

City of Burbank
**HISTORIC
PRESERVATION
PLAN**

NOVEMBER 1999

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San Fernando Boulevard, 1928

CITY OF BURBANK

HISTORIC PRESERVATION PLAN

prepared for:

The City of Burbank
Planning Department
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Burbank CA 91510

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(I) GOALS & OBJECTIVES

1. Goals & Objectives

Introduction: Purpose of Goals

According to the American Planning Association's publication, *Preparing a Historic Preservation Plan* (White and Roddewig, 1992), "A statement of goals is the backbone of a historic preservation plan. It provides direction to the community and helps rank various elements of the preservation program. The statement of goals is also the outline for the work program for the community in the area of preservation. It is a statement of the philosophy by which the other provisions of the preservation plan and the preservation program are guided."

The Burbank Heritage Commission's Strategic Plan provides the policy basis for proceeding with the development of the Historic Preservation Plan and establishes a philosophy for the City's historic preservation program.

It is intended that the goal and policy statements in the City's Historic Preservation Plan flow from the broader framework of goals and policies established by the Burbank General Plan, which functions as the City's main policy document with respect to guiding development and other City activities. The goals within this Historic Preservation Plan also includes recommendations for the adoption of new City policies within the General Plan and the fine-tuning of existing policy statements to make them more "preservation friendly."

Language within the Land Use Element of the Burbank General Plan refers in several instances to policies for utilizing the site plan review process, performance standards and preapplication consultation to ensure that new development conforms with City policies. Specific Plans are also described as tools for the identification of unique areas within the City and to address land uses and development standards directly to distinct issues in these areas. Other potentially relevant issues found in the General Plan include references to residential density increases and the aging of housing stock. These goals take into consideration the applicability of planning tools described in the General Plan to advancing historic preservation goals.

Other issues addressed by the Historic Preservation Plan goals are the City of Burbank's Certified Local Government responsibilities under Section 106 of the National Historic Preservation Act, which proscribes a role in the development review process when historic buildings are involved, and the development and maintenance of a continuing education program for both Commission members and staff.

In addition to the goals statements recommended by White and Roddewig, the City of Burbank Heritage Commission has developed and adopted over-arching Mission and Vision statements, as well as more detailed objectives for their historic preservation program.

Background

Burbank was platted in 1887 on portions of two Spanish and Mexican-era colonial land grants, Rancho La Providencia and Rancho San Rafael, the year after Dr. David Burbank sold 9,000 acres of his holdings in these lands to the Providencia Land, Water and Development Company. Agriculture and settlement flourished as water for irrigation became available with the arrival of the Southern Pacific

(I) GOALS & OBJECTIVES

Railroad, leading to the incorporation of the City of Burbank in 1911. The establishment of the film and aircraft industries in Burbank during the 1920s and 1930s set the stage for major growth and development, which was to continue at an accelerated pace into World War II and well into the postwar era. The construction of major freeways through and around Burbank during the 1950s both divided the city from itself and linked it to the rapidly growing Los Angeles region.

Mission

The Mission of the Burbank Heritage Commission is to promote the appreciation and preservation of Burbank's historical and cultural resources, and to advance the understanding and practice of historic preservation.

Vision

The Burbank Heritage Commission should be recognized throughout the community as the leading advocate of preserving, protecting, and furthering the constructive use of Burbank's historical resources, and as the City's primary forum for historical preservation issues.

Goals

To achieve our Mission and fulfill our Vision, the Burbank Heritage Commission will pursue the following goals:

- A. Safeguard the heritage of the city by preserving places and structures of merit that further the public appreciation of the City's cultural history.
- B. Encourage public understanding and involvement in the unique architectural and environmental heritage of the City.
- C. Promote the conservation, preservation and enhancement of historical places and structures of merit.
- D. Promote the private and public use of historic places and structures for the education, appreciation and general welfare of the citizens of Burbank.

Objectives

Safeguard the heritage of the city by preserving places and structures of merit that further the public appreciation of the City's cultural history.

Specific Objectives:

1. Conduct a "windshield" survey.
 - a. Recruit volunteers to assist with the survey, and train the volunteers in the use of survey forms and observation techniques for criteria found in BMC Sec. 31-928(a)(1).
 - b. Designate and publicize a "survey month" during which the survey will be conducted.
 - c. Distribute survey materials, and conduct survey.

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2. Request authorization from the owners of properties that, on the basis of cursory observation, appear to warrant research being done for the purpose of establishing historical significance.
 - a. Prior to conducting research, or otherwise evaluating properties for the purpose of determining historical significance, send consent forms and an explanation of the preservation/designation program and its implications to the owners of those selected properties.
3. Conduct research for the purpose of determining historical significance on those properties for which the property owners have given consent pursuant to BMC Sec. 31-928(a)(2).
 - a. Check City Building Division files to determine histories of subject buildings.
 - b. Discuss property histories with current and former owners of the subject properties, as well as with other people that may have relevant information on the properties.
 - c. Conduct further research as necessary to determine architectural or historical significance in accordance with the criteria listed in BMC Sec. 31-927.
4. Maintain City "Eligibility List," and nominate properties from that list for historical designation.
 - a. In the event that a place, structure or improvement is determined, through the preceding research process, to qualify for historical designation, and if the City Planner obtains a signed, written request by the property owner to proceed in the designation process, as required by BMC Sec. 31-928(b), that place or structure shall be placed on a Citywide Eligibility List.
 - b. Nominate individual properties listed on the Citywide Eligibility List for designation as a Historic Place or Structure of Merit, in accordance with the procedure found in BMC Sec. 31-928(c), including the owner's written consent for designation.
 - c. Maintain files on all properties which have been designated as a Historic Place or Structure of Merit.
5. Develop and maintain a record of currently applicable easements, tax incentives and other preservation programs that would benefit historically significant structures.
 - a. Maintain membership in the Certified Local Government program and other historic organizations as a means of keeping current on historic preservation programs and funding sources.
 - b. Research easement and tax incentive programs that are in operation in other cities and locales.
 - c. Maintain a historic preservation library for Commission and public use.
 - d. Develop a working relationship with the Burbank Historical Society for the purpose of sharing historic preservation information and resources.
6. Incorporate appropriate historic preservation standards and methods into the development and environmental review process.
 - a. Utilize the Secretary of Interior's Guidelines for Rehabilitation as a design standard within the site plan review process in order to assure the suitability of development involving historically significant properties.
 - b. Employ historic preservation techniques within adopted specific plans in areas where historic properties may be affected.

(I) GOALS & OBJECTIVES

7. Stabilize blighted or deteriorated historic residential areas through the use of targeted housing rehabilitation and conservation programs and appropriate design standards.
 - a. Increases in densities in historic residential areas should take into consideration the existing historic character of these areas.
 - b. The rehabilitation and reuse of historic residential buildings, where feasible, should be preferred over replacement with new buildings.
 - c. Second dwelling units, where allowed in historic residential areas, should be designed utilizing appropriate historic preservation criteria.
8. Promote the preservation and maintenance of historically significant commercial and industrial buildings and districts.

Encourage public understanding and involvement in the unique architectural and environmental heritage of the City.

Specific Objectives:

1. Develop a program that uses available media to publicize historic activities and events, and which provides a framework for periodically developing educational programs or articles.
2. Create a "Historic Preservation" page link to the City's Internet Home Page, to allow residents to access lists and maps of notable historical and cultural resources.
3. Continue to distribute forms and brochures relevant to the goals of the Heritage Commission, for the purpose of encouraging public participation.
4. Develop a school outreach program to involve children in Burbank history.
 - a. Create and administer contests that further the understanding of local history.
 - b. Develop field trip itineraries that schools may follow.
 - c. Prepare instructional programs and materials that teachers may utilize for the presentation of local history lessons.
5. Continue to develop a list of famous individuals who have lived in Burbank.
 - a. Conduct research at the local libraries, newspaper archives, and at the Burbank Historical Society.
 - b. Solicit information from the public through newspaper articles and through senior recreation programs.
6. Develop a program to involve the community in the photography of places and structures of historic interest.
7. Continue to develop and maintain a collaborative relationship with the Burbank Historical Society and Woodbury University, to further the documentation and understanding of the city's resources.
8. Encourage both Commission members and staff to pursue continuing education and training in historic preservation.

(I) GOALS & OBJECTIVES

Promote the conservation, preservation and enhancement of historical places and structures of merit.

Specific Objectives:

1. Design and distribute plaques for the recognition of designated Historic Places or Structures of Merit, and for those structures which have not been so designated but which are otherwise deserving of such recognition.
 - a. Locate and receive price lists from commercial producers of architectural plaques, and obtain bids on custom produced plaques.
 - b. Select an appropriate plaque, and distribute to selected properties.
2. Create and distribute a guidebook as to the location and description of those structures identified by plaques.
 - a. Obtain lists of historic sites and guidebooks from other cities and organizations, for the purpose of developing a format for the Burbank guide.
 - b. Develop a proposal for financing, producing and distributing the guidebook.
 - c. Produce guidebooks and distribute to appropriate locations and institutions.

