APPENDIX B

Historic Resources Report

LAX Terminal 1.5 Project
Historic Resources Technical Report
June 2016

HISTORIC RESOURCES GROUP

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The purpose of this technical report is to determine if historic resources as defined by the California Environmental Quality Act (CEQA)[1] are located within and adjacent to the areas affected by the proposed Los Angeles International Airport (LAX) Terminal 1.5 Project (the Project) and, if so, to identify potential impacts to historic resources caused by the Project. This report is intended to inform environmental review of the proposed Project.

Under CEQA the potential impacts of a project on historic resources must be considered. The purpose of CEQA is to evaluate whether a proposed project may have a significant adverse effect on the environment and, if so, if that effect can be reduced or eliminated by pursuing an alternative course of action or through mitigation measures. The impacts of a project on an historic resource may be considered an environmental impact. CEQA states that:

A project that may cause a substantial adverse change in the significance of an historical resource is a project that may have a significant effect on the environment.[2]

Thus, an evaluation of project impacts under CEQA requires a two-part inquiry: (1) a determination of whether the project site contains or is adjacent to 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. This report investigates the Project site to determine if historic resources exist and analyzes potential impacts for any adverse change in the significance of such resources.

1.1 Areas of Investigation

The LAX Central Terminal Area (CTA) including terminal buildings 1, 2, 3, 4, 5, 6, 7, and 8, the Theme Building, former (1961) Airport Traffic Control Tower (ATCT), Clifton A. Moore Administration Building, and buildings and structures located within the World Way loop were investigated for the purposes of this analysis.

1.2 Methodology

Evaluation of historic significance is based on a review of existing historic designations, research of the relevant historic contexts and an analysis of the eligibility criteria and integrity thresholds for listing in the National Register of Historic Places, the California Register of Historical Resources, and as a City of Los Angeles Historic-Cultural

[1] California PRC, Section 21084.1.
[2] Ibid.

Monument. Potential historic resources were considered as individual resources and as potential contributors to a historic district where relevant.

Research

This report was prepared using primary and secondary sources related to the development history of LAX and its immediate surrounding area. The following documents were consulted:

- Historic building permits
- Historic photographs, aerial photos and site plans
- Published local histories
- Previous environmental review documents for LAX
- California State Historic Resources Inventory (HRI) for Los Angeles County
- Department of Parks and Recreation Historic Resources Inventory Forms

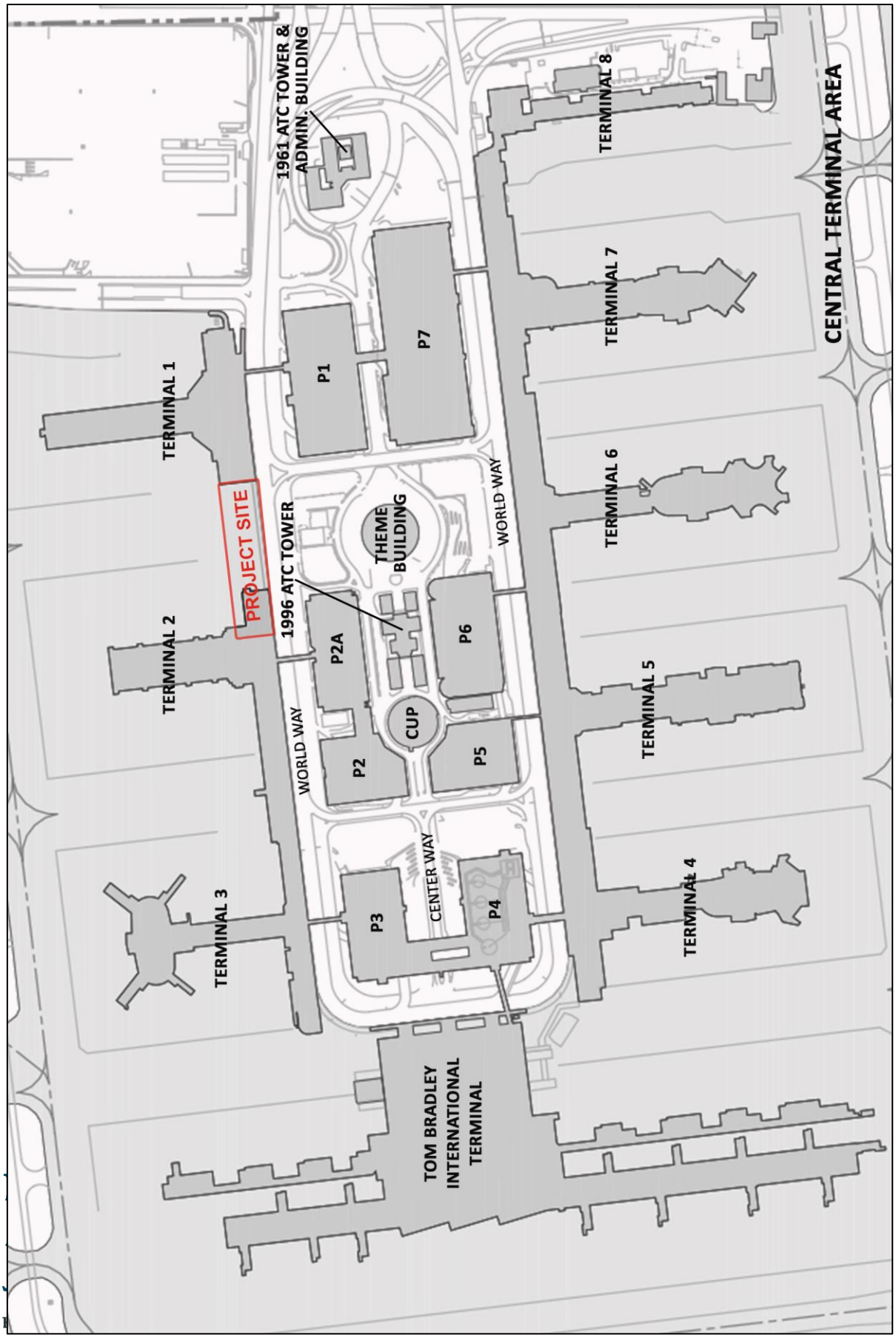
Physical Evaluation

Assessment of historic integrity, and identification of character-defining features were conducted through on-site inspection of the CTA in February of 2015.

1.3 Project Team

Research, evaluation, field inspection, and analysis were performed by Paul Travis, AICP, Principal and Senior Preservation Planner; John LoCascio, AIA, Senior Preservation Architect; Laura Janssen, Senior Architectural Historian; and Peyton Hall, FAIA, Managing Principal. Additional research and site documentation were conducted by Robby Aranguren, Planning Associate. All are qualified professionals who meet the Secretary of the Interior's Professional Qualification Standards.

Figure 1: Area of Investigation



LAWA proposes the development of a new structure on the north side of World Way, between Terminals 1 and 2. The new, 5-level(plus basement) building would be approximately 417,500 square feet (sf) in size, and would require the demolition of a small amount of area (approximately 35,000 sf) of the Terminal 2 ticketing building and exterior area (Skycap area) at Terminal 1 (4,200 sf).

The proposed project entails the construction of a new passenger processing facility between Terminals 1 and 2 at LAX to enhance passenger level of service and satisfaction and provide additional space for federal security requirements. The proposed facility would include passenger and baggage screening, ticketing, and baggage claim facilities; a secure connection (i.e., an enclosed/controlled passenger corridor) between existing Terminals 1 and 2; and office and support space.

The proposed new passenger processing facility, characterized in this document as "Terminal 1.5," would be located on the north side of the LAX Central Terminal Area (CTA). The Project site is located between Terminal 1 (to the east) and Terminal 2 (to the west). The Project site is bound to the south by World Way.

The Project site is currently an open area between the two terminals. The majority of the site is separated from the airfield by a retaining wall on the north. In the past, the open area has been utilized as an outdoor space for passengers and employees. The site has landscaping along the edges of the site, benches, and bicycle parking racks. A small area has been set aside as a fenced, outdoor pet relief area. The majority of the site is currently used for construction lay down, with fencing and tarps shielding the construction equipment from view. As part of the LAX Terminal 1.5 Project, the retaining wall would be relocated/rebuilt north of its current location, which would require the modification/replacement of some apron/aircraft paving.

The new facility would also extend to the space currently occupied by the eastern portion of the ticketing building at Terminal 2 and the Skycap area at Terminal 1. The area and functions in Terminals 1 and 2 that would be demolished would be replaced as part of the Terminal 1.5 facility. The westernmost exterior wall of Terminal 1 would be demolished so that Terminal 1.5 could be built directly adjacent, and in order for the building floor to be physically connected at all levels. Minor ancillary interior work would be conducted in both Terminal 1 and Terminal 2 to accommodate Terminal 1.5. Construction of the Terminal 1.5 facility would also require that one gate at Terminal 1

[3] Description of existing conditions and the proposed project as provided by the Applicant.

(Gate 10), which currently occupies the farthest south position on the west side, be removed from service.

The height of Terminal 1.5 would be approximately 10 to 15 feet taller than the highest point of Terminal 2, as measured from grade.

3.1 Historic Resources under CEQA

CEQA requires that environmental protection be given significant consideration in the decision making process. Historic resources are included under environmental protection. Thus, any project or action which constitutes a substantial adverse change on a historic resource also has a significant effect on the environment and shall comply with the State CEQA Guidelines.

When the California Register of Historical Resources was established in 1992, the Legislature amended CEQA to clarify which cultural resources are significant, as well as which project impacts are considered to be significantly adverse. Pursuant to Section 15064.5 of the CEQA Guidelines, a "substantial adverse change" means "demolition, destruction, relocation, or alteration of a resource or its surroundings such that the significance of a historical resource would be materially impaired."

CEQA defines a historic resource as a resource listed in, or determined eligible for listing, in the California Register of Historical Resources. All properties on the California Register are to be considered under CEQA. However, because a property does not appear on the California Register does not mean it is not significant and therefore exempt from CEQA consideration. All resources determined eligible for the California Register are also to be considered under CEQA.

