HISTORIC RESOURCES ASSESSMENT

FRESNO YOSEMITE INTERNATIONAL AIRPORT

AIRPORT TRAFFIC CONTROL TOWER REPLACEMENT IMPLEMENTATION

CITY OF FRESNO

FRESNO COUNTY, CALIFORNIA

LSA

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MANAGEMENT SUMMARY

LSA conducted a historic resources assessment for the Fresno Yosemite International Airport (FAT) Airport Traffic Control Tower (ATCT) Replacement Implementation project located in the City and County of Fresno, California. The FAT is comprised of approximately 1,700 acres, but the Area of Potential Effects (APE) for the proposed undertaking consists of approximately two acres developed with the ATCT building and a parking lot. The proposed undertaking consists of demolition of the ATCT building. A new ATCT building is proposed for construction within the APE.

This study was required by the Federal Aviation Administration (FAA) and the City of Fresno (City). The FAA is the Lead Agency for compliance with the National Environmental Policy Act (NEPA), which includes Section 106 of the National Historic Preservation Act (NHPA). The City of Fresno is the Lead Agency for compliance with the California Environmental Quality Act (CEQA).

The purpose of the study is to provide the FAA and the City with the necessary information and analysis, as mandated by NEPA and CEQA, to determine whether the proposed undertaking would cause any adverse effects to a "historic property" or substantial adverse changes to a "historical resource." In order to identify and evaluate such resources, LSA conducted historical background research and carried out an intensive-level field survey.

As a result of these efforts, LSA recommends to the FAA and the City that the FAT ATCT is eligible for listing in the National Register of Historic Places under criterion C at the local level of significance as a highly intact representative example of the International style of architecture as applied to an airport traffic control tower and as a good example of the work of master architect and Fresno native Allen Yuen Lee, FAIA. It also appears eligible for listing in the California Register of Historical Resources under criterion 3 and for designation as a Historic Resource under the Fresno Historic Preservation Ordinance for the same reasons. The period of significance is 1961 when the building was first occupied.

The FAT ATCT is a "historic property" for the purposes of NEPA, including Section 106 of the NHPA, and a "historical resource" for the purposes of CEQA. Pursuant to Section 106, the proposed demolition of the ATCT would be a significant adverse impact to the historic property. It would also be a substantial adverse change to the historical resource pursuant to CEQA. Demolition cannot be mitigated to a level that is less than significant.

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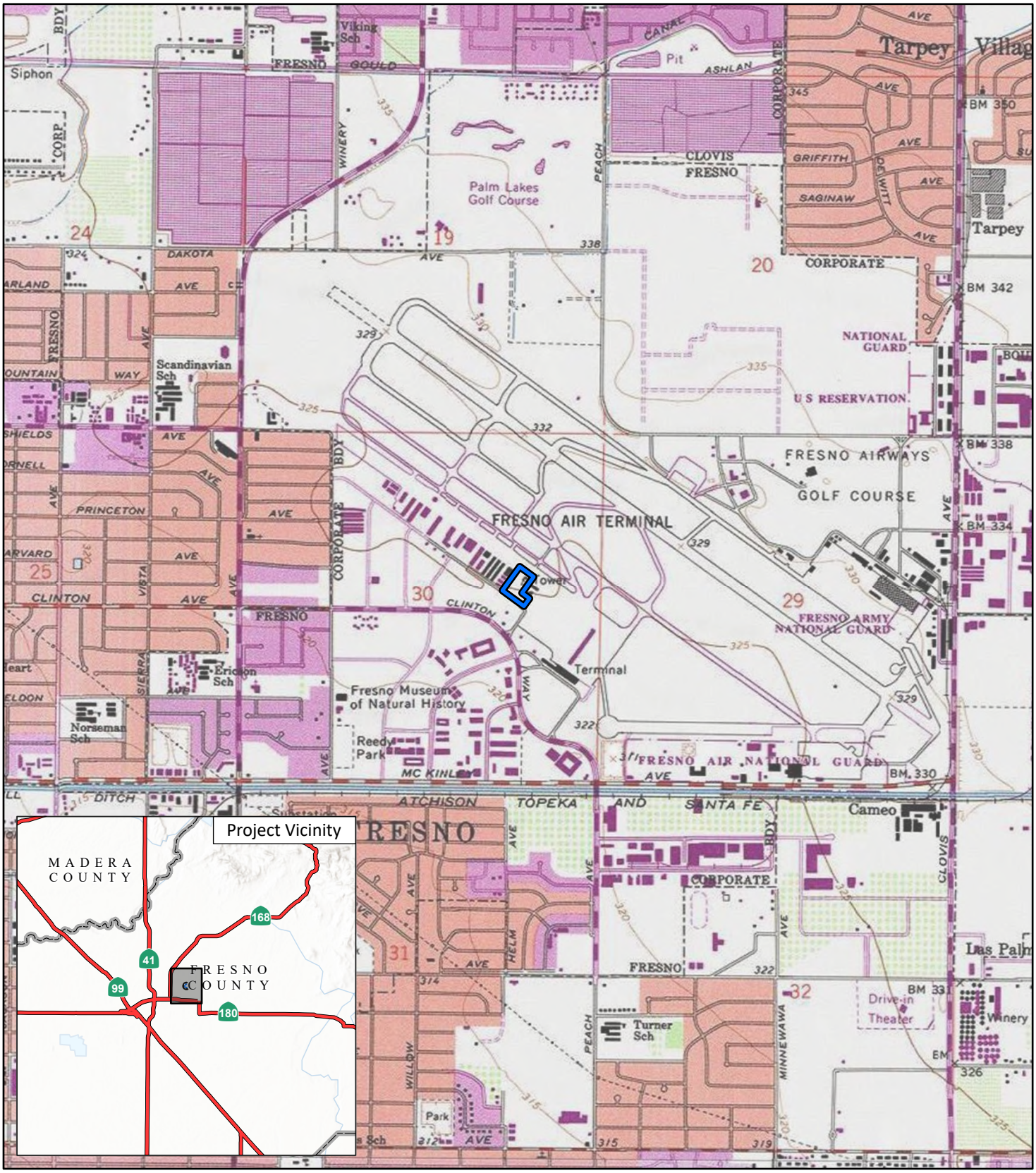
INTRODUCTION

At the request of RS&H, LSA Associates, Inc. (LSA) performed a historic resources study on approximately two acres of land within the Fresno Yosemite International Airport (FAT) in the City and County of Fresno, California (see Figure 1). The Area of Potential Effects (APE), which includes the area of direct (physical) and indirect (visual, audible, and atmospheric) impacts is developed with the Airport Traffic Control Tower (ATCT), a parking lot, and a landscaped area (see Figure 2). The ATCT is proposed for demolition and replacement with a new tower within the APE. The Federal Aviation Administration (FAA), as Lead Agency for compliance with the National Environmental Policy Act (NEPA), including Section 106 of the National Historic Preservation Act (NHPA), and the City of Fresno (City), as the Lead Agency for compliance with the California Environmental Quality Act (CEQA), required the evaluation of the ATCT as part of the environmental review processes.

LSA performed the present study to provide the FAA and the City with the necessary information and analysis, as mandated by NEPA/Section 106 and CEQA, to determine whether the proposed project would cause any adverse effects or substantial adverse changes to any historic properties or historical resources within the APE. In order to identify and evaluate such resources, LSA conducted historical background research and carried out an intensive-level field survey. The following report is a complete account of the methods, results, and final conclusions of the study.



LSA

Area of Potential Effects

FIGURE 1

N

0 1000 2000

FEET

SOURCE: USGS 7.5' Quad - *Clovis (1981)*, CA

J:\20230936.01\GIS\Pro\Fresno ATCT\Fresno ATCT.aprx (9/27/2023)

Fresno ATCT

Regional and Project Location

LSA

Area of Potential Effects

FIGURE 2

N

0 100 200
FEET

SOURCE: Nearmap (June 23, 2023)

J:\20230936.01\GIS\Pro\Fresno ATCT\Fresno ATCT.aprx (9/27/2023)

Fresno ATCT

Area of Potential Effects

METHODS

ARCHIVAL RESEARCH

LSA conducted archival research during the months of September, October, and November 2023. Research methods focused on the review of a variety of primary and secondary source materials relating to the history and development of the FAT and the ATCT and the architect who designed the building. Sources included, but were not limited to, online sources, published literature in local and regional history, news articles, historic aerial photographs, historic maps, and original design plans (provided by the FAT). The City of Fresno Mid-Century Modern Historic Context (Planning Resource Associates, Inc. 2008:10-50) was also used. In addition, the following groups and individuals were contacted:

- Historic Fresno
- Fresno County Public Library Heritage Center
- San Joaquin Valley Chapter of the American Institute of Architects
- Joe Moore (local historian)
- John Edward Powell (former Fresno architectural historian and former Lew and Patnaude employee)
- Karana Hattersley-Drayton, M.A. (Fresno-based architectural historian)
- Matthew Patnaude (son of Allen Y. Lew's partner William E. Patnaude)
- Shaunt Yemenjian (Fresno architect)

Information received from these sources is cited within the report where appropriate.

FIELD SURVEY

On September 11, 2023, LSA architectural historian, Casey Tibbet, M.A., and LSA field photographer Dennis Lechner conducted the intensive-level architectural survey with the assistance of Richard L. Madrigal, Airports Projects Supervisor. During the survey, Mr. Madrigal provided information about the facility, while Ms. Tibbet took notes and Mr. Lechner took photographs of the exterior of the ATCT and its setting. Ms. Tibbet recorded the structural and architectural characteristics and current conditions of the building and associated features. She also conducted a limited reconnaissance-level survey of the buildings adjacent to the APE. The reconnaissance survey was conducted from the parking lot within the APE. The adjacent buildings include maintenance buildings, hangars, and a fire station, all of which are utilitarian and architecturally unremarkable.