Promote the private and public use of historic places and structures for the education, appreciation and general welfare of the citizens of Burbank.

Specific Objectives:

1. Work with the Park and Recreation Board and Department to develop the "Compass Tree Park" on Lake Street.
2. Encourage the creation of a Burbank Air Museum.
 - a. Research the availability of aviation memorabilia.
 - b. Contact people and organizations that are now or have been involved in the aviation industry, or who are interested in furthering the appreciation of local aviation history, to discuss ideas and interest
 - c. Study methods of having temporary museum display areas in City facilities, and the creation of a permanent air museum in a suitable location.

(2) ADMINISTRATIVE HISTORY

2. Administrative History of Historic Preservation Efforts in Burbank

Cultural Heritage Ordinance and Heritage Commission

Historic preservation efforts in Burbank began with the formation of the Burbank Historical Society in 1973 by a small group of local residents. The Burbank Historical Society was officially incorporated in 1975 in order to preserve and collect the history of the community. Although the Society was interested in the preservation of historic buildings, the City at that time lacked a local historic landmarks ordinance.

Through private efforts alone, the Society in 1977 preserved the historic 1887 Mentzer House by moving it to a site on the museum grounds, and restoring it. The society also encouraged historic preservation efforts by recognizing local preservation efforts through the presentation of awards. In addition, the Society established an archive, amassing a large collection of photographic and historic materials to assist in historic property research. Many of its interpretive exhibits highlight the history of the Burbank community with historic photos and maps.

Several Historical Society board members began to promote the development of a more comprehensive preservation program with the City. Concerned about the loss of potential landmarks to redevelopment, Mary Jane Strickland, member of the Burbank Historical Society and Public Information Coordinator for the City of Burbank, requested a "first right of refusal" on properties subject to demolition.

Historical Society Board member and president Ted Garcia also became involved in historic preservation activities when the Southern Pacific Railroad depot was threatened with demolition. The City owned the depot and was planning on rehabilitating the property when the building suffered fire damage. With no preservation ordinance in place to protect historic resources, the City of Burbank opted to demolish the damaged building rather than restore it. The loss of the historic depot served as a catalyst for drafting a historic preservation ordinance for the City of Burbank. Ted Garcia collected ordinances from the cities of Pasadena, Glendale and Los Angeles, and ordinance material from the National Trust for Historic Preservation.

An ordinance drafting committee was formed in 1992, comprised of members from the Historical Society and the Chamber of Commerce. Several versions of the ordinance were considered by the committee. The rights of property owners being a major consideration throughout the process, a somewhat unusual compromise was reached allowing landmarks to be designated only with owner consent to the entire review and designation processes, including background historical research. City of Burbank Ordinance 3381 establishing the Heritage Commission and regulating historic preservation was adopted on September 6, 1994.

In August 1996, the Burbank Heritage Commission voted unanimously to request staff to prepare a motion to the Burbank City Council to amend Section 31-928(2) of the Historic Preservation Ordinance. The section to be amended called for removing the requirement for owner's consent prior to conducting historical background research on a property. Staff deferred this matter to the City Council, which decided not to amend the ordinance.

The Burbank Heritage Commission is composed of two members from the business community, two

(2) ADMINISTRATIVE HISTORY

members experienced in historic preservation, and one member at large. The Burbank Historical Society may present a list of names for two members experienced in historic preservation to then be selected by the City Council.

The Burbank Historical Society, headed by Dusty Worthen conducted a windshield survey of historical houses in 1995. The list was presented to the Burbank Heritage Commission, who reviewed it in June of 1995. The following year a survey of Burbank's churches was conducted.

Several unofficial surveys have been conducted in Burbank. In 1987 UCLA graduate student Vance Davis Pomeroy completed his MA degree in Architecture and Urban Planning with a thesis *Burbank Historical Society Historic Preservation Package: Case Files and Recommendations*. Twelve significant buildings in Burbank were identified and thoroughly researched using State Historic Resources Inventory (DPR 523) forms as well as a list compiled of potential buildings and districts to research.

The Heritage Commission established a Strategic Plan for 1998-99 that outlined their mission, vision and action items for the achievement of goals. This Strategic Plan evolved into the Goals section of this Historic Preservation Plan.

Certified Local Government

The National Historic Preservation Act of 1966 was amended in 1980 to provide for the establishment of a Certified Local Government (CLG) program in each of the fifty states. California's CLG program was adopted by the State Historic Resources Commission in 1985. This program required the California Office of Historic Preservation (OHP) to direct a minimum of 10% of the state's share of the National Historic Preservation Fund to local governments participating in the CLG comprehensive historic preservation planning program. After 1985, special matching grants were awarded by the OHP to CLGs on a competitive basis. The OHP may certify any local government, provided that the local government demonstrates commitments to:

1. Enforce appropriate state and local legislation for the designation and protection of historic resources.
2. Establish an adequate and qualified historic preservation review commission/board by local law.
3. Maintain a system for the survey and inventory of historic properties.
4. Provide for adequate public participation in the local historic preservation program, including the process of recommending properties for nomination to the National Register of Historic Places.
5. Satisfactorily perform the responsibilities delegated to it by the State.

In 1996 the City of Burbank applied to the State Office of Historic Preservation and was designated as a Certified Local Government (CLG).

(3) HISTORIC CONTEXT

3. Historic Context

Determining the significance of historic resources located within Burbank requires a broad understanding of California and local history. However, the preparation of an in depth history that addresses all the important themes of Burbank's past is not the purpose of this document. Rather, a condensed, thematically organized version of this history has been prepared in order to define the historic periods, themes and potential historic resource types that are likely to be encountered within Burbank.

Neighborhood Characterization

As a part of this plan, the generalized historical characteristics of the built environment in Burbank were assessed with a neighborhood characterization study. The purpose of the study was to identify the quantity and geographical distribution of historic building types which may be the subject of examination and evaluation at a later date. This study was conducted by investigating representative streets of the City and noting the type and period of development within these areas. The emphasis of the study in terms of classifications was on residential areas, though commercial and industrial land uses were also noted. The results of this study are represented in Figure 1.

Four residential types and one commercial and industrial type were identified:

- TSF** Transitional Single Family. These areas are characterized by single family residences generally spanning the period beginning in the 1920s through the immediate post-War era. These areas were probably subdivided during the late 1920s, but were not built out until after the end of World War II. Residences were normally constructed one at a time or in small speculative developments, leading to a large diversity of architectural styles and types. Common building types in these areas include late California Bungalow, Period Revival (Spanish, English/Tudor), and some of the earlier versions of the California Ranch house. A small number of Streamline Moderne residences can be found in these areas, and are particularly notable.
- PWSF** Post-War Single Family. These areas appear to have been mainly built out between 1945-1950, apparently from subdivisions created after World War II. They are characterized primarily by residences reflecting variations on the California Ranch house style, though these areas may also contain small numbers of Period Revival and Streamline Moderne residences. Uniformity of style and period tends to be relatively consistent throughout these areas.
- PWMF** Post-War Multiple Family. Relatively limited portions of the City of Burbank were constructed in low-rise multiple family units, mainly after the end of World War II, probably in response to the growth of employment in the defense and film industries. Concentrations also tend to be found on the edges of single family areas, along major streets. Stylistically, they range from late Period Revival types to early Modern styles. A small number of pre-War Streamline Moderne examples may also be found. Many of these multi-family units are architecturally interesting, and they should be regarded as one of Burbank's potentially important building types.