The courts have interpreted CEQA to create three categories of historic resources:[4]

- *Mandatory historical resources* are resources "listed in, or determined to be eligible for listing in, the California Register of Historical Resources."
- *Presumptive historical resources* are resources "included in a local register of historical resources, as defined in subdivision (k) of Section 5020.1, or deemed significant pursuant to criteria set forth in subdivision (g) of Section 5024.1" of the Public Resources Code (PRC), unless the preponderance of the evidence demonstrates that the resource is not historically or culturally significant.
- *Discretionary historical resources* are those resources that are not listed but determined to be eligible under the criteria for the California Register of Historical Resources.

[4] *League for the Protection of Oakland's Architectural and Historic Resources vs. City of Oakland,* 52 Cal. App. 4th 896, 906-7 (1997)

To simplify the first three definitions provided in the CEQA statute, an historic resource is a resource that is:

- Listed in the California Register of Historical Resources (California Register);
- Determined eligible for the California Register by the State Historical Resources Commission; or
- Included in a local register of historic resources.

Section 15064.5 of the CEQA Guidelines (California Code of Regulations, Title 14, Chapter 3) supplements the statute by providing two additional definitions of historical resources, which may be simplified in the following manner. An historic resource is a resource that is:

- Identified as significant in an historical resource survey meeting the requirements of Public Resources Code 5024.1 (g);
- Determined by a Lead Agency to be historically significant or significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California. Generally, this category includes resources that meet the criteria for listing in the California Register (PRC Section 5024.1, Title 14 CCR, Section 4852).

The fact that a resource is not listed in, or determined eligible for listing in, the California Register, not included in a local register of historic resources, or not deemed significant pursuant to criteria set forth in subdivision (g) of Section 5024.1, does not preclude a lead agency from determining that the resource may be an "historic resource" for purposes of CEQA.

Properties formally determined eligible for listing in the National Register of Historic Places are automatically listed in the California Register. Properties designated by local municipalities can also be considered historic resources. A review of properties that are potentially affected by a project for historic eligibility is also required under CEQA.

3.2 Historic Designations

A property may be designated as historic by National, State, and local authorities. In order for a building to qualify for listing in the National Register or the California Register, it must meet one or more identified criteria of significance. The property must also retain sufficient architectural integrity to continue to evoke the sense of place and time with which it is historically associated.

National Register of Historic Places

The National Register of Historic Places is an authoritative guide to be used by Federal, State, and local governments, private groups and citizens to identify the Nation's cultural resources and to indicate what properties should be considered for protection from destruction or impairment.[5] The National Park Service administers the National Register program. Listing in the National Register assists in preservation of historic properties in several ways including: recognition that a property is of significance to the nation, the state, or the community; consideration in the planning for federal or federally assisted projects; eligibility for federal tax benefits; and qualification for Federal assistance for historic preservation, when funds are available.

To be eligible for listing and/or listed in the National Register, a resource must possess significance in American history and culture, architecture, or archaeology. Listing in the National Register is primarily honorary and does not in and of itself provide protection of an historic resource. The primary effect of listing in the National Register on private owners of historic buildings is the availability of financial and tax incentives. In addition, for projects that receive Federal funding, a clearance process must be completed in accordance with Section 106 of the National Historic Preservation Act. Furthermore, state and local regulations may apply to properties listed in the National Register.

The criteria for listing in the National Register follow established guidelines for determining the significance of properties. The quality of significance in American history, architecture, archeology, engineering, and culture is present in districts, sites, buildings, structures, and objects:

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.[6]

[5] 36 Code of Federal Regulations (CFR) 60, Section 60.2.

[6] 36 CFR 60, Section 60.3.

In addition to meeting any or all of the criteria listed above, properties nominated must also possess integrity of *location, design, setting, materials, workmanship, feeling,* and *association.*

California Register of Historical Resources

The California Register is an authoritative guide in California used by State and local agencies, private groups, and citizens to identify the State's historic resources and to indicate what properties are to be protected, to the extent prudent and feasible, from substantial adverse change.[7]

The criteria for eligibility for listing in the California Register are based upon National Register criteria. These criteria are:

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

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 includes the following:

- California properties formally determined eligible for (Category 2 in the State Inventory of Historical Resources), or listed in (Category 1 in the State Inventory), the National Register of Historic Places.
- State Historical Landmarks No. 770 and all consecutively numbered state historical landmarks following No. 770. For state historical landmarks preceding No. 770, the Office of Historic Preservation (OHP) shall review their eligibility for

[7] California PRC, Section 5023.1(a).

the California Register in accordance with procedures to be adopted by the State Historical Resources Commission (commission).

- Points of historical interest which have been reviewed by the OHP and recommended for listing by the commission for inclusion in the California Register in accordance with criteria adopted by the commission.[8]

Other resources which may be nominated for listing in the California Register include:

- Individual historic resources.
- Historic resources contributing to the significance of an historic district.
- Historic resources identified as significant in historic resources surveys, if the survey meets the criteria listed in subdivision (g).
- Historic resources and historic districts designated or listed as city or county landmarks or historic properties or districts pursuant to any city or county ordinance, if the criteria for designation or listing under the ordinance have been determined by the office to be consistent with California Register criteria.
- Local landmarks or historic properties designated under any municipal or county ordinance.[9]

Local Designation Programs

The Los Angeles City Council designates Historic-Cultural Monuments on recommendation of the City's Cultural Heritage Commission.

Chapter 9, Section 22.171.7 of the City of Los Angeles Administrative Code defines an historical or cultural monument as:

"… a Historic-Cultural Monument (Monument) is any site (including significant trees or other plant life located on the site), building or structure of particular historic or cultural significance to the City of Los Angeles, including historic structures or sites in which the broad cultural, economic or social history of the nation, State or community is reflected or exemplified; or which is identified with historic personages or with important events in the main currents of national, State or local history; or which embodies the distinguishing characteristics of an architectural type specimen, inherently valuable for a

[8] California PRC, Section 5023.1(d).
[9] California PRC, Section 5023.1(e).

study of a period, style or method of construction; or a notable work of a master builder, designer, or architect whose individual genius influenced his or her age."

Designation recognizes the unique architectural value of certain structures and helps to protect their distinctive qualities. Any interested individual or group may submit nominations for Historic-Cultural Monument status. Buildings may be eligible for historical cultural monument status if they retain their historic design and materials. Those that are intact examples of past architectural styles or that have historical associations may meet the criteria in the Cultural Heritage ordinance.

3.3 Historic Significance and Integrity

Significance

The definition of historic significance used by the California Office of Historic Preservation (OHP) in its administration of the California Register is based upon the definition used by the National Park Service for the National Register:

Historic significance is defined as the importance of a property to the history, architecture, archaeology, engineering, or culture of a community, state, or the nation.[10] *It is achieved in several ways:*

- *Association with important events, activities or patterns*
- *Association with important persons*
- *Distinctive physical characteristics of design, construction, or form*
- *Potential to yield important information*

A property may be significant individually or as part of a grouping of properties.

Historic Integrity

Historic integrity is the ability of a property to convey its significance and is defined as the "authenticity of a property's historic identity, evidenced by the survival of physical characteristics that existed during the property's historic period."[11] The National Park Service defines seven aspects of integrity: *location, design, setting, materials, workmanship, feeling,* and *association*. These qualities are defined as follows:

[10] *National Register Bulletin 16A. How to Complete the National Register Registration Form*. Washington D.C.: National Park Service, U.S. Department of the Interior, 1997. (3)
[11] Ibid, p. 3.

- *Location* is the place where the historic property was constructed or the place where the historic event occurred.
- *Design* is the combination of elements that create the form, plan, space, structure, and style of a property.
- *Setting* is the physical environment of a historic property.
- *Materials* are the physical elements that were combined or deposited during a particular period of time and in a particular pattern or configuration to form a historic property.
- *Workmanship* is the physical evidence of the crafts of a particular culture or people during any given period in history or prehistory.
- *Feeling* is a property's expression of the aesthetic or historic sense of a particular period of time.
- *Association* is the direct link between an important historic event or person and a historic property.[12]

3.4 Historic Districts

Standard preservation practice evaluates collections of buildings from similar time periods and historic contexts as historic *districts*. The National Park Service defines a historic district as "a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development."[13] A historic district derives its significance as a single unified entity.

According to the National Park Service, "a district can comprise both features that lack individual distinction and individually distinctive features that serve as focal points. It may even be considered eligible if all of the components lack individual distinction, provided that the grouping achieves significance as a whole within its historic context. In either case, the majority of the components that add to the district's historic character, even if they are individually undistinguished, must possess integrity, as must the district as a whole." Some examples of districts include business districts, college campuses, large estates, farms, industrial complexes, residential areas and rural villages.[14]

[12] *National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation.* Washington D.C.: National Park Service, U.S. Department of Interior, 1995.

[13] *National Register Bulletin 15.* How to Apply the National Register Criteria for Evaluation. Washington D.C.: National Park Service, U. S. Department of the Interior, 1997. (5)

[14] Ibid.

Resources that have been found to contribute to the historic identity of a district are referred to as *district contributors*. Properties located within the district boundaries that do not contribute to its significance are identified as *non-contributors*.

3.5 Age Threshold

The fifty-year age threshold has become standard in historic preservation as a way to delineate potential historic resources. The National Park Service, which provides guidance for the practice of historic preservation, has established that a resource fifty years of age or older may be considered for listing on the National Register of Historic Places. The National Register Criteria for Evaluation exclude properties that achieved significance within the past fifty years unless they are of *exceptional importance*. Fifty years is a general estimate of the time needed to develop historical perspective and to evaluate significance.[15]

Criteria for listing in the California Register of Historical Resources does not specify any minimum age requirement for consideration of historic significance although it is understood that a sufficient period of time would need to have passed so that the resource can be evaluated within its appropriate context. Technical assistance provided by the California State Office of Historic Preservation states "In order to understand the historic importance of a resource, sufficient time must have passed to obtain a scholarly perspective on the events or individuals associated with the resource. A resource less than fifty 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."[16]

In the City of Los Angeles, "there is no requirement that a resource be a certain age before it can be designated"[17] as a Los Angeles Historic-Cultural Monument. The City's office of Historic Resources does qualify, however that "enough time needs to have passed since the resource's completion to provide sufficient perspective that would allow an evaluation of its significance within a historical context."

