

RECIRCULATED SECTIONS

FOR THE

DRAFT

FOCUSED ENVIRONMENTAL IMPACT REPORT

SCH No. 2011061027

NEW GLENDALE COURTHOUSE PROJECT

- Section 4.3, Cultural Resources
 - Section 6, Alternatives
- Appendix C3, Site Feasibility Study and Existing Courthouse Feasibility Study

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Draft EIR, Chapter 6.0, Alternatives to the Proposed Project (Revised Version)

Draft EIR, Appendix C3, Site Feasibility Study (November 2010)

Draft EIR, Appendix C3, Existing Courthouse Feasibility Study (March 2012)

1.0 INTRODUCTION

The Administrative Office of the Courts (AOC), the staff agency of the Judicial Council of California, has determined that a limited recirculation of the August 2011 Draft Environmental Impact Report (EIR) on the proposed New Glendale Courthouse Project (hereinafter, “project”) is necessary to allow public comment on revisions made to a two sections of the Draft EIR. These changes were made based on comments submitted during the Draft EIR public comment period. The following sections were revised and are being re-circulated:

- Chapter 4.3, Cultural Resources
- Chapter 6, Alternatives to the Proposed Project
- Appendix C3, Site Feasibility Study (November 2010)
- Appendix C3, Existing Courthouse Feasibility Study (March 2012)

1.1 BACKGROUND

In November 2010, ZGF Architects LLP conducted a feasibility study for the Administrative Office of the Courts (AOC) to help determine site selection for the New Glendale Courthouse project (hereinafter, “project”) (refer to Appendix C). During the time this study was conducted, several options existed for possible new site locations nearby, but the City of Glendale and the community strongly urged AOC to locate the new facility on the same site of the existing courthouse in an effort to reinforce the Civic Center of Glendale.

The decision to locate the New Courthouse on the existing courthouse site introduced several new challenges into the project planning: whether to tear down, incorporate, avoid, repurpose or preserve the 1956 courthouse in part or in whole. The November 2010 Site Feasibility Study (Appendix C3) explored numerous options in providing a new modern facility meeting current codes and trail court standards within the existing courthouse site. In this report, options ranged from preserving the 1956 courthouse in whole to saving only the Broadway façade and making new connections to the existing public lobbies.

Fourteen (14) options and variations were studied and of those three were selected for publication in the report. The Notice of Preparation and the Draft EIR were subsequently released for public review (June 2011 and August 2011, respectively). As part of the Draft EIR public review process, the AOC received written letters from six agencies and two citizens. Among these letters were several comments expressing concern that the Draft EIR and the November 2010 Site Feasibility Study did not include enough due diligence as to why the existing courthouse could not be preserved in its entirety or near entirety and/or refurbished for its original trial court function.

In response to these comments that not enough options for preservation alternatives were included in the original November 2010 study, options previously studied by the AOC and ZGF and dismissed due to their inability to meet the project objectives have been addressed in the new March 2012 Existing Courthouse Feasibility Study (refer to Appendix C3). The March 2012 study focuses on the current conditions of the existing structure and how it may or may not be feasibly utilized as part of the new expanded courthouse facility. Four conceptual planning strategies were examined in this study to provide a more in-depth comparative analysis of alternatives.

Based on the analysis contained in the March 2012 study, Chapter 4.3, Cultural Resources, and Chapter 6, Alternatives to the Proposed Project, have been updated. The AOC has determined that a limited

recirculation of the August 2011 Draft EIR on the proposed New Glendale Courthouse Project is necessary to allow public comment on revisions to Chapter 4.3, Cultural Resources, and Chapter 6, Alternatives to the Proposed Project. This re-circulated Draft EIR consists of only Chapter 4.3, Cultural Resources, and Chapter 6, Alternatives to the Proposed Project, and Appendix C3 (the November 2010 Site Feasibility Study and the 2012 Existing Courthouse Feasibility Study).

1.1 CONCLUSION

The Errata (refer to Section 2.0) address the modified and re-circulated Chapters 4.3 and 6 of the Draft EIR. These clarifications and modifications are not considered to result in any new or more severe impacts than what was previously identified in the Draft EIR. Rather, they provide further in-depth analysis and clarifications regarding the feasibility of alternatives to the proposed project, particularly focusing on the viability of preserving the existing courthouse.

The conclusions of the various feasibility studies and the Draft EIR indicate that the proposed project from the August 2011 Draft EIR optimizes compliance with the California Trail Court Facility Standards by retaining the Broadway façade and incorporating a new facility behind. It also best achieves the primary objectives of the project, while preserving meaningful character-defining elements of the existing courthouse.

1.1 REMAINING STEPS IN THE CEQA PROCESS

While the clarifications and modifications in these re-circulated sections are not considered to result in any new or more severe impacts, the AOC has determined that recirculation is necessary in order to allow additional public comment on these re-circulated Draft EIR section revisions. As such, the Draft EIR is being re-circulated pursuant to CEQA Guidelines §15088.5.

The AOC will prepare addition responses to comments received during the re-circulated Draft EIR 45-day review period. Written comments will be accepted on the issues addressed in the re-circulated document only. Written comments submitted on the original Draft EIR do not need to be re-submitted. Responses to all comments will be presented in the Final EIR, which will be made available at least 10 days prior to the AOC taking action on the Project.

Once the Final EIR has been prepared, the AOC will consider the FEIR and other relevant factors, at which point it may certify the EIR and administratively approve or deny the project. If and when the EIR is certified and the Project is approved, the AOC will post a Notice of Determination with the California State Clearinghouse.

2.0 ERRATA

DRAFT PROJECT EIR TEXT

Changes to the Draft EIR are noted below. Underlining indicates additions to the text; strike-out indicates deletions to the text. The changes to the Draft EIR do not affect the overall conclusions of the environmental document. These errata reflect minor staff-initiated technical clarifications to the Draft EIR. These clarifications and modifications are not considered to result in any new or more severe impacts than previously identified in the Draft EIR. However, in the abundance of caution and in order to provide complete disclosure to the public, Chapter 4.3, Cultural Resources, and 6, Alternatives to the Proposed Project, of the Draft EIR are being re-circulated pursuant to CEQA Guidelines §15088.5.

Changes are listed by page and where appropriate by paragraph. Added or modified text is shown by underlining (example) while deleted text is shown by striking (~~example~~).

NOTE TO REVIEWER:

These errata address the modified and re-circulated Chapters 4.3 and 6 of the Draft EIR. These clarifications and modifications are not considered to result in any new or more severe impacts than identified in the Draft EIR. However, in an effort to allow additional public comment on these revisions the Draft EIR is being re-circulated pursuant to CEQA Guidelines §15088.5.

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Appendices

- C. C1 ~~Archaeological Literature Study and Historic Resources Assessment Report~~
- C2 Historic Resources Assessment Report
- C3 Site Feasibility Study
- C3 Existing Courthouse Feasibility Study

CHAPTER 4.3, CULTURAL RESOURCES

Page 4.3-1, Before the First Paragraph

NOTE: This EIR Section has been revised and re-circulated by the Administrative Offices of the Court (AOC) and supersedes the Cultural Resources Section included in the Draft EIR dated August 2011.

Page 4.3-1, First Paragraph, Before the Last Sentence

This analysis is based on the Archaeological Literature Study for the Glendale Courthouse Project in the City of Glendale, County of Los Angeles, California prepared by Cogstone Resource Management, Inc. (July 2011), ~~and the Draft Historic Resources Assessment Report of County of Los Angeles – Glendale Courthouse prepared by Daly and Associates (July 2011), Appendix C3 - Site Feasibility Study and the Existing Courthouse Feasibility Study by ZGF Architects LLP (November 2010 and March 2012, respectively).~~

Page 4.3-8, Third Paragraph, First Sentence

Cogstone Resource Management, Inc. (Cogstone) prepared a Archaeological Literature Study for the proposed project (Appendix C1 of this EIR), ~~and~~ Daly & Associates prepared a Historic Resources Assessment to evaluate the federal, state and local significance and eligibility of the existing courthouse building, and ZGF Architects LLP prepared an Existing Courthouse Feasibility Study to analyze in greater depth the feasibility of retaining the existing structures and using it as a part of the new expanded courthouse facility (the original ZGF Site Feasibility Report, November 2010, and the updated Site Feasibility Investigation, March 2012, are both included as Appendix C3 to the recirculated Draft EIR sections).

Page 4.3-9, First Paragraph, After 3rd Bullet Point

The Existing Courthouse Feasibility Study analyzed the architectural functionality, accessibility, fire and life safety, and structural, seismic, mechanical, plumbing, electrical, and data systems. It also evaluated in greater depth the physical security conditions under several scenarios involving the preservation of

the existing courthouse structure. The bulk of this report focused on the current conditions of the existing structures (main building and Annex [Probation Wing]) and considered how they may or may not be feasibly utilized in the new expanded courthouse facility. Four conceptual planning strategies were examined to provide a comparative analysis, including the proposed project and the third Alternative, the “Full Reuse Alternative” (refer to re-circulated Chapter 6). Each strategy was intended to meet as many of the project objectives as possible. Details of this study are provided in Appendix C3.

Page 4.3-9, Next to Last Paragraph, Last Sentence

Sam Dunlap, Tongva/Gabrielino, commented by email that a prehistoric archaeological discovery would be unlikely (refer to the Archaeological Literature Study, located in Appendix C1). No additional comments were received.

Page 4.3-10, Last Paragraph, Third Sentence

The existing courthouse could possibly be considered as a contributing structure, if and when, a historic district of the Glendale civic center Campus buildings ~~was to be~~ is formed.

Page 4.3-10, Last Paragraph, Eighth Sentence

Character-defining features of the building’s interior include terrazzo flooring, a serpentine interior wall and associated curved benches, a floating staircase, and large chandeliers with upright lamps; refer to Appendix A, Los Angeles Conservancy NOP Comment Letter. Key character-defining features of both the exterior and interior as well as the grounds are identified in the Historic Resources Assessment Report found in Appendix C2 of this EIR.

The AOC originally ~~intended to pursue~~ an alternative site for the New Glendale Courthouse, as noted in the Preliminary Feasibility Report, due to the physical site limitations of the existing site (size), historic resource concerns and substantially greater cost to acquire additional adjacent parcels and renovate the existing courthouse.

Page 4.3-11, First Paragraph, First Sentence

The AOC intends to retain historic features of the existing courthouse. ~~The feasibility of this will be further determined as the project moves through the process of detailed architectural design, engineering and construction plans. Although exempt from local land use controls, the AOC has agreed to continue meeting with city staff to obtain input on architectural design elements, particularly those related to historic feature preservation, and to present site design findings to city staff and the City Council. Nonetheless, it may not be possible to retain all of the character-defining features or otherwise avoid the site losing its eligibility for the State and National Register. As noted above, the most meaningful character-defining elements of the courthouse were identified in both the Historic Resources Assessment and Existing Courthouse Feasibility Study (refer to Appendix C) and includes the lobbies, stairs, benches, chandeliers, and Broadway façade (serpentine wall) [NOTE: the AOC, and the project architect, ZGF, understand that many features of the existing courthouse are important in defining the building’s historic significance, including its overall form and massing, interior and exterior architectural features, the North Wing’s East and West facades, and the building’s overall volumetric expression.] Given the challenges of incorporating character-defining features into a functioning courthouse that meets the Trial Court Facilities Standards (see project objectives) the AOC requested the architect review the existing building in an effort to identify life safety and structural issues that would need to be addressed in some type of an adaptive re-use of the building. The Existing Courthouse Feasibility Study (refer to Appendix C3) prepared for the AOC identifies the various physical deficiencies in the existing courthouse structure and analyzes under several scenarios the feasibility of retaining the existing 1956~~

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courthouse structure. The goal of the report was to identify design approaches for the existing building that retain or refurbish the most meaningful character-defining elements, while accommodating the specific needs of the Court. This adaptive re-use approach could result in meeting more of the primary objectives of the project and, therefore, the goals and mandates of the Trial Court Facilities Act of 2002. The goals and mandates of the Trial Court Facilities Act of 2002 include addressing critical life safety elements in a basic effort to improve access to justice.

The design analysis in the *Existing Courthouse Feasibility Study* identifies the rationale for the ultimate selection of the proposed project, including:

- Best meets the primary objectives of the project;
- Preserves meaningful character-defining elements;
- Best complies with all current codes, laws, standards and modern construction practices, ensuring life safety issues are properly addressed;
- Offers the best configuration for effective blast mitigation design, a standard that was never conceived when the original courthouse was designed;
- Offers the most efficient and functional layout of program spaces, offering long-term financial savings for the state and court users;
- Has the least gross square footage, which impacts construction costs;
- Requires the lowest operating and maintenance costs which again leads to long-term savings for taxpayers; and
- Offers the best opportunity for an enhanced civic presence, meeting the requests of the City and community members involved in the project to date.