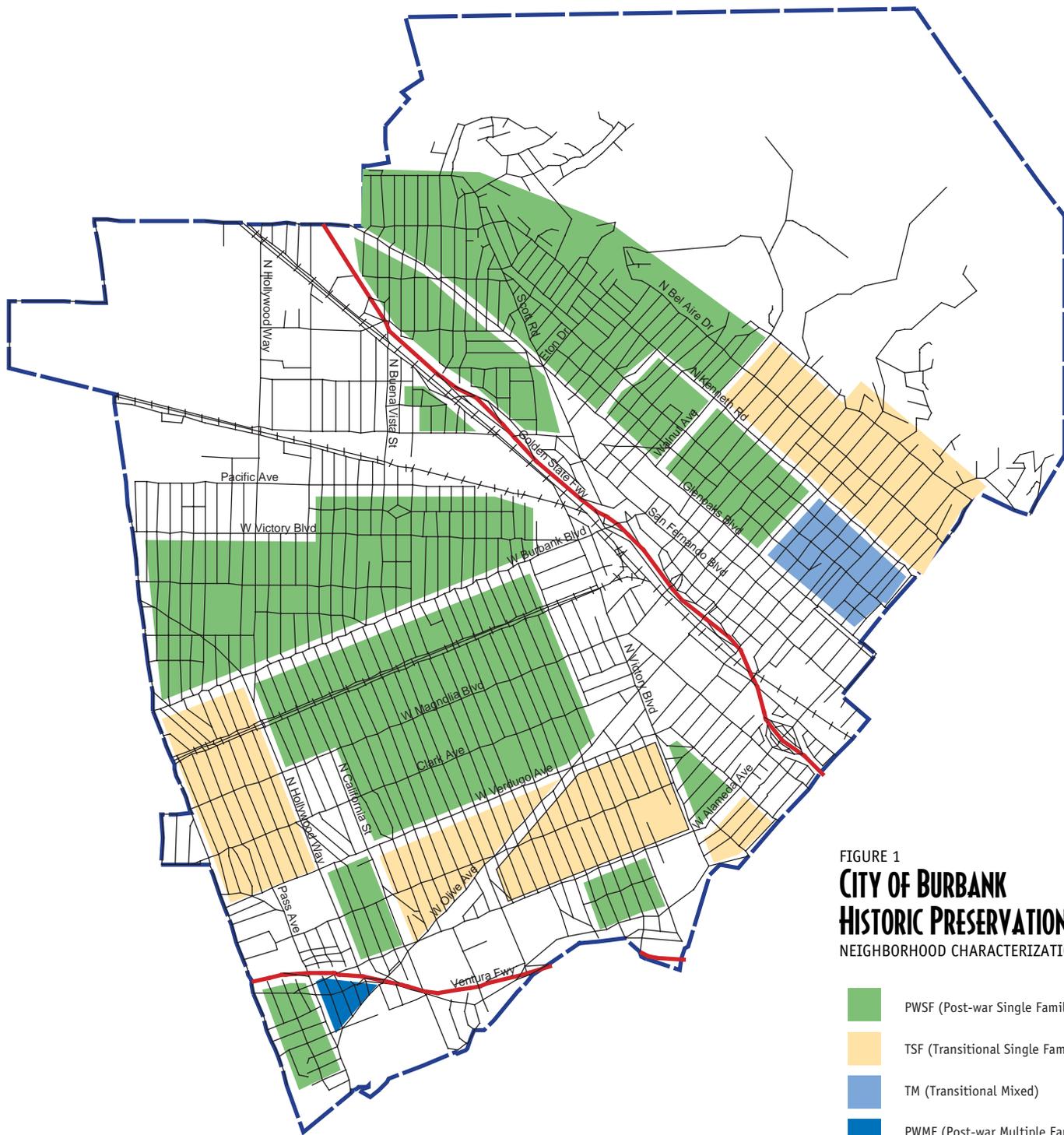


FIGURE 1
CITY OF BURBANK
HISTORIC PRESERVATION PLAN
 NEIGHBORHOOD CHARACTERIZATION STUDY

- PWSF (Post-war Single Family)
- TSF (Transitional Single Family)
- TM (Transitional Mixed)
- PWMF (Post-war Multiple Family)

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- TM Transitional Mixed. These portions of the city are characterized by a mix of California Bungalow and Period Revival style single family dwellings from circa 1910 to circa 1930 with recent multiple family residences. The discontinuity in these areas appear to be mainly the result of the displacement of older single family residences due to the imposition of multiple unit zoning. Although these areas tends to be visually disrupted, they are notable as the locations of many of the city's oldest remaining residences.
- S Strip Commercial (not mapped). A principal feature of Burbank's historic urban form are the numerous commercial strip developments located along major thoroughfares. Notable examples include Burbank Boulevard between Hollywood Way and Victory Boulevard; Magnolia Boulevard between Pass Avenue and Victory Boulevard; and Alameda Street between Keystone and Main streets. Strip commercial development, beginning during the late 1920s and continuing well into the 1950s, is defined by its primary orientation towards the automobile driver. Consequently, signage on the commercial strip tends to be emphasized over the buildings themselves. The architectural and historical importance of this form of roadside architecture is becoming steadily more widely recognized.
- I Industrial (not mapped). Burbank features a wide range of industrial buildings, located mainly in a corridor defined by San Fernando Boulevard and Vanowen Street, on the eastern and southern edges of the airport. Many of these industrial buildings appear to date from the 1930s through the 1950s, and some are unquestionably related to Burbank's key employers, the defense, aerospace and movie industries. Also included in the general definition of industrial are the film studios themselves.

Historic Context

The seven prehistoric and historic periods described below correspond to the broad developmental themes encountered in California as a whole. These themes were refined and localized with specific brackets of years reflecting the defining historical events which marked major changes in physical and cultural landscape. Examples of the types of historic properties which were typically produced by the historic periods are listed as potential property types, meaning that the likelihood for encountering these types of resources within the City of Burbank is substantial.

1. Prehistoric

At the time of European settlement, the Gabrieliño people had been present in the Los Angeles Basin for several thousand years. The names bestowed upon the Indian groups reflect the missions of which they were a part. Of the estimated 310,000 Native Americans occupying California, some 18,500 people speaking Shoshonean languages lived along the coast and in the valleys between Ventura and Los Angeles counties and inland to the Central Valley. The Gabrieliños developed an extensive trading network between the mainland, the islands and inland settlements. Each of these regions, with its own ecology, provided them with a variety of natural resources. The Gabrieliños lived in both large and small villages throughout what is now Los Angeles County. Archeological remains of those villages have been discovered throughout the county and some of the sites have been recognized as Points of Interest and as Historical Landmarks.

(3) HISTORIC CONTEXT

2. *Mission (1769-1821)*

This historical period constitutes the first organized attempt on the part of Europeans to colonize the remote western extent of the New World. The Mission/Pueblo/Presidio triad, a settlement strategy representing the clerical, civilian and military authority of the Spanish Crown, was implemented during the decades following the overland exploratory expeditions of Alta California conducted by Gaspar de Portolá in 1769-70. Although the Missions are the most obvious surviving evidence of the period, other artifacts related to this period are known to remain in some areas.

Defining events:

1769 Portolá Expedition begins
1771 Mission San Gabriel founded within the Los Angeles basin
1775-76 De Anza Expedition
1797 Mission San Fernando founded in the San Fernando Valley

Potential property types:

adobes	missions
mission outbuildings	water systems
transportation routes	coastal shipping locations
tanneries	aboriginal villages
compass trees along El Camino Real	

3. *Rancho (1784-1847)*

Mexico's independence from Spain, and the political disarray which followed, resulted in the Mexican government's diminished will to retain active interests in Alta California. The Mission system was abandoned, and the lands granted to Mexican loyalists, and to a lesser extent, Anglo settlers. Land use during this period was characterized primarily by extensive cattle ranching and limited dry farming conducted over a wide expanse of Southern California. Within the Burbank region, two ranchos were granted, one by the Spanish government, and one by the Mexican government.

Jose Maria Verdugo had been granted the 36,400 acre Rancho San Rafael in 1784 by the Spanish government for his services as Commandante of the garrison at San Gabriel Mission. The 4,063 acre Rancho La Providencia was granted in 1843 to three men: Vicente de la Osa, Jose Castro and Luis Arenas.

Defining events:

1784 First Spanish Rancho granted in Los Angeles County: Rancho San Rafael to Jose Maria Verdugo
1817 Four compass trees planted as a halfway mark between Los Angeles and San Fernando Mission
1822 Mexican independence from Spain
First Mexican land grants in Alta California
1834 Mission secularization proclaimed
1843 Providencia Rancho granted to three individuals

(3) HISTORIC CONTEXT

1846 Mexican-American War begins

Potential property types:

adobes/ranchos	water systems
transportation routes	coastal shipping locations
aboriginal villages	agricultural outbuildings
walls and fences	mines

4. *Anglo-Mexican (1848-1885)*

Mexico's tenuous hold on Alta California came to an end with the Mexican-American War of 1846-48. The influx of Euro-Americans during the decades immediately thereafter rapidly overwhelmed Hispanic cultural influences in Northern California; however, the far less frenzied migration of Euro-Americans to Southern California during this period produced a polyglot Anglo-Hispanic culture. Urban settlements tended to coalesce around the previous centers of Spanish colonial life and commerce: the mission, pueblos and presidios. Rancho life dwindled as disputes erupted over rancho land titles, and a series of drought years drained the profitability from cattle and sheep ranching.

In 1851 Alexander Bell and David W. Alexander became the first American landowners in the San Fernando Valley when they purchased Rancho La Providencia from Vicente de la Osa. Rancho San Rafael, granted to Jose Maria Verdugo in 1784, was divided among his heirs upon his death in 1858. Jonathon Scott traded his 5,745 acre Rancho La Cañada to the Verdugo family for 4,602 acres on the western side of their Rancho San Rafael.

In 1867 La Providencia Rancho was sold again to Dr. David Burbank, who built a ranch house and began to raise sheep and wheat on the ranch. Dry farming was undertaken with wheat being the major crop in the valley, but the droughts of the 1860s and 1870s underlined the need for steady water supplies. During the 1870s and 1880s, David Burbank sold off small acreages to a handful of farming families who settled in the area that was later to become Burbank. They planted fruit trees and raised melons.

The earliest long-distance transportation methods available to valley residents were stagecoach and train. Stagecoaching between Los Angeles and San Francisco through the San Fernando Valley began in 1858. The Southern Pacific Railroad arrived in the San Fernando Valley in 1876, completing the route connecting San Francisco and Los Angeles.