[15] Ibid. p. 2.

[16] *California Office of Historic Preservation Technical Assistance Series #6 California Register and National Register: A Comparison(for purposes of determining eligibility for the California Register)* State of California Office of Historic Preservation, Department of Parks and Recreation (3)

[17] City of Los Angeles Office of Historic Resources website, accessed February 2011. http://www.preservation.lacity.org/faq

Much of the following information has been excerpted from the "LAX Master Plan EIS/EIR Appendix I Section 106 Report," prepared by PCR Services Corporation in January of 2001. Other sources are otherwise noted.

4.1 Early Land Use

Prior to its development as an airport, the land currently occupied by LAX was part of Rancho Sausal Redondo, which had been granted to Antonio Ygnacio Avila by the Mexican government in 1837. Typical of the Spanish and Mexican land grant ranchos, the land was used for cattle ranching and sheep grazing.

After the Mexican-American War (1846-1848) and subsequent annexation of California by the United States, the Rancho Sausal Redondo changed hands a number of times. In 1868 it was acquired by Sir Robert Burnett who combined it with his previous acquisition, the neighboring Rancho Ajuaje de la Centinela, to create the Rancho Centinela.

In 1873, Rancho Centinela was leased to Daniel Freeman, a Canadian attorney. Freeman eventually acquired the Rancho Centinela in 1885 which he successfully used for dry farming. In 1894, 2000 acres of the Daniel Freeman ranch was leased to local farmer Andrew B. Bennet. This property became known as the Bennett Rancho. Meanwhile, portions of the old Rancho Centinela were sold to various companies, and in 1912 a large portion of land that included the Bennett Rancho was bought by James Martin and the Los Angeles Extension Company, which Martin controlled. Martin continued to lease the land to tenant farmers, and by 1922, Bennett had expanded his leasehold to 3,000 acres and was growing wheat, barley, and lima beans.

4.2 Airport Development 1928-1951

Pioneering aviators began using a portion of the Bennett Rancho as a landing strip during the 1920s. At the same time, Los Angeles business leaders recognized the need for a municipal airport with facilities that exceeded those of the neighboring airports in Burbank, Glendale, and Santa Monica. Representing the interests of Martin and the Extension Company, the Bennett Rancho was promoted as a location for a Los Angeles municipal airport by realtor William W. Mines, after which the site became known as "Mines Field." After Mines Field was selected as the location for the 1928 National Air Races, the City of Los Angeles leased 640 acres of the field for the Los Angeles Municipal Airport in August 1928.

In 1928, the Los Angeles Department of Airports (DOA) was established to administer the airport. The airport constructed its first permanent building -- Hangar One -- in 1929

and development continued that year with the construction of administrative offices, a runway, and additional hangars.

Although intended as a regional airport for commercial air service, the Los Angeles Municipal Airport serviced only private pilots, flying schools and small aircraft manufacturers for several years. In 1935, the airport was improved with grading, runway construction, and a new sewer line under the direction of the Emergency Relief Administration. Two years later, the airfield was further improved under the Works Progress Administration. Plans to further upgrade for commercial airline services were halted with the onset of World War II. The federal government took control of the airport in January of 1942 and it was turned over for military use for the duration of the war.

During the war, the DOA was able to secure commitments from the major American commercial airlines[18] to relocate to Los Angeles Municipal Airport after the war with the creation of a master plan for improvements to the airport. The plan included expansion of the airfield and construction of new terminals and administration buildings. Voters approved a bond measure to fund the improvements in 1945 and temporary facilities for the airlines– referred to as the "Intermediate Facilities" -- were soon constructed. By 1947, six major airlines were operating at the airport. In 1949, the airport was officially named "Los Angeles International Airport" after the Civil Aeronautics Administration determined the airport suitable for international, intercontinental, and non-stop domestic flights.

Los Angeles' postwar economic growth would effectively mandate continued improvements. Between 1947 and 1952, the number of travelers using or passing through the airport increased over 50 percent.[19] By 1950, all facilities were operating beyond their capacity. In 1951, architects William L. Pereira and Charles Luckman were hired to develop a master plan to guide upgrades and facilities expansion. A bond issue to fund the proposed improvements failed at the ballot box, however and the plans were not implemented. Using airport revenue and some federal funding the airport was able to make several upgrades including runway expansions, terminal building expansions, more parking facilities and the Sepulveda Avenue tunnel under expanded runways.

[18] United Airlines, TWA, Western Air, American Airlines, and Pan American Airways.
[19] Schwartz, Vanessa R., "LAX Designing for the Jet Age," essay included in Overdrive L.A. Constructs the Future 1940-1990, De Wit, Wim and Christopher James Alexander editors, Getty Research Institute, Los Angeles, CA. 2013 (167)

Jet propulsion aircraft came to be understood by the general population in relation to military planes introduced during World War II. The first commercial jet – the De Havilland Comet – was put in service by the British in1952. Several spectacular and fatal failures of the Comet, however, slowed the wider use of jet aircraft for passenger service for several years. Jet passenger service began in the United States in the late 1950s with the introduction of the Boeing 707 and Douglas DC-8. Pan-American World Airways introduced overseas flights on Boeing 707 planes in October 1958, and Continental Airlines introduced jet service in 1959. This began the "Jet Age," which revolutionized air travel. Jet engine planes reduced travel times by nearly half, enabled air manufacturers to build bigger, faster, more productive planes, and airlines to reduce their operating costs and airfares.[20] Jet aircraft continued to take a larger share of the market in the following years. It is estimated that almost 90 percent of air passenger miles were on jet aircraft by the end of the 1960s.[21]

The introduction of jet travel captured the excitement, optimism and sense of possibility that was manifest in American popular culture following World War II. The seemingly daily advances in chemistry, medicine, science, communications, and aerospace technology, suggested that the United States was actually realizing the faster, cleaner technological utopia that had been heretofore the realm of science fiction. In a world where jet airplanes connected Los Angeles to Tokyo in less than half a day, the term "Jet Age" became "a descriptor for a style and a way of life"[22] that looked forward to a glamourous future of glass and steel towers, monorail transit, and space travel. According to historian Alastair Gordon, "… the first generation of jets decreed the 1960s aesthetic, and changed the look of everything from furniture to fountain pens. The jets themselves – the DC-8s, Boeing 707s, Caravelles – became touchstones for modern designers." Gordon goes on to observe that "The prefix 'jet' was used to sell products evoking speed and modernity and was attached to everything from laundry soap to vacuum cleaners… Affluent socialites jetted to fashionable watering holes and became known as the international 'jet set'."

Between 1955 and 1972, air passenger numbers more than quadrupled. The rise in air traffic brought unprecedented demands on airports. "The fifties witnessed a rush to

[20] Smithsonian National Air and Space Museum, "America By Air," accessed February 10, 2015, https://airandspace.si.edu/exhibitions/america-by-air/online/heyday/heyday13.cfm.
[21] Schwartz (163)
[22] Schwartz (168)

build or modernize facilities to keep up with demand."[23] Airports across the country began construction on new and upgraded facilities to accommodate the increase in passengers. "Jets instantly made many airports obsolete. Even the new airports of the 1950s, such as Chicago's O'Hare and New York City's Idlewild (later John F. Kennedy), embarked on extensive runway and terminal expansions to accommodate jets and the increase in passenger numbers that jet travel generated."[24] Airport planners understood that air travel was growing at a rapid pace, and would continue to do so for the foreseeable future. Therefore, Jet Age airport expansion needed to accommodate continued increasing demand for the foreseeable future.

4.4 Jet Age Development of the CTA

Faced with a clearly inadequate infrastructure, in 1956 airport officials again hired Pereira & Luckman to master plan a facilities overhaul that would bring LAX into the Jet Age. This time, the effort was a joint venture with the firms of Welton Beckett and Associates and Paul R. Williams joining Pereira & Luckman. Unlike the aborted effort just a few years prior, airport improvements were funded by a voter-approved $60 million bond.

The previous plans developed by Pereira & Luckman in 1953 had included a central circular terminal building housed in a glass dome with connecting fingers leading out to the parked aircraft. An alternative scheme involved tunnels leading to small satellite terminals. Although unrealized, it was this plan that first introduced the idea of decentralized or dispersed terminals which would become a critical component of the new plan.[25] As finalized in 1957, the new plan fully embraced the idea of decentralization. The plan distributed ticketing/baggage handling buildings along a U-shaped access road which wrapped a central mall containing surface parking, a restaurant, an employee cafeteria, electrical and heating plants, and the airport administration building. Each ticketing building was connected via an underground passageway to lozenge shaped satellite buildings with gates for boarding and deplaning. The satellite buildings contained passenger amenities including waiting areas, cocktail lounges, dining facilities, gift shops, and newsstands. The location of satellite terminals also maximized plane maneuverability and provided multiple points of access for boarding and deplaning.

Decentralization of the airport terminals was critical to the primary purpose of providing better continuity between ground and air for the new masses of travelers. By dispensing

[23] William H. Young, and Nancy K. Young, *The 1950s* (Westport, CT: Greenwood, 2004, (265)
[24] Janna Eggebeen, "Airport Age: Architecture and Modernity in America" (dissertation, The City University of New York, 2007, (75)
[25] Schwartz (167)

with the idea of a main terminal building, the designers were able to overcome the inherent limits of processing passengers within a single building. The emphasis, instead, was on the efficient circulation of passengers and planes. The separation of ticketing and baggage check from waiting, boarding and deplaning over multiple terminals dispersed passenger activity throughout the airport, and reinforced a seamless experience in the travel experience from car to plane. In this context the airport terminal was reconceived as an interchange between ground and air rather than a waiting room. Such decentralization also allowed the planners and operators of the airport to better manage the anticipated increases in airplane travel and passenger numbers by reducing choke points in any single area.[26]

The Jet Age terminal area at LAX was officially conceived in partnership with Welton Beckett and Associates and Paul R. Williams; it is clear, however, that Pereira & Luckman took the leadership role in its planning and design. During their partnership and after going their separate ways in 1958, both William Pereira and Charles Luckman shared a commitment to research and planning as fundamental aspects of architectural design, and both were schooled in the principles of Modernism. The realized design at LAX was a rational and direct expression of the airport's purpose, utilizing a design aesthetic that emphasized simplicity and clarity of form. In contrast to the Jet Age design of New York City's Idlewild (later John F. Kennedy) airport which also pioneered a decentralized plan but emphasized individualized architectural expression in the various terminal buildings,[27] terminal design at LAX adhered to a functional minimalism that was applied uniformly throughout the terminal area with identical low-rise terminal buildings subservient to the circulation and the flow of airport patrons.