A major element of the *Existing Courthouse Feasibility Study* was a seismic assessment of the existing courthouse (again, an issue that was not conceived during the original design and construction) to determine the seismic performance of the existing courthouse building during an earthquake event. The *Existing Courthouse Feasibility Study* determined that the courthouse is likely to perform poorly under a seismic event representing the seismic hazard zone in which the courthouse is located according to the current California building code and given its the existing building characteristics (e.g., floors, use, building height, etc.). As such, ZGF Architects offer specific construction strategies designed to preserve character defining portions of the existing courthouse while also implementing new construction techniques to mitigate seismic hazards. These strategies are detailed in this report (Appendix C). Chapter 6 of this Draft EIR also analyzes the feasibility of preserving the courthouse facilities in whole (refer to the third Alternative, the “Full Reuse Alternative”, under Section 6.6.4).

Although exempt from local land use controls, the AOC has agreed to continue meeting with City staff to obtain input on architectural design elements, particularly those related to historic feature preservation, and to present site design findings to City staff and the City Council. Regardless of the analyses completed and the construction techniques employed, it may still not be possible to retain all of the character-defining features or otherwise avoid the site losing its eligibility for the State and National Register, particularly based on the unpredictability of construction conditions and the performance of the existing materials.

~~While most historic buildings can be successfully rehabilitated to meet new uses while also retaining historic integrity, it may also be necessary to completely reconstruct the building, depending on seismic safety, structural integrity, construction conditions, security and/or operational considerations.~~

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Page 4.3-12, Next to Last Paragraph, Next to Last Sentence

Sam Dunlap, Tongva/Gabrielino, commented by email that a prehistoric archaeological discovery would be unlikely (refer to the *Archaeological Literature Study*, located in Appendix C1).

CHAPTER 6.0, ALTERNATIVES TO THE PROPOSED PROJECT

Page 6-1, Before the First Paragraph

NOTE: This EIR Section has been revised and re-circulated by the Administrative Offices of the Court (AOC) and supersedes the Alternatives to the Proposed Project Section included in the Draft EIR dated August 2011.

Page 6-1, Third Paragraph, First Sentence

The State *CEQA Guidelines* further require that the alternatives be compared to the proposed project's environmental impacts and that the "No Project" Alternative be considered (Section 15126.6[d][e] of the State *CEQA Guidelines*).

Page 6-3, Fourth Paragraph, Next to Last Sentence

~~Although, ¶~~The AOC intends to retain key features of the existing courthouse where possible, as discussed with city staff and the Glendale Historical Society, such preservation and "adaptive reuse" may not be possible in certain instances depending on site-specific construction, seismic safety and operational requirements as the project moves into architectural design, engineering and construction phases. The Existing Courthouse Feasibility Study (Appendix C3) provides a detailed list of the various physical deficiencies in the existing courthouse structure and analyzes under several scenarios the feasibility of retaining the existing 1956 courthouse structure. ~~Therefore, ¶~~The Draft EIR has assumed that the entire courthouse may need to be reconstructed, and the project would therefore have significant and unavoidable impacts with respect to historic resources.

Page 6-5, First Full Paragraph, First Sentence

The "No Project" Alternative will not produce new significant environmental impacts, and there will be no mitigation measures required; however, it will extend the existing physically and functionally deficiencies of the building and prolong the negative impact to access to justice. The Existing Courthouse Feasibility Study (Appendix C3) provides a detailed list of the various physical deficiencies in the existing courthouse structure. These include issues involving court functionality, public accommodations, fire and life safety, accessibility, facility systems (e.g., electrical, plumbing, etc.), physical security, and maintenance and operation efficiency.

Page 6-7, First Paragraph, Last Sentence

~~As stated previously, a second site may be acquired for parking, which is located at 135 South Glendale Avenue (the Jewel City Bowl bowling alley). A second site, the Jewel City Bowl bowling alley located at 135 South Glendale Avenue, was previously being considered for parking. However, The Jewel City Bowl site is no longer being considered for acquisition. The following discussion focuses on the potential Alternative Site at the Diamond Honda Dealership, as it is the only known potentially viable alternative site.~~

Page 6-11, First Sentence

The Full Re-Use Alternative involves renovating the interior of the existing courthouse to meet the needs of the AOC while keeping the exterior of the building intact. ~~The courtrooms and hallways would be~~

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enlarged, the building would be ADA compliant, and the layout would no longer inhibit security. In order to provide a more detailed comparative analysis of potential re-use alternatives, the Existing Courthouse Feasibility Study (Appendix C3) develops three variations of this Alternative: (1) the "Preservation Alternative" (Strategy 3); (2) the "Adaptive Re-use Alternative" (Strategy 4A); and (3) the "Adaptive Re-use Alternative" (Strategy 4B). These variations were developed in response to public comments requesting more detailed investigation of potential full or partial re-use alternatives.

The Existing Courthouse Feasibility Study (Appendix C3) defines and evaluates these three variations. It states that the Full Re-use (Preservation) Alternative (Strategy 3) would retain the original courtrooms for their originally intended purpose and would build a new facility behind the old courthouse with three new courtrooms to current standards and re-furbish the old courthouse to the greatest extent feasible including re-utilization of the five existing courtrooms for their original purpose (refer to Exhibit 6.0-2). The Existing Courthouse Feasibility Study (Appendix C3) also summarizes the opportunities and constraints of implementing this alternative.

In addition, this study presents two additional "Adaptive Re-use" variations – Strategy 4A and 4B. The first scenario, Strategy 4A, would construct a new four-story 8 courtroom facility behind the existing courthouse and convert ("adaptively reuse") all interiors of the existing courthouse into administrative offices (refer to Exhibit 6.0-3). The second scenario, Strategy 4B, would be similar to the first, but would place the eight new courtrooms on two levels in a new facility behind the old courthouse, and use the existing courthouse for jury services, and construct a new public lobby between the two buildings (refer to Exhibit 6.0-4).

The intent of these ~~this~~ alternatives would be to retain all character-defining features, as noted in Appendix C of this document, which would aim to avoid any significant impacts to historic resources.

Page 6-11, Second Paragraph, After Last Sentence

The Adaptive Reuse Alternatives would result in similar or greater impacts, due to demolition/reuse construction emissions of adaptive reuse, plus the emissions of construction a new eight-room courthouse and/or a public lobby.

Page 6-11, Third Paragraph, After Last Sentence

The Adaptive Reuse Alternatives would result in similar or greater impacts, due to demolition/reuse construction emissions of adaptive reuse, plus the emissions of construction a new eight-room courthouse and/or a public lobby.

Page 6-11, Last Paragraph, Third Sentence

As described below, based on ~~initial feasibility reports~~ the Existing Courthouse Feasibility Study (Appendix C3), ...

After Page 6-11, Inserted the Following Exhibits:

Exhibit 6.0-2, Full-Reuse (Strategy 3) (Preservation), 6.0-3, Adaptive Re-use (Strategy 4A), and 6.0-4, Adaptive Re-use (Strategy 4B).

Page 6-12, Second Paragraph, After Last Sentence

The Adaptive Reuse Alternatives would result in similar or greater impacts, due to demolition/reuse construction emissions of adaptive reuse, plus the emissions of construction a new eight-room courthouse and/or a public lobby.

Page 6-12, Third Paragraph

Although the impacts associated with the three variations of the Full Re-Use Alternative are less than the proposed project impacts, this alternative does not achieve all of the project objectives. While the Full Reuse Alternative (Strategy 3) provides the greatest degree of historic preservation, it requires the most compromises to project objectives and programs. This alternative does not expand the size of the Glendale Courthouse to the desired capacity and functionality necessary to ensure minimal access to justice. It has the least effective blast mitigation design, requires the most compromises to public safety and accessibility, and has the least efficient and functional layout of program spaces. In addition, it would incur the highest operating and maintenance costs. More detailed findings are provided in the Existing Courthouse Feasibility Study (refer to Appendix C3).

The two additional Adaptive Re-use variations (Strategies 4A and 4B) would meet some of the primary objectives of the project by preserving meaningful character-defining elements of the existing courthouse site, but they would require compromises to current codes, laws, standards and modern construction practices. They would also require some compromises to public safety and accessibility.

~~It should be noted that due to the unpredictable nature of site modifications~~ Based on the existing deficiencies and physical limitations outlined in the Existing Courthouse Feasibility Study (refer to Appendix C3), the inability of these Alternatives to meet the primary project objective, and the need for a modern, safe, and secure operational environment, the AOC does not believe that a Full Re-use is compatible with its mission to meet the Judicial Council objectives, including creating operational efficiencies through a new courthouse design, providing space for increased criminal and civil court proceedings, and replacing the physically and functionally deficient court-occupied space.

Page 6-12, Table 6-3

Table 6-3
Comparison of Full Re-Use Alternative with the Proposed Project

Environmental Topic	Proposed Project	Re-use Alternatives		
		Full Re-Use (Strategy 3) (Preservation) Alternative	Adaptive Reuse (Strategy 4A) (Converting Courtrooms to Administrative Functions)	Adaptive Reuse (Strategy 4B) (Converting Courtrooms to Jury Service)
Air Quality	S/U (Construction) LTHS (Operational)	Slightly Reduced	<u>Similar or Greater</u>	<u>Similar or Greater</u>
Climate Change	LTS (optional MM included)	Similar	<u>Similar or Greater</u>	<u>Similar or Greater</u>
Cultural Resources	S/U	Reduced	<u>Reduced</u>	<u>Reduced</u>
Noise	LTSM	Similar	<u>Similar or Greater</u>	<u>Similar or Greater</u>

Impact Status:
 S/U = Significant and Unavoidable Impact
 PS = Potentially Significant Impact
 LTSM = Less than Significant Impact after Mitigation
 LTS = Less Than Significant Impact
 NI = No Impact
 Significantly Reduced = Alternative avoids or reduces a significant impact of the proposed project
 Slightly Reduced = Alternative reduces the level of impacts of the proposed project, but not significantly
 Similar = Impact equivalent to the proposed project
 Slightly Greater = Alternative results in an impact that is greater than the proposed project, but not a significant impact
 Greater = Alternative results in a significant impact that would not occur under the proposed project

Notes:

- The Full Re-use (Strategy 3) (Preservation) Alternative is further analyzed as “Strategy 3” in the Existing Courthouse Feasibility Study (refer to Appendix C3).
- The Adaptive Reuse (Strategy 4A) (Converting Courtrooms to Administrative Functions) Alternative is further analyzed as “Strategy 4A” in the Existing Courthouse Feasibility Study (refer to Appendix C3).
- The Adaptive Reuse (Strategy 4B) (Converting Courtrooms to Administrative Functions) Alternative is further analyzed as “Strategy 4B” in the Existing Courthouse Feasibility Study (refer to Appendix C3).

Page 6-13, Table 6-4

Table 6-4
Comparison of Environmental Impacts of Alternatives in Relation to the Proposed Project

Environmental Topic	Proposed Project	No Project Alternative	Alternative Project Site Alternative	Re-use Alternatives		
				Full Re-Use (Strategy 3) (Preservation) Alternative	Adaptive Reuse (Strategy 4A) (Converting Courtrooms to Administrative Functions)	Adaptive Reuse (Strategy 4B) (Converting Courtrooms to Jury Service)
Air Quality	SU (Construction) LTSM (Operational)	Significantly Reduced	Increase	Slightly Reduced	<u>Similar or Greater</u>	<u>Similar or Greater</u>
Climate Change	LTS (optional MM included)	Significantly Reduced	Increase	Similar	<u>Similar or Greater</u>	<u>Similar or Greater</u>
Cultural Resources	S/U	Significantly Reduced	Similar	Reduced	<u>Reduced</u>	<u>Reduced</u>
Noise	LTSM	Significantly Reduced	Increase	Similar	<u>Similar or Greater</u>	<u>Similar or Greater</u>

Page 6-13, Last Paragraph

In comparison to all of the alternatives analyzed, the Full Re-Use Alternative would be considered the environmentally superior alternative. This alternative would satisfy ~~the majority~~ some of the project objectives proposed as part of the project. In addition, this alternative would result in reduced impacts to air quality, climate change, cultural resource, and noise. However, as discussed above, this alternative is not considered feasible or desirable by the AOC and would not be implemented due to serious safety and operational deficiencies of the existing building. The Adaptive Re-Use Alternatives would result in similar or greater impacts with respect to air quality, climate change and noise, although they would be more favorable relative to historic resources. If historic resources were the only environmental issue of concern, the Adaptive Re-Use Alternatives could be considered “environmentally superior”. However, as discussed above, and in greater detail in Appendix C3, the Adaptive Re-Use Alternatives are not able to adequately address the serious safety and operational deficiencies of the existing building, and therefore are not under consideration by AOC.

