APPENDIX B-1.
FRANKLIN HISTORIC RESOURCES INVENTORY REPORT

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Franklin Elementary School | Santa Monica, CA
Historic Resources Inventory Report

Prepared for:

Santa Monica-Malibu Unified School District

Prepared by:

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1. Introduction

1.1. Project Overview

At the request of the Santa Monica-Malibu Unified School District (SMMUSD), Architectural Resources Group, Inc. (ARG) has prepared this Historic Resources Inventory Report for the campus of Franklin Elementary School, 2400 Montana Avenue, Santa Monica. This project commenced in May 2021 and is scheduled for completion in 2022.

The subject property is developed with an elementary (K-5) school campus comprising multiple permanent buildings, multiple portable and modular buildings, and associated site and landscape features. The permanent buildings on the campus were constructed between 1937 and 1952. Campus development commenced under the auspices of the federal Works Progress Administration (WPA) and continued through the early postwar era, a period of extraordinary growth in Santa Monica.

Franklin Elementary School has previously been identified as a potential historic resource. In 1993, the campus was identified as potentially eligible for local designation through the City of Santa Monica's Historic Resources Inventory (HRI) process, and was subsequently recorded in the City's HRI (though it was not formally designated). It was again found to be potentially eligible for local designation when the City's HRI was updated in 2007 and 2018. In 2008, a draft Historic Resources Evaluation Report (HRER) was prepared in conjunction with Measure BB, a bond measure that allocated funds for the repair and renovation of District facilities. The HRER was prepared independent of the City's HRI, and evaluated all schools within the District. Franklin Elementary School was identified as potentially eligible for designation in the HRER. However, the HRER was not finalized, and its draft findings were not adopted.

In February 2021, the District adopted Board Policy 7113 and the accompanying Administrative Regulation 7113, which were developed to identify and clarify treatment of historical resources present on properties within the District's jurisdiction. The Board Policy and Administrative Regulation require completion of a Historic Resources Inventory (HRI) of a school campus prior to approval of either a master plan or design of a school facilities project at that campus. This campus HRI was prepared in conformance with Board Policy 7113 and Administrative Regulation 7113 as they relate to Franklin Elementary School. The purpose of this document is to determine whether there are historical resources present at Franklin Elementary School, and if so, to identify character-defining features and spaces to aid in matters related to site planning and facilities management at the campus moving forward.

This Historic Resources Inventory Report for Franklin Elementary School includes a description of project scope and methodology, contextual information related to the developmental history of both the district and school, evaluations of eligibility, and identification of character-defining features and spaces.

1.2. Field and Research Methods

Preparation of this report included the following tasks related to research, documentation, and analysis:

- Site visit in June 2021 to assess existing conditions and document improvements with digital photographs;
- Review of pertinent federal and state technical bulletins, local ordinances, and other reference materials related to the evaluation of historical resources;
- Review of previous evaluations of the Franklin Elementary School campus, including the City of Santa Monica's HRI and the draft Historic Resources Evaluation Report (HRER) prepared in 2008;
- Review of other applicable background materials including archival drawings and construction documents, historical building permits (to the extent that they were available), and the State of California's Built Environment Resource Directory (BERD) database;
- Supplemental research related to the campus's development history, physical design, social and cultural history, and potential historical significance;
- Identification of applicable historic contexts and themes;
- Evaluation of campus resources against eligibility criteria for the National Register of Historic Places, the California Register of Historical Resources, and local (Santa Monica Landmark) designation;
- Evaluation of integrity; ad
- Identification of character-defining features and spaces.

Research materials were obtained from the following sources: the Los Angeles Public Library; the Santa Monica Public Library, including its local history collection; archival drawings and construction documents provided by the District; building permit records obtained from the City of Santa Monica Community Development Department; technical assistance bulletins published by the National Park Service (NPS) and the California Office of Historic Preservation (OHP); online repositories; and ARG's in-house collection of architectural books and reference materials. Additional materials, including historic photos and documents related to the history of the District, were provided courtesy of the Santa Monica Conservancy. A complete list of sources is included in *Section 7: Selected Bibliography* of this report.

To conform with public health directives and safety protocols associated with the COVID-19 pandemic, most research was conducted remotely using online repositories.

1.3. Outreach

In addition to the above-listed field and research tasks, ARG and the District participated in public outreach with community members, local history groups, and other key stakeholders. A community

meeting specific to the Franklin Elementary School campus was held in June 2021, at which ARG and the District explained the purpose and objectives of the project and solicited public input. To comply with social distancing protocols associated with the COVID-19 pandemic, the community meeting was conducted virtually. In July 2021, ARG and the District participated in a meeting with the Santa Monica Conservancy to solicit additional input. The findings of this HRI are scheduled to be presented to the community and stakeholders at an additional public meeting, expected to be held in early 2022.

1.4. Preparer Qualifications

The following ARG staff contributed to this report: Katie E. Horak, Principal; Andrew Goodrich, AICP, Senior Associate; Elysha Paluszek; and Rosa Fry, all Architectural Historians and Historic Preservation Planners. All ARG staff who contributed to this project meet the *Secretary of the Interior's Professional Qualification Standards*, 36 CFR Part 61, in the discipline of Architectural History.[1]

[1] Staff resumes are included as an appendix to this report.

2. Physical Description

2.1. General Setting

Franklin Elementary School is located at 2400 Montana Avenue in Northeast Santa Monica, near the city limit separating Santa Monica and Los Angeles. The surrounding neighborhood is residential in character. Its blocks are dominated by detached, one- and two-story single-family houses, most of which appear to have been built between the 1920s and the early postwar era. Both sides of Montana Avenue are developed with low-scale apartment houses and other multi-family property types that are generally compatible with the prevailing scale, age, and visual character of adjacent single-family houses.

This area of Santa Monica is generally flat with no discernible variation in topography. As they are throughout most of the city, streets in the area adhere to an orthogonal grid that conforms to the contour of the shore and is askew of the cardinal directions. The subject campus is located on the south side of Montana Avenue, an east-west thoroughfare that transects the north section of Santa Monica.

General location map. The location of Franklin Elementary School is marked in yellow (Google Maps, annotations by ARG)

The subject campus occupies a large site that constitutes the majority of a city block. Its boundaries are defined by Montana Avenue (north), Idaho Avenue (south), and an alley called 23rd Place (west). Most of its east boundary is defined by an alley called 24th Place; however, the far northeast corner of the campus jogs further east and is defined by 25th Street, providing the campus with an L-shaped site plan.

Site Map. The boundaries of Franklin Elementary School are marked in yellow (Google Maps, annotations by ARG)

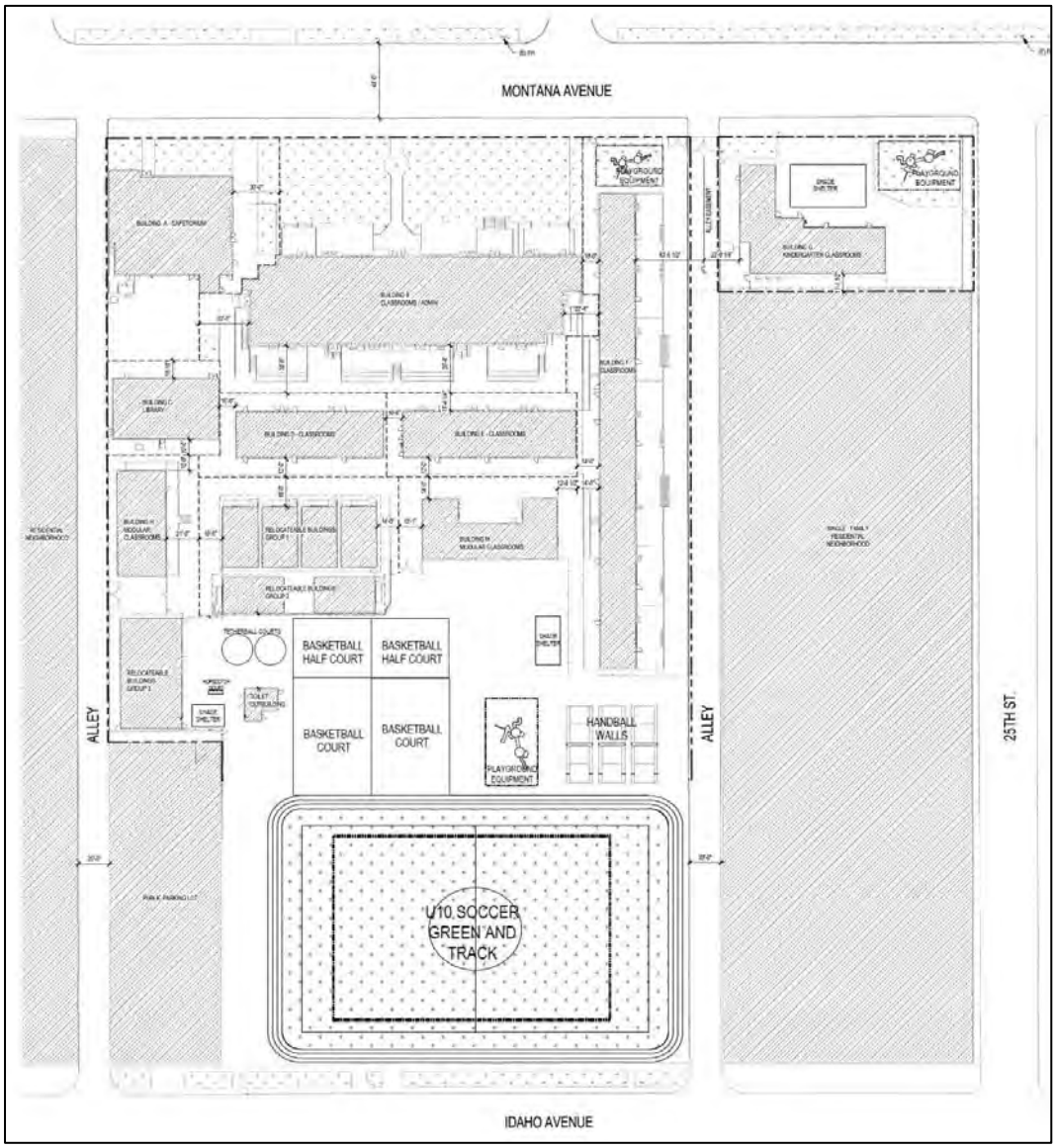
2.2. Campus Orientation and Layout

The subject campus is oriented to the north, toward Montana Avenue. From the north, the campus is approached by a broad front lawn that is planted with grass, mature trees of various species, and manicured perimeter shrubs. The lawn provides a buffer between the school and the public-right-of-way along Montana Avenue. A concrete walkway transects the lawn and provides pedestrian access to the school. At the far east end of the lawn is a chain link enclosure containing playground equipment. Chain link fencing is also used to restrict access to the campus at other points along its north perimeter.

The campus comprises seven permanent buildings, as well as several additional modular buildings and ancillary structures. Generally, these improvements are concentrated in the northern portion of the campus nearest Montana Avenue. The buildings house classrooms, a cafetorium, a library, administrative offices, and other school functions. Consistent with the eras in which they were built, these buildings are generally designed in the Moderne and Mid-Century Modern styles of architecture. A description of each permanent building is included below in *Section 2.3: Architectural Descriptions.*

As noted, there is a small area at the northeast corner of the site that extends further east to 25th Street. This area, which houses kindergarten facilities, is self-contained and is separated from the rest of the campus by 24th Place. It contains one of the seven aforementioned permanent buildings, a shade shelter, a paved blacktop, and a lawn with playground equipment, and is enclosed by chain link fencing.

The southern portion of the campus contains open space for recreation. To the rear (south) of the buildings is an asphalt surface that is used as basketball and handball courts and also contains playground equipment and a shade shelter. Beyond that, adjacent to Idaho Avenue, is a broad lawn that is used as athletic fields and is encircled by a running track. There are a few trees planted along the perimeter of the lawn, but generally speaking the open space in the southern portion of the campus is sparsely planted apart from the aforementioned lawn. At the far southwest corner of the site is a small surface parking lot that is accessed from the south, via Idaho Avenue. The south, east, and west perimeters of the campus are enclosed by chain link fencing, restricting public access. A portion of the south perimeter is also framed by a low concrete block wall atop which the chain link fencing is installed.



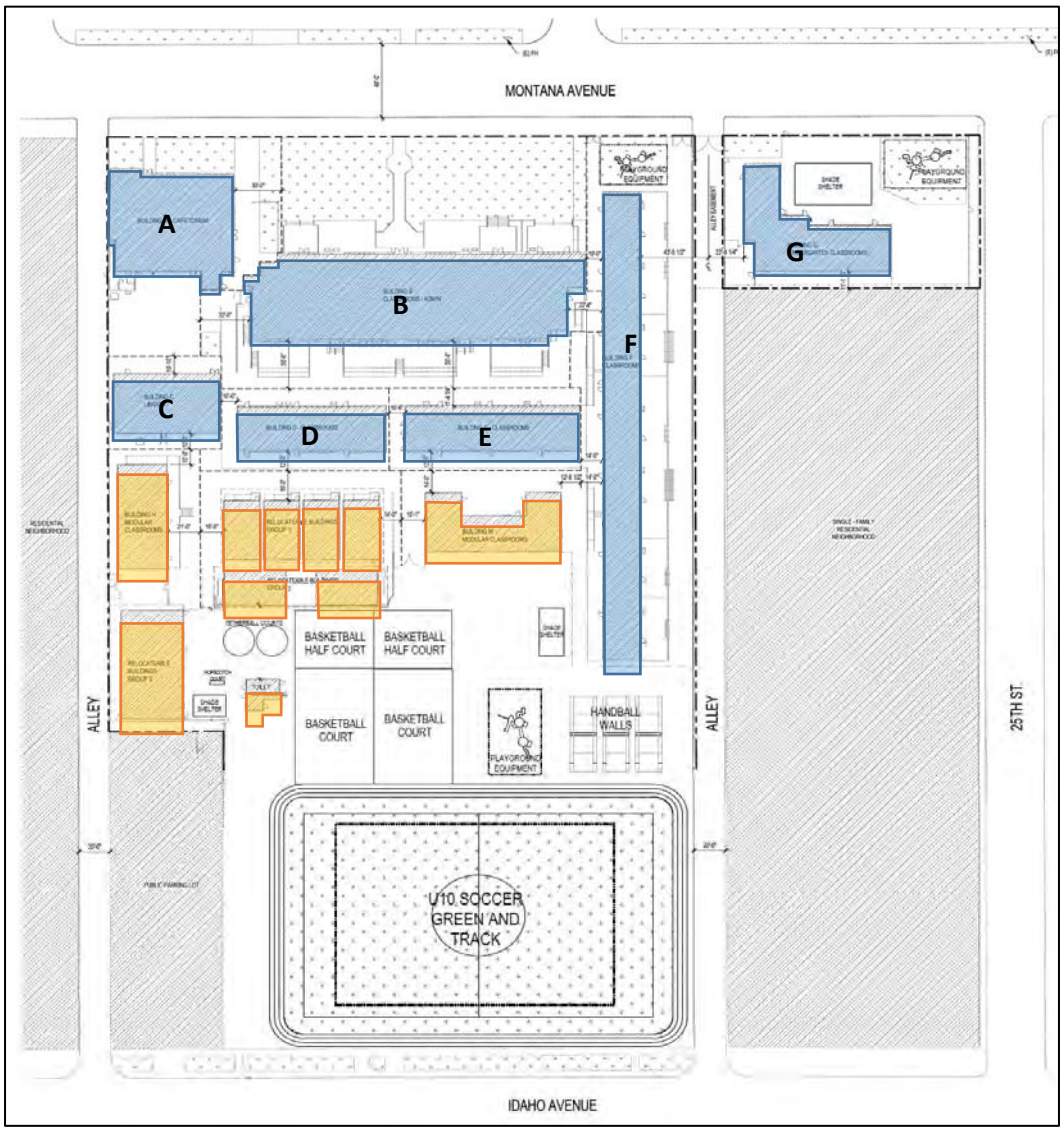
Site plan, depicting the location of buildings and features on the subject campus (dsk architects)

2.3. Architectural Descriptions

As noted, there are seven permanent buildings (labeled A-G) and multiple modular and portable buildings on the campus. The permanent buildings exhibit characteristics of the Moderne and Mid-Century Modern styles of architecture, albeit to differing degrees. The modular and portable buildings are generally lacking in architectural distinction and do not possess any features of note.

The following sections include an architectural description of each building. For purposes of organization, buildings are described in the order of their alphabetical assignation (A-G), followed by a brief description of the ten modular and portable buildings.

The location of each building described herein is keyed on the site plan below.



Site plan. Permanent buildings are marked in blue; portable buildings and ancillary structures are marked in yellow (dsk architects, annotations by ARG)

Building A (Cafetorium)

Located at the far northwest corner of the campus, Building A is used as a cafetorium. It was constructed in 1937 and remodeled in 1948, is one story tall, and is approximately square in plan. It is designed in a vernacular idiom and embodies some loose characteristics of the Mid-Century Modern style. The building is capped by a gently-pitched shed roof and a flat roof, both of which are sheathed in rolled asphalt; solar panels are installed atop the roof. Exterior walls are clad in stucco. Ingress is provided by paired metal doors on the north and east façades. Fenestration is limited to the north façade and consists of fixed and hopper metal windows, which are set in a bezeled frame. There are also windows on the south façade. Other features include a marquee sign that is affixed to the north wall, and painted murals that adorn the north and east façades.