Within the minimalist landscape of the new CTA, symbolic representation of the new airport was reserved for two non-terminal buildings, the ATCT and the Theme Building. Punctuating the uniformly horizontal CTA with a 172-foot vertical tower, the 'new' (1961) ATCT and Administrative Building was located at the airport's eastern and primary entrance from Century Boulevard. Designed in a Mid-century Modern style, the steel frame and reinforced concrete building was composed of two main parts: an office building forming a low base, and the actual control tower that rises above. The building featured an open ground floor below a second story raised on concrete *piloti*, and an interior courtyard. The Tower was clad with horizontal bands of vertical aluminum louvers. A ceremonial landscaped entry with a court of flags and the "flame of freedom" was positioned at the front entry facing east. Reputed to be the tallest of its kind when it

[26] Schwartz (172)
[27] Gordon, Alastair, Naked Airport, Metropolitan Books, Henry Holt and Company, LLC, New York City, NY 2004. (184-206)

was built, the form of the control tower and its integrated office building directly reflect its function and purpose.

Positioned on axis with the control tower at the geographic center of the CTA, the Theme Building was conceived as an alternative to the futuristic central building shown in early iterations of the plan.[28] Unlike the other buildings on the site, the Theme Building did not necessarily serve a critical airport function and therefore allowed for more freedom in its design. Designed in an Expressionistic style, featuring two intersecting parabolic arches rising 135 feet from the ground, the building served as a public restaurant, the employee commissary, and housed the central kitchen facilities servicing all satellite restaurants throughout the airport. The building also had an observation deck open to the public. Given its public use and futuristic design, the Theme Building eventually became the iconic symbol of the new Jet Age airport.

Implementation of the plan began in 1957 with the construction of field improvements and runway extensions. This was quickly followed by the necessary excavations for the underground components. The final phase included the construction of the terminal buildings and the ATCT, which was completed in 1961. On January 13, 1962, the Theme Building opened to the public. The airport began fitting the underground passageways with moving sidewalks in 1964.

The CTA remained essentially in its original form through the 1970s, with the only major alteration being the construction of multi-level parking structures in the central mall. Extension of the ticketing/baggage claim buildings and additions to the terminal satellites were conducted in a modular manner that was uniform throughout the CTA and continued the original design aesthetic.

William Pereira & Associates (Pereira's successor firm after parting ways with Charles Luckman) authored a new master plan for the Airport in 1967. The plan focused primarily on improving automobile access and capacity, expansion of the existing terminals, a new terminal at the west end of the CTA, and alleviating pressures at LAX through the construction and expansion of smaller regional airports throughout the Los Angeles metro area.[29] Many of these plans would eventually be implemented beginning in the 1980s.

[28] Schwartz (173)
[29] William Pereira, James Steele editor. University of Southern California, Architectural Guild Press, 2002. (178-191)

4.5 Airport Expansion 1981- Present Day

By the late 1970s demands on the airport had exceeded the existing capacity, a situation made untenable with the anticipation of Los Angeles scheduled to host the Games of the XXIII Olympiad in 1984. In 1981, the Airport embarked on a major expansion program that included a second deck of the U-shaped access road to separate arriving and departing passengers, expansion and remodeling of the existing terminal buildings, new parking structures, a new international terminal at the west end of the CTA, and a newly constructed Central Utility Plant (CUP). The Airport named Gin Wong as the supervising architect with Bechtel Civil & Minerals, Inc. and DMJM overseeing construction. The new international terminal, named after Los Angeles Mayor Tom Bradley, was designed by a joint venture of William Pereira & Associates, Daniel Dworsky and Associates, Bonito A. Sinclair and Associates, and John Williams and Associates. TBIT opened in 1984.

It was during the 1980s that above-ground concourse piers connecting the ticketing and baggage buildings to the terminal satellites were constructed. Alterations and wholesale replacement of terminal buildings would continue through the present day.

In 1996, a new ATCT was constructed, designed by Kate Diamond of Siegel Diamond Architects and Adrianna Levinescu of Holmes & Narver. The tower rises over 100 feet taller than the 1961 ATCT to the east. In response to moving control operations to the new Tower, the 1961 Administration Building and ATCT were extensively altered in the early 2000s.

In 2010 construction began on a major expansion and rehabilitation of TBIT. The project added new concourses to the west of the existing terminal building, as well as shops, restaurants, passenger lounges, security screening areas, customs, immigration, and baggage claim facilities. The terminal opened in phases beginning in September 2012, and was opened in 2013.[30] Work continues on the TBIT with a projected completion in 2017.

[30] "About LAX Development Program," Los Angeles World Airports website accessed October 8, 2015. http://www.lawa.org/laxdev/laxdev.aspx

Individual buildings, structures, objects and site features located within the CTA are examined in the following analysis for the purposes of identifying potential historic resources. As a framework for this assessment, HRG examined the entire CTA property, inclusive of buildings, objects, structures and sites. To present a thorough assessment, buildings and structures located within the CTA are considered for their collective potential historic significance in addition to potential significance as individual resources.

5.1 Site Description

The CTA is located in the central portion of the LAX property, southwest of the intersection of Sepulveda Boulevard and Century Boulevard in the Westchester area of the City of Los Angeles. The CTA is flanked to the north and south by the airport's main northeast-southwest runways and taxiways, and to the west by transverse taxiways, hangar areas, service facilities, and the U.S. Coast Guard Air Station.

The CTA is accessed by a series of ramps and roads from Sepulveda Boulevard, Century Boulevard, and W. 96th Street. It is composed of nine multi-story terminal buildings ranging from two to five stories in height, facing three sides of a U-shaped double-deck access road, World Way, serving arriving passengers on the lower level and departing passengers on the upper level. World Way encompasses an oblong central mall approximately two-thirds of a mile in length containing eight multi-level parking structures, the airport's CUP, service facilities, and, organized east to west along the CTA's central axis, the Administration Building, the Theme Building, and the 1996 ATCT. The mall is lighted by a variety of pole fixtures including some original eight-armed pole fixtures.

The eight parking structures were constructed between 1966 and 2000. They range from three to five stories in height and are utilitarian in design. The CUP, located west of the 1996 ATCT, was constructed in 2014 to replace the airport's original CUP. Between the Theme Building and the control tower are two parallel rectangular buildings, each three bays long, with undulating roof plates. These are the remnants of the airport's Central Service Facility, originally consisting of two parallel structures, each sixteen bays long.

Terminal Buildings

The CTA contains six terminals associated with its original construction and three terminal buildings of later construction. Terminals 1, 2 and 3 line the north side of World Way and Terminals 4 through 8 the south side. Terminal 1 was constructed between 1981 and 1984 as part of the airport expansion to accommodate visitors to the 1984 Olympic Games; Terminal 2 was originally constructed in 1961 but was

demolished and completely reconstructed in 1988; and Terminals 3 through 8 were constructed in 1961 and 1962 as part of the original development of the CTA but have been extensively altered. The terminals consist of two- to three-story ticketing/baggage claim buildings along World Way with long, rectangular plans and predominantly flat roofs that cantilever over the upper-level arrival areas; Terminal 4 has a large central front-facing barrel roof over its main entrance, flanked by lower, perpendicular barrel roofs to either side. Terminal 1 is free-standing but the ticketing/baggage claim buildings of Terminals 2 and 3 are connected, as are those of Terminals 4 through 8, forming a continuous unbroken façade along the south side of World Way. Two-story passenger concourse piers project from the airside of each ticketing/baggage claim building, with passenger amenities and gates on their upper levels and baggage handling and service areas below. At Terminals 3 through 7, the piers connect to and incorporate the remnants of the airport's original oval-shaped satellite terminals.

The terminals are of steel frame and reinforced concrete construction, with exterior walls finished primarily in cement plaster. Fenestration consists of expanses of glazed aluminum storefront. There are scattered remnants of original exterior finishes including glazed ceramic and ceramic mosaic tile, aluminum curtain walls, porcelain enamel wall panels, and vertical strip windows.

The interiors of the terminal buildings are organized in similar manner, although with multiple alterations and different finishes and features. Ticketing, check-in, and security operations are located on the upper level of each ticketing/baggage claim building. These connect to the concourse piers, with passenger amenities and gates that incorporate the original satellite terminals. Terminals 3, 6, and 7 retain elements of their original circular, domed central lobbies. The concourses in some terminals connect via escalators and stairs to underground passageways with terrazzo floors, ceramic tile walls, and mosaic tile murals, that lead to the baggage claim areas on the lower level of each ticketing/baggage claim building.

Tom Bradley International Terminal

The west end of World Way is occupied by TBIT, originally constructed in 1984 to handle visitors for the Games of the XXIIIrd Olympiad. It was extensively expanded between 2010 and 2013 with the addition of new concourses to the west of the existing terminal building, as well as shops, restaurants, passenger lounges, security screening areas, customs, immigration, and baggage claim facilities. TBIT is a large two-story building with a rectangular plan and flat roof. Exterior walls are finished in cement plaster. At the west end of TBIT is a long concourse pier oriented north/south with multiple curved roof planes and clerestory windows.

Administration Building

The 1961 Administration Building (currently known as the Clifton A. Moore Administration Building) and ATCT forms the eastern terminus of the central axis of the CTA. It sits on an ovoid island ringed by access roads, and is surrounded by landscaping and mature palm and ficus trees. The building is Mid-century Modern in style and is of steel frame and reinforced concrete construction. It is composed of two main parts: an office building forming a low base, and the actual control tower that rises above.

