TRANSMITTAL TO CITY COUNCIL

Case No.(s)	Planning Staff Name(s) and Contact No.	C.D. No.
CPC-2009-258-HPOZ	ROBERT DUENAS 818-374-5072	12

Items Appealable to Council:	Last Day to Appeal:	Appealed:
N/A	N/A	Yes ☐ No ☑

Location of Project (Include project titles, if any.)

GENERALLY LOCATED ON LISETTE STREET, NANETTE STREET, JIMENO AVENUE AND A PORTION OF DARLA AVENUE.

Name(s), Applicant / Representative, Address, and Phone Number.

CITY OF LOS ANGELES

Name(s), Appellant / Representative, Address, and Phone Number.

Final Project Description (Description is for consideration by Committee/Council, and for use on agendas and official public notices. If a General Plan Amendment and/or Zone Change case, include the prior land use designation and zone, as well as the proposed land use designation and zone change (i.e. "from Very Low Density Residential land use designation to Low Density land use designation and concurrent zone change from RA-1-K to (T)(Q)R1-1-K). In addition, for all cases appealed in the Council, please include in the description only those items which are appealable to Council.)

Establishment of the Balboa Highlands Historic Preservation Overlay Zone (HPOZ).

Fiscal Impact Statement *Determination states administrative costs are recovered through fees.	Environmental No.	Commission Vote:
Yes ☑ No ☐	ENV-2009-259-CE	6-0

JAMES WILLIAMS, Commission Executive Assistant I

Date: NOV 25 2009

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Los Angeles City Planning Commission

200 North Spring Street, Room 272, City Hall, Los Angeles, CA 90012
www.cityofla.org/PLN/index.htm

Determination Mailing Date: NOV 25 2009

CASE NO. CPC-2009-258-HPOZ
CEQA: ENV-2009-259-CE

Location: Various
Council District: No. 12
Plan Area: Granada Hills-Knollwood
Request: Historic Overlay Preservation Zone

Applicant: City of Los Angeles

At its meeting on September 24, 2009, the following action was taken by the City Planning Commission:

1. **Approved** the establishment of the **Balboa Highlands Historic Preservation Overlay Zone (HPOZ)** and recommended that the City Council **adopt** an Ordinance to establish the boundaries of the proposed Balboa Highlands HPOZ.
2. **Found** that the boundaries of the Balboa Highlands HPOZ are appropriate and that the proposed Historic Preservation Overlay Zone meets one or more of the required criteria pursuant to Los Angeles Municipal Code Section 12.20.F 3 (c).
3. **Approved** the Staff Report and the Exhibits as the Commission Report.
4. **Adopted** the Categorical Exception No. **ENV-2009-259-CE**.
5. **Adopted** the attached Findings.

Fiscal Impact Statement: There is no General Fund impact as administrative costs are recovered through fees.

This action was taken by the following vote:

Moved:	Kezios
Seconded:	Freer
Ayes:	Cardoso, Hughes, Romero, Roschen
Absent:	Burton, Woo
Vacant:	One

Vote: **6-0**

James Williams, Commission Executive Assistant I
City Planning Commission

If you seek judicial review of any decision of the City pursuant to California Code of Civil Procedure Section 1094.5, the petition for writ of mandate pursuant to that section must be filed no later than the 90th day following the date on which the City's decision became final pursuant to California Code of Civil Procedure Section 1094.6. There may be other time limits which also affect your ability to seek judicial review.

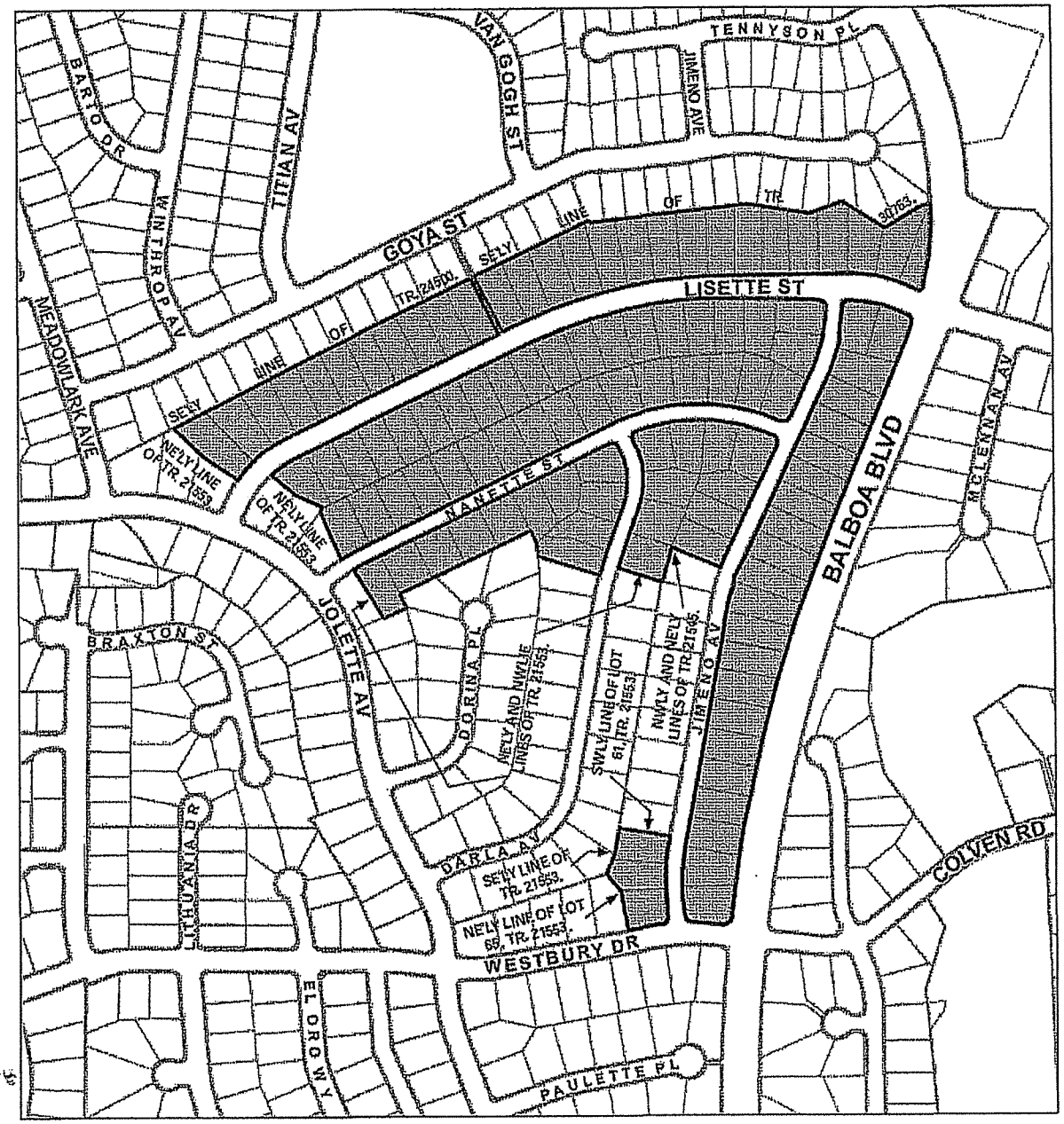
Attachments: Findings, Map(s), Ordinance(s)
City Planner: Robert Duenas

ORDINANCE NO. _____

An ordinance amending Section 12.04 of the Los Angeles Municipal Code by amending the zoning map,

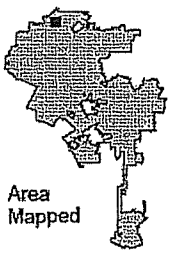
THE PEOPLE OF THE CITY OF LOS ANGELES DO ORDAIN AS FOLLOWS:

Section 1. Section 12.04 of the Los Angeles Municipal Code is hereby amended by changing the zones and zone boundaries shown upon a portion of the zone map attached thereto and made a part of Article 2, Chapter 1 of the Los Angeles Municipal Code, so that such portion of the zoning map shall be as follows:



FROM RE11-1
TO RE11-1-HPOZ

O
NOT TO SCALE



D.M. 222 B 133, 219 B 133	CPC 2009-0258 HPOZ

AE/ 071509

Data Sources: Department of City Planning, Bureau of Engineering



Source: City of Los Angeles, Department of City Planning, 2008. Author: Architectural Resources Group, Inc., A. Davis.

Contributor Status

- Contributor
- Contributor- Altered
- Non-Contributor
- HPOZ Boundary

EXHIBIT 1- HPOZ Boundaries

CPC 2009-258-HPOZ

mc:026_06.09.09

Sec. 2. The City Clerk shall certify to the passage of this ordinance and have it published in accordance with Council policy, either in a daily newspaper circulated in the City of Los Angeles or by posting for ten days in three public places in the City of Los Angeles: one copy on the bulletin board located at the Main Street entrance to the Los Angeles City Hall; one copy on the bulletin board located at the Main Street entrance to the Los Angeles City Hall East; and one copy on the bulletin board at the Temple Street entrance to the Los Angeles County Hall of Records.

I hereby certify that this ordinance was passed by the Council of the City of Los Angeles, at its meeting of _____.

JUNE A. LAGMAY, City Clerk

By _____
Deputy

Approved _____

_____
Mayor

Pursuant to Sec. 559 of the City Charter, **I approve** this ordinance on behalf of the City Planning Commission and recommend that it be adopted....

September 24, 2009
See attached report

File No. C.F. 09-0437
CPC 2009-258-HPOZ

S. Gail Goldberg
Director of Planning

FINDINGS

1. **General Plan Consistency.** The establishment of the proposed Balboa Highlands HPOZ is in substantial conformance with the purposes, intent, and provisions of the General Plan, and will be in conformity with public necessity, convenience, general welfare and good zoning practice in that it implements the following objectives of the Conservation and Housing Elements of the General Plan, and the Granada Hills - Knollwood Community Plan (adopted January 21, 1992), part of the Land Use Element:

Conservation Element of the General Plan

Cultural and Historical Objective, to "protect important cultural and historical sites and resources for historical, cultural, research and community educational purposes."

Policy, to "continue to protect historic and cultural sites and/or resources potentially affected by proposed land development, demolition or property modification activities."

Adoption of the Balboa Highlands Historic Preservation Overlay Zone will require that the Director of Planning approve major modifications to contributing structures, major additions, and new infill construction, and that the North Valley Area Planning Commission approve demolitions. Structures within the proposed HPOZ will be first be subject to the Secretary of Interior's Standards for Rehabilitation, and the eventual development of a Preservation Plan will create a clearer and predicable set of expectations as to the design and review of proposed projects within the HPOZ. Both sets of guidelines will ensure that maintenance, repair, rehabilitation, restoration, additions, and new infill construction is conducted in a historically appropriate manner that is consistent with the character of the neighborhood. These guidelines, in conjunction with the HPOZ, protect historic resources from demolition and potentially irreversible alterations that are incompatible with the neighborhood, thereby protecting these important resources and their corresponding character defining features.

Housing Element of the General Plan

Objective 1.1, to "encourage production and preservation of an adequate supply of rental and ownership housing to meet the identified needs of persons of all income levels and special needs."

Policy 1.1.12 to *"provide technical assistance to individuals and organizations on housing development and rehabilitation."*

The Balboa Highlands HPOZ Board would be composed of at least one architect and one general contractor or realtor that can serve as a free resource, providing professional architectural advice and information about restoration techniques and the location of reasonably priced materials. The Secretary of Interior's Standards for Rehabilitation and a Preservation Plan, through its design guidelines, provide explicit guidance to individuals and developers on how to rehabilitate structures in a historically appropriate manner or construct buildings that are compatible with the character of the neighborhood.

Objective 2.2, to "maintain and upgrade existing housing stock to meet Health and Safety code requirements through enforcement of existing laws, rather than demolition when feasible."

Policy 2.2.1 to *"promote the cost effectiveness of rehabilitation of older housing in order to conserve historical resources."*

Through the HPOZ process, all major modifications, new construction, and demolitions are closely scrutinized, resulting in the preservation of existing housing stock. In addition, the HPOZ Board, which is composed of historic preservation professionals, contractors, and architects, can assist property owners by offering guidance on how to rehabilitate their properties in a cost-effective and historically appropriate manner.

Objective 2.4, to "develop and preserve quality single and multi-family housing utilizing approved design standards which maintain the prevailing scale and character."

As a result of the adoption of the Balboa Highlands HPOZ, a clear and predictable set of design standards can be created and implemented to preserve historically significant single-family housing and ensure that new infill construction is compatible with the area's architectural and historic character.

Objective 6.2, to identify and protect "architecturally and historically significant residences and neighborhoods."

As a result of the Historic Resources Survey, all of the architecturally and historically significant structures of the Balboa Highlands area have been identified. Through the proposed Balboa Highlands HPOZ and adherence to the design guidelines of the Secretary of Interior's Standards for Rehabilitation and a Preservation Plan, historically significant buildings and the neighborhoods in which they are located will be protected from incompatible alterations, additions, and demolition.

Granada Hills-Knollwood Canyon Community Plan

All 108 parcels in the proposed Balboa Highlands HPOZ are located in the Granada Hills-Knollwood Community Plan Area. Although the Granada Hills-Knollwood Community Plan is currently being updated, the last adopted version dates from 1996 and lacks much of the detailed objectives, policies, and programs found in later versions of other community plans. However, the Community Plan proposes that, "the low density residential character of the Community be preserved" and "encourages the rehabilitation and/or rebuilding of deteriorated single-family areas for the same use". The development of the Balboa Highlands HPOZ is clearly aligned with these objectives, as it will preserve the unique character of the residential neighborhood and encourage rehabilitation of the properties through the implementation of the Secretary of Interior's Standards for Rehabilitation and a Preservation Plan.

2. **Boundaries.** The proposed Balboa Highlands HPOZ is generally located on Lisette Street, Nanette Street, Jimeno Avenue and a portion of Darla Avenue. The HPOZ boundaries were drawn to include only those buildings that were constructed as part of the original 108-home subdivision developed by Joseph Eichler between 1962 and 1964.

3. **Findings of Contribution.** Los Angeles Municipal Code Section 12.20.F3 states that "each preservation zone shall have a Historic Resources Survey, which identifies all Contributing and Non-Contributing Elements and is certified as to its accuracy and completeness by the Cultural Heritage Commission". In addition to this requirement, the Survey shall include a context statement supporting a finding establishing the relation between the physical environment of the zone and its history, and a finding of contribution that structures, landscaping, natural features or sites within the involved

area or the area as a whole which are identified as "Contributing Elements" meet one or more of the following criteria:

1) Adds to the historic architectural qualities or historic associations for which a property is significant because it was present during the period of significance, and possesses historic integrity reflecting its character at that time;

2) Owing to its unique location or singular physical characteristics, represents an established feature of the neighborhood, community or city;

3) Retaining the structure would help preserve and protect an historic place or area of historic interest in the City.

The Los Angeles Department of City Planning contracted with Architectural Resources Group, Inc. (ARG) to conduct a Historic Resources Survey of the Balboa Highlands. The Survey area was comprised of 108 parcels, containing only single-family residential structures, and generally located on Lisette Street, Nanette Street, Jimeno Avenue and a portion of Darla Avenue. The consultant provided site-specific construction information and an assessment of the current building integrity, which culminated in a determination as to whether each resource was Contributing, Contributing-Altered, or Non-Contributing. The Survey also established the period of significance as 1962-1964, provided a historical background and context statement for the site, and determined the Balboa Highlands as eligible for HPOZ status within the finding of significance.