Noted exterior alterations to this building include the replacement of original doors and windows, and the installation of solar panels atop the roof.

Building A, south façade, view northwest (ARG, 2021)

Building B (Classrooms/Administration)

Building B anchors the north end of the campus and is oriented to the north toward Montana Avenue, with a strong visual presence from the street. It is used as administrative offices and classrooms. The building was constructed in 1927, reconstructed in 1937, and expanded in 1952 to include a second story. It is now two stories tall, and has a long, narrow rectangular plan. Architecturally, it is designed in the PWA Moderne style. The building is capped by a flat roof with rolled asphalt sheathing and a parapet; solar panels have been installed atop the roof. Exterior walls are clad in stucco. Features are symmetrical, balanced, and formal in their composition and arrangement. At the center of this façade is the primary entrance to the school, which consists of paired, glazed metal doors with glazed sidelights and transoms. This entrance is surmounted by a shallow canopy, which in turn is surmounted by wall-mounted signage announcing the street address (“2400”) and name “FRANKLIN SCHOOL”) of the facility, in addition to the school seal. Signage is set within a shallow recess and uses the “Broadway-style” typeface that is commonly associated with the Art Deco and Moderne styles of architecture. Additional entrances consist of single and paired glazed metal doors. The building is fenestrated with continuous

bands of fixed and hopper metal windows; the upper-story windows are framed by a continuous sill course. Windows on the ground story of the rear (south) façade are surmounted by fabric awnings.

Noted exterior alterations to this building include the replacement of original doors and windows, the installation of solar panels atop the roof, and the addition of awnings to some windows.

Building B, primary (north) façade, view southeast (ARG, 2021)

Building B, primary (north) façade, view west (ARG, 2021)

Building B, detail of Works Progress Administration Plaque on primary (north) façade (ARG, 2021)

Building B, rear (south) façade, view north (ARG, 2021)

Building C (Library)

Building C abuts the west perimeter of the campus and is located to the rear (south) of Building A. It is used as a library. The building was constructed in 1948, is one story tall, and is rectangular in plan. It is designed in a vernacular idiom and embodies some loose characteristics of the Mid-Century Modern style. The building is capped by a flat roof with rolled asphalt sheathing and a parapet; solar panels have been installed atop the roof. Exterior walls are clad in stucco. Ingress is provided from the north, via a single metal door with a narrow vision panel. Fenestration consists of continuous bands of fixed, clerestory-style metal windows on the north and south façades. Murals adorn the north and south exterior walls.

Noted exterior alterations to this building include the replacement of original doors and windows, and the installation of solar panels atop the roof.

Building C, north façade, view southwest (ARG, 2021)

Building C, south façade, view northwest (ARG, 2021)

Building D (Classrooms)

Building D is one of two buildings that are located to the rear (south) of Building B. It is used as classrooms. The building was constructed in 1948, is one story tall, and has a long, narrow rectangular plan. It is designed in the Mid-Century Modern style. The building is capped by a butterfly-style roof with rolled asphalt sheathing; solar panels have been installed atop the roof. Exterior walls are clad in stucco. There are multiple points of ingress, all of which consist of single, flush-mounted metal doors. Fenestration consists of continuous bands of fixed and hopper metal windows that span the north and south façades. The south façade opens onto a sheltered breezeway with slender metal post supports.

Noted exterior alterations to this building include the replacement of original doors and windows, the modification of some original window openings, and the installation of solar panels atop the roof.

Building D, south façade, view northwest (ARG, 2021)

Building D, north façade, view east (ARG, 2021)

Building E (Classrooms)

Also located to the rear (south) of Building B, Building E is identical in plan, appearance, and composition to Building D. It is also used as classrooms. The building was constructed in 1948, is one story tall, and has a long, narrow rectangular plan. It is designed in the Mid-Century Modern style. The building is capped by a butterfly-style roof with rolled asphalt sheathing; solar panels have been installed atop the roof. Exterior walls are clad in stucco. There are multiple points of ingress, all of which consist of single, flush-mounted metal doors. Fenestration consists of continuous bands of fixed and hopper metal windows that span the north and south façades. The south façade opens onto a sheltered breezeway with slender metal post supports.

Noted alterations to this building include the replacement of original doors and windows, the modification of some original window openings, and the installation of solar panels atop the roof.

Building E, south façade, view northeast (ARG, 2021)

Building E, north façade, view east (ARG, 2021)

Building F (Classrooms)

Building F spans the east perimeter of the campus and is used as classrooms. The building was constructed in 1937, is one story tall, and has a long, narrow rectangular plan that spans much of the campus's eastern perimeter. It is designed in a vernacular idiom and embodies some loose characteristics of the PWA Moderne style. The building is capped by a flat roof with rolled asphalt sheathing and a parapet; solar panels have been installed atop the roof. Exterior walls are clad in stucco. There are multiple points of ingress, all of which consist of single, flush-mounted metal doors, most with vision panels. Some doors are surmounted by transoms, of which some have been infilled. Fenestration is mostly confined to the east façade and consists of continuous bands of fixed and hopper metal windows. There are also a few multi-light steel windows on the east façade. The west façade opens onto a sheltered breezeway with slender metal post supports. The east façade opens onto a series of exterior patios that step up with the grade of the site.

Noted exterior alterations to this building include the replacement of original doors and most original windows, the infill of some original transoms, and the installation of solar panels atop the roof.

Building F, west façade, view southeast (ARG, 2021)

Building F, east façade, view south (ARG, 2021)

Building G (Kindergarten Classrooms)

Located at the far eastern edge of the campus and separate from its other buildings and spaces, Building G is used as kindergarten classrooms. It was constructed in 1937, is one story tall, and has an L-shaped plan. It is designed in a vernacular idiom and embodies some loose characteristics of the PWA Moderne style. The building is capped by a flat roof and a gently-pitched gabled roof, both with rolled asphalt sheathing. The flat volume is spanned by a parapet. Solar panels have been installed atop the roof. Exterior walls are clad in stucco. There are multiple points of ingress, all of which consist of single, flush-mounted metal doors with vision panels. Fenestration consists of fixed and hopper metal windows, most of which are arranged in bands. The north façade opens onto a covered breezeway with slender metal post supports.

Noted exterior alterations to this building include the replacement of original doors and windows, and the installation of solar panels atop the roof.

Building G, north façade, view southwest (ARG, 2021)

Building G, west façade as seen from 24th Place, view east (ARG, 2021)

Modular and Portable Buildings

As noted, the campus contains ten modular and portable buildings that have been installed over time to accommodate growth. This cluster of buildings is located to the rear (south) of the permanent buildings described above. There are two modular buildings (named Building H and Building M), both of which are used as classrooms. There are also seven portable buildings that are also used as classrooms, and a small ancillary structure at the south end of the complex that is used as a restroom. Given their ephemeral nature, these buildings are utilitarian in appearance and lack any architectural characteristics of note.

Portable buildings (ARG, 2021)

Modular building (ARG, 2021)

Portable buildings (ARG, 2021)

Ancillary restroom building at south end of campus, view southeast (ARG, 2021)

3. Development Chronology and Alterations

3.1. Development Chronology

The following development chronology summarizes key events in the campus's development history between its original construction and the present day. The information was amalgamated from various sources including previous historic resource surveys and evaluations, construction documents and building records provided by the District, and archival building permit records obtained from the City of Santa Monica's Community Development Department, and was augmented by additional sources of information including historic photos and aerial images, parcel data from the Los Angeles County Office of the Assessor, Sanborn Fire Insurance Maps, historic newspaper articles, and other source materials.

1924	Original construction of Franklin Elementary School. The original school consisted of an unreinforced brick schoolhouse with brick exterior walls and a clay tile roof. It was designed by architect Francis D. Rutherford and built by contractor J.S. Koble.
1927	The original school was enlarged and expanded by original architect Rutherford.
1933	The original school sustained extensive damage from the 1933 Long Beach Earthquake, and was subsequently closed. Tents were erected on the campus to accommodate school operations in the interim.
1935	Plans for a reconstructed Franklin Elementary School were prepared by architects Marsh, Smith and Powell. Their plans called for reconstruction of the earthquake-damaged main building (Building B), which included seismic strengthening and an extensive remodel of its façade in the PWA Moderne style. The second story of the main building was removed as part of this reconstruction project.
1937	Reconstruction of the main building (Building B) was completed, in part with funding provided by the federal Works Progress Administration (WPA). Marsh, Smith and Powell submitted plans for a new building at the east end of the campus (Building F) to replace classrooms that were displaced with the removal of the upper story of the main building. Marsh, Smith and Powell submitted plans for a new kindergarten building (Building A) at the northwest corner of the campus; this building was later renovated into a cafetorium.
1948	Architect H.L. Gogerty remodeled the existing kindergarten building into a multi-purpose cafetorium (Building A). Gogerty designed three new campus buildings: a library (Building C) and two new classroom buildings (Buildings D and E). The District acquired land to the east of the campus, along Montana Avenue, on which Gogerty designed a new kindergarten classroom building (Building G).

1952	Marsh, Smith and Powell returned to the campus to designed a second-story addition to the one-story main building (Building B) that the firm had reconstructed in the mid-1930s.
1976-2002	Multiple relocatable and modular buildings were added to the campus to accommodate additional campus growth.

3.2. Summary Table of Buildings

The following table includes an inventory of buildings on the subject campus including building name, construction date, architectural style, and architect.

NAME	CURRENT USE	YEAR BUILT	STYLE	ARCHITECT
Building A	Cafetorium	1937; 1948	Vernacular	Marsh, Smith and Powell; H.L. Gogerty
Building B	Admin/Classrooms	1937; 1952	PWA Moderne	Marsh, Smith and Powell
Building C	Library	1948	Vernacular	H.L. Gogerty
Building D	Classrooms	1948	Mid-Century Modern	H.L. Gogerty
Building E	Classrooms	1948	Mid-Century Modern	H.L. Gogerty
Building F	Classrooms	1937	Vernacular	Marsh, Smith and Powell
Building G	Kindergarten	1948	Mid-Century Modern	H.L. Gogerty

4. Historic Contexts

4.1. History of Santa Monica[2]

Early History

Human occupation of the Los Angeles Basin dates to approximately 12,000 to 13,000 years ago.[3] Indigenous groups including the Chumash and Tongva occupied the Santa Monica and Malibu region of the basin.[4] These Shoshonean-speaking groups occupied a vast territory and established numerous villages throughout the area along local rivers and near the coast, including in and around Santa Monica Canyon. The Tongva and Chumash were the "wealthiest, most populous, and most powerful ethnic nationality in aboriginal Southern California, their influence spreading as far north as the San Joaquin Valley Yokuts, as far east as the Colorado River, and south into Baja California."[5]

Spanish Colonial and Mexican Periods

Juan Rodriguez Cabrillo led the first Spanish expedition into California in 1542. Cabrillo named various features along the coast of Southern California, including San Pedro Bay and the Channel Islands. On October 8th of that year, Cabrillo is believed to have dropped anchor in what is now Santa Monica Bay. He anchored in the bay of Malibu Lagoon later that month, naming it the "Pueblo de las Canoas" (Town of the Canoes), after the many Chumash canoes (*tomols*) in the area.

Despite this early exploration, the area was not further colonized until the arrival of the first land expedition in 1769, led by Gaspar de Portolá. Portolá traveled across Alta California from San Diego to Monterey, establishing a system of missions one day's journey apart throughout the territory. He is said to have arrived in present-day Santa Monica on August 3rd. A few years later, on February 22, 1776, explorer Juan Bautista de Anza made camp "on a fine stream under the oak trees in the vicinity of today's Malibu Creek State Park."[6]

At the time of California's annexation as Mexican territory in 1822, the Santa Monica area was still unoccupied, an "unclaimed mesa covered with wild grass."[7] In 1827, Xavier Alvarado and Antonio Machado were given a provisional grant to "a place called Santa Monica," referring to the land stretching from Santa Monica Canyon north to Topanga Canyon. (The Alvarado-Machado lands later

[2] This section has been excerpted and adapted from the "City of Santa Monica Historic Resources Inventory Update Historic Context Statement," prepared for the City of Santa Monica by Architectural Resources Group and Historic Resources Group, March 2018, and the "Santa Monica High School Campus Plan Historic Resources Technical Report," Prepared for the Santa Monica-Malibu Unified School District by Historic Resources Group, July 2018.
[3] John M. Erlandson, Torben C. Rick, Terry L. Jones, and Judith F. Porcasi, "One If by Land, Two If by Sea: Who Were the First Californians?" in *California Prehistory: Colonization, Culture, and Complexity* ed. Terry J. Jones and Kathryn A. Klar (Plymoth, UK: AltaMira Press 2007), 81; Lynn H. Gamble, "Thirteen Thousand Years on the Coast," in *First Coastal Californians* ed. Lynn H. Gamble (Santa Fe, NM: School for Advanced Research Press, 2015), 1-2.
[4] The Tongva are also referred to as "Kizh" and "Gabrielino."
[5] Bean and Smith, 538.
[6] *Malibu Complete, edited by Chuck Chriss, 2005-2008: http://www.malibucomplete.com/mc_history.php.*
[7] Basten, Fred E. Paradise by the Sea: Santa Monica Bay. General Publishing Group, Inc., 1997. (8)

passed into the hands of Ysidro Reyes and Francisco Marquez.) In 1828, Don Francisco Sepulveda received possession of "a place called San Vicente," which stretched from Santa Monica Canyon south to present-day Pico Boulevard, and from the coast inland to what is now Westwood and including all of the land that would become the original townsite of Santa Monica.[8] The area was slowly populated and developed with an adobe by Ysidro Reyes in 1839. The rancho had herds of cattle, horses, and sheep.

The 1840s brought several land disputes in Santa Monica between Sepulveda and the Reyes and Marquez families. The argument was not settled until 1851, the year after California achieved statehood. At that time, the Board of Land Commissioners deeded Sepulveda the 30,000 acres known as "Rancho San Vicente y Santa Monica." The Reyes and Marquez families received approximately 6,600 acres known as the "Boca de Santa Monica."[9]

American Period

The original rancho lands remained intact and were used primarily for grazing purposes into the 1870s. Santa Monica's local history really began in September of 1872, when some 38,409 acres of Sepulveda's rancho was sold for $54,000 to Colonel Robert S. Baker.[10] Baker, a cattleman from Rhode Island, acquired the flat expanse of the mesa to operate a sheep ranch. However, just two years later, Nevada Senator John P. Jones purchased a three-fourths interest in Baker's property for $162,500. Together, the two men subdivided a portion of their joint holdings and platted the town of Santa Monica recorded in the office of the County Recorder at Los Angeles on July 10th, 1875. The townsite fronted the ocean and was bounded by Montana Avenue on the northwest, by Railroad Avenue (now Colorado Avenue) on the southeast, and by 26th Street on the northeast.[11] The streets were numbered, and the avenues were named for the Western states.

Baker and Jones envisioned Santa Monica as a prosperous industrial port, with a dedicated rail line linking the mines of Colorado and Nevada to a long wharf in Santa Monica Bay. Construction of the wharf and the rail line commenced in early 1875. Jones and Baker organized the Los Angeles & Independence Railroad (LA&I), a steam-powered rail line that extended sixteen miles along a private right-of-way between the Santa Monica waterfront to 5th and San Pedro streets in downtown Los Angeles. The railroad was completed in a little over ten months, opening on October 17th.[12]

The official founding of Santa Monica dates to July 15th, 1875, when the first town lots were sold via auction.[13] The town's immediate growth was rapid; in less than nine months it had 160 homes and over one thousand inhabitants.[14] However, hopes to establish Santa Monica as the region's primary

[8] Ibid. (8-10)
[9] Basten, Fred E. Paradise by the Sea: Santa Monica Bay. General Publishing Group, Inc., 1997. (10)
[10] Cleland, Donald M. A History of the Santa Monica Schools 1876-1951. Unpublished doctoral dissertation, University of California, Los Angeles, February 1952. (11)
[11] McFadden, Patricia Marie. "A History of Santa Monica Schools." Master Thesis, University of Southern California, August 1961. (11-12)
[12] Water and Power Associates website, http://waterandpower.org/. Accessed January 2017.
[13] *Souvenir Program, Laying of Cornerstone and Dedication of Grounds, Santa Monica High School*. April 11, 1912.
[14] Cleland, Donald M. A History of the Santa Monica Schools 1876-1951. Unpublished doctoral dissertation, University of California, Los Angeles, February 1952. (14)

commercial shipping center were short-lived. In the early 1880s, Southern Pacific undermined the LA&I railroad by cutting their passenger and freight rates so drastically that both the local railroad and wharf were forced to operate at a loss from the moment they began operations. Eventually, both enterprises were acquired by Southern Pacific, who later abandoned the port project in favor of a site in San Pedro.[15] Thus, the wharf was demolished, and Santa Monica was forced to reinvent itself as a seaside resort town. As it turned out, this was an easy transition, as new residents and tourists alike were already flocking to the coastal community, lured by its scenic views and temperate climate.[16]

On November 30th, 1886, residents of Santa Monica voted to incorporate as an independent city. By 1887, a rate war between the Southern Pacific and Santa Fe Railroads brought floods of people to Southern California, setting off a real estate boom in the still largely agricultural community. At that time, Santa Monica was home to a host of agricultural enterprises: carnations, lima beans, and produce were grown with great success.