NOTE: This EIR Section has been revised and re-circulated by the Administrative Offices of the Court (AOC) and supersedes the Cultural Resources Section included in the Draft EIR dated August 2011.

This chapter evaluates the potential impacts of the proposed project on cultural, archaeological, and historic resources. Mitigation measures are recommended to avoid or reduce significant impacts that would occur as the result of project implementation. This analysis is based on Appendix C1 - *Archaeological Literature Study for the Glendale Courthouse Project in the City of Glendale, County of Los Angeles, California* prepared by Cogstone Resource Management, Inc. (July 2011), Appendix C2 - the *Draft Historic Resources Assessment Report of County of Los Angeles – Glendale Courthouse* prepared by Daly and Associates (July 2011), Appendix C3 - *Site Feasibility Study* and the *Existing Courthouse Feasibility Study* by ZGF Architects LLP (November 2010 and March 2012, respectively). These technical reports are located in Appendix C of this EIR.

4.3.1 EXISTING CONDITIONS

Environmental Setting

Prehistoric Setting

The prehistory of the project's area is dated in the time phases of the Topanga pattern of the Encinitas Tradition (8,500 to 1,300 years before present), applicable to coastal Los Angeles and Orange counties. This pattern is replaced in the project area by the Angeles pattern of the Del Rey Tradition (1,000 to 450 years before present). Topanga Pattern groups were relatively small and highly mobile. Sites known are temporary campsites, not villages, and tend to be along the coast in wetlands, bays, coastal plains, near-coastal valleys, marine terraces and mountains. The Angeles Pattern generally is restricted to the mainland and appears to have been less technologically conservative and more ecologically diverse, with a largely terrestrial focus and greater emphases on hunting and near shore fishing.

Ethnographic Setting

The early Native American tribes were replaced approximately 3,500 years ago in the project's area by the Gabrielino (Tongva), who were semi-sedentary hunters and gatherers. The Gabrielino spoke a language that was part of the Takic language family. Their territory encompassed a vast area stretching from Topanga Canyon in the northwest, to the base of Mount Wilson in the north, to San Bernardino in the east, Aliso Creek in the southeast and the Southern Channel Islands, in all an area of more than 2,500 square miles. At the time of European contact, the tribe consisted of more than 5,000 people living in various settlements throughout the area.

Historic Setting

In 1784, Captain Jose Maria Verdugo and two other soldiers from the Presidio of San Diego received the right to raise cattle and horses and graze the land known as Rancho San Rafael. Verdugo acquired full title to the property when he retired from the Spanish Army in 1798, and became a full time rancher. His rancho supported cattle, horses, sheep, mules, and production of fruits and vegetables. The rancho connected with the San Fernando Road at the southern edge of the property. Hides from the rancho went to the harbor in San Pedro, and then by ship to Boston and New York.

Jose Maria Verdugo died in 1831 and the property passed to his son and daughter (Julio and Catalina). The Rancho was controlled by the Verdugo family through the 1860's, and included within its boundary what is now most of Glendale, Burbank, Eagle Rock and Highland Park.

Rancho San Rafael remained intact until 1861 when Julio and Catalina divided the property between themselves into northern and southern portions. In 1871 a court decision known as the "Great Partition," essentially dissolved Rancho Santa Rafael by specifying the area as owned by twenty-eight different individuals and members of the Verdugo family. This led to an influx of more settlers to the area and the creation of smaller parcels, home sites, and a commercial center.

In 1884, the residents from the central area of the former Rancho San Raphael gathered in a schoolhouse to choose the name “Glendale” for their new town. The 150-acre area was surveyed, platted and officially recorded with the County Recorder in 1887. Two buildings survive from Glendale’s early history. They are the Goode House, constructed circa 1895 and located at 119 N. Cedar Street, and the Doctors’ House constructed circa 1888-1889, which was relocated from its original location at 921 East Wilson Avenue to Brand Park in 1980.

The completion of the Southern Pacific Railroad brought growth and prosperity to the city. Glendale’s first railway depot was constructed on West Cerritos Avenue in 1883, and linked the southern portion of the town to Los Angeles. At the turn of the century, the commercial center for Glendale was located on Glendale Avenue and Third Street (Wilson Avenue).

Glendale officially incorporated as a city in 1906. At that time it was comprised of 1,486 acres. With a sudden increase in population from the 1920’s through the 1930’s, Glendale was calling itself “The Fastest Growing City in America.” As a result of continuing annexations that have taken place since 1906, the size of the City has increased to 30.5 square miles. Although it was formerly considered a “bedroom” community suburb of Los Angeles, it is now the third largest city in Los Angeles County. The City is characterized by a series of neighborhoods with unique histories that are geographically defined by streets, washes, and mountain ridges. The City has a well-established downtown core and civic center. As a result of continuing architectural changes, Glendale also has a very broad range of architectural styles reflected in its commercial, residential and public buildings.

Archaeological Resources

Archaeological resources are defined as the material remains of any area’s pre-historic (aboriginal/Native American) or historic (European and Euro-American) human activity in addition to the traditional cultural resources associated with archaeological sites and historic buildings and structures.

The records search completed for the proposed project determined that, out of 20 previous studies completed within a one-mile radius of the proposed project site, ten cultural resources were found. There had been no previous cultural resources studies conducted within the project area, and no cultural resources have previously been recorded on the project site (refer to Appendix C for further details).

Historic Resources

The records search determined that there are 22 structures that have federal, state and/or local designations, including the National Register of Historic Places (NRHP), the California Historical Resources Index (HRI), the City of Glendale Register of Historic Resources (GRHR) and the Glendale Historical Society City Jewels (GCJ). Structures with the designation of GCJ are not protected.

Existing Courthouse Site

The existing courthouse was dedicated on March 12, 1959. The courthouse was designed by the architect Arthur Wolfe, including the main block and probation wing and associated parking lot features. Arthur Wolfe designed many civic and educational buildings throughout Los Angeles County. He spent his apprenticeship years in California working as a draftsman/master draftsman for a number of architects who are now regarded as master architects. Wolfe was a proponent of the clean, well-defined geometric lines of Modern-era architecture. The existing courthouse combines the values of Modern architecture, including clean lines, wide expanses of glass, and a horizontal emphasis, with a unique, serpentine façade of multi-colored brick. The interior also features Modern design elements such as terrazzo floors, custom-designed seating along the serpentine wall, the large chandeliers, woodwork, and mosaic-clad columns. The existing courthouse is an important presence in the Glendale civic center, and provides an outstanding example of 1950s Modern-era architecture. Therefore, pursuant to the National Register and/or California Register criteria relating to the distinctive characteristics of a type, period, region, or method of construction, the existing courthouse appears to be eligible for listing as a significant building under Criteria C/3 (see discussion of criteria below).

The existing courthouse building has been found to be associated with the commission and construction of post-World War II courthouses by the County of Los Angeles. By using local architects, landscape architects, engineers, and artists, the County of Los Angeles supported the construction of a courthouse that represented the artistic desires of the local

community, thereby contributing to the construction of creatively designed structures that conveyed local identity. Therefore, pursuant to the National Register and/or California Register criteria relating to the Glendale Courthouse's association with significant events that exemplify broad patterns of our history, the existing building appears to qualify as a "significant" resource under Criteria A/1 (see below).

The existing courthouse has retained all the levels of integrity necessary for a building to convey its historic significance. These levels of integrity include location, design, setting, materials, workmanship, feeling and association. The courthouse appears virtually unaltered and has been kept in its original condition with no noticeable alterations for over 50 years. It still serves its original purpose as a courthouse, and the neighborhood setting has remained much as it was in 1959.

Research did not reveal any relationship between persons important on a national, state, or local level. Therefore, pursuant to the National Register and/or California Register criteria relating to the existing courthouse's association with persons of historic importance, the building does not qualify as a "significant" resource under Criteria B/2 (see below).

Board of Realtors Site

As discussed in Appendix C, the Board of Realtors site has not been identified on any local historic resource lists, is not on the City's Register of Historic Resources, was not previously identified as significant in the Downtown Specific Plan EIR, and does not otherwise appear eligible for the State or National Register of Historic Resources. The Board of Realtors building was built in 1986.

Jewel City Bowl Site

As discussed in Appendix C, the Jewel City Bowl site has not been identified on any local historic resource lists, is not on the City's Register of Historic Resources, was not previously identified as significant in the Downtown Specific Plan EIR, and does not otherwise appear eligible for the State or National Register of Historic Resources. The Jewel City Bowl building was built in 1962.

4.3.2 REGULATORY FRAMEWORK

Federal

National Historic Preservation Act

Section 106 of the National Historic Preservation Act of 1966, as amended (14 U.S.C. §470), established a national policy of historic preservation and encourages such preservation. The National Historic Preservation Act established the Advisory Council on Historic Preservation and provided procedures for the lead agency to follow if a proposed action affects a property that is included, or that may be eligible for inclusion, on the National Register of Historic Places. The National Register of Historic Places was developed as a direct result of the National Historic Preservation Act.

National Register of Historic Places

The National Register of Historic Places is the official list of properties recognized for significance and worthiness of preservation. The National Register Criteria for Evaluation provides guidelines to be used by the 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. As established in the National Historic Preservation Act of 1966, to be listed in the National Register of Historic Places or determined eligible for listing, properties must meet certain criteria for historic or cultural significance. Qualities of significance may be found in aspects of American history, architecture (interpreted in the broadest sense to include landscape architecture and planning), archaeology, engineering, or culture. A property is eligible for the National Register of Historic Places if it is significant under one or more of the following criteria:

Criterion A: It is associated with events that have made a significant contribution to the broad patterns of our history.

Criterion B: It is associated with the lives of persons who are significant in our past.

Criterion C: It embodies the distinctive characteristics of a type, period, or method of construction, or it represents the work of a master or possesses high artistic values or represents a significant and distinguishable entity whose components may lack individual distinction.

Criterion D: It has yielded, or may be likely to yield, information important in prehistory and history.

To be eligible for listing on the National Register of Historic Places, qualities of integrity must also be evident in the resource, measured by the degree to which it retains its historic location, design, setting, materials, workmanship, feeling, and association. In general, the resource must be a minimum of 50 years of age to be considered for the National Register of Historic Places, but there are exceptions and overriding considerations to this requirement. As discussed above and in great detail in Appendix C, the existing courthouse is considered eligible for the National Register and is therefore a "significant" historic resource under CEQA. This is consistent with the findings of the Downtown Specific Plan EIR.

A property or structure that is listed on the National Register of Historic Places does not in and of itself provide protection for a historic resource. The primary result of National Register of Historic Places listing for the owners of these properties is the availability of financial and tax incentives for the rehabilitation or preservation of such resources.

State

California Environmental Quality Act (CEQA)

CEQA requires that the lead agency must examine whether a project will have a significant adverse effect on unique historical and archaeological resources.¹ *CEQA Guidelines* section 15064.5(b) states that a substantial adverse change means physical demolition, destruction, relocation, or alteration in the resource, such that the resource is "materially impaired." A historical resource is considered to be materially impaired when a project demolishes or materially alters the physical characteristics that justify the determination of its significance.

In addition, under *CEQA Guidelines* section 15064.5(b)(3), a project that seeks to improve a historic resource in accordance with either of the following two publications will be considered as mitigated to a level of less-than-significant:

1. *Secretary of the Interior's Standards for Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings*; and
2. *Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings*

As stated in *CEQA Guidelines* section 15064.05(a), public agencies are required to assess the effects of a project on historical resources, and it considers "historical resources" to include:

- (1) A resource listed in, or determined to be eligible by the State Historical Resources Commission, for listing in the California Register of Historical Resources (Public Resources Code, section 5024.01).
- (2) A resource included in a local register of historical resources, as defined in Section 5020.1(k) of the Public Resources Code or identified as significant in a historical resource survey meeting the requirements of section 5024.01(g) of the Public Resources Code, will be presumed to be historically or culturally significant. Public agencies must treat any such resource as significant unless the preponderance of evidence demonstrates that it is not historically or culturally significant.
- (3) Any object, building, structure, site, area, place, record, or manuscript that a lead agency determines to be historically significant or significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California may be considered to be a historical resource, provided the lead agency's determination is supported by substantial evidence in light of the whole record. Generally, the lead agency will consider a resource to be "historically significant" if the resource meets the criteria for listing in the California Register of Historical Resources (Public Resources Code, section 5024.01).

¹ *CEQA Guidelines* Section 15064.5.