The office building is two stories in height and has an irregular plan composed of interlocking square and rectangular volumes with two interior courtyards. It has a flat roof with built-up roofing. The exterior walls are composed of continuous bands of tinted, glazed aluminum storefront at the ground floor and ribbon windows at the second, alternating with continuous spandrels of scored cement plaster. The primary entrance is located on the southwest façade and consists of two pairs of glazed aluminum doors.

The Tower rises from the main interior courtyard. It has a square plan and is 13 stories in height. It is raised on four square concrete *piloti,* leaving the ground floor open except for the concrete stair and elevator tower. The exterior walls of the second through twelfth stories consist of continuous bands of aluminum-framed ribbon windows alternating with continuous spandrels of scored cement plaster. At each floor the tower is ringed by narrow cantilevered platforms with metal grates, and continuous horizontal metal pipe railings with angled metal vertical supports. The thirteenth story consists of the former control cab, set back from the tower perimeter and surrounded by a simple metal railing. The cab is square in plan with continuous bands of angled glass windows on all four sides and a flat roof.

The building's interior has been altered but retains some ceramic tile wall cladding, metal pipe stair rails, and at least one room with wood-paneled walls and integral metal wall clock.

Theme Building

The Theme Building (HCM-570), completed in 1962, is the geographic centerpiece and visual focus of the CTA. It was designed by Pereira and Luckman in an Expressionistic style to serve as the futuristic symbol of the new "jet age" airport. It is located in the very center of the CTA, at the midpoint of the main east-west axis. It sits on a circular island ringed by the Center Way divided access road, flanked to the north by a one-story USO building and a surface parking lot, to the south by a surface parking lot, to the east by

multi-story parking structures, and to the west by parallel rows of barrel-roofed service buildings[31] and the 1996 ATCT.

The Theme Building is of reinforced concrete and steel frame construction, and its exterior surfaces are finished in cement plaster. It has a circular plan and is symmetrically composed. It consists of a one-story circular base with a roof terrace, surrounded by a perforated concrete screen wall; a central, cylindrical circulation and utilities core; and a pair of crossed parabolic arches supporting an observation deck with a cantilevered, circular restaurant (now closed) suspended below. The restaurant is encircled by canted, aluminum-framed glass walls. The primary entrance is symmetrically located on the east façade and is accessed through a wedge-shaped forecourt hollowed out of the base, with terrazzo paving embedded with metal stars, walls and columns clad in ceramic mosaic tile, and a textured plaster ceiling with a circular oculus to the terrace above. The entrance consists of two pairs of glass doors in a floor-to-ceiling, aluminum framed glass wall. The doors open to a lobby with terrazzo floor and base, curved wood-paneled screen walls, textured plaster ceiling, and recessed flush doors and transom panels. The lobby elevators provide access to the circular, glass-walled restaurant and the observation deck above. The restaurant interior was completely remodeled in the mid-1990s. A 2008 seismic retrofit of the building added five feet of height to the central core.

1996 Airport Traffic Control Tower

In 1996, a new control tower was constructed to replace the control functions of the 1961 Tower. Located on the central axis of the CTA west of the Theme Building, the 289-foot high tower was constructed as part of a national program to upgrade air traffic control systems.[32]

5.2 Previous Historic Evaluations

Two buildings located within the CTA have been previously evaluated for eligibility as historic resources. These building are as follows:

The Theme Building (1961)

The Theme Building was designated as City of Los Angeles Historic Cultural Monument #570 on December 18, 1993.[33] In 2001, the Theme Building was determined eligible

[31] Remaining service bays originally constructed in 1961.
[32] LAX Master Plan draft EIS/EIR. (35)
[33] *City of Los Angeles Historic Cultural Monument (HCM) List, City Declared Monuments*, City of Los Angeles Department of City Planning, July 31, 2014. (21)

for listing in the National Register by consensus through a Section 106 evaluation. It was found eligible under Criterion C for architectural significance and was determined to satisfy National Register Criterion Consideration G for exceptional significance in a building less than 50 years old (at the time of evaluation). Because the Theme Building was determined eligible for listing in the National Register by consensus, it is listed in the California Register.[34]

1961 Airport Traffic Control Tower

In 2001, the 1961 ATCT was found ineligible for listing in the National Register due to extensive alterations that had compromised its integrity. The Historic Resources evaluation for the 2012 LAX Specific Plan Amendment Study Draft EIR reiterated the Tower's ineligibility for the National Register and found it ineligible for the California Register and as a City of Los Angeles Historic Cultural Monument. It was found, however, to "contribute to the setting of the Theme Building" at that time.

5.3 Historic Significance

Buildings, structures, objects and sites located within the CTA are potentially historically significant – and therefore eligible for historic designation – under two criteria in both the National Register and California Register: National Register Criterion A and in parallel California Register Criterion 1, and National Register Criterion C and in parallel California Criterion 3. Component properties located on the site are also potentially eligible under similar criteria for designation as a Los Angeles Historic Cultural Monument.

Under National Register Criterion A and California Register Criterion 1, the buildings, structures and sites located within the CTA are potentially significant for their association with the mid-20th Century expansion and upgrading of LAX to accommodate the new era of jet airplane travel and the increase in commercial air travel made possible by jet propulsion technology. Planned and designed in direct response to the requirements of jet travel, the CTA dispensed with earlier models of airport design featuring centralized monumental terminal buildings in favor of a dispersed terminal pattern and minimalist design with efficiency and speed of circulation as the primary focus. In both plan and design, the CTA expressed the optimism and possibilities of the Jet Age.

Under National Register Criterion C and California Register Criterion 3, the buildings, structures and sites located within the CTA are potentially significant as an excellent example of Jet Age airport planning and design, and for their association with the

[34] *LAX Specific Plan Amendment Study Draft EIR*, Los Angeles International Airport, July 2012 (4-337)

planning and design team of Pereira and Luckman, Welton Becket & Associates and Paul R. Williams which was brought together exclusively for the Jet Age LAX upgrade.

The period of significance under Criteria A/1 and C/3 is 1957-1962 which encompasses the initial construction and completion of the CTA. This timeframe includes the commencement of Jet Age improvements at LAX and recognizes the transformative social and economic effects to Los Angeles resulting from the introduction of jet age travel.

The CTA has retained the following buildings, structures, objects and sites dating from 1957-1962[35]:

- Theme Building
- 1961 ATCT
- Terminals 3, 4, 5, 6, 7 and 8
- World Way U-shaped access road
- The remaining three eastern bays of the original Central Service Facility, located west of the Theme Building;
- Terminal 6 Sign Tower
- Remnant eight-armed light poles

5.4 Change and Alteration

As completed in 1962, the CTA distributed passenger activity over seven one- and two-story ticketing buildings facing a U-shaped access road, enclosing a central mall. Six of the ticketing buildings were connected via underground passageways to oval-shaped satellite buildings that contained the arrival/departure gates as well as passenger amenities including food services, gift shops and newsstands. Terminals 2 through 7 were identified by free-standing tube steel sign towers bearing each terminal's numerical designation, visible from the access road and central parking areas. The central mall contained along its axis the 1961 Administration Building and ATCT, the Theme Building, the airport's Central Service Facility and CUP, and a cooling tower, all surrounded by surface parking lots. A circular gas station with a flat projecting roof canopy sat north of the 1961 Administration Building and ATCT alongside the U-shaped access road.

[35] This list does not include remaining interior features which are discussed in later sections.

The CTA remained essentially in its original form through the 1970s, with the only major alteration being the construction of multi-level parking structures in the central mall, the extension of the ticketing/baggage claim buildings, small additions to some terminal satellites and the installation of moving sidewalks in some of the passenger tunnels. Alterations to the ticketing/baggage claim buildings and terminal satellites were conducted in a uniform manner reflecting the original design aesthetic. Since that time, a number of alterations have been undertaken that have substantially altered the CTA's original design and appearance. Substantial alterations to the CTA since its initial completion in 1962 include the following:

- By 1966 parking structures P-2b and P-5 had been constructed in the central mall, southwest of the CUP.
- By 1969 parking structure P-7 had been constructed to the southeast of the Theme Building.
- By 1971, additions had been constructed at the south ends of the Terminal 6 and 7 satellites; all of the ticketing/baggage claim buildings had been enlarged at the first and second stories, connecting Terminals 4 through 7; and parking structures P-2 and P-6 had been constructed in the central mall.
- In 1981, in anticipation of the 1984 Olympic Games, construction began on a major expansion project that included a new double-deck roadway, a new international terminal at the west end of the CTA, the addition of more than one million square feet of terminal space, remodeling of existing terminal buildings, 8,800 new parking spaces, runway reconstruction, and renovation of the CUP.
- By 1983, the elevated roadway was completed. The new access ramps to and from Sepulveda Boulevard and Century Boulevard eliminated the staff parking areas and landscaping flanking the 1961 Administration Building and ATCT, including the landscaped entrance plaza, fountain, and flagpoles facing Sepulveda Boulevard. It appears that the circular gas station just north of the 1961 Administration Building and ATCT was also removed at this time.
- In 1984, the new TBIT and Terminal 1 were completed.
- In the 1980s, new concourse piers were constructed at each terminal, connecting the ticketing/baggage claim buildings to the satellites and providing additional gates and passenger amenities.
- In 1988, Terminal 2 was demolished and reconstructed.

- By 1994, parking structures P-1, P-2A, P-3 and P-4 had been constructed, with elevated walkways over World Way connecting the parking structures to the terminal buildings.
- In 1996, eight central bays of the Central Service Facility were demolished to make room for construction of the new 1996 ATCT.
- Between 1998 and 2002, Terminal 4 was completely remodeled. A new barrel roof was added to the ticketing/baggage claim building and an additional story added; a new 100,000-square-foot customs facility was added; baggage claim and concessions areas were doubled in size; and the interiors were completely reconfigured and refinished.[36]
- In the early 2000s, the 1961 Administration Building and ATCT were extensively altered. The Administration Building was altered by the following: the enclosure of its ground floor, which was originally open below a second story raised on concrete *piloti*; the partial enclosure of the original interior courtyard and connection to the Tower, which was originally free-standing; the enclosure of the original glass-walled second-story bridges that connected the north and south wings; the removal of the original exterior mosaic tile wall cladding and horizontal window canopies on the north and south façades; and the construction of a large two-story addition to the northwest. The Tower has been altered by the removal of its original vertical aluminum louvers and the addition of metal pipe railings at each floor. The interiors have been almost completely reconfigured and refinished.
- In 2012, a complete interior remodel of Terminal 6 was completed[37].
- Between 2011 and 2013, the five remaining west bays of the old Central Service Facility were demolished and a new CUP was constructed on the site.
- Between 2010 and 2013, TBIT was substantially renovated.
- Between 2013 and 2015, the old CUP was demolished and a new thermal energy storage tank and maintenance facilities were constructed in its place.