The arrival of the first electric streetcar on April 1, 1896, and the later establishment of the "Balloon Route" from downtown Los Angeles, spurred further investment in Santa Monica real estate. A number of new subdivisions were opened during the first five years of the 20th century, and between 1900 and 1903 the resident population jumped from 3,057 to 7,208. By 1911, five electrical railway lines served Santa Monica with travel times of 30 to 50 minutes from downtown Los Angeles.[17] The completion of major roadways to the area only increased its popularity as the automobile became a factor in Southern California growth.

Santa Monica experienced continued growth and development following World War I. In the 1920s, Santa Monica's population jumped from 15,000 to 37,000, the largest increase in the city's history.[18] Commercial activity increased apace, and buildings were constructed to accommodate Santa Monica's new or expanding businesses and increased tourist activity. Commercial trends that began in the early 20th century continued in the 1920s, with the establishment of numerous prominent commercial buildings downtown, including the city's first skyscrapers, along with the continued development of resort- and tourist-related resources. The downtown commercial core continued to expand along with the growing population. However, the Great Depression and World War II slowed commercial development in Santa Monica. Building activity declined, and new commercial construction was rare. Santa Monica's tourist attractions struggled throughout the Great Depression.

In the years leading up to the United States entry into the war in December 1941, a series of dramatic shifts began. Thousands of people migrated to Southern California from other parts of the country. The rapid influx of Douglas Aircraft and other defense workers exacerbated Southern California's already

[15] McFadden, Patricia Marie. "A History of Santa Monica Schools." Master Thesis, University of Southern California, August 1961. (14)

[16] Cleland, Donald M. A History of the Santa Monica Schools 1876-1951. Unpublished doctoral dissertation, University of California, Los Angeles, February 1952. (20)

[17] "Santa Monica Bay New Scene of Great Activity," *Los Angeles Times*, July 16, 1911, IV11.

[18] Dave Berman, "Founders' Dreams Dashed – City Finds its Own Identity," *Santa Monica Outlook, Centennial Edition, 1875-1975*, 5A.

intense need for housing. In 1940, the population of Santa Monica was 53,500.[19] During the war, Douglas aircraft had 44,000 people (mostly women) on its payroll at the Santa Monica Cloverfield facility, nearly doubling Santa Monica's population.[20] Unlike other cities, Santa Monica had little open land on which to construct defense worker housing, even if the money and materials had been available. Instead, density increased in an already built-out city. The federal government converted newly-built public housing complexes to "defense housing," and constructed additional "war worker" housing complexes. These investments provided temporary relief, but housing was a problem that persisted for many years after the war's end.[21]

Like so many Southern California communities, Santa Monica's population density increased during the postwar period as returning G.I.s sought to live in Southern California. Educational institutions, libraries and civic buildings all expanded to meet the growing demand. However, housing continued to be a problem. So dire was the postwar housing situation in Santa Monica, in 1945 the Santa Monica Housing Authority repaired army barracks across from City Hall between Main Street and Ocean Avenue for use as residential quarters. Only discharged service men and women and their families were considered for housing in the restored barracks.

Southern California's postwar population boom and rise in consumer culture spurred retail and commercial development throughout the region. Santa Monica was no exception. During the post-war years, Santa Monica continued to expand as a residential community, as a resort and hub of "space age technological development,"[22] and in the provision of healthcare and financial services for Los Angeles' westside. Large-scale commercial development in the postwar era was largely concentrated along Wilshire and Santa Monica Boulevards.

Southern California's aerospace industry gained momentum following World War II. Many existing aviation firms, such as Santa Monica's Douglas Aircraft Company, repositioned themselves for a new wave of defense manufacturing: missiles and spacecraft. This theme explores the industrial development associated with Santa Monica's innovation and leadership in the defense industry in Cold War America and beyond. Santa Monica was a hub of technology and innovation during the postwar period. It was home to some of the most important and cutting-edge aerospace, electronics, and computer systems companies in the country. In many ways, these companies are the natural ancestors of the technological firms that dominated the industrial area of Santa Monica at the beginning of the 21st century. Industries from the previous decades such as agriculture, motion pictures and transportation and shipping took a backseat to the aerospace industry.

Transportation also changed in the post-war years. Named the Olympic Freeway while still in the planning stages, the portion of Interstate 10 in Santa Monica between Bundy and the McClure Tunnel opened to traffic January 29, 1965. As a part of the National System of Interstate and Defense Highways (now known as the Eisenhower Interstate System), route planning was done at a Federal level, with less concern for existing neighborhoods and buildings. By 1958, Interstate 10's present configuration had

[19] California Department of Finance, "Historical Census Populations of Places, Towns and Cities in California, 1850-2000," / (accessed January 2016).
[20] Basten, *Santa Monica Bay*, 181.
[21] Les Storrs, *Santa Monica Portrait of a City: Yesterday and Today* (Santa Monica, CA: Santa Monica Bank, 1974), 38.
[22] "Two Research Firms Lease Office Space," *Los Angeles Times*, Jan 13, 1963, I6.

been determined, generally following the old Los Angeles & Independence Railroad right-of-way from the eastern city limit to about 20th Street and running between Olympic and Michigan Avenues to the McClure Tunnel, cutting through established, less affluent residential neighborhoods. Construction began in downtown Los Angeles and progressed westward.[23]

Today, the City of Santa Monica has over 90,000 residents and its largest industries are professional, scientific and technical services.

4.2. History of the Santa Monica-Malibu Unified School District[24]

Early Schools, 1875-1902

The first school to serve Santa Monica and Malibu was established within months of the recording of the subdivision of Santa Monica and the first sale of lots in 1875. The school district originally served the entire region from La Ballona Rancho on the southwest and the Malibu rancho to the northwest, but overtime was limited to the geographical boundaries of present-day Santa Monica and Malibu.

The district's first public school was located in the Presbyterian Church located at 3rd Street and Arizona Avenue. The school opened on March 6, 1876, with fifty-two students in attendance, and an administrative staff consisting of one teacher, one principal, and one janitor.[25] So swift was the settlement of Santa Monica in the early days that the student population jumped to 77 one month after the school opened, and there were over 100 students by the time the term ended.[26]

The first dedicated school building was constructed on property donated by Senator Jones and Colonel Baker. Opened on September 11, 1876, the 6th Street School was a two-story wood-frame building located on 6th Street between Santa Monica Boulevard and Arizona Avenue. By 1884, the school hired a third teacher, and in 1887, a fourth. High school courses were added to the 6th Street School in 1891 in accordance with a law passed by the state legislature establishing high schools. Additions were made to the school in 1887.

The first dedicated school building was a relatively modest two-story, wood-framed schoolhouse located at 6th Street near Arizona Avenue. The building was opened on September 11th, 1876, on two lots donated by town founders Colonel Baker and Senator Jones.

In 1890, the South Side School, was built in the southern reaches of Santa Monica at 4th and Ashland Streets. A continuous growth of population by the turn of the century led to the demolition of the

[23] The highway finally connected to the Pacific Coast Highway on January 5, 1965. Officially named the Santa Monica Freeway by the State Highway Commission on April 25, 1957, it has also been known as the Christopher Columbus Transcontinental Highway since 1976.

[24] This section has been excerpted and adapted from the "City of Santa Monica Historic Resources Inventory Update Historic Context Statement," prepared for the City of Santa Monica by Architectural Resources Group and Historic Resources Group, March 2018, and the "Santa Monica High School Campus Plan Historic Resources Technical Report," Prepared for the Santa Monica-Malibu Unified School District by Historic Resources Group, July 2018. It has been informed by additional research as referenced.

[25] Cleland, Donald Milton. "A Historical Study of the Santa Monica City Schools." *History of Education Journal*, Vol. 5, No. 1, Autumn, 1953. (7)

[26] "Century of History in Santa Monica, 1875-1975," *Santa Monica Evening Outlook*, May 17, 1975, 22D.

school in 1902 and its replacement with a larger, 8-room building. A fire destroyed the school in 1908, although it was quickly rebuilt as a brick building and named the Washington School (1908, Robert Farquhar).

The origins of a high school in Santa Monica date to 1884, when 6th Street School principal W.W. Seaman began teaching high school subjects as a two-year extension of the grammar school. This extension of the elementary school was a common practice throughout California at the time, as trustees were authorized to organize high schools under an act of 1866, and under the State Constitution of 1879.[27] However, the founding of the high school was not official until the enactment of the Union High School Law of 1891, which formally provided for the establishment of high schools in the state. Therefore, although students receiving diplomas in 1887 might be regarded as the first graduates of Santa Monica High School, it was not until 1894 – when the school was accredited with a four-year course of study – that it had its first official graduating class.[28] In 1895, there were approximately 500 students in the school system.

That year, residents approved a $15,000 bond to erect a dedicated high school at 10th Street and Oregon Avenue (now Santa Monica Boulevard). The construction of that school, known as Lincoln High School (1898, H.X. Goetz, contractor) signaled a school building boom that would erect eight schools in eighteen years. Lincoln High School contained five classrooms, an assembly hall, and physical laboratories.[29]

Unification and Expansion, 1903-1933

The early years of the twentieth century ushered in dramatic changes to schools in the area. From approximately 1903 to 1933, schools increased in number, grew in populations served, and changed in design and orientation.

In 1903, Santa Monica became a city of the fourth class, thereby entitling it to maintain its own schools. Thus, the school district became the Santa Monica City School District.[30] Increasingly, schools were expected to serve community needs in Santa Monica. In 1905, the newly established Woman's Club of Santa Monica championed the building of schools and a bond issue in 1906 provided funding for additional schools. By 1907, the population of Santa Monica had jumped to 7,200 residents.[31] The following year, the city expanded further by annexing the community of Ocean Park to the south.[32]

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[27] Cleland, Donald M. A History of the Santa Monica Schools 1876-1951. Unpublished doctoral dissertation, University of California, Los Angeles, February 1952. (17, 36, 54) Cleland, Donald Milton. "A Historical Study of the Santa Monica City Schools." *History of Education Journal*, Vol. 5, No. 1, Autumn, 1953. (7)

[28] Cleland, Donald M. A History of the Santa Monica Schools 1876-1951. Unpublished doctoral dissertation, University of California, Los Angeles, February 1952. (54)

[29] "Santa Monica," *Los Angeles Times*, Jun 11, 1898, 15.

[30] McFadden, Patricia Marie. "A History of Santa Monica Schools." Master Thesis, University of Southern California, August 1961. (26)

[31] Ibid. (15)

[32] Holliday, Bob. "Queen of the Setting Sun: A History of Santa Monica High School 1891-1991." Samohi Alumni Association, 1991. (35)

In the early twentieth century, the Progressive Education Movement came to influence education in Santa Monica. Shunning traditional teaching philosophies, the Progressive Education Movement emphasized hands-on methods of teaching that allowed children to explore and learn to the best of their own individual abilities.[33] This influenced school programming, which increasingly emphasized individualized curriculum. As populations increased and space became scarce at schools, the Progressive Education Movement philosophies also provided a method for economizing space. As recorded by Historian Donald M. Cleland, during the early twentieth century, great strides were made in the Santa Monica school system:

> The phenomenal growth of enrollment which the Santa Monica schools experienced during the early part of the twentieth century focused the attention of the board of education upon the problem of providing adequate physical facilities. It was during this time that…changes in curriculum were observed at all levels of instruction. At the elementary level, the platoon system of organization was adopted and put into effect in the four new elementary schools designed for this program. The platoon schools, as such, continued in operation until the early 1930s.[34]

Platoon school systems divided larger student populations into two groups, one of which would study academic subjects in the classrooms in the morning while the second utilized the rest of the school facility for specialized subjects. Then, halfway through the day, the two groups would switch places and study subjects. The system was praised by leaders of the Progressive Education Movement including John Dewey and Evelyn Dewey and was thought to achieve a more humanistic and democratic education while also providing administrative efficiency.[35]

During this period of development, one of the biggest projects was the construction of Jefferson School (1907; demolished) at 1333 6th Street to replace the 6th Street School. A new, three-story high school of wood frame construction (1910) also replaced Lincoln High School at 10th Street and Arizona Avenue. Roosevelt School (1906) was constructed on 6th Street between Montana and Idaho avenues. John Adams School was built in 1913 on Ocean Park Boulevard between 5th and 6th streets.

By 1910, Lincoln High School was overcrowded, and plans were drafted for a new high school.[36] Because Ocean Park residents were clamoring for a new institution closer to their community, thirteen acres on what was known as Prospect Hill were selected for the new high school site. Santa Monica High School (1912, Allison & Allison), almost immediately nicknamed Samohi, cost $200,000 to build and was regarded as one of the finest school buildings around. The large brick building featured a polychromatic tower and an open colonnade of arches. It was heralded by the *Los Angeles Times* as an "Architectural Marvel."[37] "Red tapestry bricks with wide cement joints" were a featured component of the design. Composed of three buildings, the Academic (or main) building, the Science Household and Fine Arts Building facing Fremont Avenue, and the Manual Arts building along Michigan Avenue, the intent was to

[33] Sapphos Environmental, Inc., *Los Angeles Unified School District Historic Context Statement, 1870 to 1969,* Prepared for the Los Angeles Unified School District, 2014, 29-30.
[34] Milton, "A Historical Study of the Santa Monica City Schools," *7.*
[35] Raymond A. Mohl, "Alice Barrows and the Platoon School, 1920-1940," presented at the Annual Meeting of the American Education Research Association (Washington, D.C.: April 1975).
[36] Louise Gabriel, "History of Santa Monica, Part IV," *Los Angeles Times*, August 8, 1985, K8.
[37] "Stately Buildings in Santa Monica's Magnificent New Polytechnic High School," *Los Angeles Times*, May 21, 1911, V1.

have all rooms facing the south or east to have "disappearing windows" to maximize ventilation and light. The original design also called for "outdoor school rooms."[38] Landscaping featured lush plantings and tropical palm trees that lent an exotic air to the campus. Subsequent additions to the campus included a gymnasium and a health unit (c. 1913) and a printing plant (1918). On May 20, 1921, an open-air theater (a.k.a., the Memorial Bowl) was dedicated to honor the dead of World War I.

1920s Expansion

During the 1920s, several new schools were built and existing schools were expanded. The 1920s also brought a new design vocabulary to many schools, with several employing the wildly popular period-revival styles that came to characterize Southern California architecture. Attention to design and detail was conferred on buildings from the 1920s, and campuses as a whole served a more unified role with grand entrances and a greater degree of spatial differentiation.

During this period, Santa Monica was first in spending on high school education among cities in Southern California.[39] A 1927 study found that half of the possible residential areas were already improved and that, in less than ten years, the population of the city would double. Recommendations included building a new junior high school in the southeast part of the city and renovating the existing high school and elementary schools. The study proposed an "Americanization School" with separate facilities from the general school population, perhaps a reflection of the multiethnic and multilingual nature of the population streaming into the area in the 1920s. The study also recommended that new school sites be spread evenly throughout the city, with little overlap.

The newly constructed schools featured two-story brick edifices. They included John Muir Elementary (1923) at 725 Ocean Park Boulevard; the new McKinley School (1923, Allison & Allison and John D. Parkinson)[40] at 24th Street and Santa Monica Boulevard; Madison Elementary (1926, Francis David Rutherford) on the site of the old Lincoln High School at 10th Street and Arizona Avenue; Lincoln Junior High (1923-1924) at 1425 California Avenue; the Garfield School at 1740 7th Street, and Franklin Elementary (reportedly built with beach sand) at 2400 Montana Avenue. Additions to the Grant School were made in 1924 by local architect Francis David Rutherford.[41] A six-room addition by Allison & Allison was made to John Adams School in 1920.[42]

Innovation and Reform, 1933-1945

The 1930s and 1940s brought about major changes for schools serving Santa Monica and Malibu. The Long Beach Earthquake of 1933, Works Progress Administration program, and advent of World War II all left indelible marks on the cities of Santa Monica and Malibu and the schools therein.

[38] "New Polytechnic High School," *Los Angeles Times*.
[39] Osman R. Hull and Willard S. Ford, *School Housing Survey of the Santa Monica City Schools, s*econd Series, No. 4. 1927.
[40] The old McKinley School was sold to a Methodist church.
[41] "Santa Monica Will Add to Grant School," *Los Angeles Times*, April 22, 1924, 5.
[42] *Southwest Builder and Contractor*, January 2, 1920, 17.