Since the proposed Balboa Highlands HPOZ is comprised of buildings constructed by a single developer based on only a handful of building models, the Consultant was able to create more detailed eligibility standards for Contributing, Contributing-Altered, or Non-Contributing structures, which are specific to the resources present in the proposed HPOZ and common alterations observed in the field.

Contributing: Improving on the basic finding for contribution in LAMC 12.20.F3 (as listed above in 1-3), the Consultant determined that structures with the Balboa Highlands Survey area that qualified as **Contributors** should retain the following features:

- An intact roofline (slant, flat or A-frame)
- Intact massing with no structural additions or enclosed atriums
- Original exterior cladding (grooved plywood siding or appropriate T1 11 replacement)
- Original front door, or appropriate replacement
- Original garage door, or appropriate replacement
- Original windows, or appropriate replacement
- Original light fixtures, or appropriate replacement
- Original house numbers (Helvetica font), or appropriate replacement
- Appropriate period hardscape and landscaping elements

Contributing-Altered: The Altered Contributor category was created to conform to the definition of a Contributing Structure in the HPOZ ordinance, that includes structures "which have been altered, where the nature and extent of the alterations are determined reversible by the Historic Resources Survey"

ARG used the *National Register Bulletin #152* and the *Secretary of Interior's Standards for Rehabilitation* to inform the evaluation process for properties that were built during the Period of Significance but had suffered some alterations. The relevant text in

National Register Bulletin #15 providing guidance for evaluating altered structures is as follows:

> *A property important for illustrating a particular architectural style or construction technique must retain most of the physical features that constitute that style or technique. A property that has lost some historic materials or details can be eligible [read: contributing] if it retains the majority of the features that illustrate its style in terms of the massing, spatial relationships, proportion, pattern of windows and doors, texture of materials, and ornamentation. The property is not eligible [read: contributing], however, if it retains some basic features conveying massing but has lost the majority of the features that once characterized its style…If the historic exterior building material is covered by non-historic material (such as modern siding), the property can still be [contributing] if the significant form, features, and detailing are not obscured.*[1]

Buildings that are altered but still convey their historic architectural style according to the guidance set forth in *National Register Bulletin 15* were assigned the status of Altered Contributor in the Balboa Highlands HPOZ Survey.

Federal guidance has also been provided for ways to alter and rehabilitate historic buildings in an acceptable manner. Alterations that meet the relevant *Secretary of the Interior's Standards for Rehabilitation* [36 CFR '68.3(b)] would allow a building to contribute to the HPOZ. Alterations or additions that do not destroy important character defining features or that have been undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property remains intact are considered reversible. The applicable *Standards* regarding additions and alterations are as follows:

> *(9) New additions, exterior alterations, or related new construction will not destroy historic materials, features and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale, and proportion and massing to protect the integrity of the property and its environment.*
>
> *(10) New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.*[2]

Consequently, a building may qualify as an Altered Contributor if the alterations are limited to an addition that is compatible with the historic property, and, in the view of the survey, does not substantially diminish the contribution of the original structure to the HPOZ.

Based on these guidelines, the Consultant identified a number of alterations that may cause a building to be given the status of **Altered Contributor.** These alterations include:

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[1] U.S. Department of the Interior, National Park Service. National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation. (Washington, D.C.: U.S. Dept. of the Interior, 1990, revised 1991, 1995, 1997, 1998). Pages 47 and 48.

[2] The complete Secretary of the Interior's Standards for Rehabilitation can be found online on the website of the National Park Service: <http://www.nps.gov/hps/tps/tax/rhb/stand.htm>.

- Replacement siding, such as stucco, if all other elements are intact
- Non-original door
- Non-original garage door
- Replacement windows in original configuration
- Non-original light fixtures
- Non-original house numbers
- Inappropriate landscaping or hardscaping

Non-Contributing: A Non-Contributor is a structure identified on the Historic Resources Survey as not contributing to the historical significance of the Historic Preservation Overlay Zone (LAMC§12.20.3 B.15). The Non-Contributor criteria used in the survey are defined below:

- The structure was built after the HPOZ's historic and architectural periods of significance and has no known overriding significance.
- The structure lacks integrity as a result of irreversible alterations.
- The structure is incompatible in style, scale, or use and is a visual intrusion with nearby HPOZ contributors.
- The structure has been moved from its original site outside the HPOZ and does not contribute to the historic or architectural significance of the HPOZ.

Based on these criteria, the Consultant determined that the following alterations would result in the status of ***Non-Contributor***:

- Altered roofline
- Altered massing, such as a second-story addition or other structural addition
- Infilled atrium, when visible from the street
- Modified fenestration patterns, such as enlarged or infilled window openings
- Significant modifications to the façade, such as added columns or other architectural features
- Enclosed or removed carport, or infilled garage
- At times, a combination of several alterations identified above as considerations for the status of Altered Contributor may result in a finding of Non-Contributor

Based on these eligibility standards, a breakdown of the designations provided in the Survey document is as follows:

Number of Resources	Survey Designation
46	Contributing
28	Contributing-Altered
34	Non-Contributing

The proposed Balboa Highlands HPOZ consists of 108 parcels containing 108 single-family residential structures, of which approximately 69% are designated as Contributing or Contributing-Altered, and 31% are designated as Non-Contributing.

The Survey concluded that the Balboa Highlands area meets the criteria for HPOZ designation, because the tract of 108 single-family residences is significant as an intact example of a postwar subdivision, relating directly to the patterns of residential development in Los Angeles. Further, it is significant for its embodiment of the Mid-Century Modern style, as a rare Southern California example of an Eichler

development, and as the work of noted postwar architects A. Quincy Jones, Frederick Emmons, and Claude Oakland. Due to the high number of contributing resources, overall district integrity, and significance relating to the contexts and themes called out in the Survey's historic context statements, Balboa Highlands is a notable concentration of postwar resources and is of immense value to the history of Los Angeles as a whole.

Therefore, the structures and features identified by the Survey as Contributing and Contributing-Altered elements meet the criteria outlined in 12.20.F-3(c), since they add to the historic architectural qualities or historic associations for which a property is significant because they were present during the period of significance of 1962-1964, and possess historic integrity reflecting the character at that time; represent an established feature of the neighborhood, community and city; and retaining these structures would help preserve and protect an historic place or area of historic interest in the City.

4. **Cultural Heritage Commission.** The Cultural Heritage Commission (CHC) evaluated the proposed Balboa Highlands HPOZ by touring the area on June 4, 2009. At their meeting held on June 18, 2009 the CHC certified the Historic Resources Survey as to it's accuracy and completeness; certified the establishment of the HPOZ boundaries generally located on Lisette Street, Nanette Street, Jimeno Avenue and a portion of Darla Avenue in Granada Hills; found that the project is categorically exempt under the State CEQA Guidelines Article 19, Section 15308, Class 8 and Article 19, Section 15331, Class 31 for the establishment of the Balboa Highlands HPOZ; adopted the finding that the proposed historic preservation overlay zone meets one or more of the required criteria per Los Angeles Municipal Code Section 12.20.3 because the proposed district has a high concentration of contributing structures of the period of significance (1962-1964), possesses historic integrity reflecting the patterns of postwar development exemplified the Mid-Century Modern style, and contributes to the preservation of a rare Southern California example of an Eichler development in a cohesive neighborhood setting that retains much of its original historic character; and recommended that the City Planning Commission approve the establishment of the boundaries for the proposed Stonehust HPOZ.

5. **California Environmental Quality Act (CEQA).** The establishment of the Balboa Highlands Historic Preservation Overlay Zone is exempt from the California Environmental Quality Act of 1970 (CEQA), pursuant to Article 19, Section 15308, Class 8 of the State's Guidelines in that the project consists of "actions taken by regulatory agencies, as authorized by state and local ordinance, to assure the maintenance, restoration, enhancement, or protection of the environment where the regulatory process involves procedures for protection of the environment" and Article 19, Section 15331, Class 31 is "limited to maintenance, repair, stabilization, rehabilitation, restoration, preservation, or reconstruction of historical resources in a manner consistent with the Secretary of Interior's Standards for the Treatment of Historic Buildings (1995), Weeks and Grimmer", and was issued a Categorical Exemption ENV-2009-259-CE on January 27, 2009.

DEPARTMENT OF CITY PLANNING

RECOMMENDATION REPORT

City Planning Commission

Date: August 27, 2008
Time: **After 8:30 a.m. ***
Place: 14410 Sylvan Street
Council Chamber, 2nd Floor
Van Nuys, CA 91401

Public Hearing: May 29, 2009
Appeal Status: None
Expiration Date: None

Case No.: **CPC-2009-258-HPOZ**
CEQA No.: **ENV-2009-259-CE**
Council No.: 12
Plan Area: Granada Hills - Knollwood
Certified NC: Granada Hills North
GPLU: Very Low II Residential
Zone: RE11-1

Applicant: City of Los Angeles

PROJECT LOCATION: Generally located on Lisette Street, Nanette Street, Jimeno Avenue and a portion of Darla Avenue.

PROPOSED PROJECT: Establishment of the Balboa Highlands Historic Preservation Overlay Zone (HPOZ).

REQUESTED ACTION: Pursuant to Section 12.20.3.F.4 of the Los Angeles Municipal Code, the City Planning Commission shall recommend to approve, approve with changes, or disapprove the consideration to establish the boundaries of the proposed Balboa Highlands Historic Preservation Overlay Zone.

RECOMMENDED ACTIONS:

1. **Approve** the establishment of the Balboa Highlands Historic Preservation Overlay Zone (HPOZ) and **recommend** that the City Council approve and adopt an Ordinance to establish the boundaries of the proposed Balboa Highlands HPOZ as shown on Exhibit E-1;
2. **Find** that the boundaries of the Balboa Highlands HPOZ are appropriate and that the proposed Historic Preservation Overlay Zone meets one or more of the required criteria pursuant to Los Angeles Municipal Code Section 12.20.F 3 (c);
3. **Approve** the Staff Report and the Exhibits as the Commission Report;
4. **Adopt** the Categorical Exception No. ENV-2009-259-CE (Exhibit E-3);
5. **Adopt** the attached Findings.

S. GAIL GOLDBERG, AICP
Director of Planning

Daniel Scott, Principal City Planner

Robert Z. Duenas, Senior City Planner

Milena Zasadzien, City Planning Assistant
Telephone: (818) 374-5058

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Summary of the Public Hearing
Summary of Testimony
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Exhibits:

Exhibit 1: Proposed Balboa Highlands HPOZ Boundary Map
Exhibit 2: Balboa Highlands Historic Resources Survey Report
Exhibit 3: ENV-2009-259-CE and Narrative

PROJECT ANALYSIS

Project Description

Establishment of the proposed **Balboa Highlands Historic Preservation Overlay Zone (HPOZ)** would place the area generally located on Lisette Street, Nanette Street, Jimeno Avenue and a portion of Darla Avenue, under the regulations of subsection 12.20.3 of the Los Angeles Municipal Code (LAMC) adopted by City Council on March 19, 2004 and the Secretary of Interior's Standards of Rehabilitation.

The establishment of the proposed HPOZ would help protect against the demolition of historically significant structures, ensure the maintenance, repair, restoration, and rehabilitation is conducted in a historically appropriate manner, regulate construction activities to prevent incompatible alterations and additions, as well as ensure the protection of the historic integrity of the Balboa Highlands neighborhood. Construction projects would be required to be reviewed for conformity with the Secretary of Interior's Standards for Rehabilitation, call for preservation and repair before replacement, and ensure that replacement features match the original in size, appearance, and materials.

Existing Land Use and Zoning

Subject Properties: The parcels within the proposed Balboa Highlands HPOZ area have a land use designation of Very Low II Residential and zone of RE11-1. The proposed HPOZ area is located within the Granada Hills – Knollwood Community Plan.

Surrounding Properties: The areas immediately west and south of the proposed Balboa Highlands HPOZ boundaries are similarly zoned RE11-1 with a land use designation Very Low II Residential. The properties immediately north of the boundary encompass Low Residential and Public Facilities (Van Gogh Elementary School) land uses and the RS-1 and PF-1 zones respectively. Areas east of the properties beyond Balboa Boulevard include designations of Very Low II Residential and Open Space, and the RA-1, RE11-1, OS-1XL zones. Development in the surrounding neighborhood has been primarily limited to single-family homes.

Background

The City Council adopted a motion on March 21, 2003, sponsored by Councilmember Hal Bernson of Council District 12, instructing the Department of City Planning to initiate proceedings to establish a Historic Preservation Overlay Zone (HPOZ) for the Balboa Highlands neighborhood area. This motion expired on September 30, 2008, and was later re-initiated by Councilmember Greig Smith of Council District 12 on February 25, 2009.

Based on the original 2003 motion, the Los Angeles Department of City Planning contracted with Architectural Resources Group, Inc. to conduct a Historic Resources Survey of the Balboa Highlands in order to research the historic development of the neighborhood and determine eligibility as a Historic Preservation Overlay Zone (in accordance with the procedures set forth in LAMC 12.20.3F). The Balboa Highlands Historic Resources Survey was conducted between June 2008 and January 2009 by a team that included student volunteers from Kennedy High School, representatives from the Los Angeles Conservancy, and qualified architectural historians at Architectural Resources Group, Inc. A draft of the Survey was given to the Department of City Planning and Office of Historic Resources for review and comment, and was revised in January and June of 2009 to incorporate comments provided. The Planning Department also held two Public Workshops regarding the proposed

HPOZ on April 14th and 29th, 2009 at the Granada Hills North Neighborhood Council office within Granada Hills, to allow residents the opportunity to review the Historic Resources Survey. To date, the Planning Department has not been notified by the public of any errors.

On June 18, 2009, the Cultural Heritage Commission certified the boundaries and Historic Resources Survey as to accuracy and completeness, and recommended that the City Planning Commission approve the establishment of the boundaries.

Preservation Plan Discussion

Once the proposed Balboa Highlands HPOZ has been adopted into Ordinance and an HPOZ Board has been established, the Department of City Planning will work with the community to develop a Preservation Plan. The Balboa Highlands HPOZ Preservation Plan will be used by the HPOZ Board to make recommendations on projects under their jurisdiction. The Plan will also be used by the Department of City Planning as the basis for its determinations on Certificates of Appropriateness (COAs) and Certificates of Compatibility (CCMPs) and to review projects where the authority has been delegated to the Director. The Balboa Highlands Preservation Plan will articulate the community's vision and goals regarding the HPOZ by setting clear guidelines for the development of properties within the district.

The Balboa Highlands Preservation Plan will serve as a resource for property owners planning repairs or alterations, as an educational tool for both existing and potential property owners, residents, and investors, and will also be used by the general public to learn more about the City of Los Angeles and its unique neighborhoods.