RESULTS

ARCHIVAL RESEARCH

As a result of the archival and other research, the following historical background was developed.

City of Fresno

Except where noted, the following information about the settlement and development of the City of Fresno is from the City of Fresno Mid-Century Modernism Historic Context (Planning Resource Associates, Inc. 2008:10-50).

Fresno Station, the precursor of the City of Fresno, was founded in May of 1872 by the Central Pacific Railroad Company. The location was reportedly selected by Leland J. Stanford, a Director for the railroad. The original town site, surveyed by Edward H. Mix, was organized on a grid with uniform blocks, 25-by-150-foot lots, and 20-foot alleys. Fresno became the County seat in 1874, kicking off a period of prosperity. The combination of fertile land, a steady water supply, and the service and mobility made possible by the railroad enabled Fresno to become the leading agricultural center in the San Joaquin Valley. In 1885, when Fresno incorporated, there was scattered development throughout an approximate six-block radius of the railroad station near the corner of H and Mariposa Streets (approximately 10 miles south of the FAT). In 1892, streetcars were introduced and streetcar suburbs soon followed (City of Fresno 2023a).

In the 1890s, Fresno's transformation from a small town to a city with a thriving commercial center was evident. From 1890 and to 1900, the City increased in area from 2.94 square miles to 34.86 square miles and in population from 10,818 to 12,470 people. By 1910, the population had nearly doubled. In the 1920s, Fresno, like much of California, experienced a construction boom. Growth and development continued until the Great Depression.

The Depression had a significant impact on the San Joaquin Valley. Farmers from the Dust Bowl were attracted to the Valley because of its successful agricultural industry. However, Valley farmers were struggling to hold onto their land. The influx of people from the Dust Bowl caused more competition for the few available jobs. Those who could not find agricultural work sought employment in the nearby cities like Fresno, but found little relief.

In 1933, President Roosevelt's New Deal introduced a number of programs to improve housing conditions and created the Public Works Administration (PWA) to distribute nearly $6 billion (from 1933 to 1939) for public works projects. Subsequent legislation built on these programs and included the 1935 "Second New Deal", which created the Works Progress Administration (WPA). The WPA provided almost $5 billion for work relief for the unemployed to work on construction of airports, schools, hospitals, roads, and other buildings. In Fresno, a partnership of architects designed the majority of buildings constructed in the city under the New Deal. These projects transformed the city's civic center between 1936 and 1941 and included: the Fresno Memorial Auditorium, the U.S. Post Office, the Fresno County Hall of Records, the Fresno Unified School District Administration Building, and the Fresno City Hall. New Deal programs also benefited Fresno through park improvements, fire stations, sidewalks, and the construction of Chandler Field/Fresno

Municipal Airport. Chandler Field, located on Kearney Boulevard approximately nine miles southwest of Fresno Yosemite International Airport, was constructed between 1936 and 1937 using WPA funds and, as of 2008, was notable as one of the most intact WPA-funded airports in the country.

World War II helped pull America out of the Depression. It re-opened the economy to international trade, increased demand for American exports, and triggered government investment in our national defense industry. The California economy in particular benefited from government war contracts, receiving almost 12 percent of all contracts and producing 17 percent of all war supplies. The 1940s saw an influx of military personnel as military bases throughout California played a significant role in defense operations. An estimated 60,000 servicemen were stationed in Fresno or at nearby facilities including the new bomber base Hammer Field (now Fresno Yosemite International Airport) and Camp Pinedale. During the war years, the City also saw an increase in Mexican agricultural laborers who were recruited to fill the gaps resulting from the military draft. At the same time, more than 1,000 American and foreign-born Japanese people in the City and County of Fresno were taken to internment camps.

Two local assembly center sites, with more than 500 buildings, were located at the Fresno County Fairgrounds and an undeveloped industrial area in Pinedale. The Fairground was the site of one of 13 temporary detention facilities for the Japanese in California. These facilities were intended as temporary confinement centers until permanent internment camps could be built in more isolated areas throughout the country. Over 5,000 Japanese Americans were confined at the Fresno location from May to October 1942.

The war not only ended the Depression in the U.S., but created conditions for postwar productivity and successful collaboration between the federal government, private industry, and organized labor. In the postwar years, the country experienced unprecedented growth. California, in particular, experienced unparalleled prosperity. With a population increase of 53 percent between 1940 and 1950, the demand for housing was enormous. Along with the housing demand came the need for more schools, government facilities, and improved infrastructure, not to mention amenities like shopping centers and recreational facilities. In Fresno, the population increased from 60,685 in 1940 to 91,669 in 1950, not including military personnel or the Japanese.

The postwar construction boom changed the way Americans lived and gave birth to vast postwar suburbs. In southern California, citrus groves and other agricultural lands gave way to large tracts of single-family residences primarily designed for working and middle-class families. New principles of community planning were incorporated into these neighborhood-scale, residential developments that often featured pedestrian-friendly, curvilinear streets and 300–400 nearly identical homes.

Prior to the war, the only residential development north of Shields Avenue in Fresno was the Fig Garden district (roughly four miles northwest of the FAT), a rural estate subdivision. After the war, Fresno initially gave priority to housing needs for returning veterans and constructed public housing for them near the new Veterans Hospital in East Fresno. However, it was not long before developers began subdividing and building tract homes on large tracts of land north of Shields Avenue, expanding the City outward. In the 1950s, there was significant growth in residential development,

which was typically built near new shopping centers, schools, and office parks developing outside of the traditional downtown commercial and urban center.

A lack of housing was not the only problem that Fresno faced in the postwar years. The streets, water system, and sewer system were all inadequate to support the number of people dependent on them. By the 1950s the Fresno-Clovis metropolitan area was growing faster than the City of Fresno, putting a strain on the County facilities as well. There was a general outcry for a more thoughtful and well-managed approach to growth. In 1956, the Fresno-Clovis Area Planning Commission was formed and was charged with preparing a general plan for the area. That same year, the Fresno City Commission formed the redevelopment agency to address problems in the inner city. Other programs initiated in the postwar years included the adoption of Fresno's uniform zoning ordinance (1960), a building code, street improvement standards, and redevelopment and neighborhood plans for various areas. In 1969, the Council of Fresno County Governments (COFCG) was established to provide intergovernmental highway planning and prepare regional plans and programs.

The ability to connect Fresno with other nearby cities, as well as larger metropolitan areas such as San Francisco and Los Angeles was an important factor in the City's continued growth. Expansion of north-south State Routes 99 and 41, along with east-west State Routes 168 and 180, was supported as part of this regional connection program. More locally, commercial corridors such as Blackstone and Shaw Avenues created links between the urban and suburban parts of the City and were direct links to developing neighborhoods and shopping centers. However, while the City was growing outward its core was dying.

To address the problem of the depressed downtown core, in 1958 the City hired the firm of Victor Gruen and Associates to develop an urban renewal plan. The result was one of the most imaginative urban renewal plans of the period. The centerpiece of the plan was a six-block pedestrian mall and urban park designed by renowned landscape architect Garret Eckbo. Fulton Street was formerly the main shopping street in downtown Fresno, but had fallen into a depressed economic state and was part of the decline of Fresno's downtown. Dedicated on September 1, 1964, Fulton Mall excluded vehicular traffic and was a mix of softscape (trees and plants) and hardscape (concrete, rock, wood, and metal). It included gardens, water features, benches, playgrounds, modern sculpture, and ceramics. At the time it opened, it was well received and nationally recognized. Initially, it appeared to solve the problem of blight in Fresno's downtown, but it suffered when Fashion Fair Mall opened six miles to the north in 1970; by the 1980s, most of the businesses along Fulton Mall had closed (Anonymous 2023a). In 2017, car traffic was reintroduced and many of the public amenities were removed or relocated to the sidewalks (Ibid.).

Since the 1980s, Fresno has continued to grow. It has an area of approximately 116 square miles and, as of 2020, a population of approximately 542,000 (Anonymous 2023a). It is home to more than 70 ethnic groups, and Fresno County is ranked first in the nation for agricultural production (City of Fresno 2023b).

Fresno Yosemite International Airport

Fresno Yosemite International Airport started out as Hammer Field. Located east of the Fresno city limits, the base was built in 1941 and leased to the Army Air Corps (Planning Resource Associates, Inc. 2008). It was named Hammer Field in honor of "Lieutenant Earl M. Hammer of San Francisco, the first California member of the army flying service to be killed in action" during World War I (*Fresno Bee* 1942). During World War II (WWII), Hammer Field was important as a training facility for night flying and aviation technicians (Suzassippi 2023). In 1946, the War Assets Administration reallocated Hammer Field to the City of Fresno, which planned to use the facility as a commercial airport (Anonymous 2023b). Construction of a passenger terminal on the northeast side of the airfield began almost immediately (Ibid.). The Fresno Airport Terminal opened in 1948 and flights to Los Angeles and San Francisco/Oakland were available via Trans World Airlines (TWA) and United Airlines (Ibid.). In the 1950s, the California Air National Guard moved to the airport and established the Fresno Air National Guard Base in the southeast corner of the airport (Ibid.). To accommodate the guard, a second, parallel runway was constructed in 1956 (Kimley Horn 2017).