Long Beach Earthquake of 1933

In 1933, the Long Beach earthquake struck. Damage was widespread, and much of it focused on the schools in the greater Los Angeles area whose multi-story brick construction was adapted from east coast designs. Suddenly, they appeared ill-fit for Southern California's children. According to the *Santa Monica Evening Outlook*, "No single event has affected Santa Monica schools as much [as the earthquake]."[43] Although a cursory inspection had Santa Monica students returning to classrooms immediately, inspections by architects and engineers suggested otherwise. On March 13, 1934, the state commission inspected the city's schools and called for their immediate closure. For the next several years, classes were held in "tents" – temporary structures with wood floors with canvas tops and sides that could be rolled up for light and ventilation.[44]

Within thirty days of the Long Beach Earthquake, the California State Legislature passed the Field Act, one of the first pieces of legislation that mandated earthquake-resistant construction in the United States.[45] The Field Act required a statewide overhaul of building codes and practices, particularly for school buildings, and mandated state oversight to ensure proper implementation and enforcement of regulations.[46] Thus, the Long Beach Earthquake ushered in a period of widespread school renovation and reconstruction that would transform many area schools, including those in Santa Monica.

Beginning in 1934, local, state, and federal funds were made available to reconstruct, modernize, and expand area schools, not only to meet new seismic requirements, but also to address the changing school needs. As reported in the Los Angeles Times at the time, new and repaired buildings would be designed for "absolute safety with simplicity and beauty of architecture in harmony with the atmosphere and traditions of Southern California."

Instead of the imposing, monumental buildings of the early twentieth century, new school design championed the use of one-story buildings with a more differentiated, expansive school plant design. Modern school design was concerned with the infiltration of natural light and increasing air circulation in the classroom. California's moderate climate lent itself to passive heating and cooling designs that employed full-length sliding doors and operable windows at varying heights from different directions to draw in cool breezes and release warmer air.

New buildings would be "free of needless ornamentation," since applied decoration often failed and fell to the ground during earthquakes. Thus, early-20th century schools that were substantially repaired or rebuilt after the earthquake commonly reflect the architectural trends of the 1930s, as decorative period revival designs were replaced with a more simplified, modernist aesthetic.[47] The resulting

[43] "A Century of History," *Santa Monica Evening Outlook*, 23D.
[44] Holliday, Bob. "Queen of the Setting Sun: A History of Santa Monica High School 1891-1991." Samohi Alumni Association, 1991. (20)
[45] Alquist, Alfred E. "The Field Act and Public School Construction: A 2007 Perspective." California Seismic Safety Commission, February 2007. (7)
[46] Los Angeles Unified School District Historic Context Statement, 1870 to 1969. Sapphos Environmental, Inc., March 2014. (63)
[47] Los Angeles Unified School District Historic Context Statement, 1870 to 1969. Sapphos Environmental, Inc., March 2014. (63)

remodels displayed smooth concrete or stucco exteriors, flat roofs, recessed windows, rounded corners or other curved elements, as well as shallow relief panels and interior murals.

Works Progress Administration

Much of the reconstruction activity that took place between 1934 and 1938 was accomplished with the assistance of the federal Works Progress Administration (WPA) and supplemented by local funds. In Santa Monica, the WPA helped to build several buildings throughout in the city, most notably City Hall, a 1938 Art Deco structure designed by Donald Parkinson with terrazzo mosaics by local artist Stanton Macdonald-Wright. In 1935, the Santa Monica City School District received $1,500,000 in federal funds, along with $290,000 in local school bonds, to repair or rebuild ten elementary, junior high and high school campuses. By far, the largest project was the complete rehabilitation and modernization of Santa Monica High School. By 1936, it was clear that existing funds would not be sufficient to complete the project at the high school, so an additional $250,000 in bond money was approved by voters for this purpose. When the high school campus was finally complete, the WPA and Board of Education had spent more than $1,225,000.

The net result was a $3 million project wherein four schools, Adams, Roosevelt, Washington, and Grant, were all demolished and rebuilt. The second stories of Muir and Franklin Schools were removed. The brick facing at Santa Monica High School was removed, and the building was re-clad in stucco. The newly constructed schools eschewed period revival designs for more contemporary, pared-back, Streamline Moderne-style buildings with steel reinforcement. John Adams Junior High School (1935, Marsh, Smith & Powell) was located at 2355-2417 16th Street. Grant School at 2368 Pearl Street (1936, Parkinson and Estep) was constructed in the Streamline Moderne style and featured rows of steel sash hopper windows. Washington School was located at 2850 4th Street. Roosevelt School (1935, Marsh, Smith & Powell) at Lincoln and Montana was the most restrained in design, evoking the PWA Moderne style. The design for Franklin Elementary (c. 1934, H.L. Gogerty) was two stories in height and horizontal in orientation, with steel sash hopper windows.

In 1937, with funding from the Works Progress Administration (WPA), an auditorium (1937, Marsh, Smith & Powell; City of Santa Monica Landmark #47) was constructed for Samohi students and to act as a municipal hall for the community. The hall's elegant Streamline Moderne design represents some of the best architecture of the WPA program in Santa Monica. Its curved lines, horizontal massing, and decorative bands were emblematic of the style. Renamed Barnum Hall in 1944, the auditorium foyer houses tile murals of "The Vikings" by Stanton Macdonald-Wright, designed as part of a Federal Art Project for the WPA. Additionally, Wright designed the stage fire curtain mural, "Entrance of the Gods into Valhalla." Santa Monica funded two bond issues to complete the theater, but budgetary problems plagued the project.

In 1937, the Santa Monica Technical School opened on the old Grant School site. In a move toward a more specialized, vocational education that would help ease the problems created by the Depression, the school initially offered courses in cosmetology, carpentry and industrial sheet metal. SaMo Tech, as the school became known, expanded during the war when the defense industry needed additional manpower; new classes were offered in aircraft manufacturing, shipbuilding and other industrial fields.

At the peak of the war effort, classes were offered in three shifts, 24-hours a day, seven days per week. Between 1940 and 1945, over 40,000 students passed through SaMo Tech.[48]

World War II

Beginning in the early 1940s with the advent of World War II, Santa Monica experienced a massive surge in population as military personnel and workers at Douglas Aircraft worked around the clock manufacturing military aircraft.[49] This infusion of new residents led not only to a housing crisis and subsequent building boom, but also to steep increases in enrollment in the city's schools. With a shortage of building supplies and resources, schools were forced to operate on double shifts to accommodate all of Santa Monica's children. After the war, returning GIs married and started families, thus increasing the pressure on Santa Monica's already overcrowded public school system. In addition to starting families, many returning GIs took advantage of the GI bill to help pay for their college educations.

Associated architects, firms, and design professionals from this period include Marsh, Smith & Powell; Allison and Allison; and Francis D. Rutherford, among others.

Postwar Modernism, 1946-1970

Like elsewhere in Southern California, a growing population in Santa Monica put pressure on the limited resources in the city. After the war, returning GIs married and started families, thus increasing the pressure on Santa Monica's already overcrowded public school system. In addition to starting families, many returning GIs took advantage of the GI bill to help pay for their college educations. New school buildings and the expansion of existing campuses was the result of these pressures.

Modernism and Functional School Plants

By the postwar years, the child-centered school plant first championed in the 1930s were adopted as standard design. Architecture reflected the humanist teaching theories championed, and schools were standardized to function for children. As a result, schools became increasingly modern, eschewing the period revival and historical design vocabularies of earlier decades. Postwar schools in Southern California were designed to "feel decentralized, nonhierarchical, approachable, informal, and child-centered."[50] Specifically, many schools were designed to have one-story massing, ample lighting and ventilation, and an indoor-outdoor spatial feeling. Typical construction materials included plywood, glass, and steel.

In addition to style and material, schools from this period also underwent a revolution in site plan, design, and layout. One new design principal in the postwar years was the finger-plan school. The finger-plan design featured a central corridor from which wings projected; this maximized the amount of fresh

[48] "A Century of History," *Santa Monica Evening Outlook*, 23D.
[49] Santa Monica Conservancy website, http://www.smconservancy.org/. Accessed December 2016.
[50] Sapphos Environmental, Inc., *Los Angeles Unified School District Historic Context Statement, 1870 to 1969*, 78.

air and light for each wing. Over time, the simple finger-plan school adopted several variations including double-loaded hallways and zigzag building plans. In the 1950s, contrastingly, school plants increasingly adopted the cluster-plan style. The cluster-plan emphasized low massing and indoor-outdoor accessibility but grouped wings as modular units surrounding a common courtyard. This helped compact the campus and provided cost savings in construction.[51]

In Santa Monica during the postwar period, large increases in enrollment presented major problems. As a result, the school district developed new plans for the operation, maintenance, and modernization of the schools, including the expansion of Santa Monica High School. Voters approved two large bond measures, in 1946 and 1950, to fund a large-scale building program that would address not only the immediate issue of overcrowding but the long-term needs of the rapidly growing city.[52]

In order to improve efficiencies in the management of the schools, on July 1st, 1953, the City School District (elementary schools) and the High School District were consolidated into the Santa Monica Unified School District.[53] The area served by the new district included 8.3 square miles within the city limits, as well as 65 square miles in the then-unincorporated community of Malibu.

From 1951 to 1960, new schools were typically designed in the Mid-Century Modern or International style of architecture and landscape designs were modernized. The new schools in the school system included Will Rogers School (1948) at 2401 14th Street, a late example of the pared-back Streamline Moderne style, and Edison Elementary (1950) at 24th Street and Kansas Avenue. Many existing schools embarked on additions, including John Adams School (1969, James Mount).

Associated architects, firms, and design professionals from this period include Frederic Barienbrock & Andrew F. Murray; Garret Eckbo; John C. Lindsay, and J. Harold Melstrom & Joe M. Estep, among others.

Today, there are sixteen school sites within the Santa Monica-Malibu Unified School District (SMMUSD).

4.3. History of Franklin Elementary School

Franklin Elementary School dates to 1924, when plans to construct a new elementary (K-6) school facility at 2400 Montana Avenue were approved by City building officials. A new school plant was needed to accommodate the surge of families who had settled in Santa Monica – and particularly in the neighborhoods of Northeast Santa Monica – amid the housing and development boom of the 1920s. Per an October, 1924 article in the *Evening Vanguard*, "plans for the new school plant call for the construction of a two-story brick-and-concrete structure, with basement."[54] The eight-room schoolhouse was designed by architect Francis D. Rutherford and constructed by contractor J.S. Koble.[55]

[51] Sapphos Environmental, Inc., *Los Angeles Unified School District Historic Context Statement, 1870 to 1969*, 80-84.
[52] Cleland, Donald Milton. "A Historical Study of the Santa Monica City Schools." History of Education Journal, Vol. 5, No. 1, Autumn, 1953. (8)
[53] The district was later renamed the Santa Monica-Malibu Unified School District (SMMUSD).
[54] "Permission Granted," *Evening Vanguard*, Oct. 1, 1924.
[55] Ibid; "New School," *Los Angeles Evening Post-Record*, Oct. 3, 1924.

Original architect Rutherford hailed from Salt Lake City, where his portfolio included several school facilities. He came to Santa Monica in the early 1920s – a period marked by extraordinary growth – and was commissioned by the Santa Monica School District to design two new schools for the swiftly growing city: the subject campus (Franklin School), as well as Madison School at 1018 Arizona Avenue.

Consistent with architectural preferences and construction methods associated with 1920s school design, the original Rutherford-designed Franklin Elementary School consisted of a single schoolhouse building; the building occupied the same location as the present-day administration building/Building B. Historic photos indicate that the schoolhouse consisted of a stately, symmetrical two-story brick building. It appears to have been constructed of unreinforced brick, a common construction method for schools and other substantial public buildings of the era, and featured exposed brick exterior walls and a clay tile roof. To keep pace with growth, the building was expanded by Rutherford in the late 1920s.[56]

Original Franklin School, ca. 1920s (David Kaplan, provided courtesy of Nina Fresco)

Original Franklin School, 1928 (Santa Monica Public Library)

[56] DPR form for the Franklin School, prepared by Leslie Heumann as part of the City of Santa Monica HRI, 1993.

Like most public schools in Santa Monica and elsewhere in Southern California, Franklin Elementary School sustained extensive structural damage as a result of the 1933 Long Beach Earthquake. Per an evaluation of the campus that was completed as part of the City's 1993 HRI, "the school was closed, and building permits document the construction of tents for school activities late in 1933 and 1934" in the immediate aftermath of the earthquake.[57]

In 1935, the Los Angeles-based architectural firm of Marsh, Smith and Powell – prolific designers of public schools, particularly after the Long Beach Earthquake – prepared plans for the reconstruction of Franklin Elementary School. While it is not clear whether the original schoolhouse building was ultimately demolished or whether it was extensively modified, historic newspaper articles and other source materials are in strong support of the latter. Whatever its circumstance, the reconstructed school building had the same basic footprint and massing as the original building, but its second story was removed, its structural system was strengthened, and its façade was rendered in the PWA Moderne style that exuded a sense of modernity and was applied to civic buildings during the Depression era.

The Marsh, Smith and Powell-designed building was lauded for its innovative and safe design. A November 1935 article in the *Evening Outlook* describes the reconstructed Franklin campus – along with the reconstructed Roosevelt and Washington campuses – as representing 'the last word' in modern schools.[58] This article goes on to state that "in structure, the building will be as completely resistant to earthquakes as the state board of school architecture can devise."

Proposed New Franklin School Thing Of Beauty, Safety

This is the architects' conception of the Franklin school when the present building shall have been rehabilitated and a new unit built to accommodate the rooms formerly housed in the second story of the original building. Rehabilitation of the present building is under way, with the prospect that it will be ready for occupancy early in December. The complete plant will conform in general plan and arrangement with the new Roosevelt and Washington schools, declared by educators to be the "last word" in modern schools. In structure the building will be as completely resistant to earthquakes as the state board of school architecture can devise.

Newspaper spread announcing construction of the new Marsh, Smith and Powell-designed campus, Nov. 1935 (Evening Outlook)

[57] Ibid.
[58] "Franklin School Thing of Beauty, Safety," *Evening Outlook*, Nov. 1, 1935.

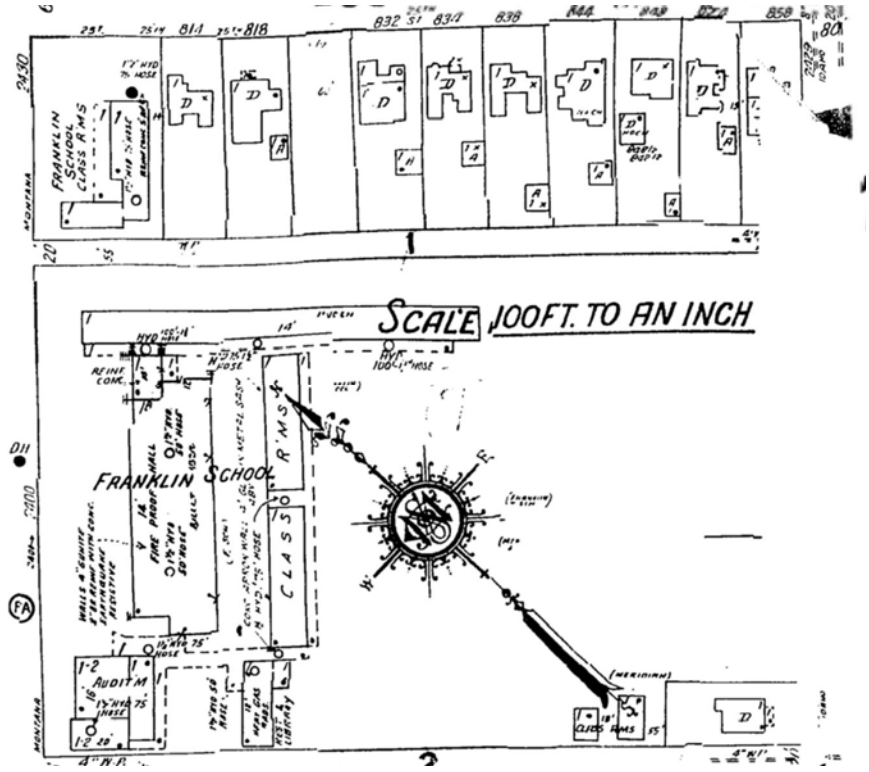
Construction of the one-story main building (now called Building B) was completed in 1937, with substantial funding provided by the federal Works Progress Administration (WPA).[59] Also in 1937, Marsh, Smith and Powell designed two additional buildings at the campus to account for the loss of floor area associated with removing the original second story. The first, designed as a kindergarten building, was located at the northwest corner of the campus and was designed "to conform in architecture to the main building."[60] (This building was later renovated into a multi-purpose cafetorium and is now called Building A.) The second consisted of a one-story, eight-room building that spanned the majority of the campus's east perimeter and provided classrooms to replace those that were lost with the removal of the original second story. It, too, was designed to conform to the architectural vocabulary of the campus as prescribed by Marsh, Smith and Powell. This building is now known as Building F.