Conclusion

The Balboa Highlands neighborhood is not only a local historic resource, but it is also an important historic, cultural, and economic resource for the entire City of Los Angeles. The Balboa Highlands is an exemplary neighborhood of single-family residences of historical and architectural distinction in the San Fernando Valley, which perfectly embody the tenets of the Mid-Century Modern style of architecture. The patterns of events in Los Angeles that unfolded after the second World War, including an influx in residents, the construction of a immense network of freeways, and the creation of aid programs geared towards home ownership for returning war veterans enabled the construction of vast amounts of residential tracts in the outer reaches of the City of Los Angeles. As a postwar subdivision, Balboa Highlands is specifically identified with this pattern of residential development in Los Angeles. Balboa Highlands is also significant as an intact example of a postwar housing development by master builder Joseph Eichler. In fact, it is one of three Eichler tracts in Southern California and the only one in Los Angeles County. Further, Balboa Highlands is significant as a high concentration of the work of noted Modern architects A. Quincy Jones, Frederick Emmons and Claude Oakland. The establishment of the proposed Balboa Highlands Historic Preservation Overlay Zone would preserve a neighborhood that represents a significant place in the development in the San Fernando Valley, and would protect these valuable resources from out of character structural alterations and demolition.

FINDINGS

1. **General Plan Consistency.** The establishment of the proposed Balboa Highlands HPOZ is in substantial conformance with the purposes, intent, and provisions of the General Plan, and will be in conformity with public necessity, convenience, general welfare and good zoning practice in that it implements the following objectives of the Conservation and Housing Elements of the General Plan, and the Granada Hills - Knollwood Community Plan (adopted January 21, 1992), part of the Land Use Element:

Conservation Element of the General Plan

Cultural and Historical Objective, to "protect important cultural and historical sites and resources for historical, cultural, research and community educational purposes."

Policy, to "continue to protect historic and cultural sites and/or resources potentially affected by proposed land development, demolition or property modification activities."

Adoption of the Balboa Highlands Historic Preservation Overlay Zone will require that the Director of Planning approve major modifications to contributing structures, major additions, and new infill construction, and that the North Valley Area Planning Commission approve demolitions. Structures within the proposed HPOZ will be first be subject to the Secretary of Interior's Standards for Rehabilitation, and the eventual development of a Preservation Plan will create a clearer and predicable set of expectations as to the design and review of proposed projects within the HPOZ. Both sets of guidelines will ensure that maintenance, repair, rehabilitation, restoration, additions, and new infill construction is conducted in a historically appropriate manner that is consistent with the character of the neighborhood. These guidelines, in conjunction with the HPOZ, protect historic resources from demolition and potentially irreversible alterations that are incompatible with the neighborhood, thereby protecting these important resources and their corresponding character defining features.

Housing Element of the General Plan

Objective 1.1, to "encourage production and preservation of an adequate supply of rental and ownership housing to meet the identified needs of persons of all income levels and special needs."

Policy 1.1.12 to *"provide technical assistance to individuals and organizations on housing development and rehabilitation."*

The Balboa Highlands HPOZ Board would be composed of at least one architect and one general contractor or realtor that can serve as a free resource, providing professional architectural advice and information about restoration techniques and the location of reasonably priced materials. The Secretary of Interior's Standards for Rehabilitation and a Preservation Plan, through its design guidelines, provide explicit guidance to individuals and developers on how to rehabilitate structures in a historically appropriate manner or construct buildings that are compatible with the character of the neighborhood.

Objective 2.2, to "maintain and upgrade existing housing stock to meet Health and Safety code requirements through enforcement of existing laws, rather than demolition when feasible."

Policy 2.2.1 to *"promote the cost effectiveness of rehabilitation of older housing in order to conserve historical resources."*

Through the HPOZ process, all major modifications, new construction, and demolitions are closely scrutinized, resulting in the preservation of existing housing stock. In addition, the HPOZ Board, which is composed of historic preservation professionals, contractors, and architects, can assist property owners by offering guidance on how to rehabilitate their properties in a cost-effective and historically appropriate manner.

Objective 2.4, to "develop and preserve quality single and multi-family housing utilizing approved design standards which maintain the prevailing scale and character."

As a result of the adoption of the Balboa Highlands HPOZ, a clear and predictable set of design standards can be created and implemented to preserve historically significant single-family housing and ensure that new infill construction is compatible with the area's architectural and historic character.

Objective 6.2, to identify and protect "architecturally and historically significant residences and neighborhoods."

As a result of the Historic Resources Survey, all of the architecturally and historically significant structures of the Balboa Highlands area have been identified. Through the proposed Balboa Highlands HPOZ and adherence to the design guidelines of the Secretary of Interior's Standards for Rehabilitation and a Preservation Plan, historically significant buildings and the neighborhoods in which they are located will be protected from incompatible alterations, additions, and demolition.

Granada Hills-Knollwood Canyon Community Plan

All 108 parcels in the proposed Balboa Highlands HPOZ are located in the Granada Hills-Knollwood Community Plan Area. Although the Granada Hills-Knollwood Community Plan is currently being updated, the last adopted version dates from 1996 and lacks much of the detailed objectives, policies, and programs found in later versions of other community plans. However, the Community Plan proposes that, "the low density residential character of the Community be preserved" and "encourages the rehabilitation and/or rebuilding of deteriorated single-family areas for the same use". The development of the Balboa Highlands HPOZ is clearly aligned with these objectives, as it will preserve the unique character of the residential neighborhood and encourage rehabilitation of the properties through the implementation of the Secretary of Interior's Standards for Rehabilitation and a Preservation Plan.

2. **Boundaries.** The proposed Balboa Highlands HPOZ is generally located on Lisette Street, Nanette Street, Jimeno Avenue and a portion of Darla Avenue. The HPOZ boundaries were drawn to include only those buildings that were constructed as part of the original 108-home subdivision developed by Joseph Eichler between 1962 and 1964.

3. **Findings of Contribution.** Los Angeles Municipal Code Section 12.20.F3 states that "each preservation zone shall have a Historic Resources Survey, which identifies all Contributing and Non-Contributing Elements and is certified as to its accuracy and completeness by the Cultural Heritage Commission". In addition to this requirement, the Survey shall include a context statement supporting a finding establishing the relation between the physical environment of the zone and its history, and a finding of contribution that structures, landscaping, natural features or sites within the involved

area or the area as a whole which are identified as "Contributing Elements" meet one or more of the following criteria:

1) Adds to the historic architectural qualities or historic associations for which a property is significant because it was present during the period of significance, and possesses historic integrity reflecting its character at that time;

2) Owing to its unique location or singular physical characteristics, represents an established feature of the neighborhood, community or city;

3) Retaining the structure would help preserve and protect an historic place or area of historic interest in the City.

The Los Angeles Department of City Planning contracted with Architectural Resources Group, Inc. (ARG) to conduct a Historic Resources Survey of the Balboa Highlands. The Survey area was comprised of 108 parcels, containing only single-family residential structures, and generally located on Lisette Street, Nanette Street, Jimeno Avenue and a portion of Darla Avenue. The consultant provided site-specific construction information and an assessment of the current building integrity, which culminated in a determination as to whether each resource was Contributing, Contributing-Altered, or Non-Contributing. The Survey also established the period of significance as 1962-1964, provided a historical background and context statement for the site, and determined the Balboa Highlands as eligible for HPOZ status within the finding of significance.

Since the proposed Balboa Highlands HPOZ is comprised of buildings constructed by a single developer based on only a handful of building models, the Consultant was able to create more detailed eligibility standards for Contributing, Contributing-Altered, or Non-Contributing structures, which are specific to the resources present in the proposed HPOZ and common alterations observed in the field.

Contributing: Improving on the basic finding for contribution in LAMC 12.20.F3 (as listed above in 1-3), the Consultant determined that structures with the Balboa Highlands Survey area that qualified as **Contributors** should retain the following features:

- An intact roofline (slant, flat or A-frame)
- Intact massing with no structural additions or enclosed atriums
- Original exterior cladding (grooved plywood siding or appropriate T1 11 replacement)
- Original front door, or appropriate replacement
- Original garage door, or appropriate replacement
- Original windows, or appropriate replacement
- Original light fixtures, or appropriate replacement
- Original house numbers (Helvetica font), or appropriate replacement
- Appropriate period hardscape and landscaping elements

Contributing-Altered: The Altered Contributor category was created to conform to the definition of a Contributing Structure in the HPOZ ordinance, that includes structures "which have been altered, where the nature and extent of the alterations are determined reversible by the Historic Resources Survey"

ARG used the *National Register Bulletin #152* and the *Secretary of Interior's Standards for Rehabilitation* to inform the evaluation process for properties that were built during the Period of Significance but had suffered some alterations. The relevant text in

National Register Bulletin #15 providing guidance for evaluating altered structures is as follows:

> *A property important for illustrating a particular architectural style or construction technique must retain most of the physical features that constitute that style or technique. A property that has lost some historic materials or details can be eligible [read: contributing] if it retains the majority of the features that illustrate its style in terms of the massing, spatial relationships, proportion, pattern of windows and doors, texture of materials, and ornamentation. The property is not eligible [read: contributing], however, if it retains some basic features conveying massing but has lost the majority of the features that once characterized its style...If the historic exterior building material is covered by non-historic material (such as modern siding), the property can still be [contributing] if the significant form, features, and detailing are not obscured.*[1]

Buildings that are altered but still convey their historic architectural style according to the guidance set forth in *National Register Bulletin 15* were assigned the status of Altered Contributor in the Balboa Highlands HPOZ Survey.

Federal guidance has also been provided for ways to alter and rehabilitate historic buildings in an acceptable manner. Alterations that meet the relevant *Secretary of the Interior's Standards for Rehabilitation* [36 CFR '68.3(b)] would allow a building to contribute to the HPOZ. Alterations or additions that do not destroy important character defining features or that have been undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property remains intact are considered reversible. The applicable *Standards* regarding additions and alterations are as follows:

> *(9) New additions, exterior alterations, or related new construction will not destroy historic materials, features and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale, and proportion and massing to protect the integrity of the property and its environment.*
>
> *(10) New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.*[2]

Consequently, a building may qualify as an Altered Contributor if the alterations are limited to an addition that is compatible with the historic property, and, in the view of the survey, does not substantially diminish the contribution of the original structure to the HPOZ.

Based on these guidelines, the Consultant identified a number of alterations that may cause a building to be given the status of **Altered Contributor.** These alterations include:

---

[1] U.S. Department of the Interior, National Park Service. National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation. (Washington, D.C.: U.S. Dept. of the Interior, 1990, revised 1991, 1995, 1997, 1998). Pages 47 and 48.

[2] The complete Secretary of the Interior's Standards for Rehabilitation can be found online on the website of the National Park Service: <http://www.nps.gov/hps/tps/tax/rhb/stand.htm>.

- Replacement siding, such as stucco, if all other elements are intact
- Non-original door
- Non-original garage door
- Replacement windows in original configuration
- Non-original light fixtures
- Non-original house numbers
- Inappropriate landscaping or hardscaping

Non-Contributing: A Non-Contributor is a structure identified on the Historic Resources Survey as not contributing to the historical significance of the Historic Preservation Overlay Zone (LAMC§12.20.3 B.15). The Non-Contributor criteria used in the survey are defined below:

- The structure was built after the HPOZ's historic and architectural periods of significance and has no known overriding significance.
- The structure lacks integrity as a result of irreversible alterations.
- The structure is incompatible in style, scale, or use and is a visual intrusion with nearby HPOZ contributors.
- The structure has been moved from its original site outside the HPOZ and does not contribute to the historic or architectural significance of the HPOZ.

Based on these criteria, the Consultant determined that the following alterations would result in the status of ***Non-Contributor:***

- Altered roofline
- Altered massing, such as a second-story addition or other structural addition
- Infilled atrium, when visible from the street
- Modified fenestration patterns, such as enlarged or infilled window openings
- Significant modifications to the façade, such as added columns or other architectural features
- Enclosed or removed carport, or infilled garage
- At times, a combination of several alterations identified above as considerations for the status of Altered Contributor may result in a finding of Non-Contributor

Based on these eligibility standards, a breakdown of the designations provided in the Survey document is as follows:

Number of Resources	Survey Designation
46	Contributing
28	Contributing-Altered
34	Non-Contributing

The proposed Balboa Highlands HPOZ consists of 108 parcels containing 108 single-family residential structures, of which approximately 69% are designated as Contributing or Contributing-Altered, and 31% are designated as Non-Contributing.

The Survey concluded that the Balboa Highlands area meets the criteria for HPOZ designation, because the tract of 108 single-family residences is significant as an intact example of a postwar subdivision, relating directly to the patterns of residential development in Los Angeles. Further, it is significant for its embodiment of the Mid-Century Modern style, as a rare Southern California example of an Eichler

development, and as the work of noted postwar architects A. Quincy Jones, Frederick Emmons, and Claude Oakland. Due to the high number of contributing resources, overall district integrity, and significance relating to the contexts and themes called out in the Survey's historic context statements, Balboa Highlands is a notable concentration of postwar resources and is of immense value to the history of Los Angeles as a whole.

Therefore, the structures and features identified by the Survey as Contributing and Contributing-Altered elements meet the criteria outlined in 12.20.F-3(c), since they add to the historic architectural qualities or historic associations for which a property is significant because they were present during the period of significance of 1962-1964, and possess historic integrity reflecting the character at that time; represent an established feature of the neighborhood, community and city; and retaining these structures would help preserve and protect an historic place or area of historic interest in the City.

4. **Cultural Heritage Commission.** The Cultural Heritage Commission (CHC) evaluated the proposed Balboa Highlands HPOZ by touring the area on June 4, 2009. At their meeting held on June 18, 2009 the CHC certified the Historic Resources Survey as to it's accuracy and completeness; certified the establishment of the HPOZ boundaries generally located on Lisette Street, Nanette Street, Jimeno Avenue and a portion of Darla Avenue in Granada Hills; found that the project is categorically exempt under the State CEQA Guidelines Article 19, Section 15308, Class 8 and Article 19, Section 15331, Class 31 for the establishment of the Balboa Highlands HPOZ; adopted the finding that the proposed historic preservation overlay zone meets one or more of the required criteria per Los Angeles Municipal Code Section 12.20.3 because the proposed district has a high concentration of contributing structures of the period of significance (1962-1964), possesses historic integrity reflecting the patterns of postwar development exemplified the Mid-Century Modern style, and contributes to the preservation of a rare Southern California example of an Eichler development in a cohesive neighborhood setting that retains much of its original historic character; and recommended that the City Planning Commission approve the establishment of the boundaries for the proposed Stonehust HPOZ.

5. **California Environmental Quality Act (CEQA).** The establishment of the Balboa Highlands Historic Preservation Overlay Zone is exempt from the California Environmental Quality Act of 1970 (CEQA), pursuant to Article 19, Section 15308, Class 8 of the State's Guidelines in that the project consists of "actions taken by regulatory agencies, as authorized by state and local ordinance, to assure the maintenance, restoration, enhancement, or protection of the environment where the regulatory process involves procedures for protection of the environment" and Article 19, Section 15331, Class 31 is "limited to maintenance, repair, stabilization, rehabilitation, restoration, preservation, or reconstruction of historical resources in a manner consistent with the Secretary of Interior's Standards for the Treatment of Historic Buildings (1995), Weeks and Grimmer", and was issued a Categorical Exemption ENV-2009-259-CE on January 27, 2009.