In addition to retaining physical integrity, under CEQA historic resources are typically 45 years of age or greater. Historic resources are required to meet at least one of the criteria for listing in the California Register, as described above (*CEQA Guidelines* section 15064.05 (a)(3)). As discussed above and in Appendix C, the Existing courthouse is historically significant under CEQA.

Archaeological resources that are not considered to be “historical resources” may instead be considered as “unique archaeological resources” as defined in the California Public Resources Code section 21083.2. Resources that are considered “non-unique archaeological resources” are not subject to protection with regard to CEQA. If a resource is not a unique archaeological resource or a historical resource, potential project effects on such a resource are not significant for the CEQA.

California Health and Safety Code

If human remains are encountered during site disturbance activities, California Health and Safety Code Section 7050.5 requires that all ground-disturbing activities at the site and within proximity where human remains are reasonably suspected to exist shall cease until the county coroner is contacted. If the coroner concludes that the human remains are of Native American origin, the coroner shall contact the Native American Heritage Commission within 24 hours. All activities shall proceed consistent with applicable state laws relative to the disposition of Native American burials, as regulated by the Native American Heritage Commission (Public Resource Code sec. 5097).

California Register of Historical Resources

The Register is a listing of all properties considered to be significant historical resources in the state. The California Register includes all properties listed or determined eligible for listing on the National Register, including properties evaluated under section 106, and State Historical Landmarks from No. 770 and above. The criteria for listing are the same as those of the National Register. The California Register statute specifically provides that historical resources listed or determined eligible for listing on the California Register by the State Historical Resources Commission, or resources that meet the California Register criteria are resources which must be given consideration under CEQA. Other resources, such as resources listed on local registers of historic registers or in local surveys, may be listed if they are determined by the State Historical Resources Commission to be significant in accordance with criteria and procedures to be adopted by the Commission and are nominated; their listing on the California Register, is not automatic.

Resources eligible for listing include buildings, sites, structures, objects, or historic districts that retain historic integrity and are historically significant at the local, state or national level under one or more of the following four criteria:

- 1) It is 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) It is associated with the lives of persons important to local, California, or national history;
- 3) It 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; or
- 4) It has yielded, or has the potential to yield, information important to the prehistory or history of the local area, California, or the nation.

In addition to having significance, resources must have integrity for the period of significance. The period of significance is the date or span of time within which significant events transpired, or significant individuals made their important contributions. Integrity is the authenticity of a historical resource’s physical identity as evidenced by the survival of characteristics or historic fabric that existed during the resource’s period of significance. Alterations to a resource or changes in its use over time may have historical, cultural, or architectural significance. Simply, resources must retain enough of their historic character or appearance to be recognizable as historical resources and to convey the reasons for their significance. A resource that has lost its historic character or appearance may still have sufficient integrity for the California Register if, under Criterion 4, it maintains the potential to yield significant scientific or historical information or specific data.

California Public Resources Code

Per the California Public Resources Code, no person shall knowingly and willfully excavate upon, or remove, destroy, injure or deface any historic or prehistoric ruins, burial grounds, archaeological or vertebrate paleontological site, including fossilized footprints, inscriptions made by human agency, or any other archaeological, paleontological or historical feature, situated on public lands, except with the express permission of the public agency having jurisdiction over such lands. Violation of this section is a misdemeanor. As used in this section, "public lands" means lands owned by, or under the jurisdiction of, the state, or any city, county, district, authority, or public corporation, or any agency thereof.

Local

City of Glendale General Plan Historic Preservation Element

The Historic Preservation Element of the City of Glendale *General Plan* reinforces the preservation ethic of the city. The element delineates a course of action through goals, policy objectives and implementation measures that the City will pursue to preserve the community's historic resources – buildings, sites and objects. The City has chosen, through provision in the Glendale Municipal Code, to establish processes to preserve its designated historic properties. These are specified in sections 15.20.010 through 15.20.120 of the Glendale Municipal Code.

Glendale Municipal Code

The City of Glendale has established a historic preservation program that is in accordance with the provisions of the NHPA, Certified Local Government (CLG) program. The City's historic preservation program relies on the goals, objectives and policies outlined in the Historic Preservation Element of the City's *General Plan* and the Preservation Ordinance in the Glendale Municipal Code. According to section 15.20.020 of the Glendale Municipal Code, an "historic resource" means any site, building, structure, area or place, man-made or natural, which is historically or archaeologically significant in the cultural, architectural, archaeological, engineering, scientific, economic, agricultural, educational, social, political or military heritage of the City of Glendale, the State of California, or the United States and which has been designated as historically significant in the National Register of Historic Places, the State of California Register of Historical Resources, or the Historic Preservation Element of the Glendale *General Plan*.

The City has declared that "the recognition, preservation, protection and use of historic resources are required in the interest of the health, prosperity, social and cultural enrichment and general welfare of the people." The purpose of the historic preservation program, as outlined in section 15.20.010 of the Glendale Municipal Code is to:

- Safeguard the heritage of the City by preserving resources which reflect elements of the City's history
- Encourage public understanding and involvement in the unique architectural and environmental heritage of the City
- Strengthen civic pride in the notable accomplishments of the past
- Deter the demolition, misuse or neglect of historic resources, historic districts, and potential historic resources or districts which represent an important link to Glendale's past
- Promote the conservation, preservation, protection and enhancement of historic resources, historic districts, potential historic resources or districts
- Promote the private and public use of historic resources for the education, appreciation and general welfare of the people

According to section 2.76.100 of the Glendale Municipal Code, the Glendale Historic Preservation Commission "shall consider and recommend to the City Council additions to and deletions from the Glendale Register of Historic Resources; shall keep current and publish a register of historic resources; shall make recommendations to the Planning Commission, and the City Council on amendments to the Historic Preservation Element of the City's *General Plan*; and shall have the power to grant or deny applications for permits for demolition, major alterations of historic resources."

The Historic Preservation Ordinance (GMC Chapter 15.20) created the Glendale Register of Historic Resources, which is the official list of designated historic resources in the City and any properties specified in the Historic Preservation Element of

the Glendale *General Plan*. The new ordinance also establishes criteria for designation or deletion of historic resources to or from the Glendale Register of Historical Resources.

4.3.3 SIGNIFICANCE THRESHOLD CRITERIA

The criteria given in the Initial Study checklist in Appendix G of the State *CEQA Guidelines* were used to evaluate potentially significant impacts on cultural resources that could occur as a result of project implementation. The project would result in a significant impact related to cultural resources if it would:

- a) Cause a substantial adverse change in the significance of an archaeological resource pursuant to *CEQA Guidelines* section 15064.5.
- b) Cause a substantial adverse change in the significance of an historical resource as defined in *CEQA Guidelines* section 15064.5.
- c) Directly or indirectly destroy a unique paleontological resource or site or unique geologic feature.
- d) Disturb any human remains, including those interred outside of formal cemeteries.

4.3.4 IMPACT ANALYSIS AND MITIGATION

Analytical Method

Cogstone Resource Management, Inc. (Cogstone) prepared a *Archaeological Literature Study* for the proposed project (Appendix C1 of this EIR), Daly & Associates prepared a *Historic Resources Assessment* to evaluate the federal, state and local significance and eligibility of the existing courthouse building (Appendix C2), and ZGF Architects LLP prepared an *Existing Courthouse Feasibility Study* to analyze in greater depth the feasibility of retaining the existing structures and using it as a part of the new expanded courthouse facility (the original ZGF Site Feasibility Report, November 2010, and the updated Site Feasibility Investigation, March 2012, are both included as Appendix C3 to the re-circulated Draft EIR sections).

The project site is currently developed with buildings and a surface parking lot; thus, the cultural resource analysts did not perform an archaeological field investigation since any resources would not be readily visible. The *Archaeological Literature Study* reviewed archaeological and historical records at the South Central Coastal Information Center (SCCIC) at California State University, Fullerton, on May 10, 2011. The records search was performed for the project area plus a one-mile radius for cultural resources and cultural resource studies. Sources consulted included the National Register of Historic Places (NRHP), California Register of Historical Resources, California Inventory of Historical Resources, California Historical Landmarks and California Points of Historical Interest.

The *Historic Resources Assessment* and evaluation of the existing courthouse utilized a multi-step methodology. An inspection of the site's existing buildings and structures, combined with a review of accessible archival sources for this site, was performed to document existing conditions and assist in assessing and evaluating the property for significance. Photographs were taken of all buildings and structures, including photographs of architectural details or other points of interest, during the pedestrian-level survey. The AOC also conducted a site visit with representatives from the City of Glendale, Los Angeles Conservancy, and Glendale Historic Society.

The National Register of Historic Places (National Register) and the California Register of Historical Resources (California Register) criteria were employed to evaluate the significance of the Glendale Courthouse.

In addition, the following tasks were performed for this study:

- Archival resources available in the Special Collections at the Glendale City Library were examined.
- Site-specific research was conducted on the subject property utilizing maps, city directories, newspaper articles, historical photographs, building permits and other published sources including the *Avery Index to Architectural Periodicals*.

- Background research was performed about the architect Arthur Wolfe, through written publications available in print and on internet websites.
- Ordinances, statutes, regulations, bulletins, and technical materials relating to federal, state, and local historic preservation, designation assessment processes, and related programs were reviewed and analyzed.

The *Existing Courthouse Feasibility Study* analyzed the architectural functionality, accessibility, fire and life safety, and structural, seismic, mechanical, plumbing, electrical and data systems. It also evaluated in greater depth the physical security conditions under several scenarios involving the preservation of the existing courthouse structure. The bulk of this report focused on the current conditions of the existing structures (main building and Annex [Probation Wing]) and considered how they may or may not be feasibly utilized in the new expanded courthouse facility. Four conceptual planning strategies were examined to provide a comparative analysis, including the proposed project and the third Alternative, the “Full Reuse Alternative” (refer to re-circulated Chapter 6). Each strategy was intended to meet as many of the project objectives as possible. Details of this study are provided in Appendix C3.

Existing Regulations and Project Design Features

Existing local, state and federal regulations noted above will avoid or mitigate potential impacts related to cultural resources. As identified in Chapter 3.5, *Project Objectives and Design Principles* the proposed project will implement the following Project Design Features which will also serve to reduce, avoid or offset potentially adverse impacts:

- The AOC is intends to retain key historic features of the existing courthouse, to the extent feasible.

Impact Analysis and Mitigation Measures

Impact 4.3-1	Archaeological Resources. Development of the proposed Project could potentially cause a substantial adverse change in the significance of archaeological resources pursuant to <i>CEQA Guidelines</i> section 15064.5. Therefore, this is a potentially significant impact.
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There are no known archaeological resources within the proposed project boundaries. In addition, the project’s area has already been subject to extensive disruption from previous development and may contain fill material. As such, any archaeological resources that may have existed on the proposed project site have likely been disturbed. A literature review of cultural resource records determined that there were ten cultural resources found within a one-mile radius of the project area. The Native American Heritage Commission was consulted to determine if any known sacred lands exist on or near the project area. By letter dated April 28, 2011, the NAHC indicated that there are no known sacred lands in the project vicinity, and requested that nine Native American tribes or individuals be contacted for further information. Cogstone contacted each by letter or email that included a map and location information. Sam Dunlap, Tongva/Gabrielino, commented by email that a prehistoric archaeological discovery would be unlikely (refer to the *Archaeological Literature Study*, located in Appendix C1). No additional comments were received.

While not expected, the remote potential exists that construction activities associated with implementation of the project would have the potential to unearth undocumented resources. This could result in a potentially significant impact. Implementation of Mitigation Measure CUL-1 would reduce any potential impacts by providing for suspension of work should an archaeological resource be uncovered, until the find can be evaluated by a qualified archaeologist, thereby ensuring that the find is not damaged or removed in an unauthorized manner. Therefore, with mitigation incorporated, project impacts on archaeological resources are considered to be **less than significant**.

Mitigation Measures

CUL-1 If unanticipated discoveries occur during construction, work must halt in the immediate vicinity until the find can be evaluated by a Registered Professional Archaeologist to determine if it meets significance criteria under CEQA. Retention of an on-call archaeologist is recommended. If prehistoric sites are encountered, the archaeologist will consult with one or more Native American representatives from the NAHC list for this project.

Level of Significance after Mitigation

After the implementation of mitigation measures, the proposed project would result in less than significant impacts with regard to archaeological resources.

Impact 4.3-2	Historic Resources. Development of the proposed Project could potentially cause a substantial adverse change in the significance of historic resources pursuant to <i>CEQA Guidelines</i> section 15064.5. Therefore, this is a potentially significant impact.
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The existing courthouse building has previously been identified as a significant historic resource, and is eligible for listing individually in the National Register and/or California Register as a significant historic resource, as it meets the criteria necessary for listing in the registries. As previously noted, neither the Board or Realtors building nor the Jewel City Bowl building are considered historically significant. The existing courthouse could possibly be considered as a contributing structure, if and when, a historic district of the Glendale civic center Campus buildings is formed.