Substantial new additions were made to the campus in 1948, at which time Santa Monica was experiencing an extraordinary amount of growth and development in the aftermath of World War II. These additions greatly expanded the capacity of the campus, resulting in the present-day configuration of its key buildings and spaces. Among the additions that were completed in 1948 included renovation of the existing kindergarten into a cafetorium (now Building A), construction of a new library building (now Building C), and construction of two new classroom buildings, each comprising three additional classrooms (now Buildings D and E). Also in 1948, land to the east of the school – at the southwest corner of Montana Avenue and 25th Street – was acquired and subsequently improved with a new kindergarten classroom building (now Building G). All of the 1948 additions and improvements were designed by architect H.L. Gogerty, who designed these new additions to the campus in vernacular iterations of the Moderne and Mid-Century Modern styles of architecture that were then popular.

A Sanborn Fire Insurance Map prepared in 1950 shows the campus much as it appears today – anchored by a main building facing Montana Avenue, and flanked by a cafetorium, library, classrooms, and kindergarten facilities. This Sanborn map also shows that the rear (south) of the campus consisted of open space apart from two auxiliary classroom buildings, both of which appear to have been temporary and have since been removed.

Again confronted with the issue of overcrowding, the District in 1952 brought Marsh, Smith and Powell back to the campus to design an addition to the school's main building, which had been reconstructed by the firm in the mid-1930s. Marsh, Smith and Powell added a second-story to what had previously been a single-story building. For the addition, they utilized massing, building forms, and materials that were compatible with those used on the original volume of the building, resulting in a seamless transition between old and new. The upper-story addition provided the campus with much-needed additional space for classrooms, administrative offices, and other essential functions associated with the school.

[59] "Cash Ready on Projects," *Los Angeles Times*, Oct. 29, 1935.
[60] "Kindergarten Building Will Be Started Soon," *Evening Outlook*, Jun. 16, 1937.



1950 Sanborn Fire Insurance Map showing the Franklin Elementary School Campus following its expansion in 1948 (Los Angeles Public Library)

Subsequent to the 1952 addition, growth at the campus has primarily been accommodated by the placement of relocatable and modular structures to the rear (south) of the campus core. District building records show that these temporary structures were installed in 1976, 1992, 1997, and 2002.

Franklin Elementary School, main building (Building B), ca. 2000 (David Kaplan, provided courtesy of Nina Fresco)

4.4. Architecture and Design

Consistent with the eras in which they were constructed, the seven permanent buildings comprising the subject campus are designed in the Moderne and Mid-Century Modern styles, which were often applied to public schools in Santa Monica and elsewhere in Southern California. These buildings were designed by the firm Marsh, Smith and Powell, with later additions by architect H.L. Gogerty. Contextual information about key architectural styles and architects associated with the campus is included below.

PWA Moderne Architecture

Building B at Franklin Elementary School exhibit characteristics of PWA Moderne style architecture. Building F is a vernacular building but exhibits some loose characteristics of the PWA Moderne style.

The Moderne movement has its roots in the Art Deco movement, and loosely incorporates some decorative elements that are characteristic of the Art Deco style. The aesthetic that was eventually coined "Art Deco" was formally introduced in 1925 at the International Exposition of Modern Decorative and Industrial Arts in Paris and became a popular choice for commercial and institutional architecture in the late 1920s.[61] The style broke from past architectural traditions and incorporated elements that were seen as "modern." It took traditional building forms and reinterpreted them by incorporating clean shapes, rigid geometries, and a bevy of ornament and architectural flourishes that exuded the optimistic spirit of the 1920s.[62]

Popular as it was, the zenith of Art Deco was short lived. With the onset of the Great Depression and the economic devastation that ensued, the lavish and exuberant aesthetic of the Art Deco style was perceived as far too ostentatious for a society reeling from the worst financial crisis in its history.[63] Architects and the American public alike sought out new forms of architectural expression that exhibited greater restraint and were more appropriately suited to the austerity of the Depression era. This, in turn, gave rise to a variety of related architectural styles that were popular in the 1930s and '40s and are collectively referred to as Moderne. The various iterations of Moderne architecture exhibited a number of stylistic differences that rendered them distinct, but all were unified by the aspiration to be modern.

The PWA Moderne style was among these alternative interpretations of modernity to ascend in popularity during the Depression era. Most popular between the mid-1930s and mid-1940s, its name referenced the myriad federal assistance and relief programs – such as the Public Works Administration (PWA), Works Progress Administration (WPA), Civilian Conservation Corps (CCC), and others – that were associated with the New Deal and funneled federal dollars into urban capital improvements.[64] The litany of projects that were executed under these New Deal programs exhibited a common visual vocabulary that eventually came to be known as PWA Moderne. Buildings designed in the PWA Moderne style were defined by clean lines, rigid geometries, and a strict sense of symmetry, but also incorporated simplified

[61] Suzanne Tarbell Cooper, et al., *Images of America: Los Angeles Art Deco* (Charleston, SC: Arcadia Publishing, 2005), 7.
[62] Ibid.
[63] Leon Whiteson, "The Graceful Lines of Streamline Moderne," *Los Angeles Times*, Feb. 11, 1990.
[64] Ibid.

and abstracted elements of the Art Deco style to provide a degree of articulation and architectural interest. What resulted was an aesthetic that was equal parts monumental and restrained.

PWA Moderne architecture struck a balance between the rigid formality of the Beaux Arts tradition and the sleeker aesthetic of the Art Deco and Moderne styles. It was an idiom that was equal parts familiar and new, as described by architectural historian Elizabeth McMillian:

> [PWA Moderne] buildings were formal and fundamentally Classical with enough Moderne details to convey a contemporary feeling. Their characteristics include balanced and symmetrical form and classical horizontal proportions. Rather than columns, they used piers, which were occasionally fluted, but usually had no capitals or bases. Surfaces were smooth and often sheathed in sturdy materials like stone, polished marble, granite and terrazzo with terra-cotta detail. Ornament was frequently a program of traditional-style relief sculpture. Windows were rhythmically arranged as vertical, recessed panels… [on buildings'] interiors, rich materials, relief work and murals adorned the lobbies and major spaces.[65]

These characteristics lent themselves well to civic and institutional buildings that were constructed at the height of the Great Depression. The aesthetic of the PWA Moderne style was an accurate reflection of the economic woes afflicting the nation, but it also signified confidence in civic institutions to surmount these challenges by symbolizing "solidity, solvency, and optimism."[66] It also stood as a symbol of the government's largesse, and its unwavering commitment to improving the lives of its citizens during these tumultuous times. Appropriately, the style was most commonly applied to civic and government buildings such as post offices, courthouses, schools, libraries, and city halls. Often, characteristics of the style were also incorporated into the design of bridges and other types of infrastructure projects.

Character-defining features of the PWA Moderne style include:

- Flat roofs
- Formal symmetry and massing
- Smooth wall surfaces, such as stucco, marble, terrazzo, polished stone and brick, although rare)
- Pier supports (rather than columns)
- Windows arranged in vertical recessed bays
- Stripped appearance with minimal ornamentation, including some zigzags or plaster reliefs
- May have regional influence, exhibiting characteristics of the Spanish Colonial Revival or Mediterranean Revival style

[65] Elizabeth McMillian, *Deco and Streamline Architecture in L.A.: A Moderne City Survey* (Atglen, PA: Schiffer, 2004), 188.
[66] Susan Vaughn, "Buildings Still Sport Streamline Legacy," *Los Angeles Times*, Feb. 9, 1992.

Mid-Century Modern Architecture

Buildings D and E are designed in the Mid-Century Modern style. In addition, Buildings A, C, and G are vernacular buildings but exhibit some loose characteristics of the Mid-Century Modern style.

Prior to World War II, Modernism was considered to be a fringe movement that was often associated with nontraditional schools of thought and the avant-garde. However, the onset of World War II had a profound impact on architects and American society's approach to architecture. During the war, architects and engineers were tasked with devising new building methods that were efficient and utilized innovative building materials. Following the war, architects applied these new methods and materials in an effort to accommodate growing residential demand and the expanding U.S. economy. The postwar Modern movement promoted a school of architecture that was rational and economical.

Mid-Century Modern describes a broad classification of Modernism that was popular between the late 1940s and early 1970s. Mid-Century Modern architecture is found in all aspects of design from residential to institutional to commercial. The style rose to prominence in Southern California due in no small part to publications like *Arts + Architecture* magazine's Case Study House program. Internationally recognized, the program, which ran from 1945 to 1966, famously publicized thirty-six dwellings designed by prominent modernist architects. Of the 36 homes designed for the Case Study program, 25 were constructed. The prevailing goal of the program was to create and promote quality modern single-family dwellings suitable for mass production and attainable to the quickly-expanding American middle-class.

As the Mid-Century Modern style grew in popularity, its aesthetic was adapted to a host of different building types ranging from houses, gas stations, hotels, schools, office buildings, police stations, and industrial plants, among others.

Character-defining features of the Mid-Century Modern style include the following:

- One or two-story configuration
- Horizontal massing (for small-scale buildings)
- Simple geometric forms
- Expressed post-and-beam construction, in wood or steel
- Flat roof or low-pitched gable roof with wide overhanging eaves and cantilevered canopies
- Unadorned wall surfaces
- Wood, plaster, brick or stone used as exterior wall panels or accent materials
- Flush-mounted metal frame fixed windows and sliding doors, and clerestory windows
- Exterior staircases, decks, patios and balconies
- Little or no exterior decorative detailing

Marsh, Smith and Powell, Architects

Buildings B and F (and Building A, pre-renovation) were designed by the architectural firm of Marsh, Smith and Powell. The firm also designed the upper-story addition to Building B in 1952.

Marsh, Smith and Powell was a Los Angeles-based architectural firm headed by Norman Foote Marsh, David Smith, and Herbert Powell. Marsh (1871-1955) was an Illinois native who studied architecture at the University of Illinois and worked as an engineer for a Chicago-based glass company before relocating to Los Angeles in 1900 to pursue a career in architecture. He is generally considered to be the best known of the firm's principles. One of Marsh's most important early clients was Abbot Kinney, the developer of Venice, California. Notably, Marsh – along with his then-partner, fellow architect Clarence H. Russell – assisted Kinney with the master plan for the Italian-themed seaside development in 1907.[67]

Marsh's partnership with Russell dissolved in 1907. Circa 1927, he partnered with fellow architects Smith (1886-1964) and Powell (1898-1996). David D. Smith hailed from Kentucky and, like Marsh, relocated to California in the early twentieth century and pursued a career in architecture. Herbert James Powell was originally from Illinois and eventually moved to Southern California, where he matriculated at the University of Redlands. In 1928, he was granted a license to practice architecture in California. Marsh, Smith and Powell entered into partnership in the late 1920s and built a successful and prolific practice that specialized in the design of public buildings and institutional campuses.

The firm quickly developed a reputation as adept designers of large institutional projects and particularly public school campuses. Marsh, Smith and Powell designed a substantial number of churches, libraries, and other institutional projects across Southern California during the 1920s and '30s and became well known as school architects after the 1933 Long Beach Earthquake, which resulted in widespread damage and destruction of existing school buildings. In 1955, the firm's then-principals estimated that they had "designed more than 500 Southern California school projects" in the time since Marsh, Smith and Powell had entered into partnership in the late 1920s.[68]

Drawing on their experience and expertise in school design, Marsh, Smith and Powell played a significant role in the reconstruction and renovation of public schools following the 1933 Long Beach Earthquake and the subsequent adoption of the Field Act. In addition to the reconstruction of Franklin the firm was involved in reconstruction projects at John Adams Middle School, Lincoln Middle School, Olympic High School (formerly John Muir Elementary School), Roosevelt Elementary School, Santa Monica High School, and Washington Elementary School.[69] That the firm was involved in so many local reconstruction projects provided Santa Monica's public school campuses with a consistent and cohesive aesthetic that utilized the Moderne movement associated with Depression-era public architecture.

The firm also designed a considerable number of schools elsewhere in Southern California, including:

- Sierra Madre Elementary School, Sierra Madre (built 1930)
- El Monte High School, El Monte (built 1937)
- Hollywood High School, Los Angeles (built 1937)
- South Pasadena High School, South Pasadena (built 1941)
- Upland Elementary School, Upland (built 1942)
- Corona del Mar Elementary School, Newport Beach (built 1944)

[67] Pacific Coast Architecture Database, "Marsh, Smith and Powell, Architects (Partnership)," accessed Sept. 2021.
[68] "Architectural and Engineering Firm Changes Name," *Los Angeles Times*, Jan. 16, 1955.
[69] "Historic Resources Evaluation Report for the Santa Monica-Malibu Unified School District Measure BB Program" (unpublished draft), prepared by PCR Services Corporation for the Santa Monica-Malibu Unified School District, Jul. 2008.

- Suva Street School, Bell Gardens (built 1946)
- El Camino Junior College Library, unincorporated Los Angeles County (built 1960)

The firm's contributions to school architecture are thoroughly documented and well recognized. Marsh, Smith and Powell received multiple awards and commendations for the quality and innovation associated with their school designs. In 1931, the firm's educational projects were prominently featured at an architectural exhibition called the Architects' Building Material Exhibit, which was focused on modern approaches to school design. As explained to the *Los Angeles Times* in 1931 by architect Powell:

> In the past, and even now in many eastern States, the uniformity of the exterior appearance has been the main purpose in school design,' Powell states. 'This has been a serious handicap to proper development and has made it impossible to plan the schools in a functional manner. Educational methods have been changing and improving for some time and it is necessary to house these educational activities…with the idea of efficiency and comfort in mind.[70]

This exhibition – and therefore Powell's forward-thinking remarks about school design – pre-dated the Long Beach Earthquake and subsequent adoption of the Field Act, demonstrating that the firm was long on the cutting edge of school design well before it was mandated.

Other school projects completed by Marsh, Smith and Powell were also subject to recognition and discussion. In 1938, the firm was featured in an issue of *Architect and Engineer* to discuss the "progress" made in American school design during the 1930s. Making reference to school plants designed by Marsh, Smith and Powell, the periodical remarks that 'the architects of California can well take pride in that which has been accomplished during the last twenty-five years. Their school buildings are beautiful – they are practical, they are utilitarian, and they are economical. To the credit of the architectural profession, the architecture of educational buildings has kept abreast with the progress in education."[71] Upon its completion in 1939, the Science Building at Hollywood High School – another Marsh, Smith and Powell project – was prominently featured in the *Los Angeles Times,* where it was lauded for its "beauty of design" and its successful marriage of aesthetics and function.[72] In 1949, the firm's design for the Corona del Mar School won the American Institute of Architects (AIA)'s prestigious National Honor Award; that award was again given to the firm in 1954 for its design of Santa Monica City College.[73]

A number of the firm's school projects have been designated as historical landmarks. In 2002, Barnum Hall at Santa Monica High School, a Moderne style civic performance venue dating to 1937, was designated a Santa Monica Landmark. In 2012, the campus of Hollywood High School – which was reconstructed in the PWA Moderne style by Marsh, Smith and Powell in 1939 – was listed in the National Register of Historic Places for its innovative approach to school architecture and site planning.[74]

[70] "School Plans on Exhibit," *Los Angeles Times*, Jun. 28, 1931.
[71] "Progress in School Design, As Evidenced in the Work of Marsh, Smith & Powell, Architects," *The Architect & Engineer* (Nov. 1938): 14–22.
[72] "Beauty of Design and Strength Combined," *Los Angeles Times*, Mar. 29, 1936.
[73] Esther McCoy, "Prize-Winning Work, AIA," *Los Angeles Times,* Aug. 29, 1954.
[74] "Hollywood High Named to Register of Historic Places," *Los Angeles Times*, Jan. 23, 2012.

Reconstruction of the main building (now Building B) at Franklin Elementary School fits well within the oeuvre of Marsh, Smith and Powell's educational work. Originally built in 1924, the seismically-compromised main building on the Franklin campus was truncated to a single story and substantially rehabilitated by the firm in 1936 to conform to the prescriptions of the Field Act. Rather than use older approaches to school design, Marsh, Smith and Powell thoughtfully redesigned Franklin's Building B in a Moderne idiom that sharply deviated from past traditions and embodied new approaches to campus planning and design – features that are highly characteristic of the firm's body of educational work. Other buildings on the campus – namely, Buildings A (pre-1948 renovation) and F) were also designed by the firm, though these buildings generally have few of the distinctive qualities that defined its work.

Marsh retired in 1937, though as the firm's founder it bore his name until the mid-1950s.[75] The firm continued to be at the forefront of school architecture, and its architects were considered to be experts in the design of public school campuses, even after Marsh's departure. In 1949, its design for the Corona del Mar School in Orange County won the National First Honor Award at the American Institute of Architects (AIA)'s annual conference; that coveted award was bestowed upon the firm again in 1954, in recognition of its design of the Santa Monica City College campus.[76] Both Herbert Powell and Howard Morgridge – a fellow architect who joined the firm in 1943 and was elevated to principal in 1947 – were named Fellows of the AIA in 1947, underscoring the weight of their contributions to the profession.

H.L. Gogerty, Architect

Buildings A (post-renovation), C, D, E, and G at Franklin Elementary School were designed by architect H.L. Gogerty.