PUBLIC HEARING AND COMMUNICATIONS

Summary of Communications Received

The Department of City Planning has received three (3) letters in support, including a statement from the Granada Hills North Neighborhood Council, and one (1) letter in opposition to the establishment of the proposed HPOZ.

In summary, the letters of support state that the Balboa Highlands neighborhood is a unique and irreplaceable asset within the City of Los Angeles, with historic significance and aesthetic integrity, representative of the City's cultural and architectural history. As one of only five Eichler tracts in Southern California, and the only one in Los Angeles County, Balboa Highlands is also considered one of the best examples of mid-century modern tract housing in Los Angeles County. Historically, this was also one of the first open tracts in the Valley outside of Pacoima that offered housing to individuals regardless of race. Several benefits to the neighborhood would result from the adoption of an HPOZ, such as design guidelines that would to help retain the original architectural integrity, and provide an increase in property values, tax savings, neighborhood expertise, and an enhanced sense of community. An HPOZ will also protect the investments of homeowners who have spent a lot of time and effort in preserving their homes in its original style, and preserve a unified style for the neighborhood. Additionally, the City of Los Angeles should also recognize the importance of Balboa Highlands by repairing and investing in the public areas surrounding these homes, through hardscape/landscape design and resurfacing of the streets.

One letter was received in opposition of the HPOZ, from a homeowner of a Non-Contributing structure within the Survey area, who believes that the Survey erred in stating that Eichler homes have high levels of integrity of design, materials, and workmanship and listed some of his home's problems with a leaking roof, flooding, and plumbing. The homeowner also opposed useless expenditure of taxpayer's money, and any additional rules, regulations, or expenditures imposed by the government as a result of this action.

Summary of the Public Hearing - May 29, 2009

The public hearing regarding the proposed Balboa Highlands Historic Preservation Overlay Zone (HPOZ) was conducted by Hearing Officer Bob Duenas on May 29, 2008 at the Marvin Braude Constituent Center at 6262 Van Nuys Boulevard, Van Nuys California. A notice regarding this public hearing was sent out to all owners and occupants within the proposed HPOZ boundaries and owners and occupants within a 500 foot radius on March 25, 2009.

Four (4) people signed the "sign-in" sheet at the public hearing, all in support of the project. One (1) person spoke in support of the proposed Balboa Highlands HPOZ.

Summary of Public Hearing Testimony:

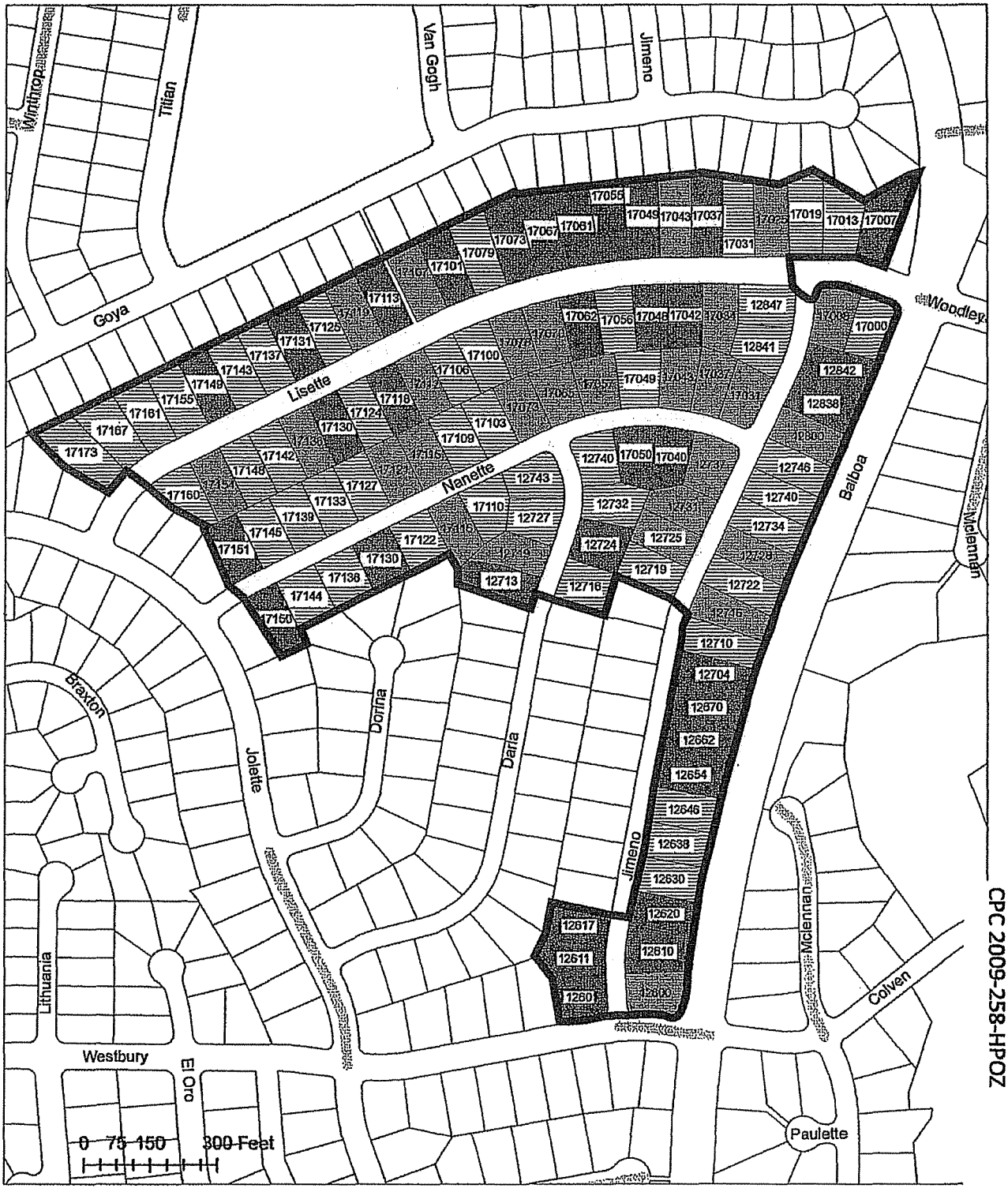
Points in Favor:

- Eichlers have become iconic of Mid-Century architecture, contain features such as courtyard atriums, and incorporate architectural elements from case-study houses of the time.
- From the approximately 11,000 homes in the Eichler network, Balboa Highlands represents the only Eichler tract in Southern California.
- Balboa Highlands has become the pride of the San Fernando Valley.

Hearing Officer Comments

The proposed Balboa Highlands HPOZ is supported throughout the community. Although there were only four people in attendance at the public hearing, the residents that live in the survey area have exhibited support and excitement at the two public workshops and through letters of communication for the establishment of the HPOZ. Additionally, several residents are actively involved in websites or networks dedicated to the history and preservation of the Eichler tracts and Mid-Century architectural style, such as the Balboa Highlands website (www.balboahighlands.com) and the Eichler Network (www.eichlernetwork.com). There has been only one letter opposition to the establishment of the HPOZ, and no one was present at the public hearing to speak against it.

The important historic context and well-preserved Mid-Century Modern architectural-style which is demonstrated in the cohesive neighborhood setting of the Balboa Highlands community is unique within the City of Los Angeles. Without designation, the historic structures could be demolished or substantially altered, and the architectural integrity of the neighborhood could be destroyed by inappropriate new development.



Source: City of Los Angeles, Department of City Planning, 2008. Author: Architectural Resources Group, Inc., A. Davis.

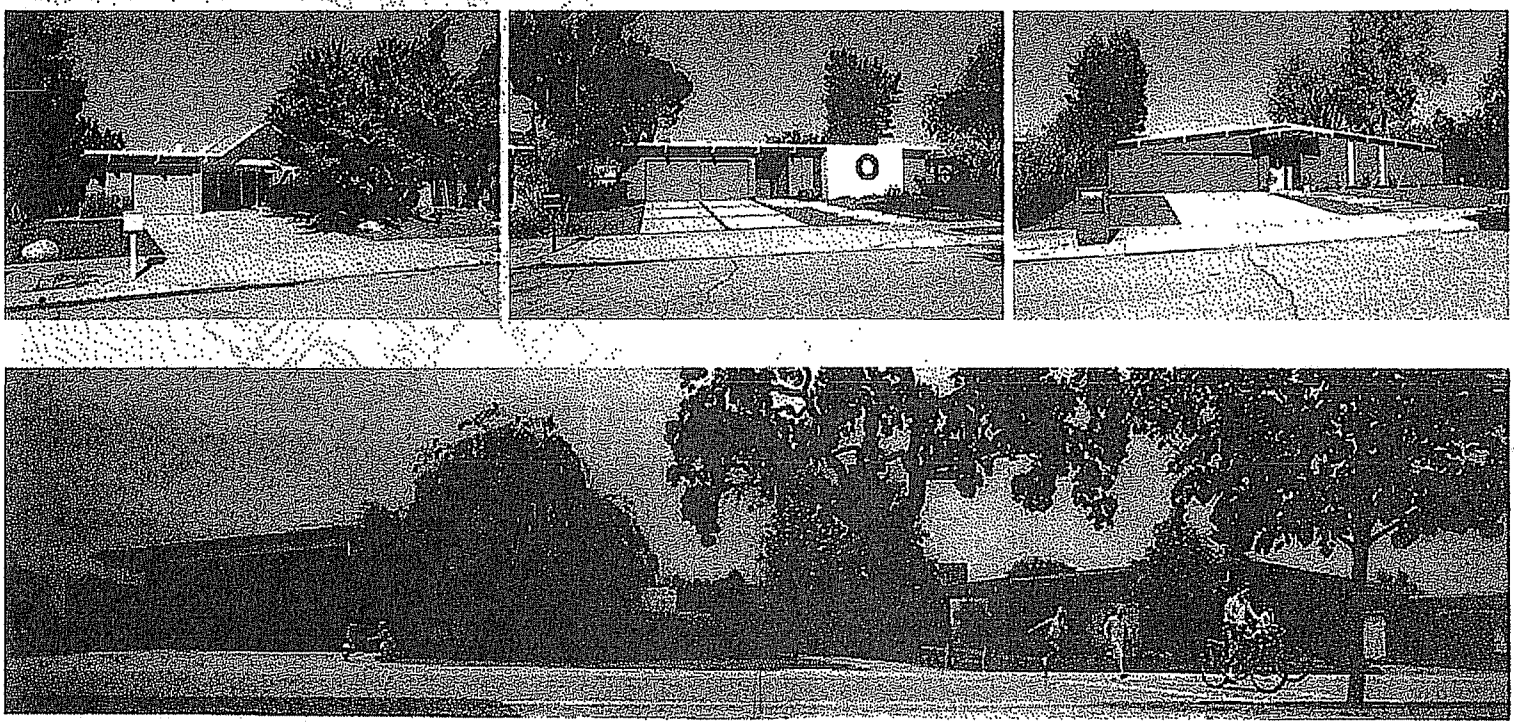
Contributor Status

- Contributor
- Contributor- Altered
- Non-Contributor
- HPOZ Boundary

EXHIBIT 1- HPOZ Boundaries

CPC 2009-258-HPOZ

mc:026_06.09.09



EICHLER HOMES IN BALBOA HIGHLANDS

Balboa Highlands
Historic Resources Survey Report

prepared for
The City of Los Angeles

prepared by
Architectural Resources Group, Inc.
Architects, Planners & Conservators

Pasadena, California

January 2009

EXHIBIT 2- Historic Resources Survey Report
CPC 2009-258-HPOZ

Acknowledgements

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In addition to the individuals listed above, the Consultant Team would like to offer their sincere gratitude to members of the Balboa Highlands community for their tireless efforts in support of this project.

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I. INTRODUCTION

In June of 2008, the City of Los Angeles contracted with Architectural Resources Group, Inc. (ARG) to complete a Historic Resources Survey of the Balboa Highlands subdivision in Granada Hills, California. Granada Hills is located at the northwestern edge of the City of Los Angeles. Balboa Highlands, which was constructed in 1962-64, is one of only three Southern California projects completed by noted post-World War II developer Joseph Eichler. The survey area, which comprises 108 single-family residences, includes all properties originally developed by Eichler as part of the Balboa Highlands project. These properties are located on Lisette Street, Nanette Street, Darla Avenue and Jimeno Avenue.

This report reflects the results of the Historic Resources Survey for the proposed Balboa Highlands Historic Preservation Overlay Zone (HPOZ). Historic Resources Surveys are under the jurisdiction of the City Planning and Cultural Heritage Commissions. The survey was completed between June 2, 2008 and January 5, 2009 by a team that included student volunteers from Kennedy High School, representatives from the Los Angeles Conservancy, and qualified architectural historians at Architectural Resources Group, Inc.

Upon completion of the Historic Resources Survey, ARG has concluded that Balboa Highlands meets the criteria for HPOZ designation due to its association with patterns of residential development in the postwar era, as well as for its architectural significance as an intact example of an Eichler Homes subdivision. The majority of individual properties retains high levels of integrity of design, materials and workmanship, and meets the threshold of "contributing" structure. The only associated resource type present in the proposed HPOZ is the single-family residence, and the period of significance has been identified as 1962-1964.