The significance of a historic resource is materially impaired when a project demolishes or materially alters in an adverse manner those physical characteristics of a resource that convey its historic significance and that justify its eligibility for inclusion in the National Register or California Register. The entire building was designed as a whole, with the building engaged with the outdoor courtyard, parking lot, and surrounding landscape. To remove character-defining aspects of Wolfe's design of the courthouse building as a whole, would diminish the integrity of his creation, but not necessarily render it ineligible for historic designation.

While there is no formula used to establish a threshold for integrity loss, the more features that are preserved the less likely it is that historic integrity will be reduced or lost. Character-defining features of the building's interior include terrazzo flooring, a serpentine interior wall and associated curved benches, a floating staircase, and large chandeliers with upright lamps; refer to Appendix A, *Los Angeles Conservancy NOP Comment Letter*. Key character-defining features of both the exterior and interior as well as the grounds are identified in the *Historic Resources Assessment Report* found in Appendix C2 of this EIR.

The AOC originally pursued an alternative site for the New Glendale Courthouse, as noted in the *Preliminary Feasibility Report*, due to the physical limitations of the existing site (size), historic resource concerns and substantially greater cost to acquire adjacent parcels and renovate the existing courthouse. Following discussions with City staff, the AOC was encouraged to pursue renovation of the existing courthouse to retain the existing courthouse function in the civic center area, while preserving as many of the character-defining features noted above as reasonable and feasible. In an effort to be sensitive to the historic significance of the existing courthouse, the AOC discussed preservation options with City staff, retained an architect with considerable experience in sensitive adaptive reuse and historic resources, Zimmer Gunsul Frasca (ZGF), and conducted a site visit with City staff and representatives of the Glendale Historic Society and Los Angeles Conservancy.

The AOC intends to retain historic features of the existing courthouse. As noted above, the most meaningful character-defining elements of the courthouse were identified in both the *Historic Resources Assessment* and *Existing Courthouse Feasibility Study* (refer to Appendix C3) and includes the lobbies, stairs, benches, chandeliers, and Broadway façade (serpentine wall) [NOTE: the AOC, and the project architect, ZGF, understand that many features of the existing courthouse are important in defining the building's historic significance, including its overall form and massing, interior and exterior architectural features, the North Wing's East and West facades, and the building's overall volumetric expression.] Given the challenges of incorporating character-defining features into a functioning courthouse that meets the Trial Court Facilities Standards (see project objectives), the AOC requested the architect review the existing building in an effort to identify life safety and structural issues that would need to be addressed in some type of an adaptive re-use of the building. The *Existing Courthouse Feasibility Study* (refer to Appendix C3) prepared for the AOC identifies the various physical deficiencies in the existing courthouse structure and analyzes under several scenarios the feasibility of retaining the existing 1956 courthouse structure. The goal of the report was to identify design approaches for the existing building that retain or refurbish the most meaningful character-defining elements, while accommodating the specific needs of the Court. This adaptive re-use approach could result in meeting more of the primary objectives of the project and, therefore, the goals and mandates of the Trial Court Facilities Act of 2002. The goals and mandates of the Trial Court Facilities Act of 2002 include addressing critical life safety elements in a basic effort to improve access to justice.

The design analysis in the *Existing Courthouse Feasibility Study* identifies the rationale for the ultimate selection of the proposed project, including that the proposed project:

- Best meets the primary objectives of the project;
- Preserves meaningful character-defining elements;
- Best complies with all current codes, laws, standards and modern construction practices, ensuring life safety issues are properly addressed;
- Offers the best configuration for effective blast mitigation design, a standard that was never conceived when the original courthouse was designed;
- Offers the most efficient and functional layout of program spaces, offering long-term financial savings for the state and court users;
- Has the least gross square footage, which impacts construction costs;
- Requires the lowest operating and maintenance costs which again leads to long-term savings for taxpayers; and
- Offers the best opportunity for an enhanced civic presence, meeting the requests of the City and community members involved in the project to date.

A major element of the *Existing Courthouse Feasibility Study* was a seismic assessment of the existing courthouse (an issue that was not conceived during the original design and construction) to determine the seismic performance of the existing courthouse building during an earthquake event. The *Existing Courthouse Feasibility Study* determined that the courthouse is likely to perform poorly under a seismic event representing the seismic hazard zone in which the courthouse is located according to the current California building code and given its the existing building characteristics (e.g., floors, use, building height, etc.). As such, ZGF Architects offer specific construction strategies designed to preserve character-defining portions of the existing courthouse while also implementing new construction techniques to mitigate seismic hazards. These strategies are detailed in this report (Appendix C3). Chapter 6 of this Draft EIR also analyzes the feasibility of preserving the courthouse facilities in whole (refer to the third Alternative, the "Full Reuse Alternative", under Section 6.6.4).

Although exempt from local land use controls, the AOC has agreed to continue meeting with City staff to obtain input on architectural design elements, particularly those related to historic feature preservation, and to present site design findings to City staff and the City Council. Regardless of the analyses completed and the construction techniques employed, it may still not be possible to retain all of the character-defining features or otherwise avoid the site losing its eligibility for the State and National Register, particularly based on the unpredictability of construction conditions and the performance of the existing materials.

Implementation of Mitigation Measure CUL-2 and CUL-3 will reduce potential impacts on this historical resource; however, implementation of these measures would not reduce or eliminate the adverse impacts of materially altering those physical

characteristics that convey the buildings historic significance. Even if the AOC is able to retain most or all of the character-defining features noted above (which may not be possible), the building could still be in jeopardy of losing its eligibility for State and National Register listing. Therefore, with incorporation of mitigation, impacts on historical resource resulting from project implementation would remain **significant and unavoidable**.

Mitigation Measures

CUL-2 The AOC and its design team will include a historic resource preservation element as part of subsequent architectural plans, that shall demonstrate reasonable and feasible preservation of as many character-defining historic elements as identified in the *Historic Resources Assessment* report dated July 2011 and prepared by Daly and Associates as practical. Should some or all of the features not be possible to be retained, mitigation measure CUL-3 provides for archival documentation consistent with Historic American Building Survey (HABS) standards. In addition, should most or all of the character-defining features not be retained, the AOC shall incorporate an interpretive element into the New Courthouse depicting the history, appearance and historic significance of the existing courthouse. The interpretive element shall be in place prior to the new courthouse opening.

CUL-3 The AOC shall prepare documentation of the existing courthouse using the HABS Level II standards as guidelines for recording the building through photographs, drawings and written description. The following documentation will be determined as adequate to document and record the historic resource:

Written Data: While the history of the property and description of the historic resource as presented in this evaluation could suffice as appropriate documentation of the existing courthouse, it is recommended that additional research be performed. The additional research will be used to gain a more complete understanding of the works of Arthur Wolfe, and Los Angeles County's philosophy/rational for the use of local architects and their policy as to the design of new courthouse buildings.

Sketch Plan: All of the existing 63 pages of drawings prepared by Arthur Wolfe of the existing courthouse will be reproduced in ink on Mylar. The U.S. National Park Service will determine whether the size of the copies will be 19" x 24", or 24" x 36".

Photographs: HABS Level II documentation requires large-format photographs and negatives be produced to capture interior and exterior views of the Glendale Courthouse. It is also recommended that at least four large format photographs be taken to show the building's setting in context, and in relationship to its location.

Document: The HABS Level document must be produced on archival-quality paper, and all large format photographs and negatives labeled to HABS standards.

The HABS document will be submitted to the HABS Division of the National Park Service Pacific West Regional Office, Oakland, California, for review and acceptance to be sent to the National Archives in Washington, D.C. Archival quality copies of the HABS document, containing original photographs and negatives, should be donated to the Glendale Library Special Collections and the Helen Topping Architecture and Fine Arts Library at the University of Southern California.

Level of Significance after Mitigation

After the implementation of mitigation measures, the proposed project would result in significant and unavoidable impacts with regard to historic resources.

Impact 4.3-3	Human Remains. Development of the proposed Project could potentially result in the disturbance of human remains, including those interred outside of formal cemeteries. Therefore, this is a potentially significant impact.
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As discussed above, there are no known cultural resources within the proposed project area. The Native American Heritage Commission was consulted to determine if any known sacred lands exist in or near the project area. By letter dated April 28, 2011, the NAHC indicated that there are no known sacred lands in the project vicinity, and requested that nine Native American tribes or individuals be contacted for further information. Cogstone contacted each by letter or email that included a map and location information. Sam Dunlap, Tongva/Gabrielino, commented by email that a prehistoric archaeological discovery would be unlikely (refer to the *Archaeological Literature Study*, located in Appendix C1). No additional comments were received. Given that the project area is not likely to contain prehistoric archaeological resources, and that there are no known sacred lands in the project vicinity, it is unlikely that project implementation would result in the disturbance of human remains.

While not expected, the remote potential exists that construction activities associated with implementation of the project would have the potential to disturb human remains. Human burials, in addition to being potential archaeological resources, have specific provisions for treatment in section 5097 of the California Public Resources Code (PRC) and sections 7050.5, 7051, and 7054 of the California Health and Safety Code (HSC). Because no known archaeological sites are present in the project area and the area is underlain by disturbed soils, the presence of human remains is a remote possibility. However, if remains are encountered, disturbing these remains could violate PRC and HSC provisions, as well as destroy the resource. Implementation of Mitigation Measure CUL-4 would ensure any remains undergo appropriate examination, treatment, and protection, if any are discovered. Therefore, with mitigation incorporated, impacts associated with disturbance of human remains as a result of project implementation are considered to be **less than significant**.

Mitigation Measures

CUL-4 If human remains are unearthed during construction of the project, State Health and Safety Code section 7050.5 requires that no further disturbance shall occur until the County coroner has made the necessary findings as to origin and disposition pursuant to Public Resources Code section 5097.98. If the remains are determined to be of Native American descent, the coroner has 24 hours to notify the Native American Heritage Commission (NAHC). The NAHC will then contact the most likely descendant of the deceased Native American, who will then serve as consultant on how to proceed with the remains.

Level of Significance after Mitigation

After the implementation of mitigation measures, the proposed project would result in less than significant impacts with regard to human remains.

4.3.5 LEVEL OF SIGNIFICANCE AFTER MITIGATION

Implementation of the proposed project would result in significant and unavoidable impacts for the following areas:

Historic Resources. The proposed project would materially impair the historic significance of the existing courthouse by removing character-defining aspects of its design. Therefore, this impact is considered **significant and unavoidable for historic resources**.

All other impacts related to cultural resources are either at less than significant levels or can be mitigated to less than significant levels.

NOTE: This EIR Section has been revised and re-circulated by the Administrative Offices of the Court (AOC) and supersedes the Alternatives to the Proposed Project Section included in the Draft EIR dated August 2011.

6.1 INTRODUCTION AND CEQA REQUIREMENTS FOR ALTERNATIVES ANALYSIS

Section 15126.6(a) of the State *CEQA Guidelines* requires EIRs to “...describe a range of reasonable alternatives to the project, or to the location of the project, which would feasibly attain most of the basic objectives of the project but would avoid, or substantially lessen, any of the significant effects of the project, and evaluate the comparative merits of the alternatives.” The EIR must consider a reasonable range of potentially feasible alternatives to foster informed decision-making and public participation. The EIR does not need to consider every conceivable alternative to a project, nor infeasible alternatives.

The purpose of the alternatives analysis is to focus on the discussion of alternatives to the proposed project or its location which are capable of avoiding or substantially lessening any significant effects of the project, even if these alternatives would impede to some degree the attainment of the project objectives, or would be more costly (Section 15126.6(b) of the State *CEQA Guidelines*).

The State *CEQA Guidelines* further require that the alternatives be compared to the proposed project’s environmental impacts and that the “No Project” Alternative be considered (Section 15126.6[d][e] of the State *CEQA Guidelines*).

“Feasibility” (e.g., “... feasibly attain most of the basic objectives of the project ...”), is defined by the State *CEQA Guidelines* Section 15126.6(f)(1):

Among the factors that may be taken into account when addressing the feasibility of alternatives are site suitability, economic viability, availability of infrastructure, general plan consistency, other plans or regulatory limitations, jurisdictional boundaries (projects with a regionally significant impact should consider the regional context), and whether the proponent can reasonably acquire, control or otherwise have access to the alternative site (or the site is already owned by the proponent). No one of these factors establishes a fixed limit on the scope of reasonable alternatives.