In January 1957, it was announced that the final plans for the Fresno Air Terminal expansion program would be explained to a city commission (*Fresno Bee* 1957a). According to airport superintendent Wilmer J. Garrett, when completed, the $2,085,000 project would allow the airport "to handle anything from helicopters to huge commercial jet airliners" (Ibid.). The news article reported that the runway surface was constructed to stand at least 120,000 pounds of pressure and the 8,600-foot concrete runway would easily handle jetliners; it was noted that military aircraft, including a six engine B47 intercontinental bomber, had already landed at the airport (Ibid.). In addition to the aircraft facilities, the new passenger terminal would have nine passenger loading gates and be more than three times the size of the existing terminal (Ibid.).

In February 1959, Congressman B.F. Sisk of Fresno testified in support of a bill to raise the annual federal airport grants from $63,000,000 to $95,000.000 and told the House Interstate and Foreign Commerce Committee that Fresno's $4,000,000 airport improvement plan merited federal support (*Fresno Bee* 1959a). Sisk also stated that the Fresno airport served six counties and 800,000 people and was an alternative landing site for jets (Ibid.). In May 1959, Airport Superintendent Garrett announced that the airport had received an additional $100,000 in federal funding bringing the total to $774,183 (*Fresno Bee* 1959b). This amount, plus other funds already in hand, was enough for the airport to move forward with and complete construction of five buildings: a new terminal building, a concourse, a maintenance building, a new control tower, and a new fire house (Ibid.). In June 1959, it was announced that the City would be accepting bids for the construction of the five buildings at the Fresno airport (*Fresno Bee* 1959d). The buildings were all designed by local architect Allen Y. Lew over a two-and-a-half-year period (Ibid.). The estimated cost for the construction was approximately $1,800,000 (Ibid.). In December 1959, Garrett reported that despite the steel strike, construction of the terminal and control tower buildings was progressing (*Fresno Bee* 1959c). The article reported that "huge steel girders which will form the base of the control tower are in place below ground level" and the passenger tunnel to the concourse was nearing completion (*Fresno Bee* 1959c).

In May 1961, City and federal officials inspected the new, 88-foot 7-inch tall tower building (*Fresno Bee* 1961a). The tower was expected to be in service at the beginning of September 1961 when the new passenger terminal with an open-air concourse and ground level boarding gates were

scheduled to be completed (Ibid.; Kimley Horn 2017). A news article in July 1961 announced that the seven-story control tower had its first tenant: Airport Superintendent Wilmar J. Garrett and staff (*Fresno Bee* 1961b).

In March 1962, a multi-page advertisement was printed for the Fresno Air Terminal dedication. The ad provided a wealth of information about the new $3,800,000 Fresno Air Terminal facility, which was reportedly paid for with "the retirement of airport revenue bonds, repayment to other city funds, and grants-in-aid from the Federal Government"(*Fresno Bee* 1962a:14-A). The total area occupied by the facility was 1,321 acres and the "between-runways land use program directs a 417 acre cotton allotment [that] adds $15,000.00 net income to the city per year" (*Fresno Bee* 1962a:16-A). The one-story terminal building had 43,800 square feet of interior floor space and, in addition to the standard terminal functions, it included a dining room, a round cocktail lounge, a coffee shop, a news and gift shop, car rental facilities, and a barber shop (*Fresno Bee* 1962a:14-A). The ad also noted that the "seven story Government Agency Building houses the Federal Aviation Agency Control Tower, the Flight Service Station, Safety Standards Office, Systems Maintenance Sector, U.S. Weather Bureau, and the Airport Management Offices" (*Fresno Bee* 1962a:14-A). Allen Y. Lew was prominently listed as the architect of the new facility (Ibid.).

In 1978, a concourse addition was completed and, in 1986, the baggage claim area was remodeled and expanded (Kimley Horn 2017). In 1993, a $6 million airport remodeling project was completed (*Fresno Bee* 1993a). A news article reported that this was the first major work done on the main terminal since 1962 and included a waterfall, chunky pillars, and a neon-lighted time-and-temperature canopy (Ibid.). In addition, the tunnel and escalator were replaced with a welcoming-level corridor and a section inside the lobby was removed to create an open expanse (Ibid.). In addition to updating the terminal, the remodel project removed asbestos materials and brought the terminal into compliance with the Americans with Disabilities Act (ADA) (Ibid.). Allen Y. Lew and William E. Patnaude, Inc. did the design work for the project (Ibid.). Although a number of terminal remodeling and expansion projects have been completed since 1993, the exterior of the ATCT does not appear to have been changed (Kimley Horn 2017).

Airport Traffic Control Towers

Except where noted, the information in this section has been excerpted and condensed from *Bipartisan Infrastructure Law (BIL) Airport Traffic Control Tower (ATCT) Replacement Program, Programmatic Environmental Assessment, September 2023* (Federal Aviation Administration 2023). More specifically, the information is from Section 4, Affected Environment and Environmental Consequences, pages 2, 3, and 51.

Federal responsibility for air traffic control began in 1936, but it was not until 1941, that the Civil Aeronautics Administration (which was dissolved with the creation of the FAA in 1958) began operating ATCTs. With continued growth in the nation's airspace in the mid-late 20th century, it quickly became evident that airport safety and capacity had to be increased to prevent system delays. Between mid-1959 and mid-1969, the number of aircraft operations at FAA's ATCTs had increased by 112 percent. By 1966, the FAA had commissioned the nation's 30th ATCT at Hillsboro, Oregon.

Prior to the 1960s, there were more than 500 unique FAA ATCT and Terminal Radar Approach Control facilities at airports located atop and collocated with airport terminal buildings. However, the early 1960s ushered in a period of architectural change for the federal government and the nation's airports (Glover 2020). "President John F. Kennedy wanted federal buildings that showed 'the dignity, enterprise, vigor and stability of the American national government,' and Congress wanted the FAA, rather than local communities, to build air traffic control towers" (ibid.).

Starting in the mid-1960s, the FAA began implementing repeatable standard designs for ATCTs. Until 1961, the facilities were unique one-off facilities. The introduction of standard designs heralded a change in design philosophy for ATCTs with the standard ATCTs being a stand-alone building apart from the airport terminal building. The new standard designs were to serve as a uniform symbol of air safety in airports.

In 1961, an Art in Aviation Advisors Committee was appointed to advise the FAA on a program for designing towers that were pieces of architecture, as well as machinery designed as a standard unit to be used anywhere (Glover 2020). This would enable one architect to work with one engineer resulting in economy and a well-designed tower (Ibid). Several notable architects were invited to participate in a design competition. I.M. Pei headed the firm that was chosen by the committee to design standard ATCTs. The design of ATCTs consisted of a cab and shaft in a nondirectional pentagon shape for visuals on all sides and a base building.

The creation of ATCT design types also corresponded with the advent of computer technology in the early 1960s, which transformed the capabilities of air traffic control. Throughout the 1960s and into the 1970s, the FAA worked to develop and, by the mid-1970s, succeeded in creating automation programs, using both ground and airborne radar data, for air traffic control. This placed the U.S. airspace system on the leading edge of technology. By the late 20th century, the FAA upgrades added safety features and worked to stay abreast of expanding traffic volume.

In the 1960s and 1970s, the FAA built several towers using the Pei firm's ATCT design. Some of those are still in use today (2023). The FAA noted the significance of the prototype Pei tower in Chicago in the 2005 O'Hare modernization Environmental Impact Statement (EIS). Despite being less than 50 years of age at the time (2005), the FAA identified the tower as potentially eligible for listing in the National Register of Historic Places (National Register) because it represents the work of a master and was a prototype that achieved exceptional importance in global airport design. Another notable ATCT type is the Welton Becket ATCT design type, by the firm of Welton Becket and Associates, used by the FAA from 1974 to 2007.

Since the 1960s, there have been 12 unique standard FAA ATCT design types (refer to Table A).

Table A: ATCT Standard Design Types

ATCT Design Type	Commission Years	Number of ATCTs
Type O	1965–1968	26
Pei	1966–1976	15
Type L	1966–1969	4
Hunt/AVCO	1967–2000	84
Mock	1969–1987	23
Welton Becket	1974–2007	24
Golemon & Rolfe	1980–2007	35
Leo Daly/HNTB Low Activity Level (LAL)	1987–2008	19
Leo Daly Major Activity Level (MAL)	1992–2003	14
Leo Daly/HNTB Intermediate Activity Level (IAL)	2002–2014	4
Radian/2006 LAL	2002–2014	19
Radian/2006 IAL	2002–2016	4

Source: Federal Aviation Administration (2023).
ATCT = Airport Traffic Control Tower

Allen Y. Lew, FAIA

Allen Yuen Lew was born in the Chinatown area of Fresno in 1912 and graduated from Fresno High School in 1931 before earning a degree from the University of California, Berkeley in 1935 (American Institute of Architects 1953; *Fresno Bee* 1962c and 1993b; Patnaude 2023). After college, he worked as a draftsman for David H. Horn (1936–1937) and Franklin & Kump (1937–1940) (Ibid.). From 1941 to 1944, Lew worked for Douglas Aircraft in Los Angeles and was a partner in the general contracting firm Lew and Lamber in Fresno from 1944 to 1951 (Ibid.). In 1952, he obtained his State registration in architecture and began practicing in Fresno (Ibid.). In 1953, he applied for and was granted individual and corporate memberships in the American Institute of Architects (AIA) (ibid.).