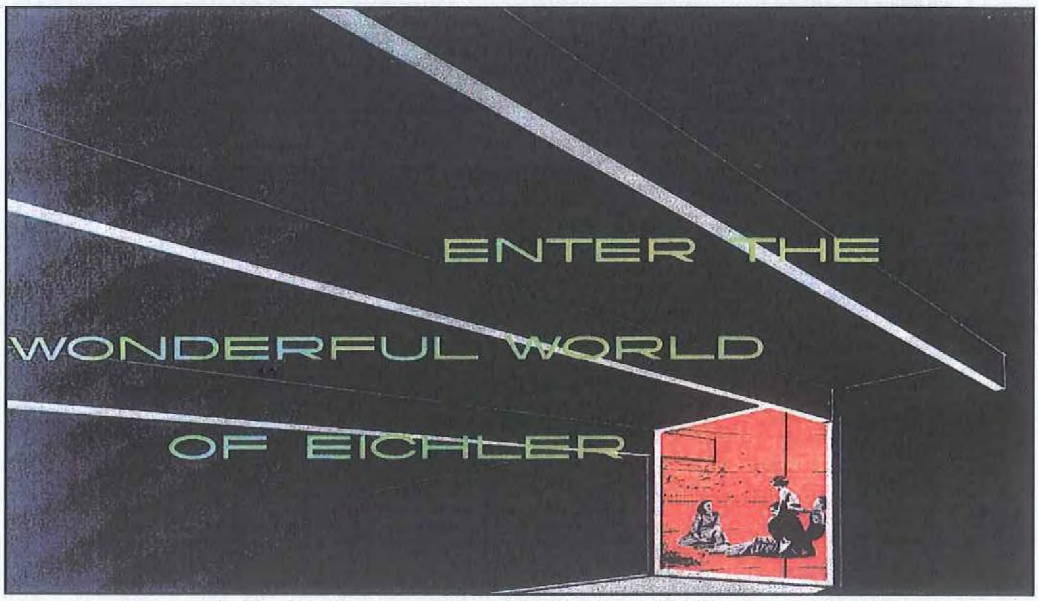


Figure 1. From an Eichler brochure promoting their Northern California developments

Area Map

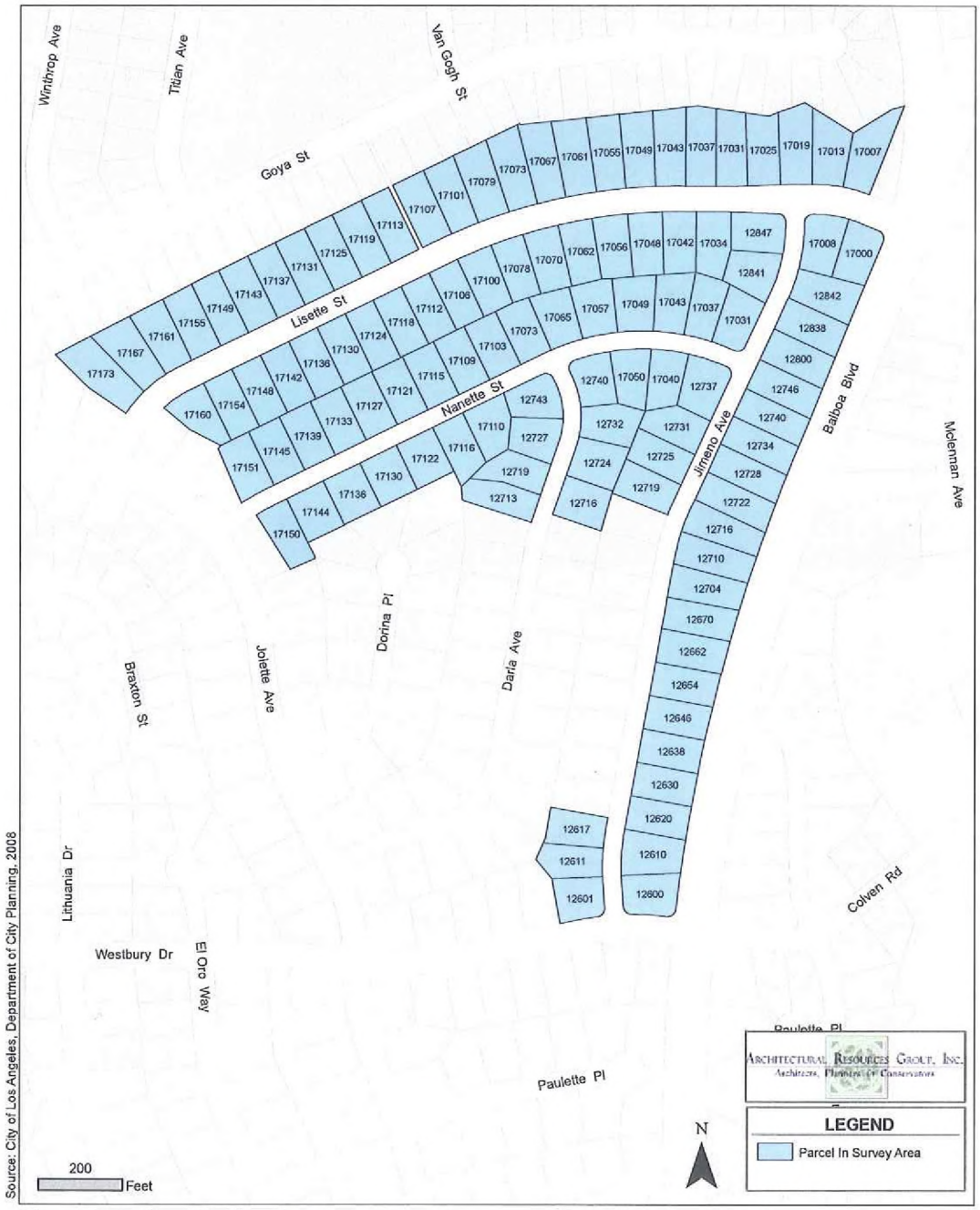


Figure 2. Balboa Highlands survey area map

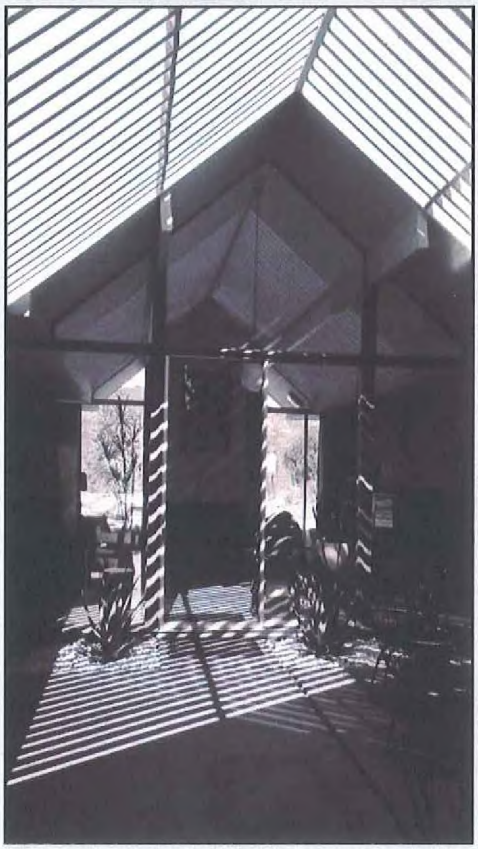


Figure 3. Detail of atrium at 17133 Nanette Street (photo by Darin Reyes)

II. PROJECT DESCRIPTION

Background

Balboa Highlands is a subdivision comprising 108 buildings constructed between 1962 and 1964 by the development team of Joseph Eichler. Responsible for a number of housing tracts in Northern California, Balboa Highlands is one of three Eichler developments in Southern California and the only one in Los Angeles County. Eichler was distinctive amongst his peers for his collaboration with some of the area's leading Modern architects in the designs of his homes, as well as for his insistence that ownership of an Eichler house be open to all homebuyers, regardless of religion or race. In an era of mass-produced housing with little attention to design, quality and functionality, Balboa Highlands remains a rare Southern California example of a development by one of the state's leading avatars of modern living.

Historic Preservation Overlay Zones: Definition and Purpose

The City of Los Angeles established the HPOZ ordinance in 1979. The ordinance was revised in 1997, 2000 and 2004.

According to §12.20.3.B.17 of the Los Angeles Municipal Code (LAMC), a *Preservation Zone* is "any area of the City of Los Angeles containing buildings, structures, Landscaping, Natural Features or lots having Historic, architectural, Cultural or aesthetic significance and designated as a Historic Preservation Overlay Zone under the provisions of this section."

The purpose of a Historic Preservation Overlay Zone is described in §12.20.3.A of the LAMC as follows:

1. *Protect and enhance the use of buildings, structures, Natural Features, and areas, which are reminders of the City's history, or which are unique and irreplaceable assets to the City and its neighborhoods, or which are worthy examples of past architectural styles;*

2. *Develop and maintain the appropriate settings and environment to preserve these buildings, structures, Landscaping, Natural Features, and areas;*

3. *Enhance property values, stabilize neighborhoods and/or communities, render*

property eligible for financial benefits, and promote tourist trade and interest;

4. *Foster public appreciation of the beauty of the City, of the accomplishments of its past as reflected through its buildings, structures, Landscaping, Natural Features, and areas;*

5. *Promote education by preserving and encouraging interest in cultural, social, economic, political and architectural phases of its history;*

6. *Promote the involvement of all aspects of the City's diverse neighborhoods in the historic preservation process; and*

7. *To ensure that all procedures comply with the California Environmental Quality Act (CEQA).*

Designation Process

The *Procedures for Establishment, Boundary Change or Repeal of a Preservation Zone* are described in §12.20.3.F of the LAMC.

Essentially, an HPOZ can be initiated by either: City Council, the City Planning Commission, the Director of Planning and the Cultural Heritage Commission; or by application, typically initiated by owners or renters of property within the boundaries of the proposed or existing Preservation Zone. In both cases, a Historic Resources Survey is required. Once the Historic Resources Survey has been completed, the application for HPOZ goes before the public in a public hearing. Then it must go before the City Planning Commission, the Planning and Land Use Management Committee of the City Council, and the full City Council before becoming a Los Angeles HPOZ.

Historic Resources Survey

The Historic Resources Survey is a vital tool in determining the eligibility of a neighborhood or area for HPOZ status. The purpose and requirements of the Historic Resources Survey are described in §12.20.3.F of the LAMC as follows:

Purpose
Each Preservation Zone shall have an Historic Resources Survey, which identifies all Contributing and Non-Contributing Elements and is certified as to its accuracy and completeness by the Cultural Heritage Commission.

Context Statement
In addition to the requirements above, the historic resource survey shall also include a context statement supporting a finding establishing the relation between the physical environment of the Preservation Zone and its history, thereby allowing the identification of Historic features in the area as contributing or non-contributing. The context statement shall represent the history of the area by theme, place, and time. It shall define the various Historical factors which shaped the development of the area. It shall define a period of significance for the Preservation Zone, and relate Historic

features to that period of significance. It may include, but not be limited to, Historical activities or events, associations with Historic personages, architectural styles and movements, master architects, designers, building types, building materials, landscape design, or pattern of physical development that influenced the character of the Preservation Zone at a particular time in history.

Additionally, the Historic Resources Survey will delineate boundaries of the proposed HPOZ, a period of significance, and findings of contribution. The methodology for determining contribution will be described in the following section.

III. METHODOLOGY

Previous Designations and Surveys

The Balboa Highlands survey area does not appear to have been surveyed in the past. The tract does not contain any previous local, state or federal landmark individual designations.

Archival Research

The research design and methodology for the project was outlined by ARG during the course of the project and incorporated guidelines recommended by *The Secretary of the Interior's Standards for Preservation Planning and Developing Historic Contexts*. The following National Register Bulletin was consulted: *National Register Bulletin 24: Guidelines for Local Surveys: A Basis for Preservation Planning.*

Additionally, the following collections were consulted:

- Collections of the Los Angeles Public Library
- ARG's in-house library
- Various internet sites and digital archives

Field Survey

An essential component of the Historic Resources Survey is the completion of fieldwork, which informs the historic context statement and provides property-specific data necessary for the identification of contributors and non-contributors to the potential HPOZ.

For Balboa Highlands, an intensive survey was completed. According to *National Register Bulletin #24*, an intensive survey is defined as "a close and careful look at the area being surveyed... designed to identify precisely and completely all historic resources in the area."[1] In the completion of this task, ARG worked closely with staff members of the Los Angeles Conservancy and student volunteers from Kennedy High School in Granada Hills. A series of training sessions (coordinated by staff members of the Los Angeles Conservancy) were held both in the classroom and in the field, with the intention of instructing the students how to properly document buildings in an intensive survey. Additionally, students were given background on the basics of historic preservation planning and the history of the Balboa

1 U.S. Department of the Interior, National Park Service, *National Register Bulletin #24: Guidelines for Local Surveys: A Basis for Preservation Planning*, (Washington, D.C.: U.S. Dept. of the Interior, 1977; rev. 1985), 12.

Highlands tract.

Each student completed written and photographic documentation of two buildings in Balboa Highlands. They then completed a DPR #523a Primary Record form for both buildings. These DPR forms are included in this report in Appendix C.



Figure 4. Students from Kennedy High School with ARG and Los Angeles Conservancy staff

Criteria and Eligibility Standards

The purpose of this Historic Resources Survey is the evaluation of the Balboa Highlands subdivision for local designation as an HPOZ. The survey area was not evaluated for potential state (California Register of Historical Resources) or federal (National Register of Historic Places) landmark status.

Pursuant to the Historic Preservation Overlay Zone (HPOZ) Ordinance, the City of Los Angeles has three potential designations: 1) Contributor, 2) Altered Contributor, and 3) Non-Contributor.

Contributor

A Contributor is "any structure identified on the Historic Resources Survey as contributing to the historic significance of the Historic Preservation Overlay Zone, including a structure which has been altered, where the nature and extent of the alterations are determined reversible by the Historic Resources Survey" (Los Angeles Municipal Code (LAMC) §12.20.3). To be contributing, a resource within the involved area or the area as a whole shall meet one or more of the following criteria set forth in Article F.3 of the LAMC:

1) *Adds to the historic architectural qualities or historic associations for which a property is significant because it was present during the Period of Significance, and possesses historic integrity reflecting its character at that time.*

2) *Owing to its unique location or singular physical characteristics, the property represents an established feature of the neighborhood, community, or city.*

3) *Retaining the structure would help preserve and protect an historic place or area of historic interest in the City.*

Altered Contributor

The Altered Contributor category was created to conform to the definition of Contributing Structure in the HPOZ ordinance, that includes structures "which have been altered, where the nature and extent of the alterations are determined reversible by the Historic Resources Survey"

(LAMC §12.20.3 B.6).

ARG used the *National Register Bulletin #15*[2] and the *Secretary of Interior's Standards for Rehabilitation* to inform the evaluation process for properties that were built during the Period of Significance but had suffered some alterations. The relevant text in *National Register Bulletin #15* providing guidance for evaluating altered structures is as follows:

> *A property important for illustrating a particular architectural style or construction technique must retain most of the physical features that constitute that style or technique. A property that has lost some historic materials or details can be eligible [read: contributing] if it retains the majority of the features that illustrate its style in terms of the massing, spatial relationships, proportion, pattern of windows and doors, texture of materials, and ornamentation. The property is not eligible [read: contributing], however, if it retains some basic features conveying massing but has lost the majority of the features that once characterized its style...If the historic exterior building material is covered by non-historic material (such as modern siding), the property can still be [contributing] if the significant form, features, and detailing are not obscured.*[3]

Buildings that are altered but still convey their historic architectural style according to the guidance set forth in *National Register Bulletin 15* were assigned the status of Altered Contributor in the Balboa Highlands HPOZ Survey.

Federal guidance has also been provided for ways to alter and rehabilitate historic buildings in an acceptable manner. Alterations that meet the relevant *Secretary of the Interior's Standards for Rehabilitation* [36 CFR '68.3(b)] would allow a building to contribute to the HPOZ. Alterations or additions that do not destroy important character defining features or that have been undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property remains intact are considered reversible. The applicable *Standards* regarding additions and alterations are as follows:

> *(9) New additions, exterior alterations, or related new construction will not destroy historic materials, features and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale, and proportion and massing to protect the integrity of the property and its environment.*
>
> *(10) New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.*[4]

2 U.S. Department of the Interior, National Park Service. *National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation.* (Washington, D.C.: U.S. Dept. of the Interior, 1990, revised 1991, 1995, 1997, 1998).

3 Ibid. Pages 47 and 48.

4 The complete Secretary *of the Interior's Standards for Rehabilitation* can be found online on the website of the National Park Service: <http://www.nps.gov/hps/tps/tax/rhb/stand.htm>.

Consequently, a building may qualify as an Altered Contributor if the alterations are limited to an addition that is compatible with the historic property, and, in the view of the survey, does not substantially diminish the contribution of the original structure to the HPOZ.

