, CA 90012. Accessed July 14, 2008.

<sup>14</sup> Ibid.

<sup>15</sup> Ibid.

<sup>16</sup> Building permits from the City of Los Angeles Department of Building and Safety, 1905-1960.

**Table 3. Transportation Building Permits on File with the City of Los Angeles**

<b>Los Angeles Railway Building Permits and Construction</b>			<b>Demolished</b>	<b>Extant 2008</b>
<b>Address</b>	<b>Date</b>	<b>Description</b>		
779 E. 16 <sup>th</sup> St	11/18/1911	New warehouse and shop	●	
801 E. 16 <sup>th</sup> St	1923	New bus garage (50 buses)	●	
783 E. 16 <sup>th</sup> St	6/18/1924	New storage shed	●	
755 E. 16 <sup>th</sup> St	1/24/1927	New shop	●	
771 E. 16 <sup>th</sup> St	4/13/1927	New brick and steel private service station, 20'x59'	●	
775 E. 16 <sup>th</sup> St	5/2/1927	New brick and steel private service station, 26' 6"x30'	●	
763 E. 16 <sup>th</sup> St	5/28/1927	Demolished residential garage	●	
785 E. 16 <sup>th</sup> St	1927	Demolished machine shop	●	
796 E. 15 <sup>th</sup> St	1927	Demolished dwelling	●	
792 E. 15 <sup>th</sup> St	1927	New bus repair shop (16 <sup>th</sup> Street bus repair garage)		●
787 E. 16 <sup>th</sup> St	7/31/1927	New wash racks	●	
792 E. 16 <sup>th</sup> St	1928	Added new mezzanine inside east end of bus repair shop		●
717 E. 16 <sup>th</sup> St	10/25/1928	New roof on substation	●	
801 E. 16 <sup>th</sup> St	12/20/1928	Cut new door in north side of garage for bus access	●	
783 E. 16 <sup>th</sup> St	12/31/1928	Demolished "Administration Building" (house)	●	
722 E. 15 <sup>th</sup> St	1929	Demolished dwelling	●	
724 E. 15 <sup>th</sup> St	1929	Demolished dwelling	●	
730 E. 15 <sup>th</sup> St	1929	Demolished dwelling	●	
730½ E. 15 <sup>th</sup> St	1929	Demolished dwelling	●	
798 E. 15 <sup>th</sup> St	1929	Demolished dwelling (moved off-site)	●	
728 E. 15 <sup>th</sup> St	1935	New auto repair shop and storage		●
817 E. 16 <sup>th</sup> St	11/13/1946	New trash incinerator (LATL)	●	
716 E. 15 <sup>th</sup> St	1968	New dispatcher's building (RTD)		●
706 E. 15 <sup>th</sup> St	1969	New money counting building (RTD)		●

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Los Angeles Railway Building Permits and Construction			Demolished	Extant 2008
Address	Date	Description		
The following have no permits; dates are abstracted from current Metro Engineering Department drawing files.				
706 E. 15 <sup>th</sup> St	1978	Counting building #139 expanded; addition on east end	●	
792 E. 15 <sup>th</sup> St	1980	Transit building #170 rehabilitated for RTD Police	●	
	1982	Demolished bldgs. #62, steam clean; #65, body repair; #173, radio repair		
792 E. 15 <sup>th</sup> St	1982	Remodeled bus repair building, (#66); filled in west windows and added mechanic's annex on east end	●	
	1985	New fuel and vacuum building and bus washer	●	
792 E. 15 <sup>th</sup> St	1996	Modified bus repair building	●	

Note: Prior to 1980, RTD assigned numbers to the buildings, as follows: #139, Counting; #171, Dispatcher; #170, Transit; #66, Bus Maintenance

## Two Bells

The LARy employee magazine was named *Two Bells* (see Figure 7). Two bells was the trolley conductor's signal to the motorman that it was safe to go forward. The motorman also gave two bells to let the passengers, motorists, and pedestrians know that the car was about to go. One bell was the signal to stop, and three bells meant backing up. Thus, the name of the employee magazine translates as a cheerful "Go Ahead!" The magazine was a mixture of company boosterism, safety messages, and procedures the management wanted to communicate to the car crews as well as homey columns about the company bowling league, softball games, and picnic activities.

In its report on the new 16<sup>th</sup> Street bus garage (see Figure 8), *Two Bells* said,

### **Long-Desired Shop with Facilities for Inspection and Repair of All Company-Owned Motor Vehicles to Be Built at Once**

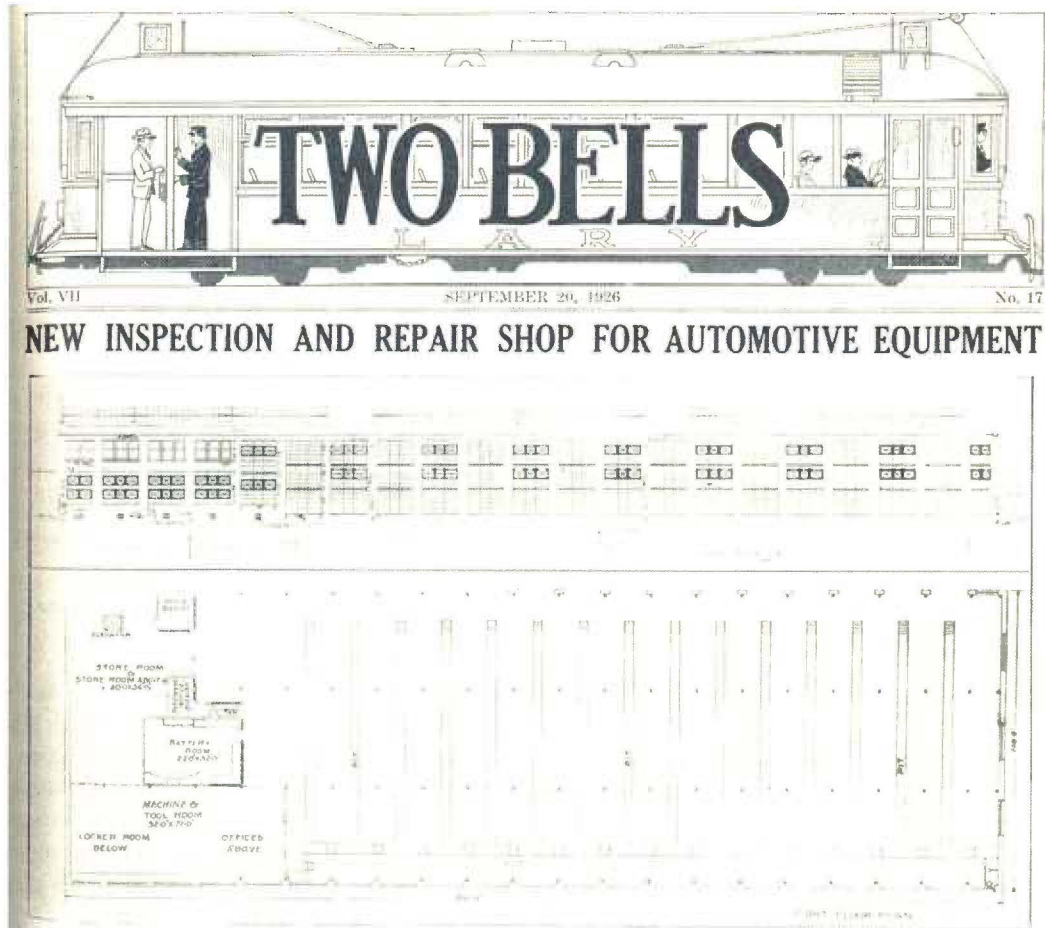
*The Los Angeles Railway Company has just given a contract to the Willard Brent Company for the erection of a modern, brick, reinforced concrete and steel structure to be used as a general bus, truck, and auto inspection and repair shop.*