Defining events:

1848	Treaty of Guadalupe Hidalgo ends Mexican-American War
1850	California Statehood
1858	Butterfield Overland Mail Company stagecoach from Los Angeles to San Francisco
1862	Prolonged drought begins
1867	Dr. David Burbank purchases 9,200 acre La Providencia Rancho and 4,063 acres of San Rafael Rancho
1869	Transcontinental railroad connects San Francisco to eastern U.S.
1873	City of San Fernando established
1876	Southern Pacific Railroad completes line between San Francisco and Los Angeles

(3) HISTORIC CONTEXT

- 1879 Providencia School District established
- 1883 Providencia Methodist Church established

Potential property types:

adobes	wood frame and brick dwellings
commercial buildings	mills
water systems	transportation routes
townsites	public buildings
agricultural outbuildings	churches

5. *Euro-Americanization (1885-1916)*

The connection of Southern California to the national railroad network in 1876 gave rise to a period of unprecedented regional growth and development. A mass migration from the Eastern United States and Europe beginning in 1885 was precipitated by a rate war between the Southern Pacific and Santa Fe railroads, and by the heavy promotion of the Southern California climate, agricultural potential and arcadian image—frequently by the railroads themselves. The real estate speculative bubble deflated abruptly in 1888, but not before scores of townsites had been platted along the Southern Pacific rail lines. By the close of this period, the rail system in Southern California would be completed and the economic foundation for future growth firmly established.

David Burbank sold approximately 9,000 acres of his Providencia and San Rafael Rancho lands to the Providencia Land, Water and Development Company in 1886. In 1887 the town of Burbank was platted by the company and parcels advertised for sale. The establishment of a water system in 1887 allowed farmers to irrigate their orchards and provided a stronger base for agricultural development.

The arrival of the railroad provided better and faster access for the farmers to bring crops to market. Packing houses and warehouses were built along the railroad corridors. The railroads also provided access to the county for tourists and immigrants alike. A depot was completed at Burbank in 1887.

Defining events:

- 1885 Santa Fe Railroad to Los Angeles completed
- 1886 Providencia Land, Water and Development Company established to sell rancho lands owned by David Burbank
- 1887 Town of Burbank established by Providencia Land, Water and Development Company
- 1887 Horse car line established
- 1887 First water system established
- 1887 Post Office established
- 1887 Southern Pacific depot built in Burbank
- 1904 Southern Pacific Railroad coast route from Los Angeles to San Francisco completed
- 1906 City's first newspaper, Burbank Review, established
- 1911 Burbank incorporated
- 1911 Arrival of Pacific Electric Railroad
- 1911 San Fernando Road paved
- 1913 Library established
- 1915 Women's Club organized (clubhouse built in 1924)

(3) HISTORIC CONTEXT

1916 Burbank City Hall constructed

Potential property types:

wood frame and brick dwellings	roads
commercial blocks	townsites
churches	mills
agricultural outbuildings	rail-related buildings, structures, objects
railroad rights-of-way	railroad depots
public buildings	bridges
industrial buildings	warehouses
packing houses	stables
street car lines	

6. *Regional Culture (1917-1945)*

This period is characterized by the establishment of a well defined regional image in economic, social and cultural terms. The successful importation of water from the Owens Valley in 1913 was at once a bold and ingenious engineering feat—an indication of Southern California’s leaders’ resolve and a clear signal of the limitless potential of the land. While the boom of the 1880s proved fragile and short-lived, the expansive period of the 1920s was broad-based, and secured by a diversity of industries, particularly entertainment, aircraft, automobile and manufacturing.

The 1920s and 1930s witnessed the establishment of the movie industry in Burbank. National Pictures, Warner Brothers, Columbia Pictures and Walt Disney Studios all located in Burbank during this era.

World War II brought major changes to Burbank. The population soared with the growth of the aircraft industry leading to the development of new housing tracts, the establishment of St. Joseph’s Hospital and the opening of the new City Hall building in 1943. Lockheed moved to Burbank in 1928, and within ten years employed 2,300 individuals. With the outbreak of war, Lockheed doubled their aircraft plant and by 1941, employment soared to 16,659.

Defining events:

1917 U.S. enters World War I
Moreland Motor Truck Manufacturing Company established

1918 Hinckley Beach Cannery established (became Libby-McNeil & Libby-1919)

1922 Burbank Chamber of Commerce organized

1922-24 46 subdivisions on 450 acres; four annexations of 300 acres—Magnolia Park Subdivision (2,500 units)

1923 Burbank-Hollywood bus line created

1926 David Burbank Ranch sold to National Pictures (purchased by Warner Brothers in 1929)

1927 Five miles of paved streets increased to 125 miles
Council-Manager form of government approved by voters
Park Board established to preserve Pepper trees—planted 30,000 additional trees

1928 Lockheed moves into Mission Glass Works Building
United Airport established—terminal completed in 1929

(3) HISTORIC CONTEXT

- Boeing Air Transport purchases 240 acres
- 1933 Cahuenga Pass opened as high speed automobile connection to Los Angeles
- 1934 Columbia Pictures purchases 40 acres
- 1935 Library and fire station built with local and SERA funds
- 1938 Walt Disney purchases 51 acres and moves to Burbank
- 1940 Magnolia Theater completed
- 1941 U.S. enters World War II
- 1942 Lockheed expands from 240 to 550 acres
Housing shortage—multiple family dwellings built
Seven new elementary schools built in 1940s
- 1943 St. Joseph's Hospital constructed
City Hall opened

Potential property types:

- | | |
|---------------------------------|--------------------------------------------|
| wood frame and brick dwellings | warehouses |
| commercial blocks | tunnels |
| churches | industrial & manufacturing buildings |
| roads, highways | movie studios and theaters |
| electric railroad rights-of-way | public buildings |
| airports | bridges |
| military facilities | oil-related buildings, structures, objects |

7. *Postwar Suburbanization and Cold War (1946-1970)*

Following the Second World War, the military presence in Burbank continued to expand. Lockheed employees numbered 66,500 and expanded from aircraft to include spacecraft, missiles, electronics and shipbuilding.

The completion of three major freeways through and around Burbank , the Golden, Ventura and Hollywood freeways, brought further opportunities for development and enabled commuting. With little land left to develop in Burbank, a Master Plan Study in 1962 encouraged the construction of highrise buildings and underground parking.

Defining events:

- 1950 Population doubles in ten years, reaching 78,577
Starlight Bowl opened
- 1951 NBC moves to Burbank, purchases 19 acres
- 1952 NBC adds 50 acres to studio site
John Muir High School built
- 1954 Fire Station built at Olive near Glenoak
New County courts building constructed
Hollywood Freeway constructed
- 1950-55 Three new elementary schools built
- 1960 Ventura Freeway completed
- 1961 City Hall Annex dedicated
- 1962 Master Plan Study for Burbank

(3) HISTORIC CONTEXT

- 1963 New main library building constructed
- 1966 Municipal Services building completed
City beautification plan developed—remaining sycamore “compass trees” identified
- 1967 Opening of Golden Mall in downtown
- 1960-70 32,701 dwelling units built (90% apartments)

Potential property types:

- | | |
|----------------------|--------------------------------------|
| wood frame dwellings | public buildings |
| commercial blocks | bridges |
| freeways | television studios |
| aerospace buildings | industrial & manufacturing buildings |
| subdivisions | multiple unit dwellings |

(4) REGULATORY SETTING FOR HISTORIC RESOURCES MANAGEMENT

4. Regulatory Setting for Historic Resources Management

Local Regulations: Burbank Cultural Heritage Ordinance

The Burbank Cultural Heritage Ordinance, adopted by the City Council in 1994 as Ordinance 3381, establishes ten criteria for designating a property as an Historic Place or Structure of Merit. These criteria are patterned generally along the lines of the National Register of Historic Places, but depart from them substantially in wording, terminology and detail. A property may be eligible for designation if:

- a. It exemplifies or reflects special elements of the City's cultural, social, economic, civic, aesthetic, engineering, architectural, or natural history;
- b. It is identified with persons or events significant in local, regional, state, or national history;
- c. It embodies distinctive characteristics of a style, type, period, design ideology, or method of construction, or is a valuable example of the use of indigenous materials or craftsmanship;
- d. It is representative of the work of a notable builder, designer, or architect;
- e. It contributes to the significance of an historic area, being a geographically definable areas possessing a concentration of not less than fifty percent (50%) of historic or scenic properties which contribute to each other and are unified aesthetically by plan of physical development;
- f. It has a unique location or singular physical characteristic(s) or is a view or vista representing an established and familiar visual feature of a neighborhood, community, or the City of Burbank;
- g. It embodies elements of architectural design, detail materials or craftsmanship that represent a significant structural or architectural achievement or innovation;
- h. It is similar to other distinctive properties, sites, areas, or objects based on historic, cultural, or architectural motif;
- i. It reflects significant geographical patterns, including those associated with different eras of settlement and growth, particular transportation modes, or distinctive examples of park or community planning;
- j. It is one of the few remaining examples in the City, state, region, or nation possessing distinguishing characteristics of an architectural or historical type or specimen.