In April 1962, just a few weeks after the dedication of the new Fresno Air Terminal, Lew won "the first Award For Excellence In Design to be presented by the San Joaquin chapter of the American Institute of Architects" (AIA) (Figure 3; *Fresno Bee* 1962b). The award was for his design of the terminal and unspecified related facilities, which local historian Joe Moore suspects included the Airport Traffic

FOR EXCELLENCE—Edwin S. Darden, left, presents an award to architect Allen Y. Lew for his design of the new Fresno Air Terminal buildings.

Figure 3: Lew Accepting the Award for Excellence in Design (*Fresno Bee* 1962b)

Control Tower (Figures 4, 5, 6, and 7). Matthew Patnaude, who is the son of Lew's partner William Patnaude, also believes that the Award for Excellence in Design included the ATCT. Unfortunately, neither the award nomination nor a copy of the actual award could be located to verify this. However, these opinions are supported by the fact that at the time of the award, the terminal and ATCT, which share a Mid-Century Modern design aesthetic, were the two most architecturally interesting buildings of the five that Lew designed for the FAT. In addition, as seen in Figure 7, the ATCT is visible from the terminal and is clearly an important complementary feature.

Figure 4: Fresno Air Terminal circa 1962 (Moore 2023)

Figure 5: FAT Terminal Building circa 1962 (Moore 2023). Note the similarity of the fenestration rhythm to that of the ATCT.

Figure 6: ATCT circa 1962 (Moore 2023).

Figure 7: FAT Terminal Interior with View of ATCT (Moore 2023).

Later in 1962, Lew received another award of excellence from the AIA for the Chinese Confucius Church at W. Tulare Street and Waterman Avenue in Fresno (*Fresno Bee* 1962c). "Lew combined the strict, simple Oriental lines with modern American materials which give the building both a contemporary feeling and an Oriental look for identification with its use" (*Fresno Bee* 1962c:19-F).

Lew designed a number of apartment complexes including 48 garden apartments on nearly three acres on Huntington Boulevard (1968) and the Huntington Holmes Redevelopment Company project that included 76 two- and three-bedroom apartment units (Planning Resources Associates, Inc. 2008). The latter was a 1.2 million dollar development (Ibid.).

In 1971, Mr. Lew was nominated by the San Joaquin Chapter of the AIA for membership in the AIA College of Fellows for "his outstanding Achievement in Design and, particularly, in Public Service, as well as his substantial contribution in Service to the Profession" (American Institute of Architects 1972:2). The nomination also stated that "Mr. Lew's creative ability in Design has set a standard of excellence which has had a profound influence on both his fellow architects and fellow citizens in his area. His work has won many awards, including three awards of excellence, two awards of honor and one award of merit. Projects so honored include an Air Terminal, a Church, a Public Library, an Apartment complex, and a Residence. His solutions to these complex projects with its air of simplicity and restraint has been his outstanding stamp of achievement" (Ibid.). The nomination included photographs of the following buildings that provided "the ultimate evidence of Mr. Lew's creativity and special talent in Design": Chinese Confucius Church (1962); Fresno Air Terminal Building (1962); Sanger Library (1967); Huntington Holmes Apartments (1967); Lew Residence (1967); and Fresno State College, College Union (1969) (American Institute of Architects 1972).

In 1972, Mr. Lew was admitted to the AIA College of Fellows by a jury of his peers for his "notable contribution to the advancement of the profession of architecture" (American Institute of Architects 1972). "AIA Fellows are recognized with AIA's highest membership honor for their exceptional work and contributions to architecture and society" (American Institute of Architects n.d.). In 1985, he applied for and was granted Membership Emeritus status (American Institute of Architects 1985). Two years later (1987), the firm of Allen Y. Lew & William E. Patnaude Inc. won a Merit award certificate from the Masonry Institute of Fresno for the enlisted personnel housing at the Lemoor Naval Air Station (*Fresno Bee* 1987).

In addition to his achievements in the field of architecture, Mr. Lew was also actively involved in the community and various organizations. He was a member of the Fresno Planning Commission and the Redevelopment Agency and a leading advocate for the plan to revitalize the downtown business and civic center including the award-winning pedestrian mall (American Institute of Architects 1972). He was a member of the Chinese Benevolent Association, the Fay Wah Club of Fresno, the West Fresno Rotary Club, Boy Scouts of America, the Fresno County and City Chamber of Commerce, the Commonwealth Club, and Chinese-American Citizen Alliance (*Fresno Bee* 1962c and 1993b; American Institute of Architects 1972)."Mr. Lew's contribution to the planning of the Chinese Community Center with its churches, schools and clubhouse formed the nucleus of a continuing contribution of the Chinese cultures to the residents of the city of his birth" (American Institute of Architects 1972:2a). He was also president, secretary, treasurer, and director of the San Joaquin Valley AIA and director, treasurer, and chairman of various committees of the California Council of the AIA (*Fresno Bee* 1962c.; American Institute of Architects 1972). He was appointed by the

Governor of California to serve a term on the original board of the Designers Qualifications Advisory Committee under the umbrella of the California Board of Architectural Examiners (American Institute of Architects 1972).

Allen Y. Lew died in January 1993 at age 80 (*Fresno Bee* 1993b). According to his obituary, Mr. Lew's "architectural designs were noted for their creativity, simplicity and restraint" (*Fresno Bee* 1993b). Local historian Joe Moore echoed this. He stated that Lew's work, which was typically rectilinear and low-slung, emphasized vertical elements and often used bands of vertical glazing between walls of stucco, brick, metal or aggregate concrete. "This helped bring in natural light while limiting solar gain in Fresno's hot summers" (Moore 2023). Mr. Moore further stated that the ATCT is a good, seemingly intact example of Lew's work and is also unusual in that it is not low-slung (Moore 2023). Former Fresno architectural historian John Edward Powell stated that the ATCT "handsomely reflects the Mid-Century Modern tradition" and "remains exemplary of its idiom" (Powell 2023). Matthew Patnaude characterized Lew as an important architect who is generally underrated and overlooked especially considering the obstacles he faced as a Chinese-American (Patnaude 2023). He remembered that even in the 1960s, Mr. Lew faced racial challenges and that he designed and built his award-winning residence (1963) after being subjected to redlining (this was not verified). He noted that Lew always incorporated a bit of his Chinese heritage into his designs, most notably in the way he considered the effects of not just sunlight, but also moonlight in his projects (Ibid). The Mid-Century Modernism Historic Context prepared for the City of Fresno in 2008, lists Lew as one of about 30 practitioners of Modernism in Fresno (Planning Resources Associates, Inc. 2008).

International Style

The ATCT is an example of the International style of architecture. This minimalist style falls under the broad category of Modernism. It is generally devoid of regional characteristics and decorative elements (Harris 2006). It evolved mainly from the 1920s–1930s Bauhaus interdisciplinary design school in Germany and migrated to the U.S. with some of the German architects who relocated here during the Depression era. The style garnered interest in America around 1932 when the Museum of Modern Art featured a "Modern Architecture" exhibit highlighting buildings from around the world that shared a stark simplicity and vigorous functionalism (Christopher A. Joseph & Associates 2009:14). Henry Russell Hitchcock and Philip Johnson coined the term International Style in their catalog for the exhibit (Ibid.).

The first major example of the style in the U.S. was the 1932 Philadelphia Savings Fund Society Building designed by George Howe and Swiss-born, William Lescaze (Christopher A. Joseph & Associates 2009). In southern California, the first truly International style building was Columbia Square (1938) by Lescaze and E.T. Heitschmidt (Ibid.). Rudolph Schindler and Richard Neutra are two other master architects who worked extensively in southern California and are known for their International style residential and commercial designs as early as the 1930s and 1940s.

In the post-WWII years, acceptance of the style grew and became popular for larger non-residential projects. Two trends emerged, both based on philosophies associated with Bauhaus leaders Walter Gropius and Mies van der Rohe (Christopher A. Joseph & Associates 2009). The Gropius-influenced trend focused on expressing the building's function and featured screen walls, steel frames, and external glass walls without interruption (Ibid.). The Miesian-influenced trend reflected a "less is

more" aesthetic that typically followed one of three subtypes: glass curtain wall skyscrapers, glass and steel pavilions, or the modular office building (Ibid.). However, both trends share several character-defining features.

- Simple geometric forms often rectilinear;
- Balance and regularity, but not necessarily symmetry;
- Reinforced concrete and steel construction with a non-structural skin;
- Unadorned, smooth wall surfaces typically of glass, steel, or stucco painted white;
- Complete absence of ornamentation and decoration;
- Often cantilevered upper floor or balcony;
- Flat roof without a ledge or eaves;
- Large areas of glass; and
- Metal window frames set flush with the exterior walls, often in horizontal bands.

In Fresno, "Ernest Kump, Jr. was a significant practitioner of the International style" (Planning Resources Associates, Inc. 2008:69). Allen Lew worked for Franklin & Kump from 1937 to 1940. Some examples of the International style in Fresno include the Fresno City Hall Annex, Fresno Unified School District office, Roosevelt High School auditorium and cafeteria buildings, the Fresno State steam power plant, and the Berkeley's Building (Ibid.).

Previous Studies

A review of the California Office of Historic Preservation's (OHP) Built Environment Resources Database (BERD), revealed that several Hammer Field/ Fresno Army Airbase buildings, located at 5175 E. Clinton Way within the FAT property, were evaluated in 2012 as not eligible for listing in the National Register by consensus through the Section 106 process. In 2013, a number of buildings associated with the Marine Corps Reserve Training Center, located at 5315 E. Cassino Avenue within the FAT property northeast of the runways, were also evaluated as not eligible for listing in the National Register by consensus through the Section 106 process. No other buildings associated with the FAT were listed in the BERD. No listing for the FAT was found in the National Register database.