*The building will be erected along the Fifteenth Street frontage of the property of the railway company known as the Sixteenth Street yard. It will be 310 feet in length and 100 feet in width and will provide pit accommodations for 30 buses. It will also contain a store room, machine shop, battery room, and offices for the superintendent of automotive equipment. There will be three floor levels—a depressed area, ground or main floor level, and mezzanine floor at the east end of the building.*

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Figure 7. *Two Bells* Describes Features of the New Shop



The September 20, 1926, issue of the LARY magazine *Two Bells* featured the new repair shop on its cover.

Above: North elevation of building to be erected on the 15th St. frontage of the L. A. Railway Property known as the Sixteenth Street Yard

### CONTRACT SIGNED FOR NEW BUILDING

Long Desired Shop With Facilities for Inspection and Repair of all Company Owned Motor Vehicles to be Built At Once.

The Los Angeles Railway Company has just given a contract to the Willard Bond Company for the erection of a modern brick, reinforced concrete and steel structure to be used as a general bus, truck and auto inspection and repair shop.

The building will be erected along the Fifteenth Street frontage of the property of the railway company known as the Sixteenth Street Yard. It will be 310 feet in length and 160 feet in width and will provide pit accommodations for 30 buses. It will also contain store room, machine shop, battery room and offices for the superintendent of automotive equipment. There will be three floor levels—a de-

pressed area, ground or main floor level and the mezzanine floor at the east end of the building.

The stores department will have quarters both on the ground and the mezzanine floors. The two floors are connected by an hydraulic elevator. The machine shop and battery room are to be located immediately below the mezzanine floor.

The machine shop will be equipped with lathes, milling machines, cylinder grinders, etc., although no heavy or production work will be done here, as that is all done at the company's main shops. Plans call for three traveling cranes to run the entire length of the building. The construction of this shop is of a rather more novel than usual type.

The buses can be driven in from the Sixteenth Street yard directly from the ground level over the pits. Along the northerly side the floor is on the same level as the bottom of the pits. The main benches are to be located along the northerly wall, where the greater part of the bench work will be done. On the southerly

side of the depressed area there are benches which will accommodate men working in the pits. This permits the men to walk directly in and out of the pits without climbing in and out, as is the usual custom.

All lights in the pits are to be recessed, and convenient recesses will also be provided in the pits for the mechanics' tools.

On the main or ground level floor work benches are to be constructed directly over the benches used by the men at work in the pits. The upper tier of benches are for the accommodation of mechanics working on the ground level.

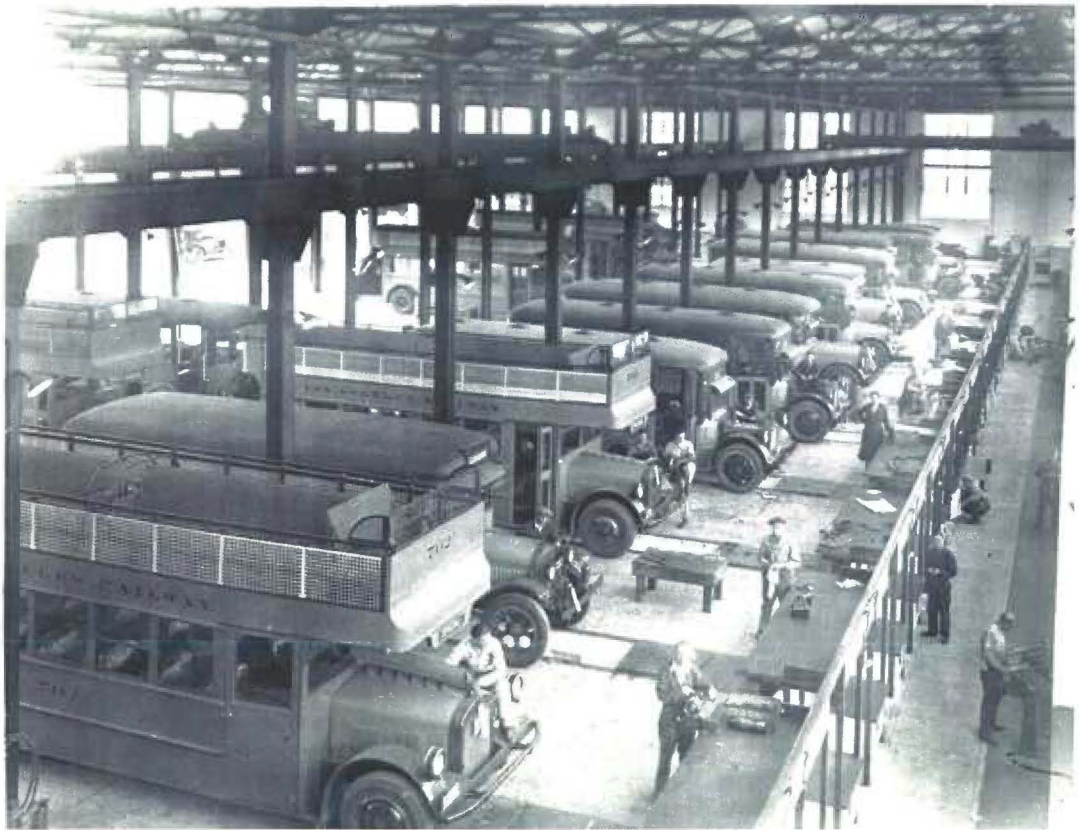
The basement, located at the east end of the building, will be devoted to locker rooms and toilets. The locker rooms will be equipped with full-length steel lockers, spray wash basins and showers.

All plans for the structure were drawn by the engineering department of the railway company. The contract price does not include the lighting system, which will be under the control of the engineering department.

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Figure 8. Inside the Bus Maintenance Garage Soon after the Building Was Opened<sup>17</sup>



**Long-Desired Shop with Facilities for Inspection and Repair of All Company-Owned Motor Vehicles to Be Built at Once (continued)**

*The stores department will have quarters both on the ground and the mezzanine floors. The two floors will be connected by a hydraulic elevator. The machine shop and battery room are to be located immediately below the mezzanine floor.*

*The machine shop will be equipped with lathes, milling machines, cylinder grinders, etc., although no heavy or production work will be done here, as that is all done at the company's main shops. Plans call for three traveling cranes to run the entire length of the building. The construction of this shop is of a rather more novel than usual type.*

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*All lights in the pits are to be recessed, and convenient recesses will also be provided in the pits for the mechanics' tools.*

<sup>17</sup> Dorothy Peyton Gray Transportation Library and Archive, Metropolitan Transportation Authority One Gateway Plaza, 15th Floor Los Angeles, CA 90012. Accessed May 7, 2008.

*On the main or ground-level floor, work benches are to be constructed directly over the benches used by the men at work in the pits. The upper tier of benches is for the accommodation of mechanics working on the ground level.*

*The basement, located at the east end of the building, will be devoted to locker rooms and toilets. The locker rooms will be equipped with full-length steel lockers, spray wash basins, and showers.*

*All plans for the structure were drawn by the engineering department of the railway company. The contract price does not include the lighting system, which will be under the control of the engineering department.*

In a 1935 report,<sup>18</sup> the 16<sup>th</sup> Street bus garage was written up in detail as follows:

**SECTION D**  
**MOTOR COACH GARAGE AND EQUIPMENT**  
**LOS ANGELES RAILWAY**

Garage Facilities

*Garage facilities are located on East 16<sup>th</sup> Street between San Pedro Street and Griffith Avenue. The superintendent of the Motor Coach Division and his staff and coach operators are housed in a leased building on the south side of East 16<sup>th</sup> Street.<sup>19</sup> The storage and repair shop, except for heavy body work and painting, is located on the north side of 16<sup>th</sup> Street. Heavy body work and painting are done at the South Park shops.*

*All Los Angeles Railway coach storage and repair work, except that above mentioned, is on the north side of the street and, including both covered and uncovered portions, will accommodate approximately 250 coaches (186 are now stored there). The covered storage is a fire-proof building, built in 1923, and is practically all used for the storage of the double-deck equipment used on the Wilshire Boulevard line of the Los Angeles Motor Coach Company, this being desirable to protect the upper-deck seats from the dew and rain and also to keep them clean.*

*Repair facilities are contained in the large fire-proof repair shop built in 1927. Nearly all of the first floor area is occupied by a series of pits for repair work, served by overhead cranes, and is a most modern layout in every respect. The remainder of the first floor is occupied partly by the machine shop for unit overhaul (motors, transmissions, differential carriers, etc.) and partly by a storeroom. On the mezzanine floor, the sub-store of the store department handling coach parts is located together with the general foreman's office. The second floor provides space for the superintendent of automotive equipment and his staff. Part of the storeroom also occupies this floor.*

*Another building is the wash rack, built in 1928, where all coaches, trucks, and automobiles are washed. This wash rack is provided with appliances for softening water, water under high pressure, and various other facilities for cleaning equipment and also for cleaning their parts.*

*The service station building, built in 1927, houses the electric pumps for filling coaches with water and oil, and the canopy and its repair pits provide the facilities for coach inspection and refueling. Approximately 25,000 gallons of gasoline are stored underground.*

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<sup>18</sup> Railroad Commission of the State of California. 1935. *Report on the Local Public Transportation Requirements of Los Angeles*. Case No. 4002. December 16. Hunter & McNaughton.



*A very unusual feature is the dynamometer for testing coaches. This dynamometer is so constructed that a coach may be placed upon it with its rear wheels on rollers, and by electrical devices, tests may be made of the horsepower developed at various speeds, friction losses, etc. Other apparatus makes it possible to test fuel consumption.*

*{roster of assigned coaches omitted}*

*Los Angeles Railway operating coaches total 136. In addition 50 coaches assignable to Los Angeles Motor Coach Company are stored at the E. 16<sup>th</sup> Street Garage. These are detailed in the section dealing with the Los Angeles Motor Coach Company."*

#### **LOS ANGELES MOTOR COACH COMPANY**

*The Los Angeles Motor Coach Company also stores coaches of the Wilshire Boulevard line at Los Angeles Railway 16<sup>th</sup> Street garage and part of the equipment for its Western Avenue and Crenshaw-Vine-La Brea lines at Los Angeles Railway Car House No. 5. At the latter point there is a Los Angeles Motor Coach Company service station and provision for washing coaches.*

##### Equipment

*The motor coach equipment operated by the Los Angeles Motor Coach Company is of two general types; namely, single deck and double deck. The double-deck equipment is used for service on Wilshire Boulevard and Sunset Boulevard, all other service being provided by single-deck equipment. All of the double-deck motor coaches were purchased prior to 1929, the last four having been acquired in 1928. As will be noted from the photograph to follow, the upper deck of these busses is not enclosed, and although they are normally rated at a capacity of 58 passengers, during rainy weather their capacity is reduced to that of the lower deck. These coaches are operated by two men, with passengers entering the rear and paying as they board. The motor coaches regularly scheduled over Wilshire Boulevard to Santa Monica are of the single-deck type, with engines in the rear and only one operator. During the rush period, however, these buses are supplemented by double-deck equipment.*

*The classification of passenger coach equipment assignable to Los Angeles Motor Coach Company and operating from the 16<sup>th</sup> Street Garage, as of September 1, 1935, is shown in the following table.*

**Table 4. Classification of Passenger Coach Equipment Assignable to Los Angeles Motor Coach Company and Operating from 16<sup>th</sup> Street Garage**

Type No.	Make	Body Type	Rear Exit	No. of Coaches	Coach Serial Number	Year Model	Average Weight	Cylinders	Seating Capacity
7	Fageol	Double Deck	Yes	2	701 and 702	1924	15,962	6	58
7	Fageol	Double Deck	Yes	6	706 to 711, inc.	1925	16,544	6	58
7	Fageol	Double Deck	Yes	9	712 to 720	1926	17,007	6	58
7	Fageol	Double Deck	Yes	1	721	1927	17,085	6	58

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Type No.	Make	Body Type	Rear Exit	No. of Coaches	Coach Serial Number	Year Model	Average Weight	Cylinders	Seating Capacity
7	Fageol	Double Deck	Yes	4	722 to 725	1928	17,009	6	58
7	Fageol	Double Deck	Yes	6	726 to 731	1926	16,992	6	58
7	Fageol	Double Deck	Yes	1	732	1925	15,618	6	58
10	Yellow	Double Deck	Yes	1	1,001	1925	15,880	6	63
10	Yellow	Double Deck	Yes	4	1,002 to 1,005	1926	15,977	6	63
10	Yellow	Double Deck	Yes	4	1,006 to 1,009	1927	16,827	6	63
10	Yellow	Double Deck	Yes	4	1,010 to 1,013	1928	16,919	6	63
37	Yellow	Metropolitan	No	8	3,701 to 3,708	1934	17,114	6	41
				<b>Total</b>	<b>50</b>				

*A summary of the equipment assigned to Los Angeles Motor Coach Company follows:*

**Table 5. Summary of Equipment Assigned to Los Angeles Motor Coach Company**

	Virgil Garage	16 <sup>th</sup> Street Garage	Total
Single Deck	50	8	58
Double Deck	28	42	70
Total	78	50	128

**SECTION E  
OPERATING ORGANIZATION  
LOS ANGELES MOTOR COACH COMPANY**

*The executive administration of the Los Angeles Motor Coach Company is carried out through the joint action of a director of each of the two companies. For the purposes of operation, the parent companies undertake to provide through their existing organizations the operating "traffic, legal, auditing, claims, and other services of a nature which may be effectively rendered through existing offices. The actual operations are under the supervision of the manager, with an assistant manager, master mechanic, and chief clerk in charge of operators, mechanics, and clerks, respectively. These forces are located at Virgil Street and Santa Monica Boulevard, except for such as are necessary in connection with the Wilshire line operations from the Sixteenth Street*

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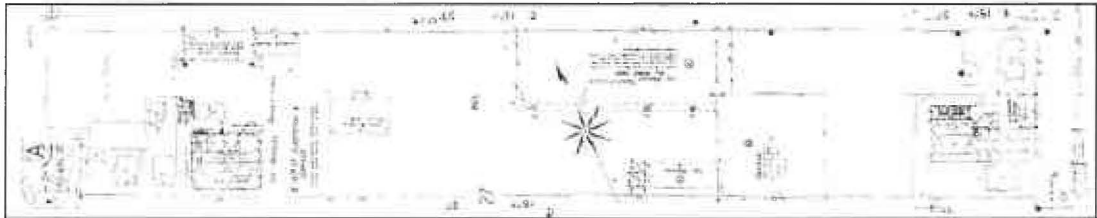
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*garage and the operations from Division No. 5 of the Los Angeles Railway. As noted on the chart, the manager and assistant manager are joint employees of the Los Angeles Railway and fulfill similar functions in regard to the Coach Division operations of the latter.”*

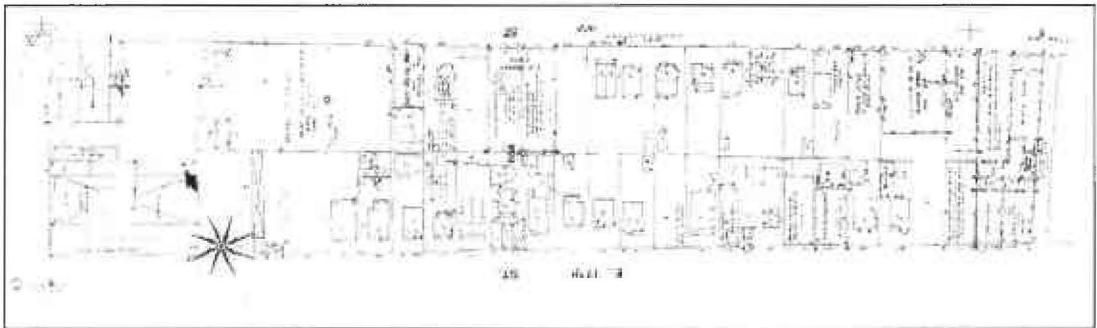
### **Los Angeles Transit Lines, 1945–1958**

New owner Los Angeles Transit Lines (LATL) made few changes after it purchased the Los Angeles Railway in 1945 (see Figure 9).

**Figure 9. Division 2 Site (c. 1948)**<sup>20</sup>



**Figure 10. 1959. Shows the administration building at 756 E. 16th Street and the LATL recreation hall at 758 E. 16th Street.**<sup>21</sup>



### **Los Angeles Metropolitan Transit Authority, 1958–1963**

New owner Los Angeles Metropolitan Transit Authority (MTA) made very few changes after it purchased LATL and brought the property into government ownership. In the minutes of the Members of the Authority of October 20, 1959, a motion passed to condemn property at the east end of the block closest to Griffith Avenue. This action took three parcels by eminent domain and brought the entire block into MTA ownership.

### **Southern California Rapid Transit District, 1964–1993**

<sup>20</sup> Sanborn Fire Insurance maps. Los Angeles Public Library Collection. Los Angeles 1906-1955 vol 2 pg 27A

<sup>21</sup> Sanborn Fire Insurance maps. Los Angeles Public Library Collection. Los Angeles 1906-1955 vol 2 pg 26A.

At the board meeting of August 2, 1972, General Manager Jack Gilstrap made a presentation on a 5-year capital improvement program as part of a grant application to the Urban Mass Transportation Administration (UMTA). Regarding Division 2:

*Division 2 located at 720 East 15<sup>th</sup> Street, Los Angeles. This division is located in an industrial section of the southern portion of downtown Los Angeles. The facilities encompasses(sic) an entire block bordered by the Santa Monica Freeway, on the south, and by industrial firms on the west, north, and east.*

*It is proposed to reconstruct the two present maintenance buildings to meet earthquake structural requirements and improve building heating and lighting. Road improvements such as paving, fencing, and lighting will also be made.*

*The present radio room was constructed to handle a fleet of approximately 80 radios and is completely inadequate to maintain the contemplated fleet of more than 1,800 radios. It is, therefore, proposed to construct a new radio maintenance building with necessary facilities to maintain all the district's radio units.*

*All major automobile maintenance is performed at Division 2, and a large part of the district's automobile fleet is stored at this location. As a result, plans include the purchase of automobile hoists and an automatic washing machine for automobiles. Automobile maintenance is presently done over pits or on creepers, and the automobiles are washed by hand. The new equipment will improve the quality and frequency of these maintenance functions.*

*Division 2 is situated in a region zoned for heavy industry. However, buildings proposed for reconstruction will be architecturally treated so as to harmonize with the more modern structures of the vicinity. The existing maintenance buildings, which are constructed of unreinforced masonry and therefore constitute a severe earthquake hazard, will be removed and replaced with a building constructed to current code requirements and designed for better efficiency. There will be a major improvement in the safety of the occupancy environment as a result of eliminating these hazardous buildings.*

*The ability to keep mobile radios in operating condition will have an area-wide beneficial effect as a result of early notice of disabled buses, schedule problems, and general advisory service in case of accidents or other emergencies.*

As a result of the capital improvement plan, most of the older buildings on-site were demolished over the next few years. At its meeting of July 28, 1982, the board approved Requisition No. 2-9300-140. This requisition called for the "Rehabilitation of the Maintenance Building at Division 2 (Los Angeles), which is funded under UMTA Grant No. CA-03-0182..."

Due to low ridership, 200 buses were removed from service, and Division 2 closed down September 7, 1985. Although its lines went to various other divisions, the site remained in use for various non-revenue activities. Division 2 reopened at San Pedro and 16<sup>th</sup> Street on June 28, 1992.

### **RTD Transit Police Department, 1981–1993**

In its more than 100 years of transit service, Division 2 has seen horse cars and trolleys, early motor coaches, and non-revenue operations of all sorts. In 1935, LARy erected buildings 170 and 171 as a motor repair garage and parts depot. Today, the division is home to the agency's

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heavy armored cars and money counting operation, and for a time between 1981 and 1993, buildings 170 and 171 were home to the agency's own sworn police force.<sup>22</sup>

### **Los Angeles County Metropolitan Transportation Authority, 1993–present**

The only alterations to have occurred to Division 2 since the Southern California Rapid Transit District became the Los Angeles County Metropolitan Transportation Authority have to do with light building maintenance. Two buildings on-site meet the 50-year age threshold to be potentially eligible as historic resources: the 1926 bus repair garage and the 1935 automotive repair garage (see Figure 10). It will be approximately 10 years before the next-oldest buildings, the dispatcher's building and the money counting building, will meet this same criterion. It is possible to make exceptions to the 50-year rule under certain circumstances.

**Figure 11. Two Views of Division 2 and the Bus Repair Garage in 1945<sup>23</sup>**



<sup>22</sup> Metro. MTA Police. Available: <<http://www.mtapolice.net/History5.html>>. Accessed: July 21, 2008.

<sup>23</sup> Dorothy Peyton Gray Transportation Library and Archive, Metropolitan Transportation Authority One Gateway Plaza, 15th Floor Los Angeles, CA 90012. Accessed May 7, 2008.

## Cultural Resources

Founded in 1895, the Los Angeles Railway operated horse cars, electric trolleys, then motor buses until it was purchased in 1945 by Los Angeles Transit Lines. LATL was purchased by government agency, the Los Angeles Metropolitan Transit Authority, in 1958 and remains a government agency to the present day.

Los Angeles is distinct among American cities for having come of age at the peak of street railway technology. Historically, American cities were sited along navigable rivers, at trade route crossroads, or at natural harbors. Cities settled after Los Angeles have been designed around highways, with automobile and truck access as a given; the Los Angeles region was specifically developed along electric interurban and streetcar lines. As the city grew, the street railway added feeder bus lines to bring people to the rail lines, preferring to let the government build and maintain new rights-of-way.

Designed in-house by the LARy engineering department, the bus repair garage contains a number of innovative features unique to this use. The building is of fireproof concrete construction; even the roof is made of cast-in-place concrete. As a testament to the designers, the transit agency still repairs its buses in the building, and very few modifications have been made after 80 years of use.

## Significance

By the late 1920s, the transit system in Los Angeles was shifting from rail to bus. The Los Angeles Railway, recognizing a need to maintain and service a modern bus fleet, designed and constructed a purpose-built facility to meet this new business model. Unlike their earlier 19<sup>th</sup>-century style brick buildings, LARy used the latest materials and design principles to create an industrial edifice that was unlike anything the company had done before. Company engineers examined the needs of the bus fleet mechanic and answered them with split-level workbenches and pits, special lighting, and efficient egress and siting. This pioneering blend of modern design and efficiency was to become commonplace in the 1930s. So well thought through was the 16<sup>th</sup> Street bus repair garage that Metro still operates it unmodified today for bus repair. Trolleys continued to give way to bus operations, but while LARy built a number of bus garages around the system, it never built another bus maintenance facility such as the one at 16<sup>th</sup> Street.

## Character-Defining Features

The bus garage is a purely industrial design, featuring no ornament or architectural style. The lack of historical references was ground breaking in 1926 and one of the reasons the building looks so contemporary today. There have been few alterations, which is why the original design has been preserved so well (see Figures 11–13). Character-defining features include:

- the large open space and volume of the main room, which is three stories in height;
- interior structural system, regularly spaced exposed I-beam steel columns, and beams and trusses that establish service bays;
- original steel sash windows and bay doors;
- original steel canopy over bay doors;

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- unadorned board-formed concrete, exposed steel and brick walls, and structure;
- exposed purpose-designed steel truss roof system with concrete ceilings, north-facing monitor windows, and natural daylighting;
- in-floor repair pits with built-in lighting and niches for tools (some pits have been altered);
- three-level arrangement of locker rooms, offices, and parts depot with elevator and original stairs and railings; and
- built-in gantry cranes running the length of the main space.

Figure 12. Inside the bus repair garage in the 1950s, showing how little modified it was from new; it remains largely unchanged today<sup>24</sup>



<sup>24</sup> Dorothy Peyton Gray Transportation Library and Archive, Metropolitan Transportation Authority One Gateway Plaza, 15th Floor Los Angeles, CA 90012. Accessed May 7, 2008. Heller, May 2008.

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Figure 13. LARy was very proud of this bus dynamometer, taking many photos of the installation. This view from the 1930s shows clearly the west window arrangement, which was filled in during the 1982 remodeling<sup>25</sup>



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<sup>25</sup> Dorothy Peyton Gray Transportation Library and Archive, Metropolitan Transportation Authority One Gateway Plaza, 15th Floor Los Angeles, CA 90012. Accessed May 7, 2008.

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Figure 14. Automotive Garage/Metro Police Headquarters<sup>26</sup>



These two buildings are more than 50 years old but lack integrity of design and materials due to extensive interior and exterior alterations.

<sup>26</sup> Microsoft Live Maps. Available: < <http://maps.live.com>>. Accessed: June 3, 2008; ground-level photos by the author. May 2008.

## Regulatory Setting – Applicable Criteria

Under CEQA, a baseline threshold that is typically used to begin an assessment of historical significance begins when a potential resource exceeds 50 years in age. While the age of a property is an appropriate place to begin discussing its significance, it is only one factor in determining whether a property can qualify as a historical resource. Such factors or thresholds, usually called criteria, are specific and regulated determinants and based on a property's historical and cultural associations, architectural design and integrity, and historical context (its setting). A building listed in the National Register, formally determined eligible for listing in the National Register, or listed in the California Register is a historical resource for the purposes of CEQA. However, any resource eligible for listing in the California Register is also subject to CEQA review. In addition, CEQA allows a lead agency (typically a city) to consider something (e.g., a building, manuscript, object) as a "historical resource" provided the lead agency's determination is supported by substantial evidence in light of the whole record.

Local governments and lead agencies have an obligation not only to determine whether a resource is listed but also whether it may be eligible for listing—in other words, whether it is historically significant. Thus, CEQA Guidelines define three ways that a property can qualify as a significant historical resource for the purposes of CEQA review:

1. *The resource is listed in, or determined eligible for listing in, the California Register;*
2. *The resource is included in a local register of historical resources, as defined in Section 5020.1(k)<sup>27</sup> of the Public Resources Code or identified as significant in a historical resource survey meeting the requirements of Section 5024.1(g)<sup>28</sup> of the Public Resources Code, unless the preponderance of evidence demonstrates that it is not historically or culturally significant; and*
3. *The lead agency determines the resource to be significant as supported by substantial evidence in light of the whole record (California Code of Regulations [CCR], Title 14, Division 6, Chapter 3, Section 15064.5).*

<sup>27</sup> Public Resources Code (PRC) Section 5020.1(k): "Local register of historic resources" means a list of properties officially designated or recognized as historically significant by a local government pursuant to a local ordinance or resolution.

<sup>28</sup> PRC Section 5024.1(g): A resource identified as significant in a historical resource survey may be listed in the California Register if the survey meets all of the following criteria:

- (1) The survey has been or will be included in the State Historic Resources Inventory,
- (2) The survey and the survey documentation were prepared in accordance with office procedures and requirements,
- (3) The resource is evaluated and determined by the office [of historic preservation] to have a significance rating of Category 1 to 5 on DPR Form 523, and
- (4) If the survey is 5 or more years old at the time of its nomination for inclusion in the California Register, the survey is updated to identify historical resources that have become eligible or ineligible due to changed circumstances or further documentation and those that have been demolished or altered in a manner that substantially diminishes the significance of the resource.

### National Register Criteria

Per the National Register, a property is not considered eligible for listing if it is less than 50 years old unless the property is of “exceptional importance.” If eligible for consideration, the National Register significance criteria, which were applied to evaluate the cultural resources in this study, are defined in 36 Code of Federal Regulations (CFR) 60.4 as follows:

*The quality of significance in American history, architecture, archaeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association and*

- A. *that are associated with events that have made a significant contribution to the broad patterns of our history; or*
- B. *that are associated with the lives of persons significant in our past; or*
- C. *that 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. *that have yielded, or may be likely to yield, information important in prehistory or history.*

For a property to convey its historical significance based on one of the four above criteria, it must retain its integrity. “Integrity is the ability of a property to convey its significance. Historic properties either retain their integrity or they do not.”<sup>29</sup> “All properties change over time. It is not necessary for a property to retain all its historic physical features or characteristics. The property must retain, however, the essential physical features that enable it to convey its historic identity. These essential physical features are those features that define both why a property is significant (applicable criteria and areas of significance) and when it was significant (periods of significance).”<sup>30</sup> They are features without which a property can no longer be identified.

Integrity is judged on seven aspects: location, design, setting, workmanship, materials, feeling, and association. These seven factors can be roughly grouped into three types of integrity considerations. Location and setting relate to the relationship between the property and its environment. Design, materials, and workmanship most often apply to historic buildings and relate to construction methods and architectural details. Feeling and association are the least objective criteria, pertaining to the overall ability of the property to convey a sense of the historical time and place in which it was constructed (National Park Service 1991).

National Register regulations also state that “Alterations over time to a resource or historic changes in its use may themselves have historical, cultural, or architectural significance” (California Code of Regulations Section 4852(c)).

<sup>29</sup> National Register Bulletin 15, Section VIII, “How to Apply the National Register Criteria for Evaluation”, U.S. Government Printing Office, Washington, D.C., 1991.

<sup>30</sup> Ibid.

### California Register Criteria

The California Register was created by the state legislature in 1992. It is intended to serve as an authoritative listing of historical and archaeological resources in California. Additionally, the eligibility criteria for the California Register are intended to serve as the definitive criteria for assessing the significance of historical resources for purposes of CEQA, in this way establishing a consistent set of criteria to the evaluation process for all public agencies statewide.

A resource less than 50 years old may be considered for listing in the California Register if it can be demonstrated that sufficient time has passed to understand its historical importance. In addition, for a historical resource to be eligible for California Register listing, it must be significant at the local, state, or national level under one or more of the following four criteria, which are very similar to the National Register criteria:

1. *The resource is associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage; or*
2. *The resource is associated with the lives of persons important in our past; or*
3. *The resource 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. *The resource has yielded, or may be likely to yield, information important in prehistory or history.*

As with the National Register, in addition to meeting one of the four criteria, eligibility for the California Register requires that a building or property must also retain its integrity. According to the California Register definition, "integrity is the authenticity of an historical resource's physical identity evidenced by the survival of characteristics that existed during the resource's period of significance."<sup>31</sup>

Historical resources eligible for listing in the California Register must meet one of the criteria of significance described above and retain enough of their historic character or appearance to be recognizable as historical resources and convey the reasons for their significance. Historical resources that have been rehabilitated or restored may be evaluated for listing.

As with the National Register, integrity in the California Register is evaluated with regard to the seven aspects of location, design, setting, materials, workmanship, feeling, and association. It must also be judged with reference to the particular criteria under which a resource is proposed for eligibility. Alterations over time to a resource or historic changes in its use may themselves have historical, cultural, or architectural significance.

However, with regard to integrity, California law differs in that it is possible that historical resources may not retain sufficient integrity to meet the criteria for listing in the National Register, but they may still be eligible for listing in the California Register. A resource that has lost its historic character or appearance may still have sufficient integrity for the California

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<sup>31</sup> California Code of Regulations Section 4852(c). Office of Historic Preservation  
California Department of Parks and Recreation as amended January 1, 2005

Register if it maintains the potential to yield significant scientific or historical information or specific data (California Office of Historic Preservation 2001).

### **Application of the Criteria**

The LARy 16<sup>th</sup> Street bus repair garage retains historic integrity of location, design, setting, materials, workmanship, feeling, and association and an abundance of original fabric that conveys its historic character and reasons for its significance. The LARy 16<sup>th</sup> Street bus repair garage appears to qualify for National Register listing under Criterion A for its association with the transportation history of Los Angeles and under Criterion C as an example of an important property type, an early bus repair facility. The building also appears to qualify for listing in the California Register under Criteria 1 and 3 for the same reasons.

The LARy 16<sup>th</sup> Street bus repair garage appears to be the only historical resource remaining on the site. Two other buildings over 50 years of age have been found ineligible for listing at the national or state levels due to extensive interior and exterior alterations.

### **Regulatory Setting – Environmental Impacts**

#### **Threshold Used to Determine Level of Impact**

Section 15064.5 of the CEQA Guidelines, Determining the Significance of Impacts to Historical Resources and Unique Archaeological Resources, has been applied to this project to determine whether the proposed project would have any significant effect on historical resources. According to these criteria, the project would result in a significant impact if it would cause a substantial adverse change in the significance of a historical resource based on the following criteria established by the CEQA Guidelines:

- 1(b) 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.*
- (1) Substantial adverse change in the significance of a historical resource means physical demolition, destruction, relocation, or alteration in the resource or its immediate surroundings such that the significance of a historic resource would be materially impaired.*
  - (2) The significance of a historical resource is materially impaired when a project:*
    - (A) Demolishes or materially alters in an adverse manner those physical characteristics of a historical resource that convey its historical significance and that justify its inclusion in, or eligibility for inclusion in, the California Register of Historical Resources; or*
    - (B) Demolishes or materially alters in an adverse manner those physical characteristics [of a historical resource] that account for its inclusion in a local register of historical resources (pursuant to Section 5021.1(k) of the Public Resources Code) or its identification in a historical resources survey meeting the criteria in Section 5024.1(g) of the Public Resources Code unless the public agency reviewing the effects of the project establishes by a preponderance of evidence that the resource is not historically or culturally significant; or*
    - (C) Demolishes or materially alters in an adverse manner those physical characteristics of a historical resource that convey its historical significance*

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*and that justify its eligibility for inclusion in the California Register of Historical Resources as determined by a lead agency for purposes of CEQA.*

- (3) *Generally, a project that follows the Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings or the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings (1995), Weeks and Grimmer, shall be considered as mitigated to a level of less than a significant impact on the historical resource.*

### **Potential Effects of the Proposed Project**

Metro has not proposed a project for this site. Under CEQA, 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. According to Section 15064.5(b)(1) of the CEQA Guidelines and judicial precedence, demolition of a historical resource such as the LARy 16<sup>th</sup> Street garage would be a substantial adverse change and would result in a significant effect under Section 21084.1 of CEQA. If federal preservation laws apply, demolition of a historic property would be an adverse effect under the regulations for implementing Section 106 of the National Historic Preservation Act (36 CFR 800) and would require consultation with the State Historic Preservation Officer, notification of the Advisory Council on Historic Preservation, and mitigation through a memorandum of agreement signed by all the involved agencies. If the Federal Transit Administration is the federal agency, Section 4(f) of the Department of Transportation Act (36 CFR Parts 771 and 774) would apply, which “prohibits the use of...a historic site for transportation projects unless...there is no feasible and prudent avoidance alternative and that all possible planning to minimize harm has occurred.”

However, a project that follows the Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings or the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings (1995), Weeks and Grimmer, shall be considered 1) mitigated to a level having less than a significant effect on the historical resource under CEQA, 2) not an adverse effect under Section 106, and 3) one that would minimize harm under Section 4(f).

### **Recommendations**

It is recommended that an adaptive reuse of the LARy 16<sup>th</sup> Street bus repair garage according to the secretary's standards be incorporated into the proposed facility design. This would avoid a significant effect under CEQA, an adverse effect under Section 106, and minimize harm under Section 4(f).

One possible adaptive reuse scenario would be to have the 16<sup>th</sup> Street bus repair garage remain a bus repair facility since it has served that original purpose for more than 80 years. Given its size and location, it appears that the 16<sup>th</sup> Street bus repair garage could continue in its role as a repair facility within the context of a new facility or serve an auxiliary role to a new bus maintenance facility on the site. The building's location along 15<sup>th</sup> Street allows for maximum flexibility in laying out a new facility that incorporates the building.

To comply with the secretary's standards, an adaptive reuse project should preserve the character-defining features of the building and play on its strengths of character, open space, and natural daylighting. Possible other uses for the building could include the following:

- auxiliary shop and repair facility for bus subassemblies,
- fabrication shop for light manufacturing,
- open office (Metro or other),
- meeting hall (Metro or other),
- sports complex (Metro or other), or
- art, design, or architecture school (other).

Future uses that subdivide the space, obscure the windows, or alter the industrial character of the building are unlikely to meet the secretary's standards.

If it is ever contemplated to relocate the building, its original solar orientation should be maintained. Generally, moved buildings fail to meet National Register or California Register criteria, so relocation may be a significant effect.

## **Archaeology and Paleontology Summary for Metro Division 2 Bus Repair Garage**

### **Regulations**

#### **California Environmental Quality Act**

CEQA requires that public or private projects financed or approved by public agencies be assessed to determine the effects of the projects on historical resources and unique archaeological resources. CEQA uses the term *historical resources* to include buildings, sites, structures, objects, or districts that may have historical, pre-historical, architectural, archaeological, cultural, or scientific importance. The term *unique archaeological resource* refers to an archaeological artifact or site that does not meet the criteria for a historical resource but does meet criteria set forth in Section 21083.2.

According to the CEQA Guidelines, effects on important or unique archaeological resources must be addressed as well. A unique archaeological resource is an artifact or site that, more than adding to the current body of knowledge, has the potential to meet any of the following criteria:

1. The resource contains information needed to answer important scientific research questions, and there is a demonstrable public interest in that information;
2. The resource has a special and particular quality such as being the oldest of its type or the best available example of its type; or
3. The resource is directly associated with a scientifically recognized, important prehistoric or historic event or person (13 CPR 21038.2).

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### **California Health and Safety Code**

Human remains are also sometimes associated with archaeological sites. According to CEQA, “archaeological sites known to contain human remains shall be treated in accordance with the provisions of State Health and Safety Code Section 7050.5.” If human remains are exposed during construction, State Health and Safety Code Section 7050.5 states that no further disturbance shall occur until the county coroner has made the necessary findings as to origin and disposition pursuant to PRC Section 5097.98. Construction must halt in the area of the discovery of human remains, the area must be protected, and consultation and treatment should occur as prescribed by law. If the coroner determines the remains to be Native American, the coroner must contact the Native American Heritage Commission (NAHC) within 24 hours. If Native American human remains are discovered during project construction, it will be necessary to comply with state laws relating to the disposition of Native American burials, which are under the jurisdiction of the NAHC (PRC Section 5097). For remains of Native American origin, no further excavation or disturbance shall take place until the most likely descendant of the deceased Native American(s) has made a recommendation to the landowner or the person responsible for the excavation work regarding means of treating or disposing of the human remains and any associated grave goods, with appropriate dignity, as provided in the PRC Section 5097.98, or the NAHC is unable to identify a most likely descendant or the descendant fails to make a recommendation within 48 hours after being notified by the commission. In consultation with the most likely descendant, the project archaeologist and the project proponent will determine a course of action regarding preservation or excavation of Native American human remains, and this recommendation will be implemented expeditiously. If a most likely descendant cannot be located or does not make a recommendation, the project archaeologist and the project proponent will determine a course of action regarding preservation or excavation of Native American human remains, which will be submitted to the NAHC for review prior to implementation.

### **Paleontological Resources**

Significant paleontological resources are defined as fossils or assemblages of fossils that are unique, unusual, rare, uncommon, or important to define a particular time frame or geologic strata or add to an existing body of knowledge in specific areas, local formations, or regionally. Paleontological remains are accepted as non-renewable resources significant to our culture and, as such, are protected under provisions of the Antiquities Act of 1906 and subsequent related legislation, policies, and enacting responsibilities. Fossils can be considered to be of significant scientific interest if one or more of the following criteria apply:

- The fossils provide data on the evolutionary relationships and developmental trends among organisms, both living and extinct;
- The fossils provide data useful in determining the age(s) of the rock unit or sedimentary stratum, including data important in determining the depositional history of the region and the timing of geologic events therein;
- The fossils provide data regarding the development of biological communities or interaction between paleobotanical and paleozoological biotas; or
- The fossils demonstrate unusual or spectacular circumstances in the history of life; are in short supply and/or in danger of being depleted or destroyed by the elements, vandalism, or commercial exploitation; or are not found in other geographic locations.

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In the State of California, fossil remains are considered to be limited, nonrenewable, and sensitive scientific resources. These resources are afforded protection under the following State of California legislation (California Office of Historic Preservation 1983):

- California Environmental Quality Act of 1970;
- 13 Public Resources Code, 21000 et seq., which requires public agencies and private interests to identify the potential adverse impacts and/or environmental consequences of their proposed project(s) on any object or site important to the scientific annals of California (Division 1, PRC Section 5020.1[b]); or
- Guidelines for the Implementation of CEQA (as amended January 1, 1999).

CEQA Guidelines Section 15064.5(a)(3) provides protection for historical (or paleontological) resources by requiring that they be identified and mitigated as historical resources under CEQA. CEQA Guidelines define historical resources broadly to include any object, site, area, or place that a lead agency determines to be historically significant.

## **Methods**

### **Archaeological Records Search**

An archaeological records search was conducted by ICF Jones & Stokes at the SCCIC located at California State University, Fullerton on July 10, 2008. The records search included a review of all recorded cultural resources within a 0.25-mile radius of the proposed project area. In addition, a review of historic registers was conducted that included the National, the California Register, the California Historic Landmarks (CHL), the California Points of Historic Interest (CPHI), and the City of Los Angeles Historic-Cultural Monuments (LAHCM). The historic Los Angeles 1928 U.S. Geological Survey (USGS) topographic map was reviewed as well.

The project area is located on the Hollywood 7.5-minute USGS topographic quadrangle in Township 2 South, Range 13 West, in an unsectioned portion of the Los Angeles Pueblo. Elevation of the project area ranges from 220 to 230 feet above mean sea level. The channelized Los Angeles River is located approximately 1.5 miles east of the project area. Please refer to the ICF Jones & Stokes architectural historic properties evaluation for a more detailed review of the built environment.

The records search revealed that a total of four studies have been conducted within a 0.25-mile radius of the project area. Of these previous cultural resource studies, only one has been conducted within the proposed project area. In 2007, Greenwood and Associates conducted an historical resources evaluation survey of the proposed project area and identified buildings and structures within the project area dating from the establishment of a LARy motor coach division in 1927 (Greenwood and Associates 2007).

Currently, there are no cultural resource sites recorded within the 0.25-mile radius of the proposed project area and no listings for the National Register, California Register, CHL, CPHI or LAHCM within the 0.25-mile radius of the project area.

The Los Angeles 1928 historic map depicts the project area as fully developed and the Los Angeles River as channelized.

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### **Native American Consultation**

Consultation with the NAHC and local Native American contacts was not undertaken for this project.

### **Paleontological Background**

The proposed project area is located within the Los Angeles Basin, an extensive northwest-trending, structurally downwarped trough that is filled to capacity with Cretaceous through Pleistocene marine and non-marine sedimentary bedrock formations and capped with late Pleistocene and Holocene alluvial deposits. The floor of the basin is generally flat and represents a vast alluvial outwash plain. Prominent mountain ranges and a series of hills bound the basin to the north, south, and east, with the coastline of the Pacific Ocean forming the western boundary. As the basin subsided, the adjacent uplands were elevated by both faulting and folding processes. As the uplands were elevated, erosion slowly degraded them, and streams transported the debris to the basin floor where they have remained as alluvial deposits. Though the area around the proposed project site has been completely urbanized in the 20<sup>th</sup> century, the main drainage systems remain near their prehistoric course locations. The Los Angeles River is the closest main drainage to the site, located approximately 1.5 miles to the east. The river flows southward to the Pacific Ocean in the vicinity of the Los Angeles Harbor and drains all of the San Fernando Valley and a major portion of the Los Angeles Basin, inclusive of the area immediately surrounding the project site. Surface drainage in the vicinity of the site is controlled by street drainage and storm drains that flow to the improved Los Angeles River channel. The project site is on a historical alluvial surface that lies in the reaches of the of the Los Angeles River fan. Prior to urbanization of the 19<sup>th</sup> century, a very broad alluvial fan was created on the Los Angeles Basin floor by the natural hydrological cycle of the Los Angeles River. The fan-building process has all but stopped due to the construction of paved surfaces and structures and improvements to the drainages themselves.

The project area has surficial deposits of younger Quaternary (Pleistocene and Holocene) alluvium of the Los Angeles Basin. These younger Quaternary deposits usually do not contain significant fossil vertebrates, at least in the uppermost layers, but the underlying older Quaternary deposits, which are found at varying depths (sometimes quite shallow), may very well contain significant vertebrate fossils.

## **Results and Recommendations**

### **Archaeology**

An archaeological survey was not conducted by ICF Jones & Stokes for the proposed project. In 2007, Greenwood and Associates conducted a historical resources evaluation survey of the proposed project area and identified buildings and structures within the project area dating from the establishment of a LARy motor coach division in 1927. According to Greenwood and Associates, only one building, the 16<sup>th</sup> Street garage, was found to be historically significant. However, it was found that the historic character of the building's setting has been affected in the past through the demolition of associated historic LARy buildings within the parcel as well the construction of modern buildings and the Santa Monica Freeway (Greenwood and Associates 2007).

Due to the heavily urbanized location of the project site and the lack of previously identified archaeological resources in the project area, no further archaeological management is recommended. However, in the event that prehistoric or historic cultural resources are

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discovered in the project area during construction, all work shall be halted in the vicinity of the archaeological discovery until a qualified archaeologist can visit the site of discovery and assess the significance of the archaeological discovery. Further treatment may be required, including site recordation, excavation, site evaluation, and data recovery.

### **Paleontology**

Three paleontological fossil localities have been identified within the downtown area of Los Angeles that contained Pliocene sharks and fish from the Fernando Formation. Three other fossil localities have been identified west of downtown Los Angeles in alluvium that contained Pleistocene mastodon, camel, and bison. The project site has surficial deposits of younger Quaternary (Pleistocene and Holocene) alluvium of the Los Angeles Basin.

Grading or shallow excavations in the uppermost layers of soil within the project area are unlikely to discover significant vertebrate fossils. However, deeper excavations, exceeding depths of 5 feet, may encounter significant remains of fossil vertebrates. A qualified paleontologic monitor shall monitor excavation in areas where planned excavation will exceed depths of 5 feet. The qualified paleontologic monitor shall retain the option to reduce monitoring if, in his or her professional opinion, sediments being monitored are previously disturbed. Monitoring may also be reduced if the potentially fossiliferous units, previously described, are not found to be present or, if present, are determined by qualified paleontologic personnel to have a low potential to contain fossil resources.



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