Three essential factors for the development of alternatives that meet the criteria specified in Section 15126.6(a) are to acknowledge the objectives of the project, the project’s significant effects, and unique project considerations. EIRs must also contain a discussion of “potentially feasible alternatives. The lead agency’s decision-making body has the ultimate determination as to whether an alternative is feasible or infeasible. For the proposed project, the lead agency’s decision-making body is the Director of the Administrative Office of the Courts. (Refer to Public Resources Code, § 21081[a][3].)

6.2 RANGE OF ALTERNATIVES CONSIDERED

The range of alternatives to the project is addressed below in the discussion of “Alternatives Considered but not Analyzed in Detail.” Among other alternatives, a “No Project” Alternative must be evaluated in comparison to the proposed project. This alternative must “discuss the existing conditions, as well as what would be reasonably expected to occur in the foreseeable future if the project were not approved, based on current plans and consistent with the available infrastructure and community services.” (Refer to State *CEQA Guidelines*

Section 15126.6(e)). The No Project alternative assumes that the existing Glendale courthouse would continue operating at its current capacity.

6.3 FACTORS CONSIDERED IN IDENTIFYING PROJECT ALTERNATIVES

The alternatives evaluated in an EIR need to consider the objectives of the project. Sometimes a project has conditions that naturally provide few feasible alternatives; however, the project objectives cannot be so slim as to limit consideration of alternatives.

In the case of the proposed New Glendale Courthouse project, the critical objective is to provide a safe, secure and operationally effective courthouse for the Glendale area (see discussion below). The scope of project alternatives is, therefore, limited to those that can meet this objective in the Glendale area. The site selection and alternatives evaluation was also influenced by a strong desire by local stakeholders (City of Glendale and the Glendale Historical Society) for the AOC to utilize the existing courthouse site, in an effort to maintain its historic function and context, and through the continued use as a courthouse to ensure its long-term viability in the community.

In October 2008, the Judicial Council adopted an update to the *Prioritization Methodology for Trial Court Capital-Outlay Projects* based on SB 1407. SB 1407 identified funding to address both “immediate and critical need” courthouse projects. The Plan identifies five priority groups to which 153 projects were assigned based on their project score (determined by existing security, physical conditions, overcrowding, and access to court services). The New Glendale Courthouse project ranked in the “immediate need” category (one of the highest priority groups) and was selected as one of 41 projects to be funded by SB 1407 funds.

Chapter 3, *Project Description*, of this EIR, discusses the primary and fundamental objective of the proposed project which is to develop a new courthouse facility, identified as an “immediate and critical need,” to protect the safety and security of and to provide sufficient capacity to the public, litigants, jurors, and families who are served by California’s courts. The proposed new courthouse would continue to support criminal, traffic, small claims, and limited civil proceedings. The project will accomplish the following immediately-needed improvements to the Superior Court and enhance its ability to serve the public:

- Replace the unsafe, overcrowded, and physically and functionally deficient court-occupied space in the Glendale Courthouse;
- Provide space for increased criminal and civil court proceedings;
- Provide space for onsite jury assembly, which is currently unavailable;
- Create a modern, secure courthouse for criminal, traffic, small claims, and limited civil proceedings, and for the provision of basic services heretofore not provided to county residents due to space restrictions. These include a self-help center to benefit Glendale and other neighboring courthouses such as Burbank, Pasadena, Alhambra, Hollywood, and those located within central Los Angeles; a jury assembly room; appropriately-sized courtroom waiting areas and jury deliberation rooms; appropriately-sized public counter queuing areas; adequately-sized in-custody holding; attorney interview/witness waiting rooms; a children’s waiting room; and
- Create operational efficiencies through the new courthouse design.

6.4 SUMMARY OF ENVIRONMENTAL IMPACTS

This section contains summary statements of the site-specific environmental constraints and their effects on the range of alternatives considered, as identified and discussed in *Chapter 4, Environmental Setting, Environmental Impacts, and Mitigation Measures*, of this Draft EIR. The summary statements discuss implementation of the proposed courthouse at both potential sites.

As discussed in Chapter 4.1, “**Air Quality**,” the proposed project would not result in a long-term impact on the region’s ability to meet state and federal air quality standards. However, implementation of the proposed project would result in significant and unavoidable impacts for short term construction emissions of criteria pollutants (ROG emissions) and exposure of sensitive receptors to substantial pollutant concentrations for PM₁₀ and PM_{2.5} during the demolition and grading phases (first five months of construction).

As discussed in Chapter 4.2, “**Climate Change**,” the proposed project would not be anticipated to generate green house gas (GHG) emissions, directly or indirectly, that would have a significant impact or cumulatively considerable contribution to climate change. As a result, this incremental increase in GHGs would not be cumulatively considerable and would be less than significant. Mitigation measures would further reduce these impacts. In addition, the city of Glendale does not currently have a plan, policy, or regulation adopted for the purpose of reducing GHG emissions. City staff is working on a GHG reduction plan for the city, which will include a GHG inventory and strategies for reducing those emissions. However, as the GHG reduction plan is in progress and is not yet completed or adopted, the proposed project would not conflict with an adopted plan, policy, or regulation pertaining to GHGs.

As discussed in Chapter 4.3, “**Cultural Resources**,” there is potential for cultural resources to be impacted by the proposed project. Impacts to archaeological resources and the disruption of human remains are not anticipated; however undocumented Native American artifacts may be uncovered during construction of the proposed project and mitigation is provided to reduce the impacts to less than significant. The existing courthouse, designed by Arthur Wolfe in the 1950s, is eligible for listing individually in the National Register and/or California Register as a historic resource and any physical alterations would impair the historic quality of the building. The AOC intends to retain key features of the existing courthouse where possible, as discussed with city staff and the Glendale Historical Society, such preservation and “adaptive reuse” may not be possible in certain instances depending on site-specific construction, seismic safety and operational requirements as the project moves into architectural design, engineering and construction phases. The *Existing Courthouse Feasibility Study* (Appendix C3) provides a detailed list of the various physical deficiencies in the existing courthouse structure and analyzes under several scenarios the feasibility of retaining the existing 1956 courthouse structure. The Draft EIR has assumed that the entire courthouse may need to be reconstructed, and the project would therefore have significant and unavoidable impacts with respect to historic resources.

As discussed in Chapter 4.4, “**Noise**,” the long-term onsite operation-related stationary-source noise would not result in the generation of noise levels in excess of applicable standards or create a substantial permanent increase in ambient noise levels in the project vicinity without the proposed project, and impacts are considered less than significant with mitigation incorporated. Implementation of the proposed project would not result in the exposure of existing offsite receptors to excessive groundborne vibration levels. The project would not create a net increase in vehicular trips in the study area. Implementation of the proposed project would not result in a substantial permanent increase in ambient noise levels. Project-generated construction source noise levels would not result in the exposure of noise-sensitive receptors to a substantial temporary increase in ambient noise levels and impacts would be less than significant impact with mitigation incorporated.

6.5 ALTERNATIVES CONSIDERED BUT NOT ANALYZED IN DETAIL

State *CEQA Guidelines* Section 15126.6(c) states that an EIR “should also identify any alternatives that were considered by the lead agency but rejected as infeasible during the scoping process and briefly explain the reasons underlying the lead agency’s determination.” As described below, additional off-site alternatives were dismissed from further analysis because they were determined to be either infeasible or they would not reduce or avoid any project impacts.

Additional Off Site Alternatives

Several other potential sites were initially considered as part of the site feasibility investigations but were rejected upon further consideration (refer to discussion below regarding the Honda Building across from the existing courthouse). The city of Glendale expressed concern that a new courthouse located outside the civic center of the city would erode the civic center presence and be out of place for the community. Therefore, these alternative sites were rejected from further consideration.

6.6 ALTERNATIVES CONSIDERED FOR DETAILED EVALUATION

6.6.1 DESCRIPTION OF ALTERNATIVES

Based on the requirements of State *CEQA Guidelines* Section 15126.6 and the project’s objectives, the following alternatives to the proposed project were identified:

- No Project Alternative
- Alternative Project Site Alternative (Honda Site)
- Full Re-Use Alternative

6.6.2 NO PROJECT ALTERNATIVE

Description

CEQA requires evaluation of the comparative impacts of the “No Project” Alternative (State *CEQA Guidelines* Section 15126.6(e)(1)). Under the “No Project” Alternative, the AOC would not implement the proposed New Glendale Courthouse project. There would be no demolition of the existing building and no new construction of a five-story (maximum), approximately 109,000 square-foot courthouse with a basement. The various county agencies, including the County Sheriff, Public Defender and Alternate Public Defender, District Attorney, Probation, and Community Services would continue to operate within the existing courthouse. The Court and County agencies within the existing courthouse would continue to operate in an unsafe, overcrowded, and physically and functionally deficient space. Disabled persons would continue to struggle with access to the building as it lacks ADA compliance.

The AOC would not demolish the existing courthouse at any time in the future as part of the “No Project” Alternative.

The No Project Alternative will not achieve the project’s objectives. It will fail to:

- Replace the unsafe, overcrowded, and physically and functionally deficient court-occupied space in the Glendale Courthouse;

- Provide space for increased criminal and civil court proceedings;
- Provide space for onsite jury assembly, which is currently unavailable;
- Create a modern, secure courthouse for criminal, traffic, small claims, and limited civil proceedings, and for the provision of basic services heretofore not provided to county residents due to space restrictions. These include a self-help center to benefit Glendale and other neighboring courthouses such as Burbank, Pasadena, Alhambra, Hollywood, and those located within central Los Angeles; a jury assembly room; appropriately-sized courtroom waiting areas and jury deliberation rooms; appropriately-sized public counter queuing areas; adequately-sized in-custody holding; attorney interview/witness waiting rooms; a children's waiting room; and
- Create operational efficiencies through the new courthouse design.

The "No Project" Alternative will not produce new significant environmental impacts, and there will be no mitigation measures required; however, it will extend the existing physically and functionally deficiencies of the building and prolong the negative impact to access to justice. The *Existing Courthouse Feasibility Study* (Appendix C3) provides a detailed list of the various physical deficiencies in the existing courthouse structure. These include issues involving court functionality, public accommodations, fire and life safety, accessibility, facility systems (e.g., electrical, plumbing, etc.), physical security, and maintenance and operation efficiency.

Impacts of the No Project Alternative

Implementation of the No Project Alternative would result in the continued operation of the existing courthouse. The existing courthouse building would remain in place.

Air Quality

This alternative would result in less than significant air quality impacts with respect to air quality pollutants as there would be no demolition or construction. No additional traffic would be generated. Implementation of the No Project Alternative would not conflict with or obstruct the implementation of any applicable air quality plan. The No Project Alternative would not violate any air quality standard or contribute substantially to an existing or projected air quality violation. This alternative would not expose sensitive receptors to substantial pollutant concentrations or create objectionable odors affecting a substantial amount of people. However, this Alternative would not include the replacement of outdated and inefficient energy systems, which could potentially create air quality impacts when compared to the proposed project. **(Less than project impacts).**

Climate Change

Implementation of the No Project Alternative would result in less than significant impacts related to climate change and GHG emissions. This alternative would not generate new greenhouse gas emissions. The building was constructed in the 1950s and operates less efficiently than newer buildings; however, the proposed project includes a much larger building in place of the existing building. There would be no greenhouse gas emissions contributing to climate change due to demolition and construction. **(Less than project impacts).**

Cultural Resources

Implementation of the No Project Alternative would eliminate all impacts to cultural resources as the existing courthouse building (built in the 1950s) would remain intact. No ground disturbing activities would result from implementation of this alternative. **(Less than project impacts).**

Noise

Implementation of the No Project Alternative would not result in noise impacts that would occur under the proposed project resulting from the demolition of the existing courthouse and the construction of the new, larger courthouse in its place. **(Less than project impacts).**

Conclusion

Although the No Project Alternative results in lesser impacts than the proposed project, none of the project objectives would be met and the existing courthouse building would remain.