The ordinance provides for the City Planner to maintain "an inventory of potentially significant historic places, structures and improvements." However, the City Planner must obtain written property owner consent "to proceed with research and evaluation" (e.g., to undertake property-specific research) in order to establish the historical significance of properties. This owner-consent requirement does not apply to the general public.

Properties which appear to be eligible for designation may advance on the "Citywide Eligibility List," subsequent to the City Planner obtaining written consent to this listing from the property owner within 60 days of notification. A failure on the part of the property owner to respond to the City's request for listing within the specified period results in the property not being placed on the Citywide Eligibility List. Listed properties are forwarded to the Heritage Commission for their consideration for designation as an Historic Place or Structure of Merit. Property owner consent to designation is again required in the form of a recordable deed restriction. The Commission's findings are advisory in nature, and are forwarded to the City Council for hearing.

(4) REGULATORY SETTING FOR HISTORIC RESOURCES MANAGEMENT

The ordinance requires the owner of a property to obtain a permit in order to “demolish, construct, move, change the appearance of or make alterations to any designated place, structure or improvement of merit.” The permit application is forwarded to the Heritage Commission, which determines whether the proposed activity will “significantly affect the purposes of this article.” If the Commission determines that the proposed activity “will or may significantly affect the purposes of this article,” the preparation of an EIR is mandated. The ordinance specially provides for City Council approval of the proposed activity “if it determines that the benefits of the proposal outweigh the adverse effects.”

State Regulations: The California Environmental Quality Act

The California Environmental Quality Act (CEQA) requires evaluation of project impacts on historic resources, including properties “listed in, or determined eligible for listing in, the California Register of Historic Resources [or] included in a local register of historical resources.” A resource is eligible for listing on the California Register of Historical Resources if it meets any of the criteria for listing, which are:

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

The California Register may also include properties listed in “local registers” of historic properties. A “local register of historic resources” is broadly defined in §5020.1 (k), as “a list of properties officially designated or recognized as historically significant by a local government pursuant to a local ordinance or resolution.” Local registers of historic properties come essentially in two forms: (1) surveys of historic resources conducted by a local agency in accordance with Office of Historic Preservation procedures and standards, adopted by the local agency and maintained as current, and (2) landmarks designated under local ordinances or resolutions. (Public Resources Code §§ 5024.1, 21804.1, 15064.5)

By definition, the California Register of Historic Resources also includes all “properties formally determined eligible for, or listed in, the National Register of Historic Places,” and certain specified State Historical Landmarks. The majority of “formal determinations” of NRHP eligibility occur when properties are evaluated by the State Office of Historic Preservation in connection with federal environmental review procedures (Section 106 of the National Historic Preservation Act of 1966). Formal determinations of eligibility also occur when properties are nominated to the NRHP, but are not listed due to the absence of owner consent.

The criteria for determining eligibility for listing on the National Register of Historic Places (NRHP) have been developed by the National Park Service. Properties may qualify for NRHP listing if they:

- A. are associated with events that have made a significant contribution to the broad patterns of our history; or
- B. are associated with the lives of persons significant in our past; or
- C. embody the distinctive characteristics of a type, period, or method of construction or that

(4) REGULATORY SETTING FOR HISTORIC RESOURCES MANAGEMENT

represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
D. have yielded, or may be likely to yield, information important in prehistory or history.

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

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

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

The minimum age criterion for the National Register of Historic Places (NRHP) and the California Register of Historic Resources (CRHR) is 50 years. Properties less than 50 years old may be eligible for listing on the NRHP they can be regarded as “exceptional,” as defined by the NRHP procedures, or in terms of the CRHR, “if it can be demonstrated that sufficient time has passed to understand its historical importance.” (Chapter 11, Title 14, §4842(d)(2))

Public Resources Code §21084.1 establishes historic resources as environmental resources and the requirement to evaluate project impacts under CEQA, stating: “a project that may cause a substantial change in the significance of an historical resource is a project that may have a significant effect on the environment.” The Public Resources Code broadly defines a threshold for determining if the impacts of a project on an historic property will be significant and adverse. By definition, a substantial adverse change means, “demolition, destruction, relocation, or alterations,” such that the significance of an historical resource would be impaired (PRC §5020.1(6)).

For purposes of NRHP eligibility, reductions in a resource’s integrity (defined as the ability of the property to convey its significance) should be regarded as potentially adverse impacts. This framework for evaluating impacts on historic resources is well supported in the historic preservation literature is the most generally accepted professional standard for evaluating impacts.

These integrity criteria are generally, if not explicitly, referenced in the CEQA Guidelines, which state: “an historical 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 Historical Resources [or] that account for its inclusion in a local register of historical

(4) REGULATORY SETTING FOR HISTORIC RESOURCES MANAGEMENT

resources pursuant to section 5020.1(k) of the Public Resources Code or its identification in an historical resources survey meeting the requirements of section 5024.1(g) of the Public Resources Code, unless the public agency reviewing the effects of the project establishes by a preponderance of evidence that the resource is not historically or culturally significant.”

A lead agency is responsible for the identification of “potentially feasible measures to mitigate significant adverse changes in the significance of an historical resource.” The most current CEQA guidelines adopted in 1999 clarify what types of measures may constitute mitigation of impacts to less than significant levels, and brings the guidelines into conformance with recent court decisions in this respect. In particular, the guidelines specify a methodology for determining if impacts are mitigated to a less than significant levels. These are the *Secretary of the Interior’s Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings* and the *Secretary of the Interior’s Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings* (1995), publications of the National Park Service. (PRC §15064.5(b)(3-4))

The purpose of citing the *Secretary of the Interior’s Guidelines and Standards* in this context is twofold. First, the *Guidelines and Standards* have been developed and refined over a period of several decades, and have become widely accepted as cornerstones of the practice of professional historic preservation in the United States. Secondly, the *Guidelines and Standards* direct the development of mitigation measures towards the substance of historic preservation, and away from palliative measures, such as the documentation of destroyed historic properties.

Federal Regulations: Section 106 of the Historic Preservation Act of 1966

Section 106 of the Historic Preservation Act of 1966 (36 CFR Part 800) requires that federal agencies take into account the effects of their undertakings on historic properties, and to provide the Advisory Council with an opportunity to comment on such undertakings when the effects are considered to be adverse. These regulations were last revised on a comprehensive basis in May, 1999.

By reference, Section 106 reporting responsibilities also apply to local agencies utilizing federal funds for local projects, such as housing rehabilitation projects conducted with Community Development Block Grant funding. The federal agency undertaking the project is technically responsible for compliance with the Section 106 regulations; however, in practice, the technical steps required to comply are delegated to the local agency expending the federal monies.

The first step in the Section 106 process is the identification and evaluation of historic properties within the Area of Potential Effect (APE). This impact zone is defined in the regulations as “the geographic area or areas within which an undertaking may cause changes in the character or use of historic properties, if any such properties exist,” and will vary depending on the scope of the undertaking and the character of the site and environs. Historic properties are defined for the purposes of Section 106 as properties listed, or eligible for listing, on the National Register of Historic Places, and may include individually eligible buildings, structures, objects, sites, or districts. Agencies are encouraged to consult with local governments, groups and individuals with knowledge and interest in historic properties during the determination of eligibility phase.

The agency is required to consult with the SHPO on determinations of eligibility, who is granted a limited period during which the SHPO may state concurrence or non-concurrence with the agency’s

(4) REGULATORY SETTING FOR HISTORIC RESOURCES MANAGEMENT

opinion. Failing any stated view by the SHPO, the SHPO is presumed to agree with the agency. Unresolved disagreements between the SHPO and the agency on the question of eligibility are resolved by a request by the agency to the Keeper of the National Register for a formal determination of eligibility.

If historic properties are found to exist within the APE, the agency must determine if the undertaking will have an effect on the historic properties. An undertaking is seen to have an effect on an historic property, "when the undertaking may alter, directly or indirectly, the characteristics of a historic property that may qualify the property for inclusion in the National Register." [36 CFR 800.5(a)(1)] The agency is required to characterize the undertaking as having either "no effect," an "adverse effect" or "no adverse effect," based on the Criteria for Adverse Effect detailed at 36 CFR 800.5(a)(2). Adverse effects include, but are not limited to, the physical destruction, damage, alteration of the historic property, isolation from its historic setting, the introduction of out-of-character visual, audible or atmospheric elements, or the neglect, transfer, sale or lease of the historic property. Federal agencies are once again encouraged to consult with local governments, groups and individuals with knowledge and interest in historic properties during the determination of effects phase. [36 CFR 800.6 (a)]

If an adverse effect occurs, the agency is required to consult with the SHPO in order to develop methods to reduce the harmfulness of the undertaking. The Advisory Council on Historic Preservation must also be notified by the agency of the finding of adverse effect, and should invite the Council's participation in the consultation. This consultation process will sometimes result in a Memorandum of Agreement between the agency and SHPO. Failing agreement between the SHPO and the agency, the regulations provide for the participation of Advisory Council on a request basis.