FIELD SURVEY

During the field survey one historic-period building, the Airport Traffic Control Tower, was intensively surveyed and is described below.

The International style ATCT building consists of an approximately 8,500-square-foot, one-story building with a nearly square, six-story tower (Photographs 1–5). The tower is slightly off-center and has an approximately 1,090-square-foot footprint. The one-story building and the tower both have flat roofs with no eaves. The exterior walls consist of a combination of scored, stucco-covered concrete, glass, blue polyethylene panels, and slightly green aggregate panels. All of the windows, doors, sidelights, transoms, and polyethylene panels are metal-framed. A galvanized pipe rail secures the area around the cab on top of the tower. Fences prohibit access to all but the southwest elevation of the building.

Southwest Elevation

This elevation faces an adjacent parking lot and is the most understated of the four elevations (Photo 1). From left to right, the one-story portion of this elevation includes: eight stuccoed panels and an accent of three metal posts that extend above the roof; four vertical-rectangular, windows with blue polyethylene panels above and below; and a recessed section (described in more detail below) that includes the primary entrance and a solid metal door topped by a transom and a blue polyethylene panel. The remainder of the elevation has greenish-colored aggregate panels, stuccoed panels, and two more metal post accents.

Photo 1: Southwest elevation, view northeast (9/11/23).

The recessed primary entrance has a glass door and windows, sidelights, and transoms all topped by a horizontal band of three, blue polyethylene panels. The entrance is sheltered under the flat roof of the building and there is a dedication plaque on the west wall and a three-metal post accent attached to the fascia east of the entrance. The remainder of the recessed section has four rectangular cutouts in the roof to allow natural light above the metal door, which leads to an interior stairwell. The cutout part of the roof is supported by two aluminum trim columns. Together, the cutouts are approximately the width of the tower, which extends above them. This section is

also accented by greenish-colored aggregate panels, which extend up and around the sides of the tower.

The tower portion of the southwest elevation is characterized by 91 (7 over 13) greenish-colored aggregate panels and an off-center, vertical stripe of alternating windows and blue polyethylene panels that extend above the stairwell door to the top of the tower. The windows consist of narrow, vertical, metal slats that are angled and have an opaque appearance. Both corners of the tower have full-height, aluminum trim. The cab on top of the tower has large, angled, tinted windows above blue polyethylene panels and a flat roof.

Southeast Elevation

The southeast (side) elevation is adjacent to the maintenance building (Photo 2). The one-story portion of the elevation, from left to right, includes: four stuccoed panels; a glass door below a very small metal awning and flanked by sidelights; two stuccoed panels; and a ribbon of eight, vertical-rectangular windows with blue polyethylene panels above and below. The metal awning above the door is flanked by blue polyethylene panels and above them is a ribbon of three windows topped by a ribbon of three blue polyethylene panels.

Photo 2: Southeast elevation, view northwest (9/11/23).

The southeast elevation of the tower has 44 (4 over 11) greenish-colored aggregate panels and alternating bands of 6 sliding windows and 6 blue polyethylene panels. Both corners of the building have full-height aluminum trim. There are metal vents at the bottom of each of the panels in the

first column, except for the top panel. It appears that an additional vent was added to the top of one of the panels and one of the windows has been filled in to accommodate a wall-mounted air conditioning unit. The southeast elevation of the cab has angled windows above blue polyethylene panels.

Northeast Elevation

The northeast (rear) elevation faces the runways (Photos 3 and 4). The one-story portion of the building is generally characterized by a row of blue polyethylene panels above and below vertical-rectangular and horizontal-rectangular windows of varying sizes. However, there are four, large, fixed windows east of the doors that only have panels above them. There are three, metal, pole accents, identical to the ones on the southwest elevation. The entrance consists of a pair of glass doors. A thin metal canopy shelters the doors and extends northwest over the windows, ending where the elevation consists of stuccoed panels. A chain-link fence secures the doors and the adjacent landscaped area to the northwest and wraps around a portion of the northwest (side) elevation.

The tower portion of this elevation has 11 alternating rows of blue polyethylene panels (8 per row) and sliding windows (8 per row). Both corners of the building have full-height aluminum trim. The northeast elevation of the cab has three, angled windows above blue polyethylene panels.

Photo 3: Northeast elevation, view southwest (9/11/23).

Photo 4: Northeast elevation, view south (9/11/23).

Northwest Elevation

The northwest (side) elevation faces a landscaped area and a small parking area (Photo 5). The northwest corner of this elevation is partially obscured from view by a privacy fence. The one-story portion of the building has, from left to right: what appears to be two, vertical-rectangular windows with blue polyethylene panels above and below; a window with a transom and blue polyethylene panel above; a glass door with a transom and a blue polyethylene panel above; a slanted, metal canopy above the window and door; six, full-height, stuccoed panels; a ribbon of four, vertical-rectangular windows with blue polyethylene panels above and below; and two, full-height, stuccoed panels.

The tower portion of this elevation has 11 alternating rows of 6 blue polyethylene panels and 6 sliding windows and 44 (4 over 11) greenish, aggregate panels. Both corners of the building have full-height aluminum trim. One of the windows has been filled in to accommodate an air conditioning unit and one of the top aggregate panels has a metal vent that may be an alteration. The cab has three, fixed, angled windows above three, polyethylene panels.

Overall, the ATCT appears to have only a few, minor alterations consisting of two vents and two air conditioning units on the side elevations.

Photo 5: Northwest (side) elevation, view southeast (9/11/23).

SIGNIFICANCE EVALUATION

Based on the research results discussed above, the following sections present the historical significance evaluation of the FAT ATCT and the conclusion on whether it qualifies as a "historic property" pursuant to Section 106 of the NHPA or a "historical resource" as defined by CEQA.

DEFINITIONS

National Register of Historic Places

The National Register criteria for evaluation exclude properties that are less than 50 years old unless they are of exceptional importance. "Fifty years is a general estimate of the time needed to develop historical perspective and to evaluate significance. This consideration guards against the listing of properties of passing contemporary interest and ensures that the National Register is a list of truly historic places" (National Park Service 1995:41). In addition to meeting at least one of the National Register criteria, "historic properties must retain integrity. Within the concept of integrity, the National Register criteria recognizes seven aspects or qualities that, in various combinations, define integrity" (National Park Service 1995:44). These are: location, design, setting, materials, workmanship, feeling, and association (discussed in more detail below). "To retain integrity a property will always possess several, and usually most, of the aspects" (Ibid.). Guidance for applying the National Register criteria is provided in National Register Bulletin 15, How to Apply the National Register Criteria for Evaluation.

Pursuant to 36 Code of Federal Regulations (CFR) Part 60.4: The quality of significance in American history, architecture, archeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association and

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

"Ordinarily cemeteries, birthplaces, or graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings, properties primarily commemorative in nature, and properties that have achieved significance within the past 50 years shall not be considered eligible for the National Register. However, such properties will qualify if they are integral parts of districts that do meet the criteria or if they" meet certain criteria considerations (National Park Service 1995:2). The resource associated with this project does not fall into these categories; therefore, these criteria considerations are not discussed further.

California Register of Historical Resources

The California Register of Historical Resources (California Register) criteria are based on National Register criteria and also typically require that a resource be 50 years of age or older in order to be considered for historical significance. The integrity of the resource, using the seven aspects of integrity discussed below, must also be taken into consideration. "It is possible that historical resources may not retain sufficient integrity to meet the criteria for listing in the National Register, but they may still be eligible for listing in the California Register" (California Office of Historic Preservation 1999).

Any object, building, structure, site, area, place, record, or manuscript which a lead agency determines to be historically significant or significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California may be considered to be an historical resource, provided the lead agency's determination is supported by substantial evidence in light of the whole record. Generally, a resource shall be considered by the lead agency to be "historically significant" if the resource meets the criteria for listing in the California Register of Historical Resources (Public Resources Code, 5024.1, Title 14 California Code of Regulations [CCR], Section 14 CCR, Section 4852) including the following:

1. It is associated with the events that have made a significant contribution to the broad patterns of local or regional history, or the cultural heritage of California or the United States;

2. It is associated with the lives of persons important to local, California, or national history;

3. It embodies the distinctive characteristics of a type, period, region, or method or construction, or represents the work of a master, or possesses high artistic values; and/or

4. It has yielded, or has the potential to yield, information important to the prehistory or history of the local area, California, or the Nation.

City of Fresno Historic Preservation Ordinance

Criteria for City of Fresno Historic Resource designation is based on the California Register criteria. The criteria also require a resource to be more than 50 years old and retain enough integrity to convey its significance (Article 16, Section 12-1607).

> (a) HISTORIC RESOURCES: Any building, structure, object or site may be designated as an Historic Resource if it is found by the Commission and Council to meet the following criteria:
>
> (1) It has been in existence more than fifty years and it possesses aspects of integrity to convey its significance based upon location, design, setting, materials, workmanship, feeling or association, and:
>
> (i) It is associated with events that have made a significant contribution to the broad patterns of our history; or

(ii) It is associated with the lives of persons significant in our past; or

(iii) It embodies the distinctive characteristics of a type, period or method of construction, or represents the work of a master, or possesses high artistic values; or

(iv) It has yielded or may be likely to yield, information important in prehistory or history.