[36] Jennifer Oldham, "Remodeled Terminal at LAX Debuts," *Los Angeles Times*, August 1, 2002, http://articles.latimes.com/2001/aug/01/local/me-terminal1 (accessed July 2, 2015).
[37] Art Marroquin, "Alaska Airlines unveils $238M Terminal 6 makeover at LAX," *Los Angeles Daily News*, March 27, 2012, http://www.dailnews.com/20120327/alaska-airlines-unveils-238m-terminal-6-makeover-at-lax (accessed July 2, 2015).

- In 2015, a substantial interior remodel of Terminal 5 was completed.[38]
- Of the six original terminal sign towers, four have been extensively altered, truncated, and relocated. One (Terminal 4) is no longer extant. Only one of the six original terminal sign towers, that at Terminal 6, remains intact and in situ.

In addition to these major additions and renovations to accommodate passenger processing and improved amenities, the CTA has undergone constant minor alterations as part of necessary maintenance, including repair and replacement of exterior finishes and materials, replacement of interior finishes, remodeling of restrooms and concession areas, and upgrades to building systems.

5.5 Remaining Character-Defining Features

Character-defining features are those visual aspects and physical features or elements that give a historic resource its character and help to convey its significance. Character-defining features can identify a resource as an example of a specific property type, usually related to the building's function; they can exemplify the use of specific materials or methods of construction, or embody an historical period or architectural style; and they can convey the sense of time and place associated with significant events or people.

Character-defining features are those elements constructed during the property's period of significance that contribute to the integrity of the property. In general, retaining character-defining features retains the integrity of an historic property, and therefore helps to retain the property's eligibility as an historic resource. Significant impacts on an historic resource result from major change to character-defining features, or from many incremental changes over time.

Under both Criteria A/1 and C/3, the period of significance for the CTA extends from 1957-1962, which spans the initial construction and final dedication of the CTA. Since then, the CTA has undergone a number of significant alterations, demolitions, and additions that have eliminated character-defining buildings, features and materials. The CTA's surviving character-defining features include the following:

- the historic plan *parti* of a U-shaped access road surrounded by passenger terminals and enclosing a central parking area;

[38] Harriet Baskas, "First look: Delta unveils $229M upgrade to LAX Terminal 5," *USA Today*, June 11, 2015 (accessed July 2, 2015) http://www.usatoday.com/story/todayinthesky/2015/06/11/private-check-in-lounge-caps-deltas-terminal-5-upgrade-at-lax/71056200/

- the Theme Building which remains largely intact;
- the shape and form of the 1961 ATCT;
- the axial relationship between the Theme Building and 1961 ATCT;
- the remaining three eastern bays of the Central Service Facility;
- the Terminal 6 Sign Tower;
- remnant eight-armed light poles;
- scattered material remnants of the original ticketing/baggage claim building finishes including ceramic mosaic tile wall and column cladding, terrazzo flooring, and acoustical plaster ceilings;
- remnants of the original terminal satellites including aluminum-framed curtain walls, vertical strip windows, ceramic mosaic tile wall and column cladding, circular domed lobbies, two-story semicircular waiting areas, and terrazzo flooring;
- passenger tunnels with terrazzo flooring and base, ceramic tile walls, ceramic mosaic tile murals, plaster ceilings with recessed and surface-mounted strip fluorescent light fixtures, and moving sidewalks.

5.6 Individual Resource Evaluations

As noted in Section 5.2 of this report, the CTA contains one building, the Theme Building, which was previously determined eligible for listing in the National Register under Criterion C by consensus through Section 106 evaluation. Because the Theme Building was determined eligible for listing in the National Register by consensus, it is listed in the California Register.[39] The Theme Building is also designated as City of Los Angeles HCM #570. No other building, structure, object or site located within the CTA has been previously found eligible for designation as an individual historic resource.

As noted in the paragraph above, the buildings, structures and sites located within the CTA are potentially significant individually under National Register Criterion A and California Register Criterion 1 for their association with the mid-20th Century expansion and upgrading of LAX to accommodate the new era of jet airplane travel and the increase in commercial air travel made possible by jet propulsion technology. The buildings, structures and sites located within the CTA are also potentially significant

[39] *LAX Specific Plan Amendment Study Draft EIR*, Los Angeles International Airport, July 2012 (4-337)

individually under National Register Criterion C and California Criterion 3, as an excellent example of Jet Age airport planning and design and their association with the planning and design team of Pereira and Luckman, Welton Becket & Associates, and Paul R. Williams. The buildings, structures, objects and sites are also potentially eligible as City of Los Angeles HCMs for the same reasons. The period of significance for any individual resource would be the date of its construction which would fall into the 1957-1962 timeframe that encompasses the initial construction and completion of the CTA.

The CTA contains eight buildings that were constructed during the period of significance. In addition to the Theme Building, these include the 1961 Administration Building and ATCT, and six terminal buildings-- Terminal Buildings 3, 4, 5, 6, 7 and 8 (Terminal 1 was constructed in 1984 and Terminal 2 was demolished and rebuilt in 1988, both well outside the period of significance). All other buildings located within the CTA were constructed after 1962 and are considered outside the period of significance. Buildings remaining from the period of significance are examined below.

Evaluation of the 1961 Administration Building and Airport Traffic Control Tower

The 1961 Administration Building and ATCT has been extensively altered, particularly the two-story Administration Building portion. Alterations include enclosure of its ground floor, partial enclosure of the original interior courtyard, enclosure of the original glass-walled second-story bridges that connected the north and south office wings; the removal of the original exterior mosaic tile wall cladding and horizontal window canopies on the north and south façades; and the construction of a large two-story addition to the northwest.

The Tower portion has been altered by the removal of the original aluminum vertical louvers and the addition of metal pipe railings at each floor but continues to retain several original features including its square plan, 13 story height, and flat roof; control cab with angled, continuous, fixed aluminum-framed ribbon windows and surrounding roof deck; continuous, fixed, aluminum-framed ribbon windows; scored cement plaster spandrels; continuous aluminum grates; exposed concrete *piloti*, elevator/stair shaft, and screen wall at ground floor; and its second-story bridge to the Administration Building with ceramic mosaic tile wall cladding and aluminum-framed clerestory window. The original immediate surroundings and landscape have also been completely altered.

Due to extensive alteration of the two-story Administration portion and alterations to the Tower portion, the building no longer retains integrity of *design, setting, materials* or *workmanship* and therefore does not retain sufficient integrity to be eligible for listing in the National Register under Criteria A or C. The California Register criteria is somewhat

more forgiving than the National Register criteria when it comes to integrity but given the overall alteration of its architectural design, the building is also not eligible for listing in the California Register under Criterion 1 or 3.

Because the Tower portion retains its vertical form and control cab, it is still recognizable as a control tower from the period of significance. Despite alterations, it continues to retain integrity of *location, feeling* and *association*. The Tower remains in its original location at the eastern entry into the CTA and retains its historic axial relationship with the Theme Building. It therefore continues to convey its historic association with the Jet Age redesign of LAX and the transformative effects of jet travel. For these reasons, the Tower does appear eligible for local listing as a City of Los Angeles HCM.

Evaluation of Terminal Buildings 3, 4, 5, 6, 7 and 8

All the remaining original terminal buildings have been altered since the period of significance. Very little remains of the original ticketing/baggage buildings of terminals 3, 4, 5, 6, and 7 with the exception of remnant ceramic tile cladding in some locations. Terminal 6 does retain its original steel pylon sign (see below).

Terminals 3, 4, 5, 6, and 7 all retain their original underground tunnels with mosaic tile murals. The floors and ceilings of the tunnels at terminals 5, 6 and 7 have been either partially or completely replaced. The Terminal 3 satellite building remains largely intact but its southern façade has been altered by the addition of an above-ground concourse pier connecting the ticketing/baggage claim buildings to the satellite. Alteration of the ticketing/baggage building and the addition of the connecting concourse have substantially changed the original configuration of Terminal 3 such that its original form is only partially apparent. All of the oval-shaped satellite buildings original to terminals 4, 5, 6, and 7 have been altered by the addition of concourse piers connecting the ticketing/baggage claim buildings to the satellites above ground. Many have sustained successive additions as well. Terminal 8 was not originally configured with an oval-shaped satellite but it has also been substantially altered with additions and new cladding. These alterations have substantially changed the terminal buildings such that their original form is only partially or no longer apparent. None of the terminal buildings remaining from the period of significance appear to be eligible individually for listing as a historic resource.

Remnant Structures and Objects

In addition to the buildings remaining from the period of significance, the World Way U-shaped access road retains its basic historic configuration; remnant objects and structures also remain including three eastern bays of the Central Service Facility, the sign tower for Terminal 6, and remnant eight-armed light poles. Of these, only the original sign

tower for Terminal 6 appears eligible for listing as an individual historic resource. The Terminal 6 Sign Tower is not eligible for the National Register or California Register as an individual resource but it does appear eligible for listing as a Los Angeles Historic Cultural Monument as the last terminal identification sign remaining from the period of significance.

5.7 Historic District Evaluation

Because the CTA represents a collection of related buildings, structures, objects and sites originally master-planned, designed and constructed as a unified entity, consideration of the property as an historic district is appropriate for its evaluation.