**Table 6-1
Comparison of No Project Alternative with the Proposed Project**

Environmental Topic	Proposed Project	No Project Alternative
Air Quality	S/U (Construction) LTSM (Operational)	Significantly Reduced
Climate Change	LTS (optional MM included)	Significantly Reduced
Cultural Resources	S/U	Significantly Reduced
Noise	LTSM	Significantly Reduced
Impact Status: S/U = Significant and Unavoidable Impact PS = Potentially Significant Impact LTSM = Less than Significant Impact after Mitigation LTS = Less Than Significant Impact NI = No Impact Significantly Reduced = Alternative avoids or reduces a significant impact of the proposed project Slightly Reduced = Alternative reduces the level of impacts of the proposed project, but not significantly Similar = Impact equivalent to the proposed project Slightly Greater = Alternative results in an impact that is greater than the proposed project, but not a significant impact Greater = Alternative results in a significant impact that would not occur under the proposed project		

6.6.3 ALTERNATIVE PROJECT SITE ALTERNATIVE

Description

The original *Project Feasibility Report* identified a “new courthouse” as a preferred option due to the cost and site limitations of the existing courthouse¹. In July 2010 the AOC retained Zimmer Gunsul Frasca Architects (ZGF) as the project architect. ZGF prepared a *Site Feasibility Report*² which examined site alternatives in greater detail, including re-examination of the existing courthouse site through further discussions with city staff and AOC, and more detailed evaluation of possible alternative sites. After reviewing several alternative site options, the *Site Feasibility Report* identified the Diamond Honda property at 138/144 South Glendale as the most viable alternative site, although it was only considered as potential surface and structure parking due to its limited site configuration³. A recent review of available commercial listings did not indicate any other available commercial sites of adequate size, and none in the preferred civic center core area.⁴

¹ http://www.courts.ca.gov/documents/glendale_pfr.pdf (accessed July 21, 2011).

² *Site Feasibility Report – New Glendale Courthouse*, ZGF, November 2010.

³ The AOC is not in discussions with Diamond Honda for this site acquisition, and is not aware of any interest in selling the property.

⁴ <http://www.loopnet.com/California/Glendale-Commercial-Real-Estate/> (accessed July 21, 2011).

The Alternative Project Site Alternative includes leaving the existing courthouse building intact and building the New Glendale Courthouse across the street at the existing Diamond Honda dealership (Honda site). Demolition would be necessary for use of the Honda site in this alternative; however, it would not result in demolition of the existing courthouse. The existing courthouse is assumed to be used for other County operations and/or the AOC would dispose of its ownership of the current courthouse building or sublease it to another party, thereby creating the potential for the new courthouse at the Honda site to represent a substantial increase in traffic over the current Honda dealership (the new courthouse would then be additive to existing operational impacts that would continue at the existing courthouse location). This would also displace the Honda dealership, presumably necessitating the relocation of this dealership to another site, which could potentially generate additional yet-unknown impacts. Refer to Exhibit 6.0-1, *Alternative Site (Honda Site)*.

It is also possible that the AOC could implement the project on a completely different alternative site. Although it appears unlikely that this could occur through acquisition of an existing office building, the AOC could purchase other commercial, industrial or residential properties and redevelop them for AOC uses. Any of these alternative site options would generally be expected to have similar impacts as the project in terms of construction-related impacts. An alternative site could avoid the project's potentially significant unavoidable historic resource impacts as discussed further below, although this would leave the existing courthouse at risk for redevelopment by others, would change the building's historic use as a courthouse, and could expose the building to risk of reduced use or viability by withdrawing the state's function, ownership and control of the building. Long-term operational impacts, as described below, are generally anticipated to be greater with an alternative site, since the alternative site's courthouse traffic and related air quality and noise impacts would be additive to the existing courthouse building (under an unknown future use). The alternative site may have new or more severe land use impacts depending on the location, and in any case would be less ideally situated as compared to the current courthouse, which is the preferred location by city staff due to the proximity to City Hall and other civic core buildings. A second site, the Jewel City Bowl bowling alley located at 135 South Glendale Avenue, was previously being considered for parking. However, The Jewel City Bowl site is no longer being considered for acquisition. The following discussion focuses on the potential Alternative Site at the Diamond Honda Dealership, as it is the only known potentially viable alternative site.

Impacts of the Alternative Project Site Alternative

Air Quality

Significant air quality impacts associated with demolition and construction would occur under this alternative. Additional traffic would be generated as the new courthouse would be able to service the excess cases that it currently diverts to other courthouses due to lack of resources. Implementation of the Alternative Project Site Alternative would have similar or greater impacts with respect to applicable air quality plans due to anticipated similar construction emissions and increased net operational emissions. During construction, this alternative may expose sensitive receptors to substantial pollutant concentrations or create objectionable odors affecting a substantial amount of people (the site is bordered to the east by single-family residential and the south by multi-family residential). As stated above, the AOC would dispose of its ownership of the current courthouse building or sublease it to another party, thereby creating the potential for the new courthouse at the Honda site to represent a substantial increase in traffic over the current Honda dealership. This would also displace the Honda dealership, presumably necessitating the relocation of this dealership to another site, which could potentially generate traffic impacts at another site. It is anticipated that, should this Alternative be implemented, an additional 5,721 trips would be generated by the Honda dealership moving and the new courthouse being placed where the existing Honda site is. These additional trips were calculated using the Institute of Transportation Engineers (ITE) *Trip Generation Manual*, 8th Edition generation rates for car dealerships and civic uses, including courthouses. This increase in traffic would cause increased operational impacts when compared

to the proposed project, which is a replacement of the existing building. **(Increased impacts when compared to project).**

Climate Change

Implementation of the Alternative Project Site Alternative would result in significant impacts related to Climate Change and GHG emissions. The demolition and construction associated with this project alternative would generate greenhouse gas emissions contributing to climate change. The Honda site would be developed by a different use in the future in accordance with land use designations identified in the city's *General Plan*. In addition, under this Alternative, the existing courthouse would be used for other purposes, and therefore, also potentially increasing traffic, and therefore, GHG emissions. Therefore, similar to Air Quality, this or any other Alternative Site is anticipated to result in similar or greater GHG emissions and related impacts. **(Increased impacts when compared to project).**

Cultural Resources

Implementation of the Alternative Project Site Alternative would eliminate impacts to cultural resources associated with the demolition of the existing courthouse building (built in the 1950s), because it would remain intact. However, there is a potential that the existing courthouse site could be purchased and redeveloped by other parties. Relocation of courthouse functions to an alternative site would discontinue the existing courthouse's historic function, and could expose the existing historic courthouse to redevelopment by others or decline in use or functionality with withdrawal of AOC ownership and control. This Alternative would avoid the potential demolition or significant modification to the historically significant existing courthouse. It is also possible that the existing courthouse features could be substantially retained through architectural design treatments, but this is not certain for reasons noted above. However, it should be noted that the Honda site is considered to be a potential historic resource, and could possibly be eligible for the Glendale and/or California Register of Historic Resources, and therefore, development of courthouse uses on this site would result in similar impacts to cultural resources when compared to the proposed project. **(Similar impact in comparison to project Impacts).**

Noise

Implementation of the Alternative Project Site Alternative would result in similar noise impacts associated with the demolition of the Honda site and the construction of the new, larger courthouse in its place. Construction activities may result in greater temporary noise impacts due to this site's proximity to single family and multi-family residential. In addition, as stated above, traffic is anticipated to increase with implementation of this alternative since the existing courthouse could be redeveloped adding new trips to the area. Therefore, long term noise impacts would increase as well, and would result in increased impacts when compared to the proposed project. **(Increased impacts when compared to project).**

Conclusion

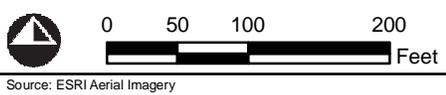
The Alternative Project Site Alternative results in similar or increased impacts than the proposed project, with the exception of cultural resources where the impacts are similar in comparison to the proposed Project.



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Legend

 Honda Site



New Glendale Courthouse Draft EIR
Alternative Site (Honda Site)

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**Table 6-2
Comparison of Alternative Project Site Alternative with the Proposed Project**

Environmental Topic	Proposed Project	Alternative Project Site Alternative
Air Quality	S/U (Construction) LTSM (Operational)	Increase
Climate Change	LTS (optional MM included)	Increase
Cultural Resources	S/U	Similar
Noise	LTSM	Increase
<p>Impact Status: S/U = Significant and Unavoidable Impact PS = Potentially Significant Impact LTSM = Less than Significant Impact after Mitigation LTS = Less Than Significant Impact NI = No Impact</p> <p>Significantly Reduced = Alternative avoids or reduces a significant impact of the proposed project Slightly Reduced = Alternative reduces the level of impacts of the proposed project, but not significantly Similar = Impact equivalent to the proposed project Slightly Greater = Alternative results in an impact that is greater than the proposed project, but not a significant impact Greater = Alternative results in a significant impact that would not occur under the proposed project</p>		

6.6.4 FULL RE-USE ALTERNATIVE

Description

The Full Re-Use Alternative involves renovating the interior of the existing courthouse to meet the needs of the AOC while keeping the exterior of the building intact. In order to provide a more detailed comparative analysis of potential re-use alternatives, the *Existing Courthouse Feasibility Study* (Appendix C3) develops three variations of this Alternative: (1) the “Preservation Alternative” (Strategy 3); (2) the “Adaptive Re-use Alternative” (Strategy 4A); and (3) the “Adaptive Re-use Alternative” (Strategy 4B). These variations were developed in response to public comments requesting more detailed investigation of potential full or partial re-use alternatives.

The *Existing Courthouse Feasibility Study* (Appendix C3) defines and evaluates these three variations. It states that the Full Re-use (Preservation) Alternative (Strategy 3) would retain the original courtrooms for their originally intended purpose and would build a new facility behind the old courthouse with three new courtrooms to current standards and re-furbish the old courthouse to the greatest extent feasible including re-utilization of the five existing courtrooms for their original purpose (refer to Exhibit 6.0-2). The *Existing Courthouse Feasibility Study* (Appendix C3) also summarizes the opportunities and constraints of implementing this alternative.

In addition, this study presents two additional “Adaptive Re-use” variations – Strategy 4A and 4B. The first scenario, Strategy 4A, would construct a new four-story eight-courtroom facility behind the existing courthouse and convert (“adaptively reuse”) all interiors of the existing courthouse into administrative offices (refer to Exhibit 6.0-3). The second scenario, Strategy 4B, would be similar to the first, but would place the eight new courtrooms on two levels in a new facility behind the old courthouse, and use the existing courthouse for jury services, and construct a new public lobby between the two buildings (refer to Exhibit 6.0-4).

The intent of these alternatives would be to retain all character-defining features, as noted in Appendix C3 of this document, which would aim to avoid any significant impacts to historic resources.

Impacts of the Full Re-Use Alternative

Air Quality

Implementation of the Full Re-Use Alternative would result in reduced air quality impacts associated with the demolition of the interior and the construction of the new interior. During construction, this alternative may expose sensitive receptors to substantial pollutant concentrations or create objectionable odors affecting a substantial amount of people. However, operational emissions are generally the same, potentially avoiding the project's "unavoidable significant impact". **(Less than project impacts)**. The Adaptive Reuse Alternatives would result in similar or greater impacts, due to demolition/reuse construction emissions of adaptive reuse, plus the emissions of construction a new 8-room courthouse and/or a public lobby.

Climate Change

The demolition and construction associated with the Full Re-Use Alternative would generate fewer greenhouse gas emissions contributing to climate change than the proposed project as there is less overall demolition and construction. Operational GHG emissions would generally be the same. **(Similar to project impacts)**. The Adaptive Reuse Alternatives would result in similar or greater impacts, due to demolition/reuse construction emissions of adaptive reuse, plus the emissions of construction a new 8-room courthouse and/or a public lobby.

Cultural Resources

The Full Re-Use Alternative would preserve the character defining features of the building, which is of cultural significance. Impacts to cultural resources would be less than the proposed project under this alternative, and would avoid the project's "unavoidable significant impact." As described below, based on the *Existing Courthouse Feasibility Study* (Appendix C3), the AOC does not believe it is feasible to assume full adaptive reuse, given site constraints, potential seismic safety concerns of the existing structure,⁵ as well as the potential for structural damage during renovation or reconstruction, and the limitations imposed on the AOC with working within a 60-year old space to meet modern safety, security and operational needs of the Judicial Council. **(Less than project impacts)**.

Noise

Implementation of the Full Re-Use Alternative would result in similar noise impacts associated with the demolition and construction of the interior of the building. Operational noise impacts would generally be the same. **(Less than project impacts)**. The Adaptive Reuse Alternatives would result in similar or greater impacts, due to demolition/reuse construction emissions of adaptive reuse, plus the emissions of construction a new 8-room courthouse and/or a public lobby.