EVALUATION

In summary, the APE is developed with the FAT ATCT, a parking lot, and a landscaped area. The ATCT was designed in the International style by master architect and Fresno native Allen Y. Lew, FAIA. It was completed in 1961 and a review of the original design plans revealed that it has sustained only a few minor alterations. In 1962, Lew won the first Award for Excellence in Design given by the San Joaquin Valley Chapter of the AIA for the FAT terminal building and related facilities. The related facilities likely included the ATCT as it was one of only five FAT buildings designed by Lew at that time; however, this was not verified since neither a copy of the award nor the award nomination could be located. In addition to winning a number of awards for his work, Mr. Lew was notable for his contributions to the community through his involvement on the local Planning Commission and Redevelopment Agency and his participation in numerous civic organizations.

Significance

The building is evaluated below for historical significance under the criteria for listing in the National Register and the California Register and for designation under the City's ordinance. Because all three sets of criteria are nearly identical, they have been grouped together to avoid redundancy.

Criteria A/1/1.i

The ATCT building was constructed in the post-WWII period, which was a time of extreme growth in California and most of the nation. During this period millions of new homes were built, along with supporting civic, commercial, and recreational amenities. The development and expansion of the FAT, including construction of the ATCT, were at least partially driven by the population surge in the San Joaquin Valley and the growing use of air transportation for business and recreational reasons. While the ATCT is associated with this historically significant event (post-WWII boom), it did not play an important role in instigating, facilitating, or accelerating it. The ATCT is not significant under these criteria.

Criteria B/2/1.ii

Research did not identify any historically significant people associated with this building. It is not significant under these criteria.

Criteria C/3/1.iii

The ATCT embodies many of the distinctive characteristics of the International style including its simple, rectilinear geometric form, concrete and steel construction, unadorned wall surfaces that

are generally smooth, absence of ornamentation, flat roofs, large areas of glass, and bands of metal-framed windows that are flush with the exterior walls. It is a highly intact, representative example of the International style of architecture as applied to an airport traffic control tower. In addition, it is the work of master architect Allen Y. Lew, FAIA. In 1962, Lew won an Award for Excellence in Design for the FAT terminal building and related facilities, which likely included the ATCT building as it was one of only five buildings designed by Lew for the FAT at that time. His 1971 nomination to the AIA College of Fellows was based on the work he did in the 1960s and specifically mentioned the airport in addition to noting that his solutions to complex projects had an air of simplicity and restraint that is his outstanding stamp of achievement. The ATCT is a good example of the simplicity and restraint that was the hallmark of his designs from that early period of his career. The ATCT is significant under these criteria.

Criteria D/4/1.iv

The building was constructed in the post-WWII period using common methods and materials. It does not have the potential to yield new information related to prehistory or history. It is not significant under these criteria.

Character-Defining Features

In order to assess the integrity of the building, its essential physical features must be identified. These features, commonly called character-defining features (CDFs), are those that must be present in order for the building to represent or convey its significance (National Park Service 1995). The following have been identified as CDFs for the ATCT:

- Simple, rectilinear geometric forms of the horizontally-oriented one-story portion of the building and the vertically-oriented tower;
- Balance and regularity of design represented by the window and panel pattern on the one-story building and the alternating bands of windows and blue polyethylene panels, as well as the greenish aggregate panels on the tower;
- The cab with angled windows above blue polyethylene panels;
- The stucco and aggregate wall panels;
- Flat roofs without ledges or eaves; and
- Metal window and panel frames set flush with the exterior walls.

Integrity

In order to qualify for listing in the National Register or the California Register or for designation under the City's ordinance, in addition to meeting one or more of the criteria discussed above, a resource must also retain enough integrity to convey its significance. The seven aspects of integrity are discussed below.

Location

"Location is the place where the historic property was constructed" (National Park Service 1995:44). The ATCT is in its original location. Integrity of location is high.

Design

"Design is the combination of elements that create the form, plan, space, structure, and style of a property" (National Park Service 1995:44). A review of the original plans and drawings for the ATCT reveals that the design of the building has sustained only a few minor alterations (two vents and two, window-mounted air conditioning units) to the side elevations. Integrity of design is high.

Setting

"Setting is the physical environment of a historic property" (National Park Service 1995:45). The immediate setting consisting of the ATCT and adjacent parking lot, fire station, maintenance building, and hangars is relatively unchanged from 1961 when the building was first occupied. However, development within the larger airport facility has resulted in changes to the broader setting. These changes have minimized and/or changed views of the ATCT from the terminal and other public locations within the airport property. Integrity of setting is moderate.

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" (National Park Service 1995:45). A review of the original plans and drawings for the ATCT reveals that the original materials remain. There are only four very small places where the material has been changed to accommodate two window air conditioning units and two vents. Integrity of materials is high.

Workmanship

"Workmanship is the physical evidence of the crafts of a particular culture or people during any given period in history or prehistory" (National Park Service 1995:45). Although the International style is characterized by simplicity in design and a lack of ornamentation, workmanship is evident in the way the aggregate panels, glass, and blue polyethylene panels are used together to create the overall design. Integrity of workmanship is high.

Feeling

"Feeling is a property's expression of the aesthetic or historic sense of a particular period of time" (National Park Service 1995:45). The ATCT evokes a sense of stepping back in time to the glamourous age of air travel in the early post-WWII period. This is largely attributed to the International style of the building and its color palette, which features vibrant blue polyethylene panels and subtle green aggregate panels. Integrity of feeling is high.

Association

"Association is the direct link between an important historic event or person and a historic property" (National Park Service 1995:45). The ATCT retains its association with the FAT as it is still

used as the ATCT for the airport. In addition, because it has sustained almost no exterior alterations, it also retains its association with master architect Allen Y. Lew, FAIA. Integrity of association is high.

In summary, the FAT ATCT retains a high degree of integrity and meets the criteria for listing in the National Register and the California Register and for designation as a Historic Resource under the City's ordinance. It is significant under Criteria C/3/1.iii as a highly intact representative example of the International style of architecture as applied to an airport traffic control tower and as a good example of the work of master architect Allen Y. Lew, FAIA. Its period of significance is 1961 when it was first occupied.

RECOMMENDATIONS

The foregoing report has provided background information on the APE and surrounding area, outlined the methods used in the current study, and presented the results of the field survey and various avenues of research. As a result of these efforts, LSA recommends to the FAA and the City that the FAT ATCT is eligible for listing in the National Register of Historic Places under criterion C as a highly intact representative example of the International style of architecture as applied to an airport traffic control tower and as a good example of the work of master architect and Fresno native Allen Yuen Lee, FAIA. It also appears eligible for listing in the California Register of Historical Resources under criterion 3 and for designation as a Historic Resource under the Fresno Historic Preservation Ordinance for the same reasons. The period of significance is 1961 when the building was first occupied.

The FAT ATCT is a "historic property" for the purposes of NEPA/Section 106 of the NHPA and a "historical resource" for the purposes of CEQA. Pursuant to Section 106, the proposed demolition of the ATCT would be a significant adverse impact to the historic property. It would also be a substantial adverse change to the historical resource pursuant to CEQA. Demolition cannot be mitigated to a level that is less than significant.

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APPENDIX A

DEPARTMENT OF PARKS AND RECREATION (DPR) 523 FORMS

State of California — The Resources Agency
DEPARTMENT OF PARKS AND RECREATION

PRIMARY RECORD

Primary # _____
HRI # _____
Trinomial _____
NRHP Status Code 3S/3CS/5S3
Other Listings _____
Review Code _____ Reviewer _____ Date _____

Resource Name or #: Fresno Yosemite International Airport ATCT

P1. Other Identifier: Airport Traffic Control Tower (ATCT)

***P2. Location:** ☐ **Not for Publication** ☒ **Unrestricted** ***a. County:** Fresno **and** (P2b and P2c or P2d. Attach a Location Map as necessary.)

***b. USGS 7.5' Quad:** *Clovis, CA* **Date:** 1981 **T**13S; **R**21E; **Section** 30 M.D.**B.M.**

c. Address: 5175 E. Clinton Way **City:** Fresno **Zip:** 93727

d. UTM: Zone: 11; _____mE/ _____mN (G.P.S.)

e. Other Locational Data: (e.g., parcel #, directions to resource, elevation, etc., as appropriate): The ATCT is located approximately 330 feet north of the intersection of E. Andersen Avenue and N. Ashley Way and approximately 300 feet northeast of E. Andersen Avenue.

***P3a. Description:** (Describe resource and its major elements. Include design, materials, condition, alterations, size, setting, and boundaries)
The International style ATCT building consists of an approximately 8,500-square-foot, one-story building with a nearly square, six-story tower. The tower is slightly off-center and has an approximately 1,090-square-foot footprint. The one-story building and the tower both have flat roofs with no eaves. The exterior walls consist of a combination of scored, stucco-covered concrete, glass, blue polyethylene panels, and slightly green aggregate panels. All of the windows, doors, sidelights, transoms, and polyethylene panels are metal-framed. A galvanized pipe rail secures the area around the cab on top of the tower. Fences prohibit access to all but the southwest elevation of the building. *(See Continuation Sheet)*

***P3b. Resource Attributes:** (List attributes and codes) HP14-Government building (airport traffic control tower)

***P4. Resources Present:** ☒Building ☐Structure ☐Object ☐Site ☐District ☐Element of District ☐Other (Isolates, etc.)

P5a. Photo or Drawing (Photo required for buildings, structures, and objects.)