As noted previously, the buildings, structures and sites located within the CTA are potentially significant as a historic district under National Register Criterion A and California Register Criterion 1 for their association with the mid-20th Century expansion and upgrading of LAX to accommodate the new era of jet airplane travel and the increase in commercial air travel made possible by jet propulsion technology. The CTA is also potentially significant as a historic district under National Register Criterion C and California Register Criterion 3, as an excellent example of Jet Age airport planning and design and its association with the planning and design team of Pereira and Luckman, Welton Becket & Associates, and Paul R. Williams. The buildings, structures, objects and sites are also potentially eligible as City of Los Angeles HCMs for the same reasons. The period of significance is 1957-1962 which encompasses the initial construction and completion of the CTA.

Currently, the CTA contains twelve (12) buildings. Of these, eight (8) remain from the period of significance. As explained previously, the Theme Building and the 1961 ATCT have retained sufficient integrity to convey their historic significance as individual resources and would, therefore, be considered contributing resources to a potential historic district. Terminal 3, which does not retain sufficient integrity to be eligible for listing as an individual resource, is the most intact of the remaining terminal buildings, having retained the original tunnel and many character-defining features in the satellite building. As such, it would also be considered a contributing resource to a potential historic district. Due to substantial alteration, none of the remaining terminal buildings from the period of significance retain sufficient integrity to convey their historic significance. Out of the 12 buildings currently present in the CTA only 3 would qualify as contributing.

In addition to the Theme Building and 1961 ATCT, remnant objects and structures also remain throughout the CTA. These include three eastern bays of the Central Service Facility, the sign tower for Terminal 6, and remnant eight-armed light poles. Internal

underground tunnels linking the ticketing/baggage buildings to the terminal satellites also remain. In addition, the World Way U-shaped access road retains its basic historic configuration. As noted above, the sign tower for Terminal 6 appears individually eligible for designation as a Los Angeles Historic Cultural Monument. None of the other remaining elements are eligible for individual designation.

Given the extent of alterations and new construction within the CTA since the period of significance, it does not appear that the remaining contributing buildings and features collectively retain sufficient integrity to qualify as a historic district. The integrity of the CTA is examined below.

Assessment of Integrity

Historic integrity is the ability of a property to convey its significance and is defined as the "authenticity of a property's historic identity, evidenced by the survival of physical characteristics that existed during the property's prehistoric or historic period."[40]

The National Park Service defines seven aspects of integrity for historic resources. These are *location, design, setting, materials, workmanship, feeling,* and *association*. The integrity of the CTA is evaluated below based on these seven aspects:

- Location: The CTA remains on its original site. It therefore retains integrity of location.
- Design: The CTA has undergone numerous major and minor alterations since both its initial completion in 1962 and its transformation since 1981 and no longer retains most of the characteristics of its original "Jet Age" design. Individually, the centrally located Theme Building remains substantially intact and retains its integrity of design. The 1961 ATCT also retains its basic architectural form and distinctive control booth. The individual terminal buildings, originally constructed as simple roadside ticketing buildings and oval-shaped airside passenger terminals connected by underground tunnels, have either been demolished and replaced or substantially altered such that their original form is no longer apparent. Overall, the CTA has been further compromised by the addition of a second deck over the roadway; the continued addition of multi-level parking structures; the demolition of the original CUP and Central Service Facility; the construction of the 1996 ATCT and the new CUP; and the alteration of the 1961 Administration Building and

[40] U.S. Department of the Interior, *National Register Bulletin 16A: How to Complete the National Register Registration Form* (Washington D.C.: National Park Service) 1997 (4)

ATCT. Due to the cumulative effect of these alterations, the CTA no longer retains integrity of design.

- Setting: The CTA remains in its original setting at the geographic and operational center of LAX, flanked to north and south by the airport's main runways and taxiways. It therefore retains integrity of setting.
- Materials: Due to the numerous alterations itemized above, the CTA has lost a majority of its historic materials and retains only scattered and disparate remnants such as portions of ceramic mosaic tile cladding, aluminum framed curtain walls, and terrazzo flooring of the terminal buildings. The CTA no longer retains integrity of materials.
- Workmanship: Due to the numerous alterations listed above, the CTA has lost a majority of the examples of technological practices and aesthetic principles of the mid-20th century, and retains only scattered and disparate remnants such as portions of ceramic mosaic tile cladding and terrazzo flooring of the terminal buildings. The CTA therefore does not retain integrity of workmanship.
- Feeling: Because of numerous and extensive alterations after its period of significance, the CTA no longer retains integrity of design, materials, or workmanship, and no longer conveys the feeling of a mid-20th century "Jet Age" airport. It therefore no longer retains integrity of feeling.
- Association: Because of numerous and extensive alterations the CTA no longer retains integrity of design, materials, workmanship, or feeling, and no longer conveys its important associations with the early development of jet aircraft travel and the post-World War II growth of Los Angeles into a major metropolitan center. It therefore no longer retains integrity of association.

In summary, the CTA only retains integrity of *location* and *setting*. For any potential historic district, non-contributing buildings, structures, objects and site features located within the CTA would greatly outnumber contributors. The CTA does not exhibit the necessary ratio of contributing elements to non-contributing elements in order to qualify for listing as a historic district under National Register, California Register or local criteria.

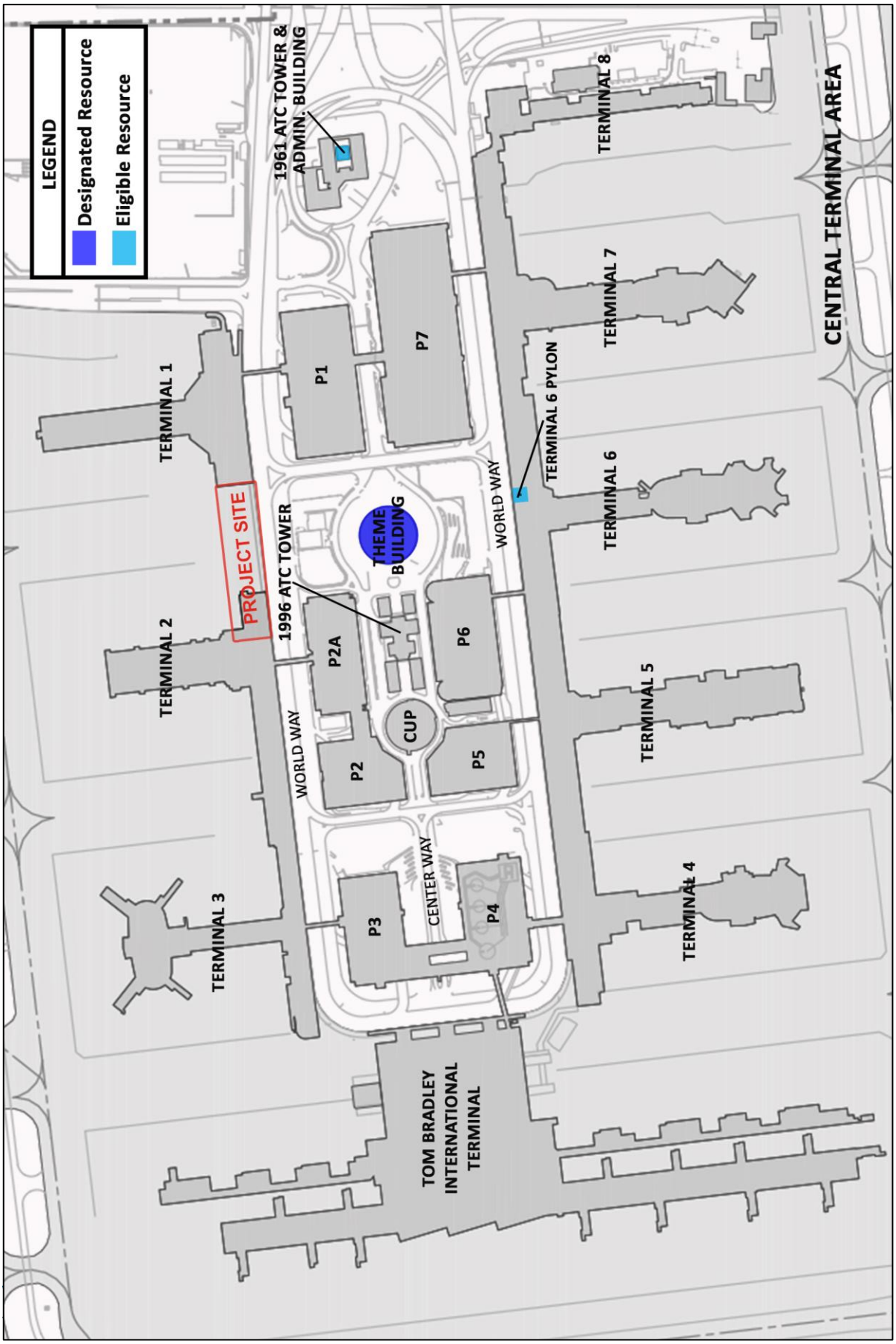
5.8 Summary of Findings

The CTA contains one (1) building, the Theme Building that has been listed in the California Register and has been designated a City of Los Angeles HCM. The CTA also contains one (1) building, the 1961 ATCT, which appears eligible for listing as a City of Los Angeles HCM. One (1) structure, the Terminal 6 Sign Tower, also appears eligible

for designation as a City of Los Angeles HCM. No other buildings, structures, objects or sites located within the CTA appear eligible for listing individually as a historic resource.

In addition, the CTA does not contain a grouping of buildings, structures, objects and sites that would be eligible collectively as a historic district. A map of the CTA can be found in Figure 2. The findings from the historic resources investigation of the CTA are summarized in Appendix C.

Figure 2: Central Terminal Area Historic Resources



6.1 Significance Threshold

The City of Los Angeles CEQA Thresholds Guide (2006, p. D.3-2) states that a project would normally have a significant impact on historic resources if it would result in a substantial adverse change in the significance of a historic resource. A substantial adverse change in significance occurs if the project involves:

- Demolition of a significant resource;
- Relocation that does not maintain the integrity and (historical/architectural) 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.

In addition to this guidance provided by the City of Los Angeles, the State Legislature, in enacting the California Register, also amended CEQA to clarify which properties are significant, as well as which project impacts are considered to be significantly adverse.