Non-Contributor

A Non-Contributor is a "structure identified on the Historic Resources Survey as not contributing to the historical significance of the Historic Preservation Overlay Zone" (LAMC§12.20.3 B.13). The Non-Contributor criteria used in the survey are defined below:

- *The structure was built after the HPOZ's historic and architectural periods of significance and has no known overriding significance.*
- *The structure lacks integrity as a result of irreversible alterations.*
- *The structure is incompatible in style, scale, or use and is a visual intrusion with nearby HPOZ contributors.*
- *The structure has been moved from its original site outside the HPOZ and does not contribute to the historic or architectural significance of the HPOZ.*

Proposed Balboa Highlands HPOZ Eligibility Standards

The proposed Balboa Highlands HPOZ comprises buildings constructed by a single developer based on only a handful of building models. Therefore, the following eligibility standards are specific to the resources present in the proposed HPOZ and common alterations observed in the field.

ARG determined that **Contributors** should retain the following features:

- An intact roofline (slant, flat or A-frame)
- Intact massing with no structural additions or enclosed atriums
- Original exterior cladding (grooved plywood siding or appropriate T1 11 replacement)
- Original front door, or appropriate replacement
- Original garage door, or appropriate replacement
- Original windows, or appropriate replacement
- Original light fixtures, or appropriate replacement
- Original house numbers (Helvetica font), or appropriate replacement
- Appropriate period hardscape and landscaping elements

ARG identified a number of alterations that may cause a building to be given the status of **Altered Contributor.** These alterations include:

- Replacement siding, such as stucco, if all other elements are intact
- Non-original door
- Non-original garage door
- Replacement windows in original configuration

- Non-original light fixtures
- Non-original house numbers
- Inappropriate landscaping or hardscaping

Finally, ARG determined that the following alterations would result in the status of **Non-Contributor**:

- Altered roofline
- Altered massing, such as a second-story addition or other structural addition
- Infilled atrium, when visible from the street
- Modified fenestration patterns, such as enlarged or infilled window openings
- Significant modifications to the façade, such as added columns or other architectural features
- Enclosed or removed carport, or infilled garage
- At times, a combination of several alterations identified above as considerations for the status of Altered Contributor may result in a finding of Non-Contributor

IV. HISTORIC CONTEXT STATEMENT

According to *National Register Bulletin #24*, historic contexts are defined as "broad patterns of historical development in a community or its region that may be represented by historic resources." Historic resource surveys are not complete without linking resources to their associated historic contexts; the establishment of historic contexts is vital to targeting survey work effectively. In addition, contexts are necessary to make future significance evaluations for resources and to evaluate the potential for historic districts. Historic contexts provide the framework for interpreting historical developments that group properties that share a common theme, geographical area, and time period. The establishment of these contexts provides the foundation for decision-making concerning the planning, identification, evaluation, restoration, registration, and treatment of historic properties, based upon comparative significance. Contexts can be developed for all types of resources including, but not limited to, buildings, structures, objects, sites, and historic districts.

The contexts and themes for Balboa Highlands are:

- *Context:* Residential Development in the Post World War II Boom
  - *Theme:* Transportation: Early Freeways and Suburbanization
  - *Theme:* Land Use and Site Development: The Subdivider
  - *Theme:* Cultural Diversity: Equality and Homeownership in Los Angeles
- *Context:* Architecture
  - *Theme:* LA Modernism: Mid-Century Modern
  - *Theme:* Important Designers: Jones & Emmons, Associates and Claude Oakland

In Balboa Highlands, the only associated resource type present is the single-family residence. The period of significance has been identified as 1962-64.

As a result of this 2009 Historic Resources Survey, Balboa Highlands was determined to be eligible for HPOZ status as an intact representation of a postwar subdivision in Los Angeles and as a concentration of single-family residences that perfectly embody the tenets of the Mid-Century Modern style of architecture. The patterns of events in Los Angeles that unfolded after the second World War, including an influx in residents, the construction of a immense network of freeways, and the creation of aid programs geared towards home ownership for returning war veterans enabled the construction of vast amounts of residential tracts in the outer reaches of the City of Los Angeles. As a postwar subdivision, Balboa Highlands is specifically identified with this pattern of residential development in Los Angeles. Balboa Highlands is also significant as an intact example of a postwar housing development by master builder Joseph Eichler. In fact, it is one of three Eichler tracts in Southern California and the only one in Los Angeles County. Further, Balboa Highlands is significant as a high concentration of the work of noted Modern architects A. Quincy Jones, Frederick Emmons and Claude Oakland.

Background: Early History of Granada Hills

The Balboa Highlands tract is located in a community known as Granada Hills. Sited in the San Fernando Valley, Granada Hills is one of the northernmost enclaves in the vast City of Los Angeles. The area is characterized by its rolling hills; the early Spanish missionaries referred to it as "La Encantada Cuestas," or the Enchanted Hills. The earliest inhabitants of the San Fernando Valley were the Tataviam, Tongva and Chumash Indians, who are thought to have subsisted peacefully on what the land had to offer for some two thousand years before the arrival of European settlers in the eighteenth century. Spanish explorer Gaspar de Portolá arrived in the San Fernando Valley in 1769, and in 1797 the San Fernando Mission Rey de España was established. Present-day Granada Hills inhabits former mission land, directly west of the mission itself.

Mission colonization of the area's native peoples ended in 1834 with the Secularization Act, and the land of the mission was sold soon after to Eulógio de Célis by Mexican Governor Pio Pico. Heirs of Célis held the land until 1874, when it was sold to Charles Maclay, Benjamin F. Porter and George K. Porter. The Porters established the Porter Land and Water Company and transformed the area into an experimental citrus ranch, growing varietals of orange, lemon and grapefruit trees. The cultivation of citrus

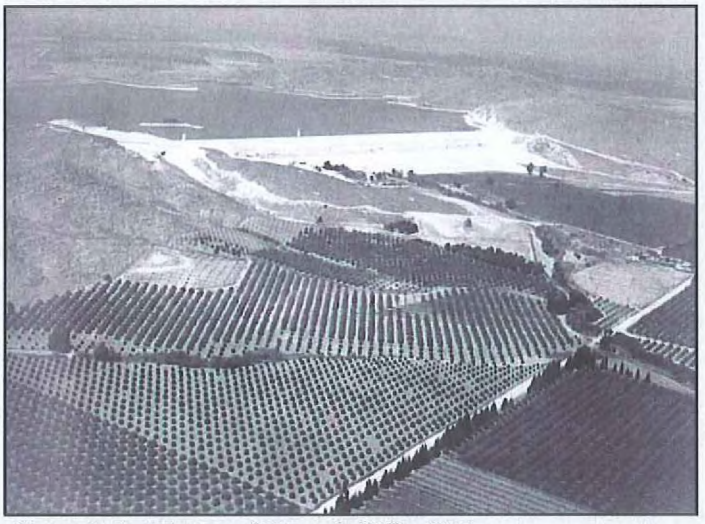


Figure 5. Aerial view of Granada Hills, 1930
(courtesy of Granada Hills Chamber of Commerce)

would remain the primary use of land in the Granada Hills area for decades, with improved irrigation from the establishment of the Los Angeles Aqueduct in 1913 increasing its viability.

Land improvements for suburban development began in the 1920s; however, due to the area's relative distance from downtown Los Angeles and the endemic construction lull of the interwar years, property sales were slow. The housing boom of the post-World War II era was the impetus for growth that largely formed the Granada Hills of today. In 1950, Granada Hills had a population of approximately 5,000. A *Los Angeles Times* article from 1956 cited a population of 25,312, with a steady increase of approximately 100 families a month.[5] Citrus acreage slowly gave way to new housing tracts, and churches, schools, libraries and commercial buildings were erected to serve the bourgeoning community.

Residential Development in the Post WWII Boom (1945-1964)

Transportation: Early Freeways and Suburbanization

The postwar population surge in Granada Hills was somewhat behind the national average, with the bulk of growth occurring in the mid- to late-1950s and 1960s rather than the latter part of the 1940s. This can be attributed to the community's distance from Los Angeles's metropolitan center (Granada Hills is approximately 26 miles northwest of downtown); it was not until the construction of the area's vast freeway network that Granada Hills became a viable commuter suburb. Postwar growth clogged the San Fernando Valley's existing road system, and in 1947 a comprehensive freeway plan was drafted by the California Department of Public Works (now Caltrans) for the City of Los Angeles and its environs. Funding came in 1952 with the Federal-Aid Highway Act, which offered a down payment of $25 million for interstate highways; almost immediately, construction of many of the area's freeways was underway.[6]

A 1963 real estate advertisement for Joseph Eichler's Balboa Highlands tract instructs prospective buyers to take the "Ventura Freeway to Balboa then north eight miles to models."[7] A year and a half later, a similar ad suggests drivers take the San Diego Freeway to the Rinaldi exit.[8] In less than a decade, the San Fernando Valley went from relative isolation from other parts of the City of Los Angeles to being serviced by four interstate highways. The first major interstate to make its way into the San Fernando Valley appears to have been the Ventura Freeway (U.S. 101) in the late 1950s; the Golden State Freeway (Interstate 5) came through the Sepulveda Pass soon after, and the San Diego Freeway (Interstate 405) opened in 1962. The last to open appears to have been the Foothill Freeway (Interstate 210), which opened in the mid-1960s.[9] The major construction campaign that resulted in these freeways bisected neighborhoods and displaced families; at the same time, it cleared local roads and provided a

5 "Granada Hills Population Gain Listed," *Los Angeles Times*, Sept. 2, 1956: H6.
6 "The History of Interstate Highways in California," from the Caltrans website. See: <http://www.dot.ca.gov/interstate/CAinterstates.htm>.
7 "Classified Ad 20 – No Title," *Los Angeles Times*, January 6, 1963: SF_A19.
8 "Display Ad 120 – No Title," *Los Angeles Times*, June 7, 1964: 110.
9 Pitt, 159; Kevin Roderick, *The San Fernando Valley: America's Suburb* (Los Angeles: LA Times Books, 2001), 136. Given the length of time required for constructing the interstates and the fact that they were generally completed in phases, it is difficult to determine exactly when the freeways opened in the San Fernando Valley. The dates provided in Pitt are ranges: Interstate 5, 1956-76; Interstate 405, 1957-69; Interstate 210, 1955-1977; US 101, 1955-74.



Figure 6. Site map from an early Balboa Highlands brochure, c. 1962

more expeditious route to Granada Hills from other parts of the city.

To be sure, Eichler chose Granada Hills for his new tract at least in part due to its location convenient to several new freeways. In a promotional brochure, he described the tract's situation as follows: "Located on beautiful rolling land in the San Fernando Valley, Balboa Highlands is well situated to an exceptional variety of educational, recreational, shopping and freeway facilities."[10]

10 From a Balboa Highlands promotional brochure, "Eichler Homes in Balboa Highlands," c1962. Exact date unknown.

Land Use and Site Development: The Subdivider

The business of new home construction in the United States was nearly dormant during the 16-year period that included the Great Depression and World War II. After the end of the war, however, with an increase in marriage and birth rates and a federal mortgage assistance program for returning veterans, single-family home building surged. According to historian Kenneth T. Jackson, the number of single-family homes constructed spurted from 114,000 in 1944 to 937,000 in 1946, to 1,183,000 in 1948, and to 1,692,000 in 1950.[11] Distinguishing this era perhaps even more than the astronomical number of homes built was the number and importance of large builders. Whereas in the prewar era builders were typically responsible for constructing an average of five homes per year, during the postwar boom that number was 22, with subdivisions accounting for more than 75 percent of all new housing in metropolitan areas.[12]

The Federal Housing Administration (FHA), originating with the National Housing Act of 1934 and gaining momentum with the Servicemen's Readjustment Act of 1944 (known also as the GI Bill), had perhaps the most pervasive influence on the postwar housing boom and the work of subdividers. In essence, the FHA insured long-term mortgages made by private lenders for home construction and sale, backing them against loss with the weight of the United States Treasury. To that end, mortgage repayment periods increased in length, payments decreased, and for many it became cheaper to buy than rent.[13] Understanding the potential for unprecedented growth in the housing market, the FHA established minimum standards for home construction to ensure that new homes would be free of structural and mechanical deficiencies. These guidelines, which were enforced by on-site inspection, became standard in the industry.

Joseph Eichler, who had experienced first-hand the pleasure of living in a Frank Lloyd Wright-designed house after a couple of years renting the Bazett House in Hillsborough, lamented the

11 Kenneth T. Jackson, *Crabgrass Frontier: The Suburbanization of the United States* (New York: Oxford University Press, 1985), 233.
12 Ibid.
13 Ibid., 203-205.



Figure 7. Joseph Eichler

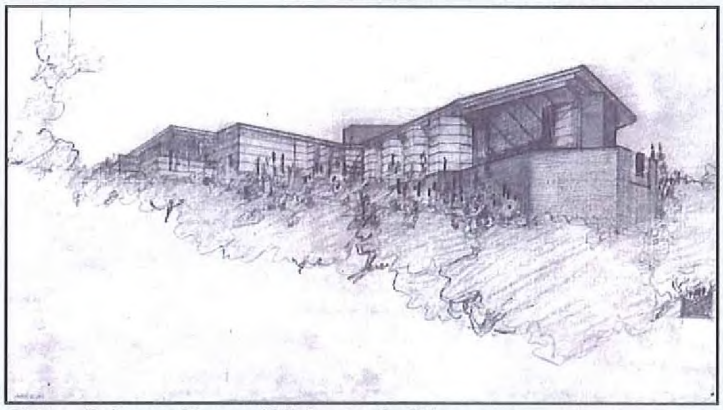


Figure 8. Bazett House, Hillsborough, CA

lack of stylistic innovation in the typical postwar subdivision. Eichler was not an architect or designer by trade; he studied business at New York University and got his career start on Wall Street. Dissatisfied with corporate life, Eichler relocated to San Francisco where he became employed by the West Coast branch of his wife's family business. Although he worked for twenty years as chief financial officer of the wholesale food company, he harbored a repressed resentment for the work, finding it personally unfulfilling. The pivotal moment in Joseph's professional life came in 1943, when he, his wife Lillian and their son Ned moved into the Bazett House. Although the family's tenure in the home was short, it was the impetus for major change in Joseph's career path. "I began to dream," he said, "of building homes for sale that would incorporate some of the same advantages I enjoyed in my own house." Of the rich craftsmanship he enjoyed while living in a Wright-designed house, he proclaimed: "I began to ask myself if such houses could be built for ordinary people."[14]

Eichler's first foray into home building began in 1947, when he launched a company selling prefabricated houses. This early project, while not overtly innovative, displayed Eichler's interest in modern design as the homes featured spare, rectangular massing and long bands of windows. In 1949, Eichler hired a draftsman and produced two new subdivisions in Menlo Park and Palo Alto. By this time, he was on his way to becoming a full-fledged merchant builder, his company overseeing every aspect of selling houses including land acquisition and subdividing, construction, financing and marketing.[15]

The 1950s were productive for Eichler Homes, with thousands of homes constructed in Northern California communities in and around San Jose, Sacramento, Marin County, San Francisco and the East Bay. These developments, many of which featured amenities such as community pools and recreation areas, were met with widespread critical acclaim and were a great financial success for Eichler. His geographic focus broadened in 1961 when he collaborated with A. Quincy Jones and Frederick Emmons on the design of a pilot tract development for the Case Study House program. This program, which was founded in 1945 by *Arts and Architecture* magazine's editor John Entenza, worked toward finding Modern solutions to the postwar housing crisis, enlisting some of the nation's leading architects and designers to create domestic prototypes utilizing new materials and new methods of home planning for better living. The Case Study program drew participants such as architects and designers Richard Neutra, Ralph Rapson, Whitney Smith, Thornton Abell, Charles Eames, Eero Saarinen, Raphael Soriano, Craig Elwood, and Pierre Koenig, among others, and has been called "one of the most distinguished an influential architecture research programs ever inaugurated."[16]

Eichler's vision was a natural match for that of Entenza's Case Study program, and in 1961 he worked with Jones & Emmons to create Case Study House #24—the only multi-home development of the program, which until then focused almost solely on single-home prototypes. The development was planned for a 148-acre site in the San Fernando Valley and included 260 houses as well as greenbelts, recreation areas, and a shopping center. The project, which was

14 National Register of Historic Places Registration Form, *Greenmeadow (Units I and II)*. (Washington, D.C.: National Park Service, June 2005), section 8, page 4.
15 Ibid, section 8, page 2.
16 Esther McCoy, *Case Study Houses: 1945-1962*. (Santa Monica: Hennessey + Ingalls, 1962, 1977), 10. McCoy cites *The Architectural Review*, May 1959, as the source of this quote.