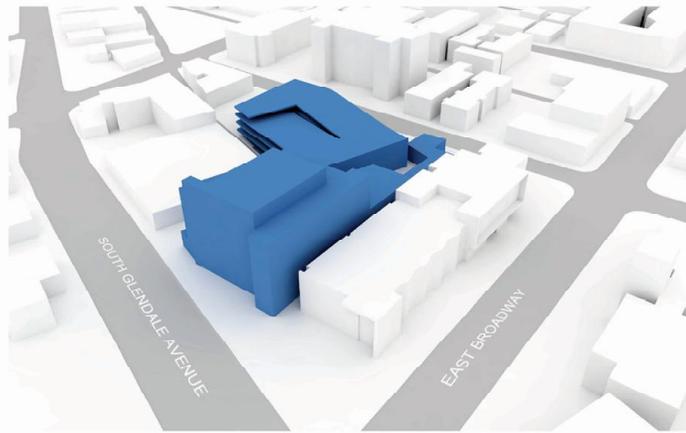
Conclusion

Although the impacts associated with the three variations of the Full Re-Use Alternative are less than the proposed project impacts, this alternative does not achieve all of the project objectives. While the Full Reuse Alternative (Strategy 3) provides the greatest degree of historic preservation, it requires the most compromises to project objectives and programs. This alternative does not expand the size of the Glendale Courthouse to the desired capacity and functionality necessary to ensure minimal access to justice. It has the least effective blast mitigation design, requires the most compromises to public safety and accessibility, and has the least efficient and functional layout of program spaces. In addition, it would incur the highest operating and maintenance costs. More detailed findings are provided in the *Existing Courthouse Feasibility Study* (refer to Appendix C3).

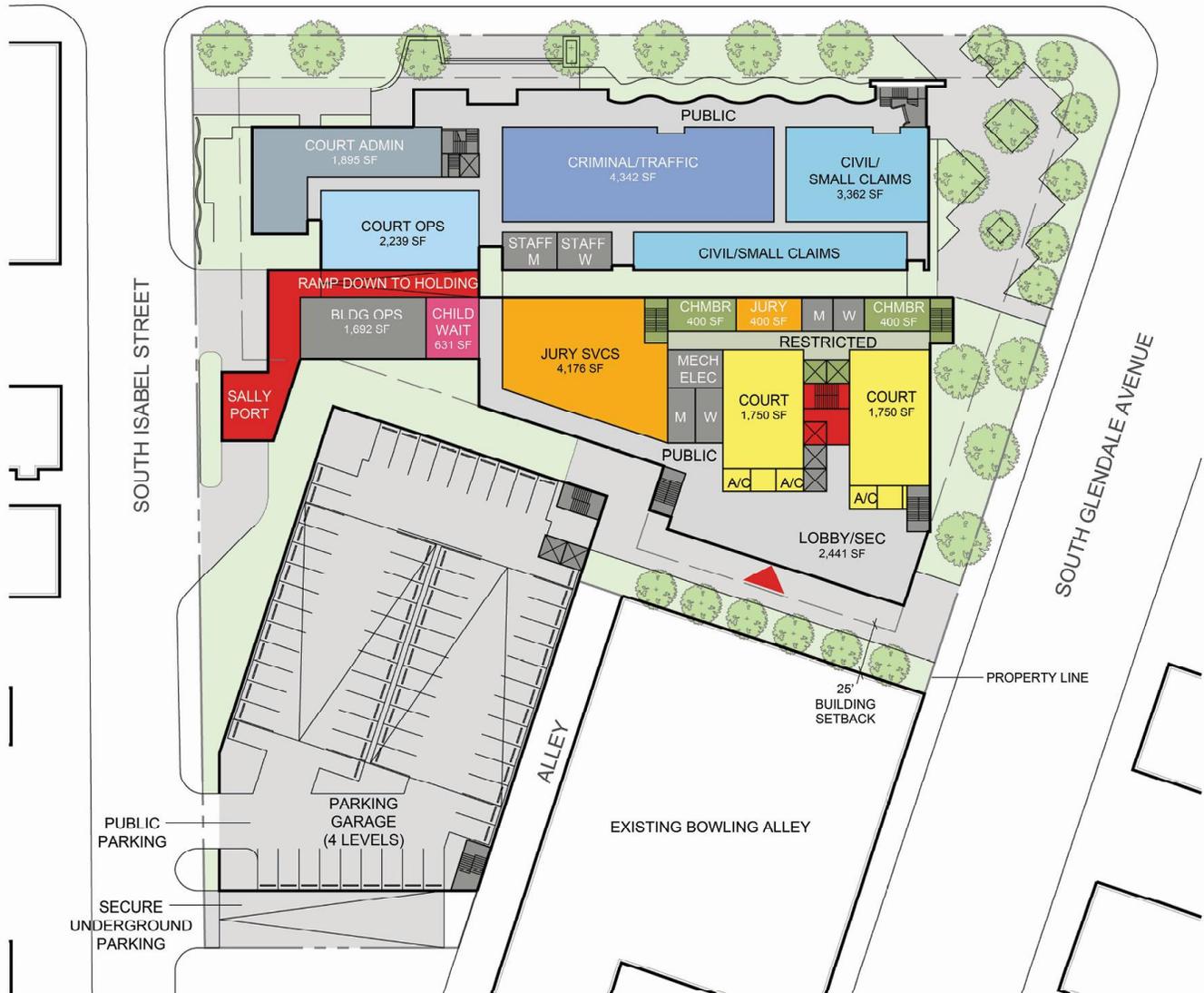
⁵ The DSA (State's Department of State Architect) has rated the Glendale Courthouse as seismically at risk, pursuant to the AOC's *Seismic Assessment Program – Summary Report of Preliminary Findings* (January 2004), which can be found at <http://www.courts.ca.gov/documents/seismic0104.pdf> (accessed July 21, 2011).

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NE Aerial



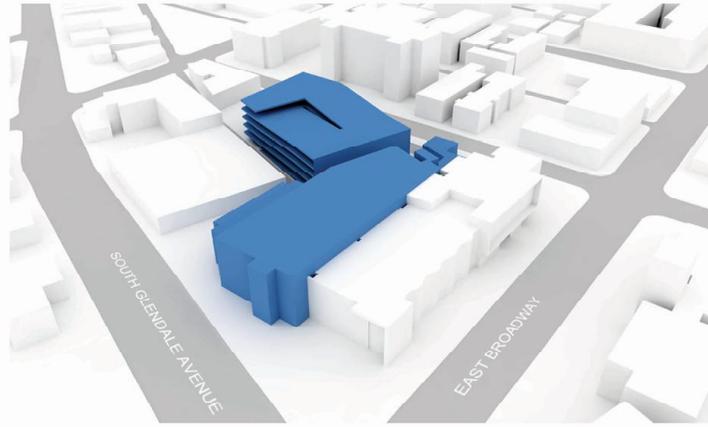
EAST BROADWAY



Ground

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NE Aerial



EAST BROADWAY



Ground

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The two additional Adaptive Re-use variations (Strategies 4A and 4B) would meet some of the primary objectives of the project by preserving meaningful character-defining elements of the existing courthouse site, but they would require compromises to current codes, laws, standards and modern construction practices. They would also require some compromises to public safety and accessibility.

Based on the existing deficiencies and physical limitations outlined in the *Existing Courthouse Feasibility Study* (refer to Appendix C3), the inability of these Alternatives to meet the primary project objective, and the need for a modern, safe, and secure operational environment, the AOC does not believe that Full Re-use is compatible with its mission to meet the Judicial Council objectives, including creating operational efficiencies through a new courthouse design, providing space for increased criminal and civil court proceedings, and replacing the physically and functionally deficient court-occupied space. The AOC has committed to retaining, where feasible, the important character-defining features of the existing courthouse, based on discussions with city staff and the Glendale Historical Society. This would continue its historic function in the fabric of the city’s civic core. However, the AOC cannot guarantee to what extent the existing features will be retained for reasons noted above. For these reasons, a “Full Re-use Alternative” is not under consideration by the AOC, and would render the existing courthouse site infeasible and/or undesirable for the AOC’s objectives and necessitate an alternative site.

**Table 6-3
Comparison of Full Re-Use Alternative with the Proposed Project**

Environmental Topic	Proposed Project	Re-use Alternatives		
		Full Re-Use (Strategy 3) (Preservation)	Adaptive Reuse (Strategy 4A) (Converting Courtrooms to Administrative Functions) ²	Adaptive Reuse (Strategy 4B) (Converting Courtrooms to Jury Service) ³
Air Quality	S/U (Construction) LTHS (Operational)	Slightly Reduced	Similar or Greater	Similar or Greater
Climate Change	LTS (optional MM included)	Similar	Similar or Greater	Similar or Greater
Cultural Resources	S/U	Reduced	Reduced	Reduced
Noise	LTSM	Similar	Similar or Greater	Similar or Greater
<p>Impact Status: S/U = Significant and Unavoidable Impact PS = Potentially Significant Impact LTSM = Less than Significant Impact after Mitigation LTS = Less Than Significant Impact NI = No Impact Significantly Reduced = Alternative avoids or reduces a significant impact of the proposed project Slightly Reduced = Alternative reduces the level of impacts of the proposed project, but not significantly Similar = Impact equivalent to the proposed project Slightly Greater = Alternative results in an impact that is greater than the proposed project, but not a significant impact Greater = Alternative results in a significant impact that would not occur under the proposed project</p>				

Table 6-3, cont.
Comparison of Full Re-Use Alternative with the Proposed Project

Notes:	
1.	The Full Re-use (Strategy 3) (Preservation) Alternative is further analyzed as “Strategy 3” in the <i>Existing Courthouse Feasibility Study</i> (refer to Appendix C3).
2.	The Adaptive Reuse (Strategy 4A) (Converting Courtrooms to Administrative Functions) Alternative is further analyzed as “Strategy 4A” in the <i>Existing Courthouse Feasibility Study</i> (refer to Appendix C3).
3.	The Adaptive Reuse (Strategy 4B) (Converting Courtrooms to Administrative Functions) Alternative is further analyzed as “Strategy 4B” in the <i>Existing Courthouse Feasibility Study</i> (refer to Appendix C3).

6.7 SUMMARY OF COMPARATIVE EFFECTS OF THE ALTERNATIVES

Table 6-4, *Comparison of Environmental Impacts of Alternatives in Relation to the Proposed Project*, summarizes the environmental analysis comparing the proposed project with all of the project alternatives.

Table 6-4
Comparison of Environmental Impacts of Alternatives in Relation to the Proposed Project

Environmental Topic	Proposed Project	No Project Alternative	Alternative Project Site Alternative	Re-use Alternatives		
				Full Re-Use (Strategy 3) (Preservation)	Adaptive Reuse (Strategy 4A) (Converting Courtrooms to Administrative Functions)	Adaptive Reuse (Strategy 4B) (Converting Courtrooms to Jury Service)
Air Quality	SU (Construction) LTSM (Operational)	Significantly Reduced	Increase	Slightly Reduced	Similar or Greater	Similar or Greater
Climate Change	LTS (optional MM included)	Significantly Reduced	Increase	Similar	Similar or Greater	Similar or Greater
Cultural Resources	S/U	Significantly Reduced	Similar	Reduced	Reduced	Reduced
Noise	LTSM	Significantly Reduced	Increase	Similar	Similar or Greater	Similar or Greater

Impact Status:
 S/U = Significant and Unavoidable Impact
 PS = Potentially Significant Impact
 LTSM = Less than Significant Impact after Mitigation
 LTS = Less Than Significant Impact
 NI = No Impact
 Significantly Reduced = Alternative avoids or reduces a significant impact of the proposed project
 Slightly Reduced = Alternative reduces the level of impacts of the proposed project, but not significantly
 Similar = Impact equivalent to the proposed project
 Slightly Greater = Alternative results in an impact that is greater than the proposed project, but not a significant impact
 Greater = Alternative results in a significant impact that would not occur under the proposed project

6.8 ENVIRONMENTALLY SUPERIOR ALTERNATIVE

CEQA requires that an Environmentally Superior Alternative be identified; that is, an alternative that would result in the fewest or least significant environmental impacts. If the No Project Alternative is the environmentally superior alternative, State *CEQA Guidelines* Section 15126.6 (e)(2) requires that another alternative that could feasibly attain most of the project's basic objectives be chosen as the environmentally superior alternative.

In comparison to all of the alternatives analyzed, the Full Re-Use Alternative would be considered the environmentally superior alternative. This alternative would satisfy some of the project objectives proposed as part of the project. In addition, this alternative would result in reduced impacts to air quality, climate change, cultural resource, and noise. However, as discussed above, this alternative is not considered feasible or desirable by the AOC and would not be implemented due to serious safety and operational deficiencies of the existing building. The Adaptive Re-Use Alternatives would result in similar or greater impacts with respect to air quality, climate change and noise, although they would be more favorable relative to historic resources. If historic resources were the only environmental issue of concern, the Adaptive Re-Use Alternatives could be considered "environmentally superior". However, as discussed above, and in greater detail in Appendix C3, the Adaptive Re-Use Alternatives are not able to adequately address the serious safety and operational deficiencies of the existing building, and therefore are not under consideration by AOC.

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