(5) HISTORIC PRESERVATION INCENTIVES

5. Historic Preservation Incentives

The various direct economic incentives available to promote historic preservation activities vary depending on the types of historic designations applied to a property. The following is a list of those incentives and which designations apply.

- a. City Historic Place/district or listed in an historic survey
- b. State historic landmark, California Register of Historic Resources
- c. National Register of Historic Places listed property or district

State Historic Building Code (a, b and c)

The State Historical Building Code of 1979 with amendments 1988 and 1990 (SHBC) located in Part 8 of Title 24 of the California Administrative Code is an alternative building code providing equivalent life safety standards for repairs, alterations and additions necessary for the preservation of historic buildings. The renovation of historic buildings is often complicated by the requirements for older buildings to meet the standards of modern building codes whose regulations are designed for state-of-the-art construction technologies.

The SHBC allows building officials considerable latitude in applying the Uniform Building Code to historic buildings, and permits the building official to recognize the structural values of archaic building materials and techniques. This flexibility can reduce the costs of rehabilitation and insure that the process of achieving code compliance does not unnecessarily compromise a building's historic character.

The SHBC is one of the most broadly available tools, and is applicable to buildings which have been recognized locally as being of historic importance, though not necessarily listed as landmarks.

Federal Rehabilitation Tax Credits (c only)

The Economic Recovery Act of 1981 created major new incentives to encourage the rehabilitation of Federally certified historic buildings. The Tax Reform Act of 1986 revised the tax incentives for preservation. The currently available tax credits amount to ten percent of rehabilitation expenditures for commercial buildings over 50 years in age, or 20 percent for certified historic structures. At least 20 percent of the property must be used for income-producing purposes, either residential-rental, commercial, or industrial.

Historic Preservation Easements (a, b and c)

One of the most time-tested strategies for historic preservation is the historic preservation easement. An easement insures the preservation of a property's significant architectural and natural (if any) features while allowing the owner to continue to occupy and use the property subject to the provisions of the easement. A preservation easement is created by deed and is typically donated or sold to a public or private preservation organization. Either the agency or a qualified preservation group can hold title to the easement, which allows the property owner a one-time tax deduction and the owner the right to review any changes to features covered by the easement.

(5) HISTORIC PRESERVATION INCENTIVES

Property Tax Reductions (a, b and c)

The Mills Act, adopted in 1972 and amended in 1984, provides for a reduction in property taxes on an historic property when certain conditions are met. Owners of designated historic properties must enter into a preservation contract directly with the local government in which the owners agree to restore the property if necessary, maintain its historic character, and use it in a manner compatible with the historic character. Use of the Mills Act requires that this contract be professionally prepared. The City of Burbank has not currently adopted the implementing ordinance required to issue Mills Act contracts.

Local governments have the option to choose which properties are suitable for the incentive by evaluating various factors including the significance of the building to the community, development pressure on the site, or the need for rehabilitation.

Preservation grants (c only)

The National Historic Preservation Act (NHPA) provides for the State of California and the Federal Government to appropriate funds for the rehabilitation of historic buildings listed on the National Register of Historic Places. These are distributed on a competitive basis and require a 50/50 match. Other grants are available from time to time directly to National Register properties. The availability of these grants depends upon the level of available Federal funding. Two NHPA grant programs are available for preservation purposes through local governments: the Historic Preservation Fund and the Certified Local Government Programs. These grants are mainly used for conducting surveys, National Register applications and architectural drawings.

California Heritage Fund

The California Heritage Fund was established by act of the California Legislature in 1993 as a vehicle for the acceptance and dispersal of historic preservation funds statewide. The Fund, administered by the Office of Historic Preservation, is mandated to support a wide range of historic preservation activities through competitive grant applications. At present, however, eligibility criteria have not been developed and stable funding sources have not been established.

Marks Historical Rehabilitation Act (a, b and c)

This act provides authority for cities, counties and redevelopment agencies in California to issue tax-exempt revenue bonds for the purpose of financing historical rehabilitation of buildings of local, state or national significance. The act specifies the conditions and criteria under which the bonds can be issued.

Transfer of Development Rights (TDR) (a, b and c)

The purpose of Transfer of Development Rights, broadly defined, is:

...to relieve the market pressure that threatens low density uses, such as landmarks, with construction of high density buildings that provide a greater economic return. The concept is similar to "urban amenity" bonus programs that permit greater densities when certain open space

(5) HISTORIC PRESERVATION INCENTIVES

or public places are provided with the development. Development Rights Transfer considers the historic building the “urban amenity” and, using an enlarged area around the immediate development parcel, allows density or development transfer to other parcels within a designated district in return for preservation of the historic building. (California Office of Planning and Research, 1976: 48)

Transfer of development rights programs can be utilized in Burbank as a tool for partially relieving the pressure to develop historic areas by transferring the rights to increase densities in historic areas to non-historic areas.

Zoning Incentives (a, b and c)

Zoning can serve as either an important preservation tool or a detriment to historic preservation activities. This universally employed mechanism for directing land use patterns can be used to promote the preservation of historic landmarks and districts. Downzoning in an area where a potential historic district exists, for example, may assist in the preservation and stabilization of single family residences, whereas higher land use densities may lead to the replacement of single family residences with multifamily developments.

Typical adjuncts to traditional zoning are intermediate plans and adopted development standards. Intermediate plans, such as specific plans, are commonly adopted to direct development within relatively small portions of a jurisdiction, such as a neighborhood or commercial development, and amplify and enhance the basic underlying zoning requirements. Development standards, on the other hand, tend to apply to an entire jurisdiction, and may or may not be adopted by ordinance.

In the City of Burbank, zoning ordinance regulations, intermediate plans and development standards can be designed to promote historic preservation activities by providing relief from regulations which create disincentives for the preservation of historic properties. Areas where these disincentives may now occur are in non-conforming use and building regulations, onsite parking, landscaping, signage, lot coverage and second-unit standards.

Community Development Block Grants (a, b and c)

These federal funds are used primarily by communities for housing and commercial facade rehabilitation. They may also be used for historic preservation projects, such as the rehabilitation of a local public landmark or National Register property, and conducting historic resources surveys. The City should consider including historic preservation projects as part of their CDBG program. Federally funded projects are subject to Section 106 Review and must utilize the *Secretary of the Interior's Guidelines* for rehabilitating buildings listed on the National Register or determined potentially eligible for listing on the National Register.

(6) HISTORIC RESOURCES SURVEYS, METHODOLOGIES & PRIORITIES

6. Historic Resources Surveys, Methodologies and Priorities

Historic resources inventories serve as the primary method of identifying historic properties and historic districts, assessing their significance, recording their historic features, and determining their eligibility for local landmark, national or state listings. A timely, ongoing historic resources inventory process greatly aids in the formulation and adoption of city plans, as it ensures that a full airing of historic resource issues occurs during the advanced planning process, as opposed to adjusting plans for historic resources considerations after strategic planning decisions have been made.

Two distinctive types of surveys are identified in the *Secretary of the Interior's Standards and Guidelines for Identification of Historic Resources*: **reconnaissance** surveys and **intensive-level** surveys. A reconnaissance survey is a "windshield survey" of a community—large areas are investigated at a low level of detail, in order to locate historic buildings and note their distribution, architectural styles and period of construction. An intensive-level survey is a careful inspection of each building in a specific area. Generally, an architectural field form and a photograph are recorded for each building fifty years of age or older, and property-specific research is conducted. Ideally, an historic property survey is not a static document, but is maintained in a form which allows for the constant updating of information.

If the survey is conducted according to OHP standards, a DPR 523 form set is completed for each building and a ranking based on National Register criteria is assigned to each property. When funded by a State Office of Historic Preservation grant, local agencies are encouraged to utilize professionally supervised community volunteers in the completion of the survey tasks.

To date, no historic resources surveys have been conducted within Burbank in accordance with these standards. However, a number of informal inventory lists of known or suspected historic buildings have been compiled by various individuals and community groups. Included in Appendix D of this plan is a tentative list of potential historic properties developed from material compiled by Vance David Pomeroy, a graduate student at UCLA in 1987; Dusty Worthen, a Heritage Commission Member in 1995; and list of potentially historic schools compiled by the Burbank Historical Society. Additional material was derived from David Gebhard and Robert Winter's *Guide to Architecture in Los Angeles and Southern California* and environmental documents.

Undertaking a comprehensive historic resources survey program in the City of Burbank presents three notable challenges: setting survey priorities, funding surveys, and conducting property-specific research within the restrictions of City of Burbank Ordinance No. 3381.

Survey Priorities

Given the lack of previous comprehensive survey efforts, it is advisable for the City of Burbank to initiate this process with either a City-wide reconnaissance survey or a reconnaissance survey targeted over the largest practicable portion of the city. In order for the survey to result in a database with a meaningful, useful lifespan, the survey should evaluate all buildings 45 years old or older at the time the survey is undertaken.