(See Continuation Sheet)

P5b. Description of Photo: (View, date, accession #) Southwest elevation, view northeast (9/11/23)

***P6. Date Constructed/Age and Sources:** ☒Historic ☐Prehistoric ☐Both
1961 (*Fresno Bee* 1961)

***P7. Owner and Address:**
Fresno Yosemite International Airport
5175 E. Clinton Way
Fresno, CA 93727

***P8. Recorded by:** (Name, affiliation, and address)
Casey Tibbet, M.A.
LSA Associates, Inc.
1500 Iowa Avenue, Suite 200
Riverside, CA 92507

***P9. Date Recorded:**
September 11, 2023

***P10. Survey Type:** (Describe)
Intensive-level NEPA and CEQA compliance

***P11. Report Citation:** (Cite survey report and other sources, or enter "none.") Historic Resources Assessment, Fresno Yosemite International Airport, Airport Traffic Control Tower Replacement Implementation, City of Fresno, Fresno County, California, 2023. Prepared by LSA.

***Attachments:** ☐NONE ☒Location Map ☐Sketch Map ☒Continuation Sheet ☒Building, Structure, and Object Record ☐Archaeological Record ☐District Record ☐Linear Feature Record ☐Milling Station Record ☐Rock Art Record ☐Artifact Record ☐Photograph Record ☐ Other (List):

BUILDING, STRUCTURE, AND OBJECT RECORD

***NRHP Status Code** 3S/3CS/5S3

***Resource Name or #** (Assigned by recorder) Fresno Yosemite International Airport ATCT

B1. Historic Name:
B2. Common Name: Airport Traffic Control Tower
B3. Original Use: Airport Traffic Control Tower **B4. Present Use:** Airport Traffic Control Tower
***B5. Architectural Style:** International
***B6. Construction History:** (Construction date, alterations, and date of alterations)

1957 Final plans for the Fresno airport expansion program were explained to a city commission (*Fresno Bee* 1957a).
1958 Plans for the Administration Building (control tower) were prepared by architect Allen Y. Lew, AIA (Lew 1958). The general contractor was Fred S. Macomber (*Fresno Bee* 1962).
1961 The tower was complete and had its first occupant (*Fresno Bee* 1961).

***B7. Moved?** ☒No ☐Yes ☐Unknown **Date:** _____ **Original Location:** _____
***B8. Related Features:** Passenger terminal and related airport facilities.

B9a. Architect: Allen Y. Lew, FAIA **b. Builder:** Fred S. Macomber, General Contractor
***B10. Significance: Themes:** Architecture; Architect **Area:** City of Fresno
Period of Significance: 1961 **Property Type:** Airport Traffic Control Tower **Applicable Criteria:** C
(Discuss importance in terms of historical or architectural context as defined by theme, period, and geographic scope. Also address integrity.)

The Fresno Yosemite International Airport ATCT is eligible for listing in the National Register of Historic Places (National Register) under criterion C as a highly intact representative example of the International style of architecture as applied to an airport traffic control tower and as a good example of the work of master architect and Fresno native Allen Yuen Lee, FAIA. It also appears eligible for listing in the California Register of Historical Resources (California Register) under criterion 3 and for designation as a Historic Resource under the Fresno Historic Preservation Ordinance for the same reasons. The period of significance is 1961 when the building was first occupied.

Historic Context. For a detailed context refer to the related report (see P11 on page 1). In summary, the ATCT was designed in the International style by master architect and Fresno native Allen Y. Lew, FAIA. It was completed in 1961 and a review of the original design plans revealed that it has sustained only a few minor alterations. In 1962, Lew won the first Award for Excellence in Design given by the San Joaquin Valley Chapter of the AIA for the FAT terminal building and related facilities. The related facilities likely included the ATCT as it was one of only five FAT buildings designed by Lew at that time; however, this was not verified since neither a copy of the award nor the award nomination could be located. In addition to winning a number of awards for his work, Mr. Lew was notable for his contributions to the community through his involvement on the local Planning Commission and Redevelopment Agency and his participation in numerous civic organizations. *(See Continuation Sheet)*

B11. Additional Resource Attributes: (List attributes and codes) HP37-Government buildings (airport)

***B12. References:**
(See Continuation Sheet)

B13. Remarks:

***B14. Evaluator:** Casey Tibbet, M.A., LSA Associates, Inc., 1500 Iowa Avenue, Suite 200, Riverside, CA 92507

***Date of Evaluation:** November 2023

(Sketch Map with north arrow required.)

Refer to Location Map

(This space reserved for official comments.)

P3a. Description: (continued from page 1)

Southwest Elevation. This elevation faces an adjacent parking lot and is the most understated of the four elevations. From left to right the one-story portion of this elevation includes: eight stuccoed panels and an accent of three metal posts that extend above the roof; four vertical-rectangular, windows with blue polyethylene panels above and below; and a recessed section (described in more detail below) that includes the primary entrance and a solid metal door topped by a transom and a blue polyethylene panel. The remainder of the elevation has greenish-colored aggregate panels, stuccoed panels, and two more metal post accents.

The recessed primary entrance has a glass door and windows, sidelights, and transoms all topped by a horizontal band of three, blue polyethylene panels. The entrance is sheltered under the flat roof of the building and there is a dedication plaque on the west wall and a three-metal post accent attached to the fascia east of the entrance. The remainder of the recessed section has four rectangular cutouts in the roof to allow natural light above the metal door, which leads to an interior stairwell. The cutout part of the roof is supported by two aluminum trim columns. Together, the cutouts are approximately the width of the tower, which extends above them. This section is also accented by greenish-colored aggregate panels, which extend up and around the sides of the tower.

The tower portion of the southwest elevation is characterized by 91 (7 over 13) greenish-colored aggregate panels and an off-center, vertical stripe of alternating windows and blue polyethylene panels that extend above the stairwell door to the top of the tower. The windows consist of narrow, vertical, metal slats that are angled and have an opaque appearance. Both corners of the tower have full-height, aluminum trim. The cab on top of the tower has large, angled, tinted windows above blue polyethylene panels and a flat roof.

Southeast Elevation. The southeast (side) elevation is adjacent to the maintenance building. The one-story portion of the elevation, from left to right, includes: four stuccoed panels; a glass door below a very small metal awning and flanked by sidelights; two stuccoed panels; and a ribbon of eight, vertical-rectangular windows with blue polyethylene panels above and below. The metal awning above the door is flanked by blue polyethylene panels and above them is a ribbon of three windows topped by a ribbon of three blue polyethylene panels.

The southeast elevation of the tower has 44 (4 over 11) greenish-colored aggregate panels and alternating bands of 6 sliding windows and 6 blue polyethylene panels. Both corners of the building have full-height aluminum trim. There are metal vents at the bottom of each of the panels in the first column, except for the top panel. It appears that an additional vent was added to the top of one of the panels and one of the windows has been filled in to accommodate a wall-mounted air conditioning unit. The southeast elevation of the cab has angled windows above blue polyethylene panels.

Northeast Elevation. The northeast (rear) elevation faces the runways. The one-story portion of the building is generally characterized by a row of blue polyethylene panels above and below vertical-rectangular and horizontal-rectangular windows of varying sizes. However, there are four, large, fixed windows east of the doors that only have panels above them. There are three, metal, pole accents, identical to the ones on the southwest elevation. The entrance consists of a pair of glass doors. A thin metal canopy shelters the doors and extends northwest over the windows, ending where the elevation consists of stuccoed panels. A chain-link fence secures the doors and the adjacent landscaped area to the northwest and wraps around a portion of the northwest (side) elevation.

The tower portion of this elevation has 11 alternating rows of blue polyethylene panels (8 per row) and sliding windows (8 per row). Both corners of the building have full-height aluminum trim. The northeast elevation of the cab has three, angled windows above blue polyethylene panels.

Northwest Elevation. The northwest (side) elevation faces a landscaped area and a small parking area. The northwest corner of this elevation is partially obscured from view by a privacy fence. The one-story portion of the building has, from left to right: what appears to be two, vertical-rectangular windows with blue polyethylene panels above and below; a window with a transom and blue polyethylene panel above; a glass door with a transom and a blue polyethylene panel above; a slanted, metal canopy above the window and door; six, full-height, stuccoed panels; a ribbon of four, vertical-rectangular windows with blue polyethylene panels above and below; and two, full-height, stuccoed panels.

The tower portion of this elevation has 11 alternating rows of 6 blue polyethylene panels and 6 sliding windows and 44 (4 over 11) greenish, aggregate panels. Both corners of the building have full-height aluminum trim. One of the windows has been filled in to accommodate an air conditioning unit and one of the top aggregate panels has a metal vent that may be an alteration. The cab has three, fixed, angled windows above three, polyethylene panels.

Overall, the ATCT appears to have only a few, minor alterations consisting of two vents and two air conditioning units on the side elevations.

(See Continuation Sheet)

P5a. Photo (continued from page 1)


Southeast (side) elevation, view northwest (9/11/23).


Northeast elevation, view southwest (9/11/23).


Northeast elevation, view south (9/11/23).


Northwest (side) elevation, view southeast (9/11/23).

B10. Significance (continued from page 2).

The building is evaluated below for historical significance under the criteria for listing in the National Register and the California Register and for designation under the City's ordinance. Because all three sets of criteria are nearly identical, they have been grouped together to avoid redundancy.