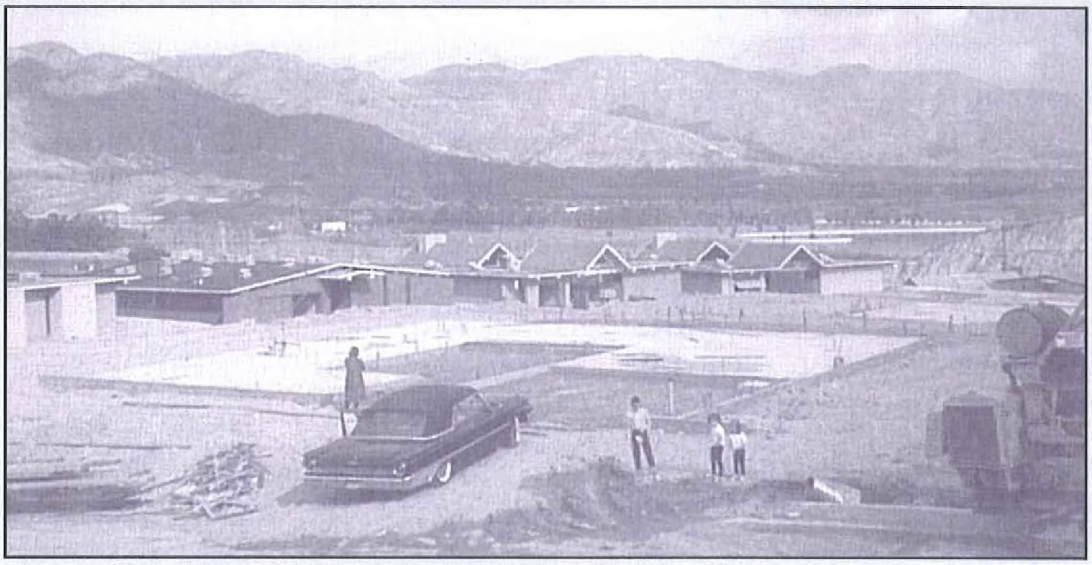


Figure 9. Darla Avenue in Balboa Highlands under construction, c. 1964 (From Jim Hier, Granada Hills, p. 86*)*



"Many people think Eichler homes are 15 years ahead of the times, They're not."

It's just that so many others are 15 years behind.

Most builders are still building houses to fit people into. I build houses to fit people. That's the big difference in an Eichler home.

Take the Eichler atrium or inner court—something we pioneered years ago. We put it in to give people the outdoors where they could enjoy it most—indoors. And we gave them privacy where they needed it most by closing off the front of the house facing the street. You can see the atrium at Conejo Village, all the Eichlers in Fairhills have them, and most of the homes in Balboa Highlands as well.

To anyone buying a home, the ideas we build into an Eichler today will be even more important 15 years from now. When other homes are showing their age, an Eichler will still be up-to-date.

OBSERVATIONS BY JOSEPH L. EICHLER, PRESIDENT, EICHLER HOMES

AT CONEJO VILLAGE you can look into the famous Eichler atrium by following Ventura freeway past Thousand Oaks to Lynn Ranch turnoff. Turn right, follow signs. 495-4800. JOHN de LONG.

AT FAIRHILLS, award-winning Eichler kitchens on display in the City of Orange, at the intersection of Santiago Blvd. and Santiago Canyon Road. From the Santa Ana and Newport Freeways take Chapman East to Santiago then left to models. KE.2-3374, JIM DOUGHERTY.

AT BALBOA HIGHLANDS you can see dramatic Eichler architecture for yourself by heading out the San Diego freeway to Rinaldi; west to Balboa, then right. EM. 3-3142. DON SCHOL.

Figure 10. Advertisement appearing in the Los Angeles Times*, July 26, 1964*

met with initial approval by the Planning Commission, was ultimately denied due to unfavorable response to a zoning variance reducing lot sizes from 20,000 to 11,000.

Although his Case Study House project never materialized, Eichler returned to Southern California in 1962 to produce three suburban tracts: Conejo Village (in the City of Thousand Oaks), Fairhills (City of Orange), and, the subject of this study, Balboa Highlands. These were some of Eichler's last successful developments; in the mid-1960s he began to take on multi-family, high-rise projects in San Francisco's urban core. These developments, which were executed at a time when a significant proportion of the middle class was moving out of cities in favor of the suburbs, overextended the business and caused its financial collapse in 1966. Despite its unfortunate end, Eichler Homes left a legacy of sophisticated architectural design and planning at a time of otherwise generally uninventive mass-produced home construction. It has been said that the concept of the Modernist middle-class house died with Joe Eichler in 1974;[17] the continued interest in Eichler homes and supreme livability of their spaces illustrates the lasting power of his vision.

17 Paul Adamson, *Eichler* (Salt Lake City: Gibbs Smith Publisher, 2002), 22.

Cultural Diversity: Equality and Homeownership in Los Angeles

In the early half of the twentieth century, homeownership in Los Angeles (and in most parts of the country) was not open to all citizens. In addition to placing restrictions on the physical appearance of lots and home design, many developers and homeowners' associations worked to place restrictions on who could purchase residences in certain neighborhoods. Racially restrictive covenants first began to appear in the years during and after World War I when large numbers of African Americans began to relocate to California in search of employment. White homeowners attempted at first to pass restrictive zoning ordinances that would keep their neighborhoods homogenous; this was deemed unconstitutional, and restrictive covenants offered a more discreet method of segregation. The covenants were essentially private contracts where buyers pledged not to sell their house to blacks as a condition of purchasing their home. Covenants differed from neighborhood to neighborhood; many also included exclusionary language in reference to Jews, Italians, Russians, Muslims, Latinos and Asians.[18] Although restrictive covenants were not unique to Los Angeles, they were particularly rampant in the area due to the massive amount of development that occurred during the 1920s boom years—the heyday of restrictive covenants. According to Mike Davis in his seminal text, *City of Quartz*, "In this fashion, 95 percent of the city's housing stock in the 1920s was effectively put off limits to Blacks and Asians."[19]

Although restrictive covenants were struck down as unconstitutional by the Supreme Court in 1948, racially intolerant housing practices continued in the postwar era. With the outward spread of growth in the postwar years enabled by the construction of the area's freeways, a number of white Angelenos left metropolitan neighborhoods for outlying suburbs which generally tended to be less welcoming to non-white homebuyers. This trend was ratified by the FHA's favoring of "traditions of racial and religious segregation as a basis for assuring 'harmonious, attractive neighborhoods.'"[20] The FHA was concerned with what they called "inharmonious racial or nationality groups," fearing that new subdivisions would lose their investment value if black-white separation was not maintained. The *Underwriting Manual* bluntly warned: "If a neighborhood is to retain stability, it is necessary that properties shall continue to be occupied by the same social and racial classes," and recommended "subdivision regulations and suitable restrictive covenants" that would be "superior to any mortgage."[21]

The fact that Eichler's Balboa Highlands tract was open to all homebuyers regardless of color or religion was, in this climate, monumental. According to a *Los Angeles Times* article from 1985, it was the only tract outside of Pacoima with a developer-backed policy of non-discrimination. The article reports that in 1960, "90% of the Valley's 9,833 blacks lived in Pacoima, which has been attracting blacks with suburban longings since a tract pointedly named Joe Louis Homes was built there in the late 1940s. Burbank, North Hollywood, and Van Nuys each had black populations of 200 or 300, but fewer than 125 blacks lived elsewhere in the Valley."[22]

18 "Living With a Reminder of Segregation," *Los Angeles Times*, July 27, 2008: B1.
19 Mike Davis, *City of Quartz* (New York: Random House, 1990), 161. According to Davis, this citation originates from work by Marc Wiess, *The Rise of Community Builders: The American Real Estate Industry and Urban Land Planning*, New York, 1987, pp. 3-4. 11-12.
20 Adamson, 11.
21 Jackson, 208.
22 "Community is Credited With Integration of Valley Housing" *Los Angeles Times*, June 23, 1985: V_A8.



Figure 11. Children of the Yamashiro family eagerly await the completion of a pool in the atrium of their house at 17078 Lisette Street. (From Jim Hier, Granada Hills, p. 87*)*

In almost all Eichler developments, including Balboa Highlands, less than ten percent of the buyers were black. Eichler did not advertise in the black press, nor did he announce his policy in promotional brochures. However, he had an unwavering, no-fuss insistence on racial tolerance at a time when other developers had no qualms about refusing sale to black homebuyers. The result was a neighborhood of innovative new homes serviced by first-class municipal services and amenities open to anyone who qualified, at a time when racially integrated suburban tract development simply did not exist.

Character Defining Features

The proposed Balboa Highlands HPOZ retains the following character defining features displaying its significance relating to residential development in the post-World War II boom:

- Proximity to many of the area's Interstate freeways
- Uniform lot sizes and streetscapes, characteristic of subdivisions of the postwar era
- Continued policies of non-discrimination in regards to homeownership

Architecture (1945-1964)

LA Modernism: Mid-Century Modern

A result of the standardization of home construction enforced by the FHA was the rapidity with which certain home styles were colonized throughout the country. The roots of European Modernism that were laid in the prewar years in the United States (and in Southern California in particular) were hindered substantially by the FHA's favoring of tepid Revival styles. In 1939, the FHA asked its regional offices to provide plans for what they considered to be "six

typical American houses" for a National Archives exhibit; nearly all of the plans provided were bungalows with Colonial Revival features. The FHA discouraged conspicuously modern designs, doubting that the flat roofs and unadorned, asymmetrical façades were more than a passing fad.[23] Even Frank Lloyd Wright, whose Usonian residences have been called "the quintessence of American life," had his work rejected by the FHA for its non-conformity to the approved styles.[24]

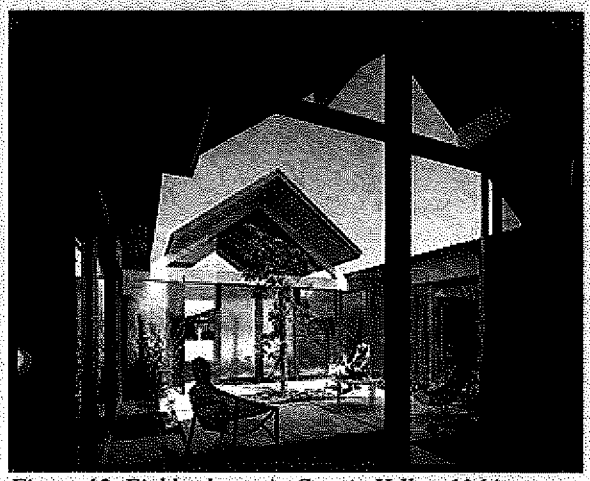


Figure 12. Eichler home in Conejo Valley, 1964 (Photo by Julius Shulman)

What set Joseph Eichler apart from other large-scale homebuilders in the postwar era was the fact that he worked with architects to design his homes. Other subdividers tended to rely on in-house builders who could create home designs quickly and inexpensively, maintaining control over cost and ensuring adherence to FHA guidelines. Consequently, according to Gwendolyn Wright, "most architects looked down on the average builder's aesthetic taste, as well as his cost controls; and they scorned the cautious, conservative FHA design guidelines as well."[25] Eichler's insistence on a modern aesthetic and architect-designed homes in his early subdivisions set him against the norm and made his investment something of a gamble. However, working first with the firm of Anshen + Allen and later with Jones & Emmons, Associates and Claude Oakland, Eichler homes were designed by some of the country's leading Modernists and were met with widespread critical acclaim.

The California Modern tradition can be traced back to the arrival of Austrian architect Rudolph Schindler in 1920 to oversee the construction of Frank Lloyd Wright's Barnsdall House. Schindler, along with fellow Austrian architect Richard Neutra, imported tenets of European Modernism and the International Style to California, laying the roots of what would become a vigorous and enormously influential Modern movement. Reacting against the derivative Revival styles of the 1920s and 30s, a number of young architects began to stoke the flames of the emerging new style. Often referred to as the Second Generation, many of these architects cut their teeth in the offices of Neutra and Schindler and struggled to promote Modernism as an appropriate style for the postwar housing boom in California.

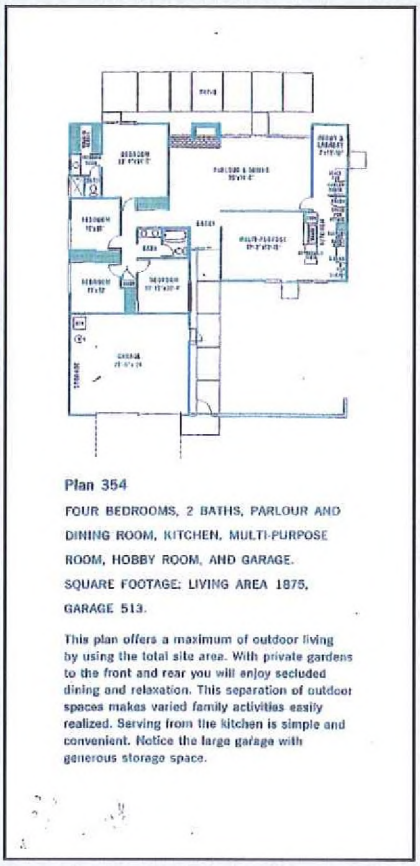
Los Angeles Modernism, while drawing on European precedents, was ultimately Californian and is often aptly thought of as the great regional style. Character defining features such

23 Gwendolyn Wright, *Building the Dream: A Social History of Housing in America* (Boston: MIT Press, 1981), 251.

24 Ibid. According to Wright: "In November 1955, *House Beautiful*, devoting an entire issue to Wright's earlier prairie houses and a few more recent expensive residences, declared that his houses were the quintessence of American life, the legacy of the Declaration of Independence. But Wright's efforts to develop prefabricated "Usonian" houses for a moderate-income community did not win FHA approval."

25 From the Greenmeadow National Register nomination form. Section 8, page 3.



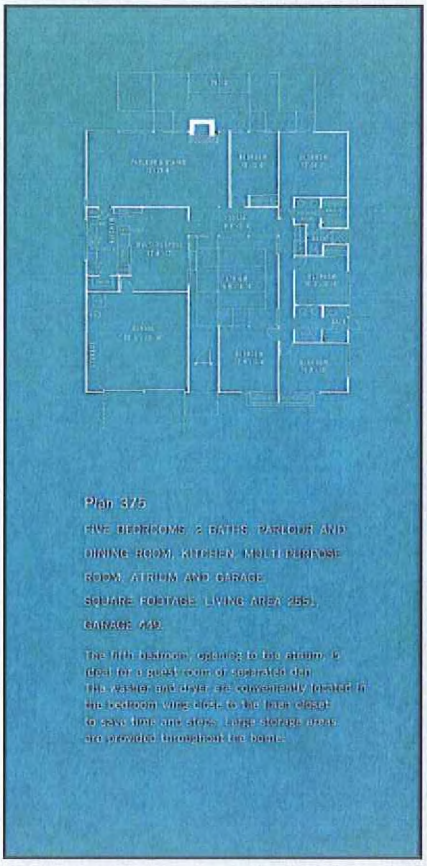


Plan 354

FOUR BEDROOMS, 2 BATHS, PARLOUR AND DINING ROOM, KITCHEN, MULTI-PURPOSE ROOM, HOBBY ROOM, AND GARAGE.
SQUARE FOOTAGE: LIVING AREA 1875, GARAGE 513.

This plan offers a maximum of outdoor living by using the total site area. With private gardens to the front and rear you will enjoy secluded dining and relaxation. This separation of outdoor spaces makes varied family activities easily realized. Serving from the kitchen is simple and convenient. Notice the large garage with generous storage space.

Figure 13. Flat roof model at 12727 Darla Avenue (Plan 354)
(Right and lower left: Plans from Balboa Highlands brochure)



Plan 375

FIVE BEDROOMS, 2 BATHS, PARLOUR AND DINING ROOM, KITCHEN, MULTI-PURPOSE ROOM, ATRIUM AND GARAGE.
SQUARE FOOTAGE: LIVING AREA 2551, GARAGE 449.

The fifth bedroom, opening to the atrium, is ideal for a guest room or separated den. The washer and dryer are conveniently located in the bedroom wing close to the main closet to save time and steps. Large storage areas are provided throughout the home.

Figure 14. Flat roof model at 17161 Lisette Street (Plan 375)



as floor-to-ceiling windows blurred lines between indoor and outdoor space, and dramatic, cantilevered overhangs provided living spaces appropriate to the temperate climate of the region. Post-and-beam construction allowed for the design of highly-functional, open plans, and new technologies in radiant heat and other building systems allowed for sparse, uncluttered interiors.

Untrained in the field of architecture or the fine arts, Eichler's commitment to Modern design was that of a layperson having experienced firsthand the positive results of living in a well-designed, Modern home (in this case, Frank Lloyd Wright's Bazett House). Eichler homes represented a significant intersection in the history of Modernism in California, drawing from high-style precedents set before the two World Wars and proving successful in implementation in large-scale home design.

Models

There are generally four model types at Balboa Highlands, with a few variations. These models are easily identified by their rooflines: flat, A-frame, or slant. Two of the models feature flat roofs.

The flat-roofed models (Plans 354 and 375) were designed by architect Claude Oakland. Model 354 was the only model in Balboa Highlands not constructed around a central atrium. Rather, this model had an L-shaped plan with an enclosed patio at the front of the house. The façade of this model comprises a central entrance with a two-car garage to one side and the patio wall to the other side, creating the illusion of a solid, uninterrupted street wall. This model features a façade of grooved plywood and concrete blocks at the patio wall, with no fenestration at the street-facing façade except for clerestory windows at the garage.

Model 375 also features a flat roof and a street-facing façade of grooved wood cladding and concrete block. This model, however, features a square plan encircling a central atrium. Similar to model 354, this model has minimal fenestration at the main façade and an integrated two-car garage.

The A-frame model (Plan 1505) is characterized by a steeply-pitched, tent-shaped gable centered on a flat roof. This model was designed by Jones & Emmons, Associates. Other than the clerestory windows at the roofline and a wall of frosted glass set back in the atrium, this model lacks any fenestration at the front façade and has simple exterior walls clad with grooved plywood. This is one of the larger models, with four bedrooms plus a den, or "retreat." It features both a covered carport and a one-car garage. The A-frame gable extends the depth of the house, covering the carport, the atrium, and, at the rear, the living room.

The slant-roofed model (Plan 374) was designed by Claude Oakland, with some collaboration with Jones & Emmons, Associates. This model has a façade clad with grooved plywood and, like the other models, minimal fenestration at the street-facing façade. Other than clerestory windows at the roofline, fenestration consists only of two thin, vertical windows. A two-car garage is integrated into the façade of this model, and the main entry is centered at the gable pitch and covered by a cantilevered, gabled hood.



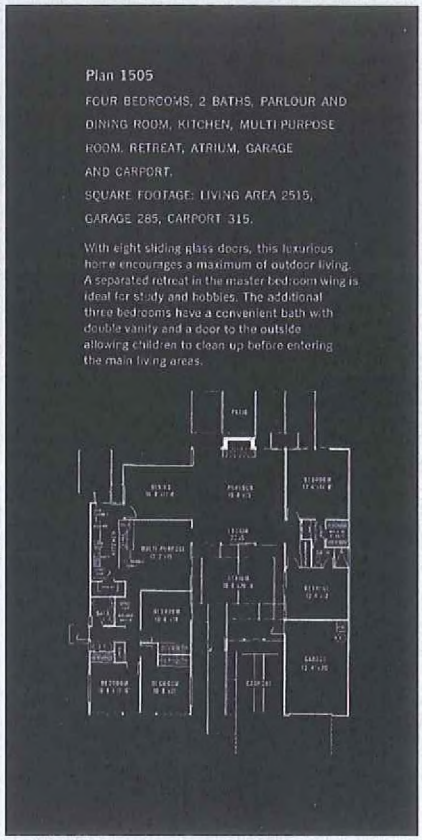


Figure 15. A-frame roof model at 17167 Lisette Street (Plan 1505)
(Right and lower left: Plans from Balboa Highlands brochure)

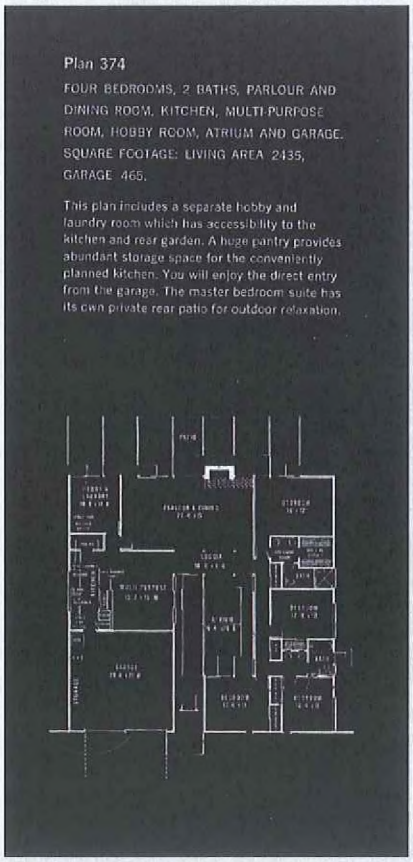


Figure 16. Slant roof model at 17155 Lisette Street (Plan 374)



The neighborhood has several variations on the themes described above; these four models were repeated, mirrored and sited at random throughout the development. There are a few anomalies in the tract, as for an additional price homebuyers could customize their home. However, all 108 buildings are united by their common materials, scale, design principals, and siting.

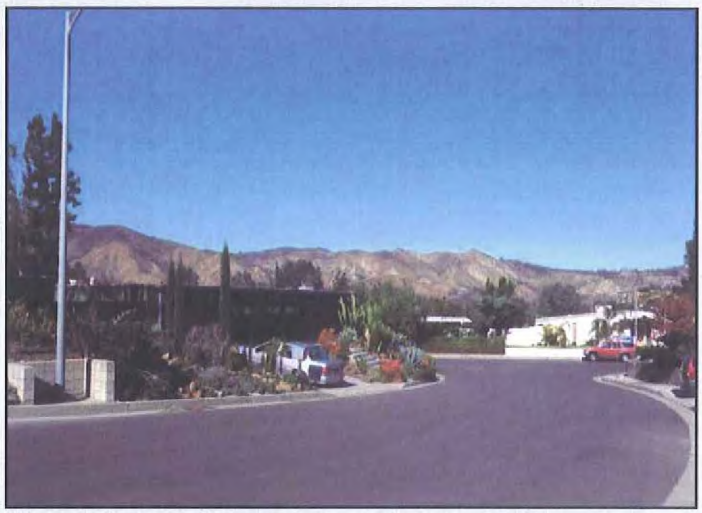


Figure 17. Darla Avenue streetscape, looking north

Design

Balboa Highlands is set on a knoll, enabling dramatic views from many of the home lots. The streets curve in concentric circles, allowing for increased privacy in the homes and yards. The houses are set back on the lots to allow for small front yards; depending on the location, these yards are typically flat or generously sloped. Poured concrete driveways lead from the streets to the garages and carports. The rear yards are larger than the front yards, and many include concrete patios and swimming pools. Several of the lots appear to have had pools from the very beginning, while others were likely added at a later date.

In Balboa Highlands, all homes were originally clad with grooved wood siding, and the flat-roof models typically feature additional cladding of square concrete blocks. The homes are characterized by simple façades with minimal fenestration. Bands of clerestory windows give the roofs a floating appearance, while providing ample natural light to the interior spaces. Garages are integrated into the façade; every model has either a one- or two-car garage and, at times, a covered carport. Side and rear façades feature floor-to-ceiling glass walls, with sliding-glass doors leading into the atrium and rear yards. Windows and sliding doors were originally steel sash.

Joseph Eichler chose the exterior paint colors for all of his homes, and was known to be disapproving if homeowners decided to change the color of their home to something he deemed incompatible.[26] The palette for Balboa Highlands generally featured warm, earth-tone colors for exterior façades with brightly-painted front doors. Minimal ornamentation at the buildings' exteriors included globe light fixtures, wood and plaster address numbers, and exposed beams at the roofline.

The simplicity of the buildings' exteriors gives way to highly-functional interior spaces that are filled with natural light. Floor plans featured large, communal spaces with kitchens opening to

26 Jerry Ditto and Lanning Stern, *Eichler Homes: Design for Living.* (San Francisco, Chronicle Books: 1995), 78-83.

multi-purpose rooms. In this fashion, Eichler is said to have coined the term "family room," as conceptually a mother could keep an eye on her children while tending to her household duties. Small details such as extendable "swing-out" tables and lower counter heights further opened up the space. All homes in Balboa Highlands featured forced-air heating and air conditioning, opposed to the radiant heating system found in Eichler tracts in Northern California. Generally speaking, all models are approximately 2,000 to 2,500 square feet. This includes the central atrium that is common to nearly all models, which is typically about 400 square feet in size.

Character Defining Features

The single-family homes located in the Balboa Highlands tract may, depending on their model type, have the following character defining features displaying their architectural significance:

- Roofline: either flat, slant or A-frame
- Steel sash windows
- Entrance configuration, at times with transoms and sidelights
- Grooved wood wall cladding
- Concrete block wall cladding
- Atrium
- Sliding two-car or awning-style one-car garage doors
- Carport
- Cantilevered, gabled entry hood
- Historic "Saturn" front door hardware
- Historic house numbers
- Exposed beams at the roofline



Figure 18. A. Quincy Jones (left), Joseph Eichler, and Frederick Emmons (right)

Important Designers: Jones & Emmons, Associates and Claude Oakland

Jones & Emmons, Associates

An *Architectural Forum* article from 1950 named a house designed by A. Quincy Jones the "Builder's House of the Year." In the same issue, another article featured the work of Joseph Eichler, calling it the "Subdivision of the Year."[27] After seeing the article, Eichler contacted A. Quincy Jones and suggested that the two collaborate. The partnership that followed would last for nearly 25 years and produce some of the most innovative and critically acclaimed developer subdivisions in the postwar era.

27 Ibid, 15.

A. Quincy Jones studied architecture at the University of Washington in Seattle before returning to his native Southern California to practice architecture. He began his career in the offices of several prominent Los Angeles architects, including Douglas Honnold and George Vernon Russell (1936-37), Burton A. Schutt (1937-39), and Paul Revere Williams (1939-1940). Jones served in the Navy during World War II; upon his return to Los Angeles in 1945 he opened his own practice. The booming postwar housing market proved to be the perfect professional climate for Jones, who believed strongly in providing good, modern design to people of moderate means. According to historian Cory Buckner, "Jones carefully and thoroughly analyzed the developer-built house to provide middle-income families the opportunity to live in the same well-planned, carefully detailed environments that characterize custom-built houses," adding that he "equated designing housing developments with creating a lifestyle."[28]

Jones's first major venture in large-scale residential design came in 1946 with the Mutual Housing Association (MHA) community housing project. Jones was hired along with architect Whitney R. Smith and structural engineer Edgardo Contini to create home designs for 500 lots on 800 acres in the Santa Monica Mountains. The project allowed Jones to put into practice many of the ideas he had about greenbelt planning, new building materials, and cost-effective methods of large-scale home construction. The project was met with widespread critical acclaim, winning multiple awards and ultimately having a profound effect on housing in Southern California.

Jones's partnership with Frederick Emmons began in 1951 and lasted until Emmon's retirement in 1969. Of the three firms that Eichler worked with throughout his career in housing development, his partnership with Jones would last the longest, with nearly 25 uninterrupted years of working together.[29] Jones continued to work on a variety of projects during and after his tenure with Eichler, including large-scale commercial development and master planning and education, as a professor and later Dean of the School of Architecture at the University of Southern California. However, his commitment to socially-conscious home design persisted, and it is in this genre that his legacy is perhaps most firmly rooted.

Claude Oakland

Although generally not as well known as Anshen + Allen or Jones & Emmons, Claude Oakland was a long-term collaborator with Joseph Eichler and contributed much to the designs of Eichler homes in both Southern and Northern California.

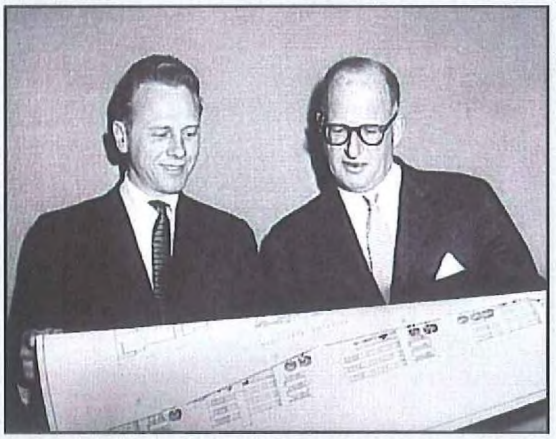


Figure 19. Claude Oakland (left) and Joseph Eichler

Oakland, who spent his childhood in the South and studied architecture at Tulane

28 Cory Buckner, *A. Quincy Jones* (New York: Phaidon Press, 2007), 8.

29 A. Quincy Jones continued to work with Eichler after Emmon's retirement in 1969. The firm of A. Quincy Jones, Associates