Henry L. Gogerty (1894-1990) was a native of Iowa. He studied liberal arts at St. John's College in his native Iowa, subsequently graduated from the School of Architecture at the University of Illinois in 1917, and later received a certificate in architecture from the University of Southern California (USC).[77] Gogerty served in the Army field artillery in World War I. In 1923, he established his own practice, which was eponymously named H.L. Gogerty and Associates, in Long Beach, and in 1925 he entered into partnership with fellow architect Carl Jules Weyl.[78] Operating under the name Gogerty and Weyl, the firm designed a number of prominent buildings, most often in the Spanish Colonial Revival and Art Deco styles that were popular at the time. One of its most prominent commissions was the Mountain States Life Insurance Building (1928), an Art Deco-style high-rise office building in central Hollywood.

Gogerty and Weyl dissolved their partnership in 1928.[79] Gogerty continued on to design a number of important public and institutional commissions including the Grand Central Air Terminal in Glendale (1930), which bears distinction as the first commercial airport in the Los Angeles region.[80] By the late 1930s, Gogerty's portfolio included a considerable number of public school campuses, including schools

[75] Pacific Coast Architecture Database, "Marsh, Smith and Powell, Architects (Partnership)," accessed Sept. 2021.
[76] Ibid.
[77] Pacific Coast Architecture Database, "Henry L. Gogerty (Architect)," accessed Sept. 2021.
[78] Ibid.
[79] Ibid; "Gogerty and Weyl Dissolve Partnership," *Architect and Engineer* (106), Jan. 1928.
[80] Los Angeles Conservancy, "Grand Central Air Terminal," accessed Sept. 2021.

in Los Angeles (Dorsey High School, 1938) and the farther-flung communities of Visalia (in Tulare County) and Trona (San Bernardino County). His involvement in school design continued into the 1940s and well into the post-World War II period. He is also credited with designing 20 school projects for the Compton Unified School District and 25 school projects for the Covina Valley Unified School District.[81]

Gogerty is credited with having "designed and developed gliding acoustical walls to provide for flexible classroom construction" in the years immediately after World War II.[82] For this, he was awarded a national achievement award in the science of construction from the AIA; he became a Fellow of the AIA in 1953.

In Santa Monica, Gogerty designed buildings at Webster Elementary School and Will Rogers Elementary School, in addition to designing new buildings at Franklin Elementary School in the late 1940s.

Gogerty designed other types of projects in addition to schools. Notably, he designed the cargo plane assembly buildings for Hughes Aircraft between 1941 and 1953, which was where aviator Howard Hughes built his infamous "Spruce Goose" aircraft. As noted in his obituary the *Los Angeles Times,* "the 274,000-square-foot structure was considered a singular engineering achievement in wood framing" upon its construction.[83] Gogerty's firm was active until 1968.

[81] Pacific Coast Architecture Database, "Henry L. Gogerty (Architect)," accessed Sept. 2021.
[82] "Henry L. Gogerty, Architect Who Designed Gliding Classroom Walls," *Los Angeles Times*, Apr. 6, 1990.
[83] Ibid.

5. Regulations and Criteria for Evaluation

5.1. National Register of Historic Places

The National Register of Historic Places (National Register) is the nation's master inventory of known historic resources. Established under the auspices of the National Historic Preservation Act of 1966, the National Register is administered by the National Park Service (NPS) and includes buildings, structures, sites, objects, and districts that possess historic, architectural, engineering, archaeological, or cultural significance at the national, state, or local level. Eligibility for in the National Register is addressed in National Register Bulletin (NRB) 15: *How to Apply the National Register Criteria for Evaluation*. NRB 15 states that in order to be eligible for the National Register, a resource must both: (1) be historically significant, and (2) retain sufficient integrity to adequately convey its significance.

Significance is assessed by evaluating a resource against established eligibility criteria. A resource is considered significant if it satisfies any one of the following four National Register criteria:[84]

- Criterion A (events): associated with events that have made a significant contribution to the broad patterns of our history
- Criterion B (persons): associated with the lives of significant persons in our past
- Criterion C (architecture): embodies the distinctive characteristics of a type, period, or method of construction, or that represents the work of a master, or that possesses high artistic values, or that represents a significant and distinguishable entity whose components may lack individual distinction
- Criterion D (information potential): has yielded or may be likely to yield, information important in prehistory or history

Once significance has been established, it must then be demonstrated that a resource retains enough of its physical and associative qualities – or *integrity* – to convey the reason(s) for its significance. Integrity is best described as a resource's "authenticity" as expressed through its physical features and extant characteristics. Generally, if a resource is recognizable as such in its present state, it is said to retain integrity, but if it has been extensively altered then it does not. Whether a resource retains sufficient integrity for listing is determined by evaluating the seven aspects of integrity defined by NPS:

- Location (the place where the historic property was constructed or the place where the historic event occurred)
- Setting (the physical environment of a historic property)
- Design (the combination of elements that create the form, plan, space, structure, and style of a property)

[84] Some resources may meet multiple criteria, though only needs to be satisfied for National Register eligibility.

- Materials (the physical elements that were combined or deposited during a particular period of time and in a particular manner or configuration to form a historic property)
- Workmanship (the physical evidence of the crafts of a particular culture or people during any given period in history or prehistory)
- Feeling (a property's expression of the aesthetic or historic sense of a particular period of time)
- Association (the direct link between an important historic event/person and a historic property)

Integrity is evaluated by weighing all seven of these aspects together and is ultimately a "yes or no" determination – that is, a resource either retains sufficient integrity, or it does not.[85] Some aspects of integrity may be weighed more heavily than others depending on the type of resource being evaluated and the reason(s) for the resource's significance. Since integrity depends on a resource's placement within a historic context, integrity can be assessed only after it has been concluded that the resource is in fact significant.

5.2. California Register of Historical Resources

The California Register of Historical Resources (California Register) is an authoritative guide used to identify, inventory, and protect historical resources in California. Established by an act of the State Legislature in 1998, the California Register program encourages public recognition and protection of significant architectural, historical, archeological, and cultural resources; identifies these resources for state and local planning purposes; determines eligibility for state historic preservation grant funding; and affords certain protections under the California Environmental Quality Act (CEQA).

The structure of the California Register program is similar to that of the National Register, though the former more heavily emphasizes resources that have contributed specifically to the development of California. To be eligible for the California Register, a resource must first be deemed significant under one of the following four criteria, which are modeled after the National Register criteria listed above:

- Criterion 1 (events): associated with events or patterns of 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
- Criterion 2 (persons): associated with the lives of persons important to local, California, or national history
- Criterion 3 (architecture): 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
- Criterion 4 (information potential): has yielded, or has the potential to yield, information important to the prehistory or history of the local area, state, or the nation

[85] Derived from NRB 15, Section VIII: "How to Evaluate the Integrity of a Property."

Mirroring the National Register, the California Register also requires that resources retain sufficient integrity to be eligible for listing. A resource's integrity is assessed using the same seven aspects of integrity used for the National Register. However, since integrity thresholds associated with the California Register are generally less rigid than those associated with the National Register, it is possible that a resource may lack the integrity required for the National Register but still be eligible for listing in the California Register.

Certain properties are automatically listed in the California Register, as follows:[86]

- All California properties that are listed in the National Register
- All California properties that have formally been determined eligible for listing in the National Register (by the State Office of Historic Preservation)
- All California Historical Landmarks numbered 770 and above
- California Points of Historical Interest which have been reviewed by the State Office of Historic Preservation and recommended for listing by the State Historical Resources Commission

Resources may be nominated directly to the California Register. State Historic Landmarks #770 and forward are also automatically listed in the California Register. There is no prescribed age limit for listing in the California Register, although guidelines state that sufficient time must have passed to obtain a scholarly perspective on the events or individuals associated with a resource.

5.3. City of Santa Monica Landmarks and Historic Districts Ordinance

Historic preservation in Santa Monica is governed by Chapter 9.56 (Landmarks and Historic Districts Ordinance) of the Santa Monica Municipal Code. The Ordinance was adopted by the Santa Monica City Council on March 24, 1976, and was amended in 1987 and again in 1991.[87] Its current version was adopted in 2015. Among the primary objectives achieved by the Ordinance was the creation of a local designation program for buildings, structures, sites, objects, districts, and landscapes in the City that are of historical significance.

With respect to individually significant properties, the Ordinance distinguishes between two tiers of designation: Landmarks and Structures of Merit. Landmarks, outlined in §9.56.100, are considered to exhibit "the highest level of individual historical or architectural significance"; Santa Monica's designated landmarks include well-known and highly significant properties like the Rapp Saloon, Santa Monica City Hall, and the John Byers Adobe. Structures of Merit, outlined in §9.56.080, possess a degree

[86] California Public Resources Code, Division 5, Chapter 1, Article 2, § 5024.1.
[87] City of Santa Monica General Plan, "Historic Preservation Element," prepared by PCR Services Corporation and Historic Resources Group (September 2002), 1-2.

of individual significance that is more limited in scope.[88] Protections against demolition and alterations are commensurate with the tier of individual designation assigned to a particular resource.

Landmarks are sited on Landmark Parcels. §9.56.030 defines a Landmark Parcel as "any portion of real property, the location and boundaries as defined and describes by the Landmarks Commission, upon which a Landmark is situated, which is determined by the Landmarks Commission as requiring control and regulation to preserve, maintain, protect or safeguard the Landmark."[89]

In addition to individual Landmarks and Structures of Merit, the Ordinance establishes statutory criteria and procedures for the designation of Historic Districts, defined in §9.56.030 as a "geographic area or noncontiguous grouping of thematically related properties" that collectively contribute to the historic character of an area within the City. Unlike individual properties, whose designation does not require owner consent and is approved by the City's Landmarks Commission, Historic Districts must win the support of a majority of property owners within the district and be approved by the City Council.[90]

Per §9.56.100(A) of the Ordinance, a property merits consideration as a Landmark if it satisfies one or more of the following six statutory criteria:

(1) It exemplifies, symbolizes, or manifests elements of the cultural, social, economic, political, or architectural history of the City

(2) It has aesthetic or artistic interest or value, or other noteworthy interest or value

(3) It is identified with historic personages or with important events in local, state, or national history

(4) It embodies distinguishing architectural characteristics valuable to a study of a period, style, method of construction, or the use of indigenous materials or craftsmanship, or is a unique or rare example of an architectural design, detail, or historical type valuable to such a study

(5) It is a significant or a representative example of the work or product of a notable builder, designer, or architect

(6) It has a unique location, a singular physical characteristic, or is an established and familiar visual feature of a neighborhood, community, or the City

[88] City of Santa Monica Planning and Community Development Department, "Historic Preservation in Santa Monica," accessed 8 August 2014, http://www.smgov.net/departments/PCD/Programs/Historic-Preservation/.
[89] Santa Monica Municipal Code, Chapter 9.36.030 (Definitions), accessed Jan. 2019.
[90] Ibid.

6. Evaluation of Significance

6.1. Records Search

In lieu of a formal records search, ARG reviewed the California Office of Historic Preservation's Built Environment Resources Directory (BERD) database. The subject property, 2400 Montana Avenue, is not listed in the BERD database for Los Angeles County.

6.2. Previous Evaluations

Franklin Elementary School has previously been identified as a potential historic resource. The first evaluation of the campus was conducted in 1993 as part of the City of Santa Monica's Historic Resources Inventory (HRI) process. The 1993 HRI identified a potential thematic district of public school campuses (called the Santa Monica Schools Thematic District), which consisted of six public school campuses in Santa Monica. Franklin Elementary School was among the six campuses identified as contributors to the potential district, and the site was assigned a California Historical Resources Status Code of 5D1, connoting its status as a contributor to a potential historic district identified through survey evaluation. It was subsequently recorded in the City's HRI, though it was not formally designated by this process.

An update of the City's HRI was conducted in 2007, which included re-evaluation of all resources identified in previous iterations of the HRI. Franklin Elementary School was again evaluated for potential historic significance and identified as a contributor to a potential thematic district of public school campuses in Santa Monica (since re-named the Santa Monica Public Schools District). The campus was assigned the corresponding California Historical Resources Status Code of 5D3: "appears to be a contributor to a district that appears eligible for local listing through survey evaluation."[91]

In 2008, a draft Historic Resources Evaluation Report (HRER) was prepared in conjunction with the adoption of Measure BB, a bond measure that allocated funds for the repair and improvement of buildings and facilities. Measure BB was approved by voters in November 2006 and was intended "to improve health, safety and class instruction by repairing and renovating outdated facilities" within the District's jurisdiction.[92] Seventeen school campuses were evaluated for potential historical significance in the draft HRER, of which eight were found to be potentially eligible for listing. In the draft HRER, Franklin Elementary School was found to be potentially eligible for individual listing in the California Register of Historical Resource and the local (Santa Monica) register under Criterion 1 and 3, as follows:

> Franklin Elementary School appears eligible for the California Register under Criterion 1 for its association with events that have made a significant contribution to District history and the broad patterns of history and culture in Santa Monica and the Southern California region, and under Criterion 3 as a distinctive work of architecture by master architects Marsh, Smith and

[91] DPR form for the Franklin School, prepared by Leslie Heumann as part of the City of Santa Monica HRI, 1993.
[92] "Historic Resources Evaluation Report for the Santa Monica-Malibu Unified School District Measure BB Program" (unpublished draft), prepared by PCR Services Corporation for the Santa Monica-Malibu Unified School District, Jul. 2008, 1.

> Powell, and notable local architect H.L. Gogerty that conveys the significant architectural associations and characteristics of Modern architecture and planning, and post-earthquake school architecture…Franklin Elementary School also appears locally significant both individually as a contributor to a district that appears eligible through survey evaluation.[93]

The 2008 draft HRER assigned the site the corresponding California Historical Resources Status Codes of 3CS ("appears eligible for the California Register as an individual property through survey evaluation") and 5B ("locally significant both individually and as a contributor to a district that is locally listed, designated, determined eligible or appears eligible through survey evaluation"). However, the HRER was never finalized, and its draft findings were never formally adopted. Its findings remain in draft form.

Another update of the City's HRI was completed in 2016, which again included re-evaluation of all resources identified in previous iterations of the HRI. Consistent with contemporary best practices in historic preservation planning, this iteration of the HRI did not identify potentially eligible thematic districts, but instead evaluated resources on their own merits and in accordance with the National Park Service (NPS)'s Multiple Documentation Approach (MPD), which allows for the streamlined evaluation of resources with shared contextual qualities. Franklin Elementary School was identified as potentially eligible for local designation as an individual resource and was assigned the corresponding California Historical Resources Status Code of 5S3: "appears to be individually eligible for local listing or designation through survey evaluation." The campus is currently listed in the HRI with a 5S3 status code.

6.3. Evaluation of Eligibility

Summary of Findings

Based on review of background materials, primary and secondary source research, public outreach, and development of appliable historic contexts and themes, ARG arrives at the following conclusions:

- Franklin Elementary School, as a whole, does not appear eligible for federal, state, or local listing. The buildings and site features comprising the campus – which were erected at various periods between the 1930s and 1950s – do not collectively express the principles or values associated with any one period of school development or District history, namely the Depression and early postwar periods. The campus's extant buildings and site features are a somewhat disparate and eclectic collection of campus planning, design, and architecture.
- Building B – which is the original campus building, and the historical anchor of the Franklin campus – appears to be individually eligible for listing in the California Register of Historical Resources under Criteria 1 and 3, and for local (City of Santa Monica) listing under Criteria 1, 4, and 5. This building is associated with important patterns of history related to Santa Monica's civic and institutional development, and is also a singularly significant work of master architects Marsh, Smith and Powell. The evaluation also includes the lawn at the front (north) of the site.

[93] Ibid, 201.

- Other buildings and site/landscape features are not considered to be significant.

Evaluation as a Historic District

School campuses and other institutional resources often encompass multiple buildings and site features with common characteristics. In these instances, it is appropriate to evaluate campuses as historic districts, which are defined and described in NRB 15 as follows:

> A district possesses a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development. A district derives its importance from being a unified entity, even though it is often composed of a wide variety of resources. The identity of a district results from the interrelationship of its resources, which can convey a visual sense of the overall historic environment or be an arrangement of historically or functionally related properties…A district can comprise both features that lack individual distinction and individually distinctive features that serve as focal points. It may even be considered eligible if all of the components lack individual distinction, provided that the grouping achieves significance as a whole within its historic context.[94]

As per the above definition, school campuses, which are often geographically concentrated and purpose-built, are often evaluated as historic district. Schools in the United States, especially those built in the twentieth century, often exhibit definable campuses and unified site plans which reflect individual buildings' interconnectedness and functionality as a larger grouping. Although historic districts can contain resources built during distinct periods of development, many school campuses historic districts reflect a specific era of development and are contained within a common period of significance.

However, Franklin Elementary School does not appear to satisfy the above definition of a district. The campus's buildings were constructed over an extended period – between the 1930s and '50s – and do not collectively read as the product of any one particular style or period of school development. Together, the buildings and site features comprising the campus do not convey the same aesthetic and associative qualities. Rather, they read as piecemeal additions to an existing campus. When considered together, the collection of buildings and site features comprising the campus is an expression of two different periods of school design and development – including the Great Depression and World War II era (often referred to as the "Golden Era" of Santa Monica schools), and post-World War II development that took place to accommodate intensive population growth. These buildings and site features are not necessarily incompatible, but they do not converse with one another in a manner that would render the entire campus eligible for listing, as it does not a have a meaningful association with any one particular context or theme related to Santa Monica's school development.