A limiting factor in a windshield-type survey is the quantity of data which can be collected in a cost-effective manner. Therefore, as a general rule, the most relevant visual character elements bearing on

(6) HISTORIC RESOURCES SURVEYS, METHODOLOGIES & PRIORITIES

historical significance should be selected for recordation. At a minimum, the survey should note a property's state of integrity and estimated date of construction. Other information which may be recorded include architectural style, land use or known historical associations. An appropriate recording unit should be selected, typically either the assessor parcel or street address number.

The product of a windshield-type survey should be a preliminary determination of eligibility for individual properties, and the boundaries of potential historic districts presented as address lists and/or thematic maps. These list or maps should be utilized as a basis for planning efforts, and to determine priority areas for future intensive-level surveys.

Funding Surveys

Surveys may be funded from four potential sources. The City should apply regularly to the California State Office of Historic Preservation for Certified Local Government (CLG) grants. This is a highly competitive statewide selection process, however, and funding priorities change periodically, so survey funding on an ongoing basis should not be anticipated. The City may also wish to commit a portion of its federal Community Development Block Grant (CDBG) allocation towards the survey project. Third, general City revenues may be utilized for conducting surveys. Finally, the City may choose to fund historic preservation efforts through the Burbank Redevelopment Agency budget. In the last two cases, these expenses may be recoverable within the permit processing and development fee schedules as direct costs to the City's environmental review and planning efforts.

Property-Specific Research.

Under current City of Burbank code, the Heritage Commission is required to obtain the consent of the property owners in order to conduct research on properties, or to place properties on the City's Eligibility List, a preliminary step toward Historic Place or Structure of Merit designation. The current provision requiring property owner's consent prior to any research makes it difficult for the Heritage Commission to conduct the initial historic resources building survey that determines if the level of historical significance of an individual structure warrants any consideration. In order to facilitate the survey process, a possible revision to the ordinance to remove only the requirement for property owner's consent prior to research should be considered.

(7) HISTORIC PRESERVATION EDUCATION

7. Historic Preservation Education

The Burbank Heritage Commission has adopted three historic preservation education-related goals:

- Encourage public understanding and involvement in the unique architectural and environmental heritage of the City.
- Promote the conservation, preservation and enhancement of historical places and structures of merit.
- Promote the private and public use of historic places and structures for the education, appreciation and general welfare of the citizens of Burbank.

The specific objectives for these goals are found in Chapter 1 of this Historic Preservation Plan. In order to further the objectives of the Heritage Commission, the following are also recommended:

1. Develop an awards program to be held in conjunction with annual meetings of the Burbank Historical Society or another preservation-related group. The awards may be made to individuals or organizations for their involvement in the rehabilitation of historic buildings or other preservation activities in the field of education, museums, archives, or planning.
2. Under the school outreach program, make teachers aware of the "Teaching with Historic Places" program available on the Internet at www.cr.nps.gov/nr/twhp. This program offers short lesson plans that are ready-to-use in the classroom. The program also offers professional development and technical assistance for teachers, preservationists, and museum and site interpreters.
3. Find ways to promote historical celebrations and events in the community and tie them into National Historic Preservation week held annually in May. Tours might be held to show off the city's landmarks buildings, including City Hall, the Post Office, and the Mentzer House.
4. To further historic preservation training for commissioners and staff, take advantage of the workshops and conferences offered by the California Preservation Foundation, the California Office of Historic Preservation and The National Trust for Historic Preservation.
5. The City should maintain a library of historic preservation materials that can easily be downloaded from the Internet. These materials might include the Preservation Technical Bulletins published by the National Park Service, the National Register Bulletins, the California Register of Historical Resources: Regulations for the Nomination of Properties, The Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings. These materials should be made available to the general public, the commissioners and used by staff.
6. Educate the public about the survey process. Encourage community members to become survey volunteers by providing training sessions on architectural styles and research techniques. After the survey has been completed, promote the results in the newspaper.

(7) HISTORIC PRESERVATION EDUCATION

7. Consider establishing a historic preservation section in the local Burbank library where books on architecture, restoration, preservation and local history might be held. A lecture series at the library on architecture and Burbank's historic buildings might be held at the library. A small attendance fee might be used to enhance the collection.
8. Hold a plaque dedication ceremony for Historic Place designations and publicize these events in the local newspapers to inform people about the significance of the Historic Place and to provide recognition to the Historic Place owner.

(8) AGENDA FOR FUTURE ACTION

8. Agenda for Future Action

1. The City Council should consider authorizing the use of the Mills Act as an historic preservation incentive.
2. The City should consider a revision to the Heritage Ordinance in order to:
 - A. Improve its consistency with the current California Environmental Quality Act and CEQA Guidelines in terms of its discussion of the requirements for an EIR and the implementation of mitigation measures.
 - B. Modify the owner consent requirements by removing only the requirement for the property owner's consent prior to the initial phase of research being done on the property. This would enable the Commission to conduct historic resource surveys to determine if any particular structure has sufficient historical significance to warrant any further consideration. All other consent requirements would remain in place, including the owner's consent prior to being placed on the Citywide Eligibility List from which nominations are drawn, and additional owner's consent prior to Heritage Commission review and recommendation of any nomination.
 - C. Utilize language and terminology which is more consistent with the practice of historic preservation.
 - D. Clearly differentiate between Historic Places and Structure of Merits in terms of the listing process and property protections.
 - E. Simplify the eligibility criteria to more closely relate to the National Register and California Register criteria.
 - F. Reference the *Secretary of the Interior's Standards and Guidelines* as the appropriate methodology for determining if an activity is consistent with the purposes of the ordinance.
3. At the earliest opportunity, the City should consider revising the Burbank General Plan to include goals, policies and objectives oriented towards encouraging and facilitating historic preservation activities.
4. The City should consider listing designated National Register of Historic Places properties as City of Burbank Historic Places.
5. The City should provide the Heritage Commission with an explicit role in the environmental review process as it relates to historic properties, including:
 - A. Reviewing initial studies.
 - B. Reviewing Environmental Impact Reports.
 - C. As a Certified Local Government, the Heritage Commission should be utilized as a resource in the Section 106 review process.
6. Prior to initiating the intensive level survey process, the Commission should develop, or have developed a full historic context statement for the City of Burbank. This historical context should be an expansion of Chapter 3 of this plan, and should include a complete thematic history of the City identifying the major periods of growth and associated property types.

APPENDIX A: SOURCES

A. Sources

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APPENDIX B: GENERAL PLAN GOALS AND POLICIES

B. General Plan Goals and Policies.

Goals

To create a land use pattern which separates and ensures non-encroachment of conflicting or potentially conflicting land uses; and to adopt development standards which increase the compatibility of potentially conflicting land uses where they are adjacent to one another. [1]

To preserve residential land use in general and single family residential neighborhoods in particular; and to ensure that all residential development is of quality design and construction and provides for adequate light, air and usable open space. [6]

General Plan Land Use Policies

All existing municipal parks shall be preserved and the City shall seek to acquire more land for local urban parks. [5]

Commercial and industrial development adjacent to existing residential areas shall be charged with the responsibility for mitigating any potential disturbance through buffering by means of landscaping, facility design, setbacks, and other forms of design improvements. [8]

The recycling of land will be encouraged and facilitated in underutilized or deteriorating areas of the City. [12]

Rehabilitation of deteriorating residential, commercial and industrial properties will be vigorously promoted and strict Code enforcement will be implemented as part of a comprehensive rehabilitation program. [13]

New development shall have architectural design that is compatible with surrounding properties and which enhances the appearance of Burbank. [16]

Adequate residential land shall be provided, at appropriate densities, to allow for and facilitate population growth. [17]

Residential land will be provided to accommodate and encourage variety in residential opportunities with respect to type, tenure, location and cost. [18]

Single family residential neighborhoods shall be preserved whenever possible; densities shall not be increased, and other land uses shall not be allowed to encroach unless they primarily serve the neighborhood in which they are located. [22]

APPENDIX C: HISTORIC PRESERVATION TERMINOLOGY

Archaeological District. An area defined by a significant concentration, linkage, or continuity of sites.

Archaeological Site. A bounded area of real property containing archeological deposits or features, defined in part by the character and location of such deposits or features.

Building. A building, such as a house, barn, church, hotel, or similar construction, that is created principally to shelter any form of human activity.

Certified Local Government (CLG). A local government officially certified to carry out some of the purposes of the National Historic Preservation Act, as amended.

Culture. A linkage of people possessing shared values, beliefs, and historical associations, coupling social institutions and physical materials necessary for collective survival.

Cultural Resources. See historical resources.

Conservation. The act of preserving, guarding or protecting. The official care and protection of natural resources, such as forests.

District. A district possesses a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development.

Historic Context. An organizing structure for interpreting history that groups information about historical resources sharing a common theme, common geographical area, or a common chronology. The development of historic context is a foundation for decisions about the planning, identification, evaluation, registration, and treatment of historical resources, based upon comparative historic significance.

Historical Resource. Any object, building, structure, site, area, place, record, or manuscript which is historically or archaeologically significant, or which is significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural history of California.

Integrity. Authenticity of a property's historic identity, evidenced by the survival of physical characteristics that existed during the property's historic or prehistoric period.