Criteria A/1/1.i. The ATCT building was constructed in the post-WWII period, which was a time of extreme growth in California and most of the nation. During this period, millions of new homes were built, along with supporting civic, commercial, and recreational amenities. The development and expansion of the FAT, including construction of the ATCT, was at least partially driven by the population surge in the San Joaquin Valley and the growing use of air transportation for business and recreational reasons. While the ATCT is associated with this historically significant event (post-WWII boom), it did not play an important role in instigating, facilitating, or accelerating it. The ATCT is not significant under these criteria.

(See Continuation Sheet)

B10. Significance (continued from page 4).

Criteria B/2/1.ii. Research did not identify any historically significant people associated with this building. It is not significant under these criteria.

Criteria C/3/1.iii. The ATCT embodies many of the distinctive characteristics of the International style including its simple, rectilinear geometric form, concrete and steel construction, unadorned wall surfaces that are generally smooth, absence of ornamentation, flat roofs, large areas of glass, and bands of metal-framed windows that are flush with the exterior walls. It is a highly intact, representative example of the International style of architecture as applied to an airport traffic control tower. In addition, it is the work of master architect Allen Y. Lew, FAIA. In 1962, Lew won an Award for Excellence in Design for the FAT terminal building and related facilities, which likely included the ATCT building as it was one of only five buildings designed by Lew for the FAT at that time. His 1971 nomination to the AIA College of Fellows was based on the work he did in the 1960s and specifically mentioned the airport in addition to noting that his solutions to complex projects had an air of simplicity and restraint that is his outstanding stamp of achievement. The ATCT is a good example of the simplicity and restraint that was the hallmark of his designs from that early period of his career. The ATCT is significant under these criteria.

Criteria D/4/1.iv. The building was constructed in the post-WWII period using common methods and materials. It does not have the potential to yield new information related to prehistory or history. It is not significant under these criteria.

Character-Defining Features. In order to assess the integrity of the building, its essential physical features must be identified. These features, commonly called character-defining features (CDFs), are those that must be present in order for the building to represent or convey its significance (National Park Service 1995). The following have been identified as CDFs for the ATCT:

- Simple, rectilinear geometric forms of the horizontally-oriented one-story portion of the building and the vertically-oriented tower;
- Balance and regularity of design represented by the window and panel pattern on the one-story building and the alternating bands of windows and blue polyethylene panels, as well as the greenish aggregate panels on the tower;
- The cab with angled windows above blue polyethylene panels;
- The stucco and aggregate wall panels;
- Flat roofs without ledges or eaves; and
- Metal window and panel frames set flush with the exterior walls.

Integrity. In order to qualify for listing in the National Register or California Register or for designation under the City's ordinance, in addition to meeting one or more of the criteria discussed above, a resource must also retain enough integrity to convey its significance. The seven aspects of integrity are discussed below.

Location. "Location is the place where the historic property was constructed" (National Park Service 1995:44). The ATCT is in its original location. Integrity of location is high.

Design. "Design is the combination of elements that create the form, plan, space, structure, and style of a property" (National Park Service 1995:44). A review of the original plans and drawings for the ATCT reveals that the design of the building has sustained only a few minor alterations (two vents and two, window-mounted air conditioning units) to the side elevations. Integrity of design is high.

Setting. "Setting is the physical environment of a historic property" (National Park Service 1995:45). The immediate setting consisting of the ATCT and adjacent parking lot, fire station, maintenance building, and hangars is relatively unchanged from 1961 when the building was first occupied. However, development within the larger airport facility has resulted in changes to the broader setting. These changes have minimized and/or changed views of the ATCT from the terminal and other public locations within the airport property. Integrity of setting is moderate.

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" (National Park Service 1995:45). A review of the original plans and drawings for the ATCT reveals that the original materials remain. There are only four very small places where the material has been changed to accommodate two window air conditioning units and two vents. Integrity of materials is high.

(See Continuation Sheet)

B10. Significance (continued from page 5)

Workmanship. "Workmanship is the physical evidence of the crafts of a particular culture or people during any given period in history or prehistory" (National Park Service 1995:45). Although the International style is characterized by simplicity in design and a lack of ornamentation, workmanship is evident in the way the aggregate panels, glass, and blue polyethylene panels are used together to create the overall design. Integrity of workmanship is high.

Feeling. "Feeling is a property's expression of the aesthetic or historic sense of a particular period of time" (National Park Service 1995:45). The ATCT evokes a sense of stepping back in time to the glamourous age of air travel in the early post-WWII period. This is largely attributed to the International style of the building and its color palette, which features vibrant blue polyethylene panels and subtle green aggregate panels. Integrity of feeling is high.

Association. "Association is the direct link between an important historic event or person and a historic property" (National Park Service 1995:45). The ATCT retains its association with the FAT as it is still used as the ATCT for the airport. In addition, because it has sustained almost no exterior alterations, it also retains its association with master architect Allen Y. Lew, FAIA. Integrity of association is high.

In summary, the Fresno Yosemite International Airport ATCT retains a high degree of integrity and meets the criteria for listing in the National Register and the California Register and for designation as a Historic Resource under the City's ordinance. It is significant under Criteria C/3/1.iii as a highly intact representative example of the International style of architecture as applied to an airport traffic control tower and as a good example of the work of master architect Allen Y. Lew, FAIA. Its period of significance is 1961 when it was first occupied.

B12. References: (continued from page 2)

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1961 New Terminal Tower Gets First Tenant. July 10, page 15.
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1958 Design plans for the Administration Building. Provided by and on file at the Fresno Yosemite International Airport.

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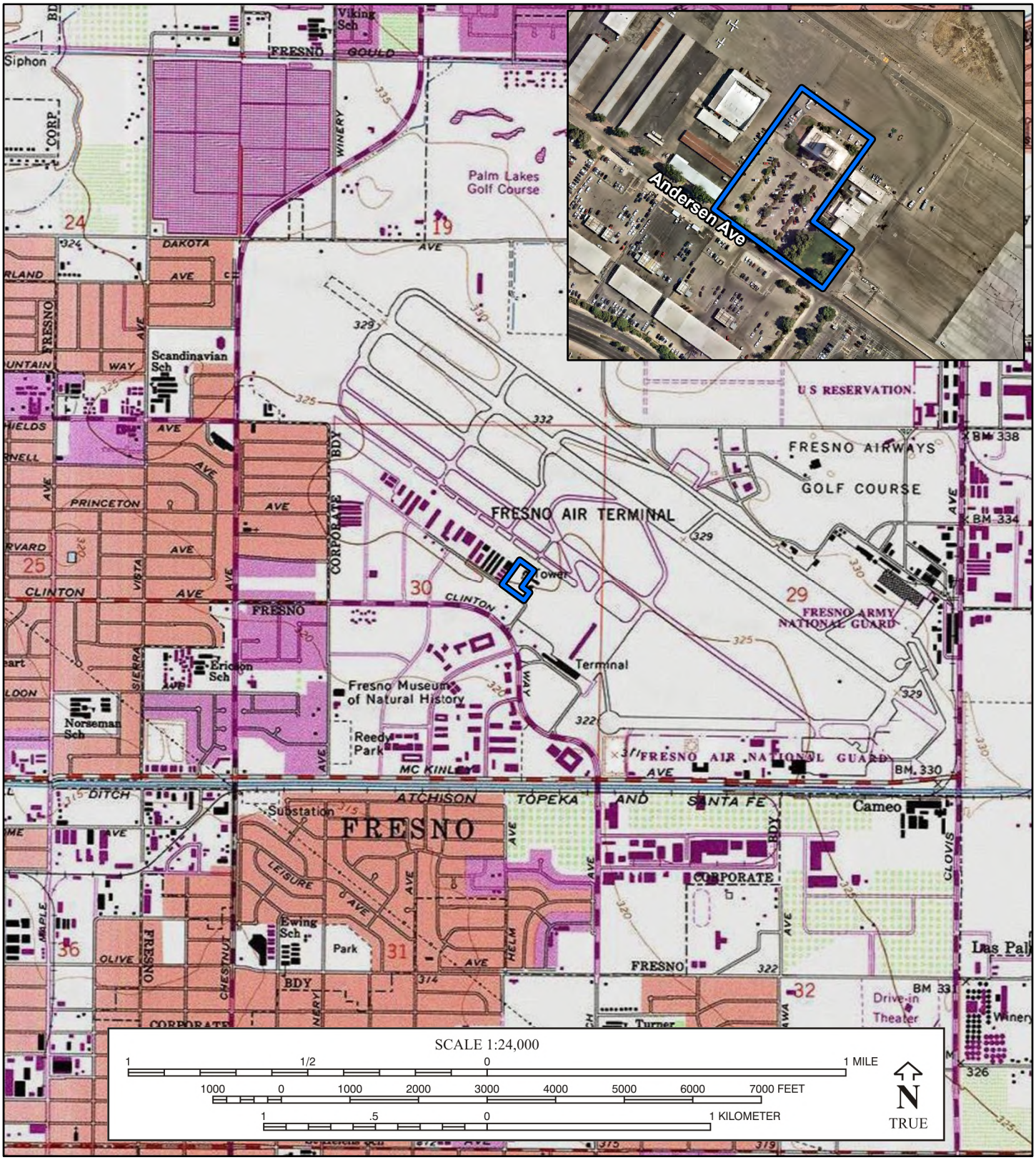
State of California - Resource Agency
DEPARTMENT OF PARKS AND RECREATION
LOCATION MAP

Primary # _____
HRI # _____
Trinomial _____

Page 7 of 7 *Resource Name or Fresno Yosemite International Airport ATCT

*Map Name: USGS 7.5' Quad, Clovis; Nearmap *Scale: 1:24000 *Date of Map: 1981; 2023



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***Required Information**