The somewhat disparate character of the Franklin campus is seen in the eclectic approach to architecture and design that is expressed throughout the campus. One building – Building B – clearly reads as an example of the PWA Moderne style and as a Depression-era school building, but others are less overt in their visual association. Several buildings – including Buildings A, C, F, and G – are

[94] *National Register Bulletin No. 15, How to Apply the National Register Criteria for Evaluation* (1990, rev. 1995), 5.

vernacular structures that do not clearly convey the principles of any one period or style, and two – Buildings D and E – are clear expressions of the Mid-Century Modern style but lack a meaningful visual and contextual nexus to the campus's other buildings and site features Because of this, the Franklin campus, as a whole, presents as an amalgamation of disparate parts and does not read as a unified entity linked to a definitive context.

One building on the Franklin Elementary School campus – Building B, which dates to 1924 but was reconstructed by Marsh, Smith and Powell in 1937 and subsequently expanded in 1952 – appears to be individually eligible for listing. This building, when compared to others on the Franklin campus, is a clear expression of broad patterns of events related to institutional history and the PWA Moderne style of architecture. Both are addressed in greater detail below. This building was evaluated on its individual merits since it does not appear to have a strong or identifiable connection with other campus buildings and features as described above.

National Register of Historic Places

Eligibility criteria for the National Register of Historic Places are almost identical to those for the California Register of Historical Resources. However, integrity thresholds for the National Register are generally understood to be more stringent than those for the California Register. Technical assistance publications maintained by the California Office of Historic Preservation (OHP) make note of this distinction between federal and state registration programs. As noted in OHP's Technical Assistance Series No. 6, "it is possible that historical resources may not retain sufficient integrity to meet the criteria for listing in the National Register, but they still be eligible for listing in the California Register."[95]

ARG concludes that Franklin Elementary School does not appear to be eligible for listing in the National Register because collectively, its buildings and site/landscape features do not convey significant development patterns or architectural qualities that would merit consideration under this program.

As discussed below, one building on the Franklin campus – Building B, designed by architects Marsh, Smith and Powell in 1936 – appears to be individually eligible for listing in the California Register. However, given the more stringent integrity thresholds of the National Register, Building B does not appear to be individually eligible for the National Register due to alteration and compromise integrity.

California Register of Historical Resources

As a whole, Franklin Elementary School does not appear to be eligible for listing in the California Register. When considered together, the buildings and site features comprising the campus are associated with different periods of campus development (including the "Golden Era: of Santa Monica

[95] *California Office of Historic Preservation Technical Assistance Series #6: California Register and National Register, a Comparison (for purposes of determining eligibility for the California Register),* accessed Sept. 2021.

public schools in the Depression era and the postwar building boom), and collectively they do not paint a particularly clear picture of any one trend or style associated with school development.

However, Building B – designed by master architects Marsh, Smith and Powell in 1936 and renovated by the firm in 1952 – appears to be individually significant under California Register 1 and 3, as follows.

California Register Criterion 1: *associated with events or patterns of 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.*

Evaluation of District Eligibility

Built between the 1930s and '50s, the campus of Franklin Elementary School is associated with patterns of events that shaped and defined the development of public schools in Santa Monica during two distinct periods: the "Golden Era" of Santa Monica schools in the Depression and wartime years, and the significant expansion and growth of District facilities in the period after World War II.

Building B – the original campus building, which dates to 1937 and was expanded in 1952 – is related to reconstruction efforts that transformed and modernized the District after the 1933 Long Beach Earthquake. Buildings A and F date to this same period, though neither bears a particularly strong visual relationship with Building B. Other campus buildings were inserted into the campus after World War II and are products of an expansion effort that was undertaken by the District at this time to accommodate steady population growth and a large increase in the number of enrolled students. Three of the postwar buildings date to 1948 and are vernacular in form and style; the other two were constructed in 1952 and are clearly expressions of Mid-Century Modern site planning and architecture.

When viewed together, these buildings and their associated site and landscape features do not bear a strong association with any one of the broad chapters of institutional history associated with the District. These buildings are generally compatible with one another, but collectively they do not read as a particularly strong example of the institutional development patterns driving either one of the historical periods that are represented on the campus. Building B, which is the most publicly visible improvement associated with the campus, retains its Moderne styling and clearly reads as a product of the reconstruction efforts associated with Depression-era school development, but the other buildings that were constructed at this time lack any such overt visual cues to this historical period.

Similarly, while the campus has several buildings dating to the post-World War II era of District development, it does not read as a particularly evocative example of campus planning trends that were commonly applied to public school campuses at this time. This largely has to do with the placement and orientation of these buildings on the campus – site planning was an integral component of postwar campus planning to ensure that schools would "feel decentralized, nonhierarchical, approachable, informal, and child-centered."[96] The seemingly disparate placement of postwar buildings and other site and landscape features on the Franklin campus suggest that instead of ascribing to a deliberate plan, postwar growth at the campus was accommodated on a piecemeal basis. Buildings and site features

[96] Sapphos Environmental, Inc., *Los Angeles Unified School District Historic Context Statement, 1870 to 1969*, 78.

constructed during this time appear to have been sited as to not conflict with the existing buildings on site and together, do not express the thoughtful site planning that typified many postwar campuses. The campus, then, also does not read as a particularly strong expression of postwar growth and expansion.

Rather, the campus reads as one that developed over an extended period and whose requisite parts do not converse with each other in a meaningful way. The campus, as a whole, is not associated with patterns of events that are important to a study of broad patterns of history. In addition, research did not produce evidence indicating that the campus was the site of a singular, historically significant event.

For these reasons, the campus as a whole does not appear to meet California Register Criterion 1.

Evaluation of Individual Eligibility (Building B)

However, Building B appears to meet Criterion 1. It is associated with patterns of events significant to the institutional history of Santa Monica during the Great Depression and World War II, an important period of institutional development in the City's history.

The 1930s and '40s were a particularly influential and transformative period in the institutional development of Santa Monica for several reasons. Compared to many other communities in Southern California that saw new development come to a near-standstill, Santa Monica fared considerably better, due in large part to the presence of a burgeoning local defense industry that attracted a steady influx of new residents and necessitated growth. Many of the city's existing civic buildings and facilities proved ill-equipped to accommodate increasing demand amid a backdrop of economic uncertainty and malaise.

This was reflected particularly strongly in the City's existing public schools, many of which had far surpassed their intended capacity and had become outmoded and overcrowded. These challenges were only exacerbated with the 1933 Long Beach Earthquake, which resulted in widespread damage to schools and other civic buildings, and the subsequent adoption of the Field Act, state legislation that mandated additional seismic safety standards for public schools and rendered many buildings unusable.

Meanwhile, as the nation was mired in economic depression the federal government embarked upon an extraordinarily ambitious effort to reinvigorate the national economy and put unemployed artisans, craftspeople, and other laborers back to work through the implementation of the New Deal. Various acronymically-named federal agencies – including the Public Works Administration (WPA) and the Works Progress Administration (WPA) – were conceived under the auspices of the New Deal and allocated substantial sums of money to local governments to invest in new infrastructure, public art, and other civic projects. Santa Monica received a sizable amount of federal aid from New Deal-era programs due to the considerable strain that defense-driven population growth had placed on its public buildings.

The influx of federal dollars associated with New Deal-era programs provided Santa Monica with the opportunity and the wherewithal to invest substantially in improving and modernizing its civic infrastructure. Beginning in the 1930s and continuing into the 1940s, the City applied the resources provided by these federal agencies to a number of large civic improvement projects, resulting in a substantial collection of new civic and institutional improvements across the city that exemplified trends

in modern architecture and design. A new post office (1938) and city hall (1939) were financed by New Deal-era programs and stood as new, modern, and visually prominent anchors within the community.

However, public schools arguably stood as some of the strongest expressions of civic investment and largesse at this time. Between the 1930s and '40s, nearly all of the City's public schools were extensively remodeled or completely rebuilt using federal dollars, both to accommodate new growth and conform to the requirements of the Field Act. Consequently, Santa Monica was home to a collection of new, modern school public school plants by the 1940s, almost all of which had benefited from the New Deal to some extent. This sentiment is reflected in an *Evening Outlook* article dated April 1937, which states that "the city has a virtually new school system in which all of the buildings conform to the general type of modern architecture with special features to provide for modern methods of teaching."[97]

Consequently, local public schools emerged as a point of civic pride; in the same *Evening Outlook* article from April 1937, one observer of Santa Monica's recently-modernized schools opined that "that earthquake must almost have been a blessing in disguise since it has led to a comparatively new, modern and attractive school system for this city…almost any other city would be willing to undergo considerable anxiety for a time if eventually it could have a brand new school system."[98]

The reconstruction of the main building (Building B) at Franklin Elementary School was directly associated with the District's ambitious effort to modernize its school campuses during the Depression era. Its 1937 reconstruction by architects Marsh, Smith and Powell was financed primarily by federal assistance funds that were allocated to the District via the Works Progress Administration (WPA). The building is a well-executed example of how these federal assistance programs had a tangible impact on the communities that they touched. The building's concrete construction and Moderne style façade – both of which connoted a sense of progressivism at the time of construction – is demonstrative of the progressive spirit that belied the District's approach to school development during the Depression era.

For these reasons, Building B appears to satisfy California Register Criterion 1.

California Register Criterion 2: *associated with the lives of persons important to local, California, or national history.*

Evaluation of District Eligibility

National Register Bulletin (NRB) 15: How to Apply the National Register Criteria for Evaluation provides guidance related to properties associated with historic personages, which can be applied to evaluating California Register and local eligibility as well as National Register eligibility. It identifies two benchmarks that should be met for a property to meet this criterion: first, "the persons associated with the property must be individually significant within a historic context," and second, the property is "associated with a person's productive life, reflecting the time period when he or she achieved significance."[99]

[97] "Santa Monica Has Reason to be Proud of its Schools," *Evening Outlook*, Apr. 28, 1937.
[98] Ibid.
[99] Ibid.

Based on ARG's research and analysis, there is insufficient evidence to substantiate any such determination. Generations of students, teachers, staff, administrators, and alumni have attended the school and have had a physical presence on its grounds between the campus's original construction and the present-day. None of these individuals appear to be historically significant and have a meaningful nexus to the campus in a manner that would merit consideration in the spirit of this criterion. That the school has been frequented by a substantial number of individuals – some of whom may have gone on to lead successful lives and careers independent of their grade-school experience – is an extraordinarily common trait among schools, and among public buildings in general, and is not something that, in and of itself, would typically make an institutional building significant for this reason.

Thus, there is insufficient evidence demonstrating that the campus is associated with the lives of persons significant in our past. The campus as a whole does not appear to satisfy California Register Criterion 2.

Evaluation of Individual Eligibility (Building B)

For the same reasons listed above, there is insufficient evidence demonstrating that Building B has a direct association with the productive period of a historically significant individual. Absent any such information, the building does not appear to satisfy California Register Criterion 2.

California Register Criterion 3*: embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of a master, or possesses high artistic values.*

Evaluation of District Eligibility

As noted, the seven permanent buildings comprising Franklin Elementary School have various construction dates and are designed in a range of architectural styles. Building B (1924, reconstructed in 1937) is designed in the PWA Moderne style; Buildings D and E (1952) are designed in the Mid-Century Modern style; and Buildings A, C, F, and G are vernacular buildings that mimic the basic form and architectural vocabulary of the aforementioned buildings but lack the distinctive characteristics of any particular architectural style. When viewed together, these buildings are not incompatible, but they lack a sense of visual cohesion that would render them valuable to a study of Moderne or Moderne design.

The same can be said for the campus's embodiment of a historic type or period. Given the range of construction dates and building styles that are present, the campus, as a whole, does not paint a clear picture of principles relating to campus planning and design. Research did not indicate that the campus developed in accordance with an overarching vision or plan, as did some others within the District that are associated with these same periods of campus growth. Collectively, then, these buildings connote an association with multiple periods of District history in a somewhat eclectic manner. The campus is anchored by a PWA Moderne style building, but overall it does not clearly read as a product of Depression era school design; it also does not embody the distinctive characteristics associated with post-World War II campus development which placed emphasis on site planning, design, and layout.

Campus buildings were designed by notable architects – namely, Marsh, Smith and Powell and H.L. Gogerty, both of whom were prolific practitioners – but as a whole the campus does not represent the work of a master in the spirit of this criterion. There is ample evidence demonstrating that Marsh, Smith and Powell were noted institutional architects and were particularly well known for designing innovative modern school plants during the 1930s and '40s. However, evidence does not suggest that this particular campus was a notable or influential example of their institutional work. Building B is a well-articulated building, but other buildings that were designed by Marsh, Smith and Powell (Buildings A and F) are modest, vernacular buildings that are lacking in architectural character. These buildings also do not bear a particularly strong visual relationship with those designed by Gogerty (Buildings C, D, E, and G), which were added to the campus in subsequent years.

For these reasons, the campus as a whole does not appear to be significant for reasons relating to its architecture and physical design. It does not appear to be eligible under California Register Criterion 3.

Evaluation of Individual Eligibility (Building B)

However, when viewed independent of the larger campus Building B appears to satisfy this criterion. Specifically, this building embodies distinctive characteristics of the PWA Moderne style as applied to an institutional setting. Character-defining features of the PWA Moderne style that are represented in the design of the subject building include formal symmetry and massing, a flat roof and parapet, smooth stucco exterior walls, tall, vertical window bays, and decorative features including rounded canopies and building signage with Broadway-style typeface. These features are expressed in such a manner that the subject building reads as a good representation of the PWA Moderne style and Depression-era design.

Building B also meets this criterion for representing the work of master architects Marsh, Smith and Powell. The firm specialized in the design of large-scale institutional commissions and by the 1930s had carved out a niche as one of the foremost architects of public schools in Southern California. Their portfolio includes numerous school buildings and campuses that embodied what were then regarded as modern architectural styles and evinced a sense of progressivism and modernity. This building fits neatly into the firm's repertoire, and is a locally significant example of these architects' body of work.

When it was reconstructed in 1937, The Marsh, Smith and Powell-designed building was heralded for its innovative and safe design – both hallmarks of the firm's body of educational work. A November 1935 article in the *Evening Outlook* describes the reconstructed Franklin campus – along with the reconstructed Roosevelt and Washington campuses – as representing 'the last word' in modern schools.[100] This article goes on to state that "in structure, the building will be as completely resistant to earthquakes as the state board of school architecture can devise."[101] Modernity and safety were key characteristics of Marsh, Smith and Powell-designed school buildings, and these hallmark qualities were clearly expressed and duly recognized in the context of the subject building.

For these reasons, Building B appears to satisfy California Register Criterion 3.

[100] "Franklin School Thing of Beauty, Safety," *Evening Outlook*, Nov. 1, 1935.
[101] Ibid.

California Register Criterion 4: *has yielded, or has the potential to yield, information important to the prehistory or history of the local area, state, or the nation.*

As an archaeological assessment was not conducted as part of this study, the campus's potential for containing subsurface archaeological resources is unknown.

Local (City of Santa Monica) Eligibility

Franklin Elementary School, as a whole, does not appear to satisfy local (City of Santa Monica Landmark) criteria. However, when considered on its own merits Building B appears to individually satisfy Santa Monica Landmark Criteria 1, 4, and 5, as follows.

9.56.100(A)(1). *[The resource] exemplifies, symbolizes, or manifests elements of the cultural, social, economic, political, or architectural history of the City.*

Evaluation of District Eligibility

As discussed in the evaluation against California Register Criterion 1, Franklin Elementary School comprises buildings and site features spanning multiple periods of school development and does not read as a particularly strong expression of any one period. Therefore, the campus does not exemplify elements of institutional history in the same way that other school campuses do. For these same reasons, the campus as a whole does not appear to satisfy local Criterion 1.

Evaluation of Individual Eligibility (Building B)

Also as discussed in the evaluation against California Register Criterion 1, Building B – when considered on its own merits – is a good example of a public school improvement that is associated with Santa Monica's "Golden Era" of school development. It is also directly and tangibly associated with New Deal era assistance programs, which made possible the expansion and modernization of local schools at this time. For these same reasons, Building B appears to satisfy local Criterion 1.

9.56.100(A)(2). *[The resource] has aesthetic or artistic interest or value, or other noteworthy interest or value.*

Evaluation of District Eligibility

As discussed in the evaluation against California Register Criterion 3, there are no distinctive characteristics or singular features associated with the campus or its buildings that have aesthetic or artistic interest in the spirit of this criterion. The campus as a whole does not appear to satisfy local Criterion 2.

Evaluation of Individual Eligibility (Building B)

This criterion is understood to pertain to resources possessing high artistic values. As noted in the evaluation against California Register Criterion 3, Building B is notable on account of its architecture, but

apart from being a good representation of the PWA Moderne style the campus and its buildings do not possess any distinctive characteristics or singular features that have aesthetic or artistic interest or value. Therefore, the building does not appear to satisfy local Criterion 2.