National Register of Historic Places, The National Register. The official inventory of districts, sites, buildings, structures and objects significant in American history, architecture, archeology and culture, maintained by the Secretary of the Interior under the authority of the Historic Sites Act of 1935 and the National Historic Preservation Act of 1966 (amended). (16 USC 470-470t. 36 CFR Secs. 60-63).

National Register Criteria. The federally established standards for evaluating the eligibility of properties for inclusion on the National Register of Historic Places.

Object. The term "object" is used to distinguish from buildings and structures those constructions that are primarily artistic in nature or are relatively small in scale and simply constructed, such as a sculpture or fountain.

APPENDIX C: HISTORIC PRESERVATION TERMINOLOGY

Preservation (treatment). The act or process of applying measures to sustain the existing form, integrity, or historic fabric of an historical building or structure or the existing form and vegetative cover of a site. It may include stabilization work, as well as ongoing maintenance of the historic fabric.

Protection (treatment). The act or process of applying measures to affect the physical condition of an historical resource by guarding it from deterioration, loss or attack by natural causes or to cover or shield it from threat of danger or harm. In the case of buildings or structures these measures are usually temporary, while in the case of archeological resources, protective measures may be temporary or permanent.

Preservation Commission. A city or county board of appointed citizens with assigned responsibilities for surveying, designating and protecting historical resources. May also be called a historic review board, design review board, landmarks commission or cultural heritage commission.

Reconstruction (treatment). The act or process of reproducing through construction the exact form and detail of a vanished building, structure, or object, or any part thereof, as it appeared at a specified period of time.

Rehabilitation (treatment). The act or process of returning a property to a state of utility through repair or alteration which makes possible an efficient contemporary use while preserving those portions or features of the property which are significant to its historical, architectural, and cultural values.

Site. A site is the location of a significant event, a prehistoric or historic occupation or activity, or a building or structure, whether standing, ruined, or vanished, where the location itself possesses historic, cultural, or archeological value regardless of the value of any existing structures.

State Historic Resources Inventory. Compilation of all identified and evaluated historical resources maintained by the State Office of Historic Preservation. It includes all those historical resources evaluated in surveys that were conducted in accordance with criteria established by the Office, and were thereafter determined eligible for, or listed in the National Register of Historic Places, or designated as California Registered Historical Landmarks, California Points of Historical Interest, or the California Register of Historical Resources.

State Historical Building Code (SHBC). The State Historical Building Code is contained in Part 8 of Title 24 (State Building Standards Code) and applies to all qualified historic structures, districts and sites, designated under federal, state or local authority. It provides alternatives to the Uniform Building Code in cases consistent with building regulations for the rehabilitation, preservation, restoration or relocation of qualified historic structures designated as historic buildings.

Stabilization (treatment). The act or process of applying measures designed to establish a weather resistant enclosure and the structural stability of an unsafe or deteriorated property or one which has the potential to deteriorate or to become unsafe while maintaining the essential form as it exists at present.

Structure. A functional construction made for purposes other than creating shelter, such as a bridge or a dam.

APPENDIX D: POTENTIALLY SIGNIFICANT PROPERTIES

Address		Historic Name	Common Name	Date	
100	N	Golden Mall	Burbank Brick Block Bldg.	Sheckel's Drug Store	1929
1015	W	Olive Avenue	Mentzer House	same	1887
1206	N	Sixth Street	Oliver J. Stough Palm Trees	Stough Palms	1900
3900		Valhalla Drive	Valhalla Memorial Rotunda	Portal of the Folded Wing	1924
902	N	Third Street	Burbank High School Library	same	1925
	W	Olive Avenue	Warner Brothers Studios	same	1930
465	E	Olive Avenue	Bellarmine-Jefferson High	same	1945
125	E	Olive Avenue	Burbank Post Office	same	1938
174	W	Magnolia Blvd.	Public Service Department	same	1947-49
275	E	Olive Avenue	Burbank City Hall	same	1941-43
		Orange Grove & Sunset	Sunset Canyon Country Club	Mormon Stake	1924
214	E	Olive Avenue	L. W. Gregg Building	same	1925
1021	N	Avon	unknown	none	unknown
526-28-30	E	Angeleno Ave	unknown	none	1903
536	E	Angeleno Avenue	unknown	none	1905
608	E	Angeleno Avenue	unknown	Bungalow Court	1920
707	E	Angeleno Avenue	unknown	none	1910
815	E	Angeleno Avenue	Addison Sence residence	none	1887
827	E	Angeleno Avenue	unknown	unknown	unknown
839	E	Angeleno Avenue	unknown	unknown	1909
901	E	Angeleno Avenue	unknown	unknown	1910
500	N	Bel Aire Drive	unknown	none	unknown
602	N	Bel Aire Drive	unknown	none	unknown
616	S	Bel Aire Drive	James M. Cain residence	none	1920
638	N	Bel Aire Drive	Garcia Residence	none	1920
708	N	Bel Aire Drive	unknown	none	unknown
733	N	Buena Vista Street	Knapp Residence	none	1903
1101	W	Burbank Blvd.	unknown	none	1900
1118	W	Burbank Blvd.	Judge Shelton residence	none	1895
2019	W	Clark Avenue	Lamer Residence	none	1891
819	E	Cypress	Eby House	none	1924
907	E	Cypress	unknown	none	unknown
800 block	N	Fairview	oak trees	none	unknown
1022		Harvard	Mulner House	same	unknown
429	S	Main Street	Corradi Residence	none	1910
544	E	Olive Avenue	unknown	none	unknown
577	E	Olive Avenue	Hoskins Residence	none	1896
607	E	Olive Avenue	Bulick Residence	none	1899
715	E	Olive Avenue	unknown	none	unknown
719	E	Olive Avenue	unknown	none	unknown
737	E	Olive Avenue	unknown	none	unknown
837	E	Olive Avenue	unknown	none	1910
902	E	Olive Avenue	unknown	none	1922
906	E	Olive Avenue	unknown	none	1922
1053	E	Olive Avenue	Dr. Elmer Thompson	none	1930
452	E	Palm Street	Crane Residence	none	1887
600	E	Orange Grove Avenue	Humphrey Residence	none	1900
831	E	Orange Grove Avenue	William Farr Residence	none	1887
333	E	Providencia Avenue	unknown	none	1930

APPENDIX D: POTENTIALLY SIGNIFICANT PROPERTIES

Address		Historic Name	Common Name	Date	
600	E	Santa Anita Avenue	unknown	none	1900
723	E	Santa Anita Avenue	unknown	none	unknown
1032	E	Santa Anita Avenue	unknown	none	1910
1075	E	Tujunga Avenue	unknown	none	1910
721	E	Verdugo Avenue	unknown	none	1910
3306	W	Wyoming Avenue	unknown	none	1924
3401	W	Wyoming Avenue	unknown	none	1924
3407	W	Wyoming Avenue	unknown	none	1924
1101	W	Burbank Boulevard	church	Country Kids Church Preschool	1903
3300	W	Magnolia Boulevard	Magnolia Park United	same	unknown
111	S	Sixth Street	unknown	St Jude's Episcopal Church	unknown
221	S	Sixth Street	unknown	First Christian Church	unknown
505	S	Sixth Street	unknown	Faith Church of Nazarene	1928
801	S	Sixth Street	unknown	Church of Jesus Christ of LDS	unknown
1001	S	Glen Oaks Blvd.	unknown	First Lutheran Church	unknown
724	S	Glen Oaks Blvd.	unknown	Calvary Baptist Church	unknown
720	E	Cypress Avenue	Ralph Emerson School	same	1927-28
330	N	Buena Vista Street	Lincoln School	same	1923
720	E	Providencia Avenue	Joaquin Miller School	same	1923
349	W	Valencia Avenue	McKinley School	same	1926
2322	N	Lincoln Street	George Washington School	same	1926
850	N	Cordova Street	Theodore Roosevelt School	same	1926
211	W	Chestnut Street	Thomas A. Edison School	same	1940
3200	W	Jeffries Avenue	Bret Harte Elementary	same	1941
1220	W	Orange Grove Avenue	Walt Disney School	same	1946
3811		Allan Avenue	Henry M. Mingay School	same	1945
3333	W	Oak Street	Robert L. Stevenson School	same	1948
420	S	Mariposa Street	David Starr Jordan Jr. High	same	1948
3700	W	Jeffries Avenue	Luther Burbank Jr. High	same	1948
		Olive Ave and Fifth St	Jefferson-Bellarmino	same	1930
		Fifth and Orange Grove	St. Robert Bellarmine Church	same	1939
565		Olive Avenue	Jefferson-Bellarmino High	same	1952
560	S	Buena Vista Street	Walt Disney Studios	same	1939-92
		Riverside Dr at	Warner Brothers Records	same	1975
300 block		Hollywood Way	Row of 1930s bungalows	same	1930
		Olive Ave and	Warner/Elektra/Atlantic	same	1981
4000	W	Warner	Warner Brothers Office	same	1979
4211		Riverside Drive	Bob's Big Boy Restaurant	same	1949