A project with an effect that may cause a substantial adverse change in the significance of a historic resource is a project that may have a significant effect on the environment.[41] A substantial adverse change in the significance of a historic resource means demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of a historical resource would be materially impaired.[42]

The Guidelines go on to state that "[t]he significance of an historic resource is materially impaired when a project… [d]emolishes or materially alters in an adverse manner those physical characteristics of an historical resource that convey its historical significance and that justify its inclusion in, or eligibility for, inclusion in the California Register of

[41] *CEQA Guidelines*, section 15064.5(b).

[42] *CEQA Guidelines*, section 15064.5(b) (1).

Historical Resources… local register of historic resources… or its identification in a historic resources survey."[43]

6.2 Potential Impacts to Historic Resources

As noted in Section 4 of this report, investigation of the CTA revealed one (1) building, the Theme Building, that has been listed in the California Register and has been designated as City of Los Angeles HCM; one (1) building, the 1961 ATCT, that appears eligible for listing as a City of Los Angeles HCM; and one (1) structure, the Terminal 6 Sign Tower, which is eligible for designation as a City of Los Angeles HCM. All three are considered historic resources for the purposes of CEQA.

The 1961 ATCT is located a considerable distance to the east from the Project site and the Terminal 6 Sign Tower is located on the south side of the CTA. Because of their distance from the Project site, there are no potential significant impacts associated with the Project to either of these resources.

Potential Impacts Related to Demolition

The Project would involve demolition of the eastern end of the Terminal 2 ticketing building and a small portion of the exterior area (Skycap area) at Terminal 1. Neither Terminal 1 nor Terminal 2 were found eligible for historic listing and are not considered historic resources for the purposes of CEQA. Partial demolition of these portions of Terminals 1 and 2 would not result in a significant impact to a historic resource.

Potential Impacts Related to New Construction

The Project site is located directly north of the Theme Building, the historic resource located in closest proximity to the Project site. The double-level World Way access road separates the central area of the CTA where the Theme Building is located from the perimeter of the CTA where the terminals are located. All new construction associated with the Project would take place north of World Way and would be physically separated from the Theme Building.

New construction associated with the Project would occupy an open area between Terminal 1 and Terminal 2. The new structure would be as much as 15 feet taller than the highest portion of Terminal 2 and be an additional floor taller than Terminal 1. Because the new construction would occupy what is currently an undeveloped location in the CTA, it would obscure some distant views to the Theme Building looking south from Lincoln Boulevard and Westchester Parkway. Views to the Theme Building from

[43] *CEQA Guidelines*, section 15064.5(b)(2).

these roadways are brief and intermittent under the existing condition. The undeveloped piece of land between Terminals 1 and 2 allows only a narrow gap between terminal buildings through which the Theme Building can be viewed, and the clearest view is only possible from a specific vantage point looking between the two terminal buildings. Even this existing view is partially obscured by the double-decked World Way structure and, in some locations along Lincoln Boulevard and Westchester Parkway, intervening topography and vegetation. The combination of terminal buildings, the World Way structure and interior parking structures further obscure views to the Theme Building from other northern vantage points looking south. For these reasons, the loss of views to the Theme Building from the north would be only incrementally worsened and the overall effect would not reduce the integrity or significance of the Theme Building. As a result, the Project would not result in a significant impact to the Theme Building.

6.3 Impact Analysis Using Los Angeles CEQA Thresholds

The following analysis uses the thresholds provided in the City of Los Angeles CEQA Thresholds Guide.

1. Would the Project involve the demolition of a significant resource?

No, the Project would not demolish a significant resource. The Project would require the demolition of a portion of the existing ticketing building at Terminal 2 as well as demolition of a small portion of the exterior area (Skycap area) at Terminal 1. Neither Terminal 1 nor Terminal 2 were found eligible for historic listing and are not considered historic resources for the purposes of CEQA. Therefore, the Project does not involve demolition of a significant historic resource.

2. Would the Project involve relocation that does not maintain the integrity of a significant resource?

No. The Project does not involve the relocation of any historic buildings. Therefore, the Project would not involve relocation that does not maintain the integrity of a significant resources.

3. Would the Project involve 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?

The Project would involve alteration of portions of both Terminal 1 and Terminal 2. As noted above, neither Terminal 1 nor Terminal 2 were found eligible for historic listing and these terminals are not considered historic resources for the purposes of CEQA. Therefore, the Project does not propose conversion, rehabilitation, or alteration of any historically significant resource.

4. Would the Project involve construction that reduces the integrity or significance of important resources on the site or in the vicinity?

No. Both the 1961 ATCT and the Terminal 6 Sign Tower are located a considerable distance from the Project site and their integrity and significance would not be reduced by new construction associated with the Project. The Theme Building is located directly south of the Project site and all new construction associated with the Project would be physically separated from the Theme Building.

New construction associated with the Project would obscure some distant views to the Theme Building looking south from Lincoln Boulevard and Westchester Parkway. Views to the Theme Building from these roadways are brief and intermittent under the existing condition. As noted in Section 6.2, these sightlines are currently partially obscured by existing buildings and structures, as well as intervening topography and vegetation, and the overall effect would not reduce the integrity or significance of the Theme Building. The Project does not involve construction that would reduce the integrity of important resources on the Project site or in the vicinity.

6.4 Summary of Potential Impacts to Historic Resources

Analysis of potential impacts using the Los Angeles CEQA thresholds reveals that the Project would not result in significant impacts to historic resources.

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California Code of Regulations, (Title 14, Division 6, Chapter 3, Sections 15000-15387).

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Mines Field c. 1930
Los Angeles Public Library Collection

Los Angeles International Airport Intermediate Facilities c. 1955

LAX Terminal 1.5 Project
Historic Resources Technical Report
June 2016

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Central Terminal Area under Construction 1960
Los Angeles Public Library

LAX Terminal 1.5 Project
Historic Resources Technical Report
June 2016

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Central Terminal Completed 1961
Los Angeles Water & Power Collection

LAX Terminal 1.5 Project
Historic Resources Technical Report
June 2016

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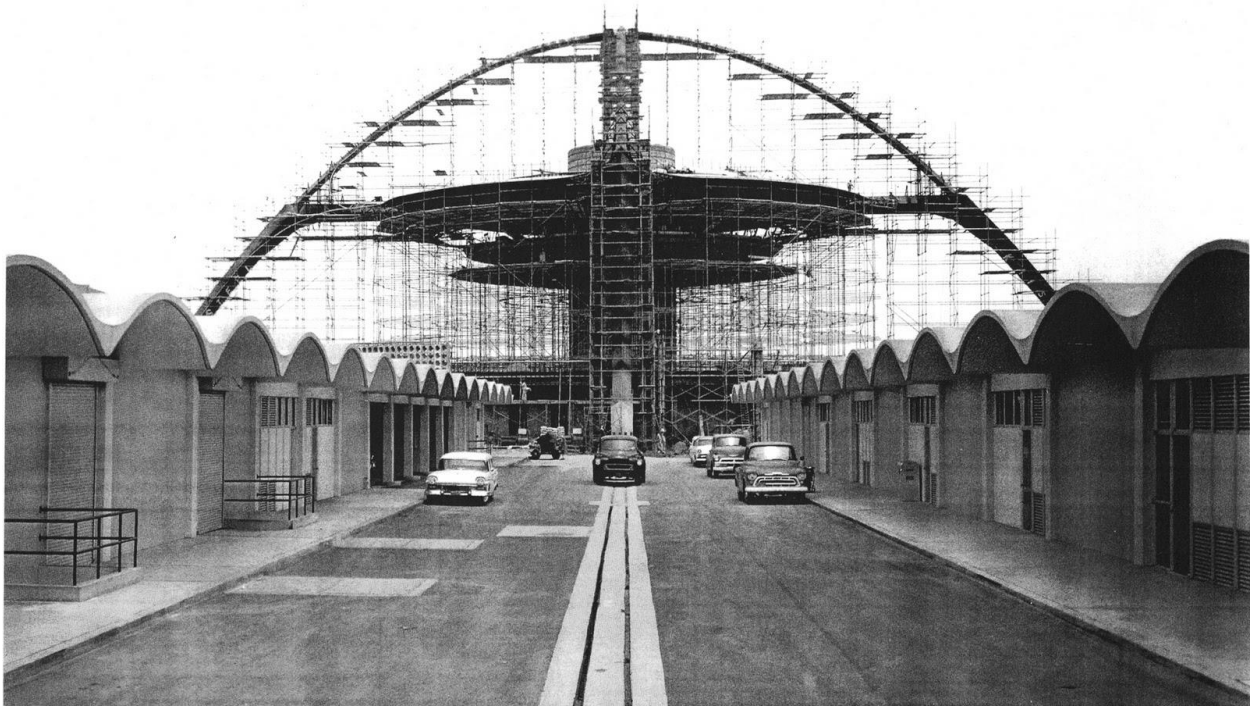
Central Terminal Area c.1962
Los Angeles Water & Power Collection



Theme Building and Garages Construction c.1961
Los Angeles Water & Power Collection

Central Terminal Area c. 1972
Los Angeles Water & Power Collection

Theme Building c.1970

CTA Tower, December 2014

LAX Terminal 1.5 Project
Historic Resources Technical Report
June 2016

HISTORIC RESOURCES GROUP

Theme Building, June 2014

LAX Terminal 1.5 Project
Historic Resources Technical Report
June 2016

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Terminal 6 Pylon, February 2015

LAX Terminal 1.5 Project
Historic Resources Technical Report
June 2016

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APN	ADDRESSS NO.	STREET	DATE	PROPERTY TYPE	STATUS
4129027902	201	World Way	1962	Restaurant	Property is listed in the California Register and locally designated as Historic Cultural Monument No. 570. It is also determined eligible for listing in the National Register by consensus. It is significant as an excellent example of Expressionistic architecture designed by master architects, Pereira and Luckman.
4129027902	1	World Way	1961	Airport Traffic Control Tower	Eligible for local listing through survey evaluation. (Tower portion only)
4129027902		World Way	1961	Terminal 6 Sign Tower	Eligible for local listing.