9.56.100(A)(3). *[The resource] is identified with historic personages or with important events in local, state, or national history.*

Evaluation of District Eligibility

As discussed in the evaluation against National/California Register Criterion B/2, numerous people have been associated with the Franklin Elementary School campus since its construction, but there is insufficient evidence indicating that the productive life of a historically significant individual bears a direct and meaningful association with the campus. For these same reasons, the campus as a whole does not appear to meet local Criterion 3.

Evaluation of Individual Eligibility (Building B)

For the same reasons listed above, Building B also does not appear to meet local Criterion 3. There is insufficient evidence linking this building to the productive period of a historically significant individual.

9.56.100(A)(4). *[The resource] embodies distinguishing architectural characteristics valuable to a study of a period, style, method of construction, or the use of indigenous materials or craftsmanship, or is a unique or rare example of an architectural design, detail, or historical type valuable to such a study.*

Evaluation of District Eligibility

As discussed in the evaluation against California Register Criterion 3, Franklin Elementary School comprises buildings that were designed in multiple architectural styles including the PWA Moderne and Mid-Century Modern styles. Several of the campus buildings are vernacular and do not clearly read as examples of any particular architectural style. Taken together, these buildings do not harmonize with one another in a manner that would render them valuable to a study of either the Moderne or Modern architectural schools. For these same reasons, the campus as a whole does not appear to meet local Criterion 4.

Evaluation of Individual Eligibility (Building B)

Also as discussed in the evaluation against California Register Criterion 3, Building B – on its own – embodies distinctive characteristics of the PWA Moderne style, and is a good example of that style of architecture as applied to an institutional setting. For these same reasons, Building B appears to satisfy local Criterion 4.

9.56.100(A)(5). *[The resource] is a significant or a representative example of the work or product of a notable builder, designer, or architect.*

Evaluation of District Eligibility

As discussed in the evaluation against California Register Criterion 3, Franklin Elementary School comprises buildings designed by different architects – Marsh, Smith and Powell and H.L. Gogerty. Both of these practitioners were prolific and significant, but as a whole the campus does not read as a significant example of either's body of work. For these same reasons, the campus as a whole does not appear to satisfy local Criterion 5.

Evaluation of Individual Eligibility (Building B)

Also as discussed in the evaluation against California Register Criterion 3, Building B – on its own – is a locally significant example of the work of master architects Marsh, Smith and Powell, well-known architects of public school buildings and campuses. For this same reason, Building B appears to satisfy local Criterion 5.

9.56.100(A)(6). *[The resource] has a unique location, a singular physical characteristic, or is an established and familiar visual feature of a neighborhood, community, or the City.*

Evaluation of District Eligibility

The campus does not possess any singular feature or physical characteristic that stands out as memorable or noteworthy. While is reads as a central feature of the neighborhood, it is not notable for reasons aside from its relative scale and use as a school. It does not occupy an especially prominent location. It may be familiar to those who reside in the neighborhood and pass by on a regular basis, but to the casual passer-by the building does not stand out as an aesthetically distinctive property in the spirit of this criterion. It is compatible with, but not distinguishable from, other properties nearby. The campus as a whole does not appear to meet local Criterion 6.

Evaluation of Individual Eligibility (Building B)

Likewise, there is nothing singularly distinctive about Building B that would render it an established and familiar visual feature of the neighborhood in the spirit of this criterion. Building B does not appear to meet local Criterion 6.

6.4. Period of Significance

Historical resources are assigned one or more periods of significance. According to the NPS, "period of significance refers to the span of time during which significant events and activities occurred. Events and associations with historic properties are finite; most properties have a clearly identifiable period of significance."[102]

[102] Ibid, 42.

The period of significance for Building B has been identified as 1937-1952. This accounts for the period during which the building assumed its present-day form, configuration, and appearance. The start date, 1937, corresponds with the post-earthquake reconstruction of the building by architects Marsh, Smith and Powell; the end date, 1952, corresponds with completion of the second story addition, also by Marsh, Smith and Powell. Since this later addition to the building was completed by its original architects and was carefully designed to emulate the PWA Moderne architectural character of the 1937 building volume, both phases of development are accounted for within the period of significance.

6.5. Evaluation of Integrity

Integrity is the ability of a property to convey its significance, and is defined by the National Park Service (NPS) as the "authenticity of a property's historic identity, evidenced by the survival of physical characteristics that existed during the property's prehistoric or historic period."[103] NPS identifies seven aspects of integrity: location, design, setting, materials, workmanship, feeling, and association.

Following is an assessment of Building B against each aspect of integrity. Since the campus was not found to be eligible under any criteria, an integrity evaluation was not completed for the larger campus.

Location
Location is the place where the historic property was constructed or the place where the historic event occurred.

The subject building remains in the same location as it has since 1937. It retains integrity of location.

Design
Design is the combination of elements that create the form, plan, space, structure, and style of a property.

The subject building retains its original plan, configuration, and design intent from its 1937-1952 period of significance. Though some alterations have been made to the exterior of the building – specifically, the replacement of original doors and windows, the addition of solar panels to the roof, and the installation of awnings above some rear windows – these alterations are relatively minor and reversible. Original fenestration patterns and openings remain intact. The most significant alteration is the addition of a second story in 1952, but as discussed this addition falls within the period of significance, was designed in the same style by the original architects, and carries forward the original design intent. These alterations have collectively resulted in some minor modifications to the building's appearance, but overall the building retains its original form, plan, space, structure, and style. The building therefore retains integrity of design, though this aspect of integrity has been compromised.

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

Setting

Setting is the physical environment of a historic property constituting topographical features, vegetation, manmade features, and relationships between buildings or open space.

Aerial photographs of the Franklin Elementary School campus show that when the subject building was reconstructed in 1937, the surrounding area was somewhat sporadically developed with single-family residences, though the city blocks adjacent to the campus had previously been subdivided into residential neighborhoods. These blocks were incrementally filled in with new houses over time, as they were intended to, resulting in the maturation of the surrounding neighborhood but no substantial changes to the essential land use patterns in the immediate vicinity of the campus.

Some changes have been made to the setting of the campus itself with the introduction of new buildings and improvements following the building's 1937 construction. These buildings have introduced new spatial relationships in areas immediately around the subject building where they did not originally exist. However, what is arguably the most important component of the building's setting – its orientation toward Montana Avenue and its strong, uninterrupted presence from the street – remain intact. Thus, the building retains integrity of setting

Materials

Materials are the physical elements that were combined or deposited during a particular period of time and in a particular pattern or configuration to form a historic property.

Some of the subject building's historic materials have been removed and replaced. This includes the replacement of original steel windows with contemporary metal windows, and the replacement of original wood doors with contemporary steel doors. The replacements are discernible, but overall they are compatible with historic building fabric In addition, some new materials – including fabric awnings and rooftop solar panels – have been introduced where they did not originally exist. However, in totality a majority of the building's historic materials remain intact in spite of these modifications. The building retains integrity of materials, though this aspect of integrity has been compromised.

Workmanship

Workmanship is the physical evidence of the crafts of a particular culture, people or artisan during any given period in history or pre-history.

As noted, some elements of the subject building's historic fabric – in particular, original doors and original windows – have been removed. However, most of the distinguishing characteristics that provide the building with its distinctive character, as well as architectural details that express the skill belying its design, remain largely intact. The building, then, continues to convey the physical evidence of technological practices and aesthetic principles from its 1937-1952 period of significance. It therefore retains integrity of workmanship, though this aspect of integrity has been compromised.

Feeling

Feeling is a property's expression of the aesthetic or historical sense of a particular period of time.

The replacement of original doors and windows has resulted in a degree of visual change to the subject building though overall it retains most of its essential character-defining features and distinctive appearance. It retains the distinctive look and feel of a Depression era institutional building through its architectural forms and details. The building therefore retains integrity of feeling.

Association

Association is the direct link between an important historic event or person and a historic property.

Through its combination of design features and architectural characteristics, the subject building retains the distinctive look, feel, and appearance of a public school dating to the Depression era and bears a very legible association with this historical period of school development. The building therefore retains integrity of association.

Summary of Integrity

To be eligible for listing, a resource must retain enough of its historic character or appearance to be recognizable as a historic resource and convey the reason(s) for its significance.

In summary, Building B retains integrity of location, setting, feeling, and association. It also retains integrity of design, materials, and workmanship, though these latter three aspects of integrity have been compromised. When these aspects are weighed together, the building has sufficient integrity to be eligible for state and local listing. However, as previously noted it does not appear to retain sufficient integrity for listing in the National Register given the higher integrity thresholds that are associated with that registration program.

6.6. Character-Defining Features

Character-defining features are those physical elements of a resource that define its historic character and help to convey its significance. In instances of future change to a historic resource, character-defining features should be retained to the greatest extent feasible in order to ensure that a resource can continue to physically represent its historical period.

The following are character-defining features for the identified historic resources on the Franklin Elementary School campus: Building B and its associated front-facing landscape.

Site and Setting

- Orientation to the north, toward Montana Avenue
- Formal, monumental massing

Building Exterior

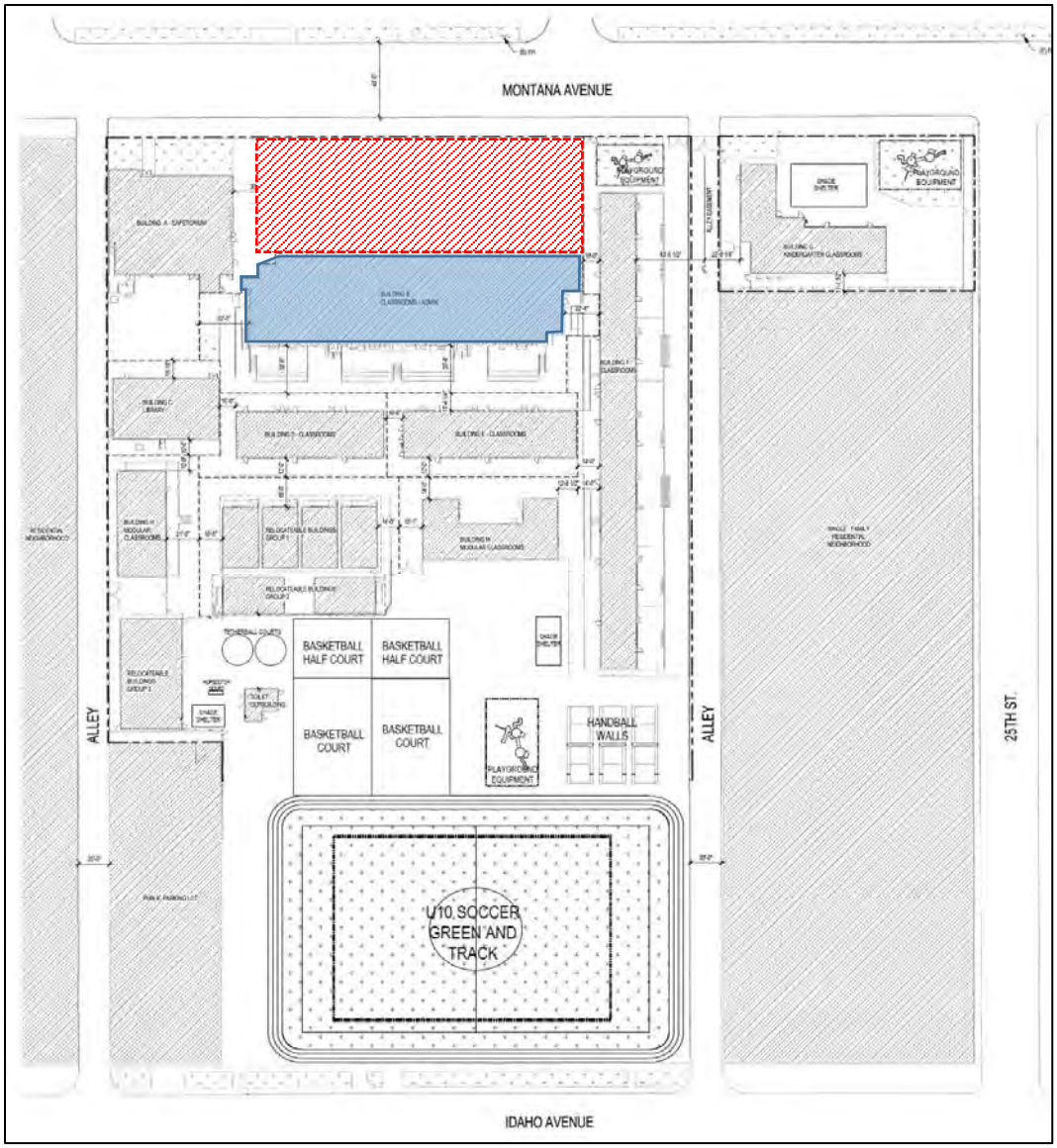
- Two-story building height
- Simple, rectilinear building forms

- Flat roof and parapet
- Smooth stucco exterior walls
- Central entrance surmounted by a shallow hood
- Extensive fenestration comprising groups of tall, narrow window channels
- Continuous stringcourse delineating the first and second stories
- Wall-mounted sign that spells “FRANKLIN SCHOOL” in Broadway-style typeface
- Minimal decorative details and surface ornament

Front Landscape

- Broad lawn, providing an entrance sequence between the street and building
- Mature trees and shrubs
- Central concrete walkway and flagpole
  Concrete planters with buffer plantings near the base of the building

Building interiors have been extensively modified over the years. Therefore, interior character-defining features were not identified.



Site plan, depicting the location of Building B and the associated front landscape. The building envelope is outlined in blue; the extent of the corresponding front landscape is marked in red (dsk architects)

6.7. Future Project Considerations

CEQA Thresholds

According to Appendix G, Environmental Checklist of the State CEQA Guidelines, cultural resource impacts resulting from the implementation of a proposed project would be considered significant if the project would cause a substantial adverse change in the significance of a historical resource defined in CEQA Guidelines Section 15064.5.

The State CEQA Guidelines indicate that a project would normally have a significant impact on historical resources if it would result in a substantial adverse change in the significance of a historical resource. A substantial adverse change in significance occurs if the project involves "physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of an historical resource would be materially impaired."[104]

The Guidelines go on to state that "[t]he significance of an historic resource is materially impaired when a project… [d]emolishes or materially alters in an adverse manner those physical characteristics of an historical resource that convey its historical significance and that justify its inclusion in, or eligibility for, inclusion in the California Register of Historical Resources… local register of historic resources… or its identification in a historic resources survey."[105]

Secretary of the Interior's Standards

The *Secretary of the Interior's Standards for the Treatment of Historic Properties* (the *"Standards"*) provide guidance for reviewing proposed projects that may affect historic resources. The intent of the *Standards* is to assist the long-term preservation of a property's significance through the preservation, rehabilitation, and maintenance of historic materials and features.

The *Standards* are a tool for understanding and the potential impacts of substantial changes to historic resources. However, under California environmental law, compliance with the *Standards* does not necessarily determine whether a project would cause a substantial adverse change in the significance of an historic resource. Rather, projects that comply with the *Standards* benefit from a regulatory presumption that they would have a less than significant adverse impact on a historic resource.[106]

Specifically, Section 15064.5(b)(3) of the CEQA Guidelines states that:

> Generally, a project that follows the Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings or the Secretary of the Interior's Standards for Rehabilitation and Guidelines

[104] Language derived from the CEQA Guidelines.
[105] Ibid.
[106] Ibid.

for Rehabilitating Historic Buildings (1995), Weeks and Grimmer, shall be considered as mitigated to a level of less than a significant impact on the historical resource.[107]

The language above references the Secretary of the Interior's standards and guidelines for four distinct historic "treatments," including: (1) preservation; (2) rehabilitation; (3) restoration; and (4) reconstruction. The specific standards and guidelines associated with each of these possible treatments are provided on the National Park Service's website regarding the treatment of historic resources.[108] For analytical purposes, a threshold decision must be made regarding which "treatment" standards should be used to analyze a project's potential effect on historic resources. According to the National Park Service, the "rehabilitation" standards (the Rehabilitation Standards) are most frequently applied for the majority of historic buildings. The Rehabilitation Standards acknowledge the need to alter or add to a historic property to meet continuing or changing uses while retaining the property's historic character.

In the case of schools located within the Santa Monica-Malibu School District that contain historic resources, the Rehabilitation Standards provide a framework for conservative impact analysis for future projects.

The Standards are intended as general guidance for work on any historic building. The National Park Service encourages maintaining the integrity of a district through the appropriate design of infill buildings at vacant sites or sites where new buildings replace non-contributing buildings. The Guidelines for Rehabilitation expand the discussion to sites and neighborhoods.

As written in the Guidelines for Rehabilitation, there is a distinction, but not a fundamental difference, between the concerns for additions to historic buildings and new construction, or "infill" adjacent to historic buildings on a property or within a district. As with most matters of design and planning, the differences are defined by the scale, site, setting, and project.

[107] Ibid.

[108] U. S. Department of the Interior, National Park Service, "Rehabilitation Standards and Guidelines," Technical Preservation Services, https://www.nps.gov/tps/standards/rehabilitation.htm (accessed December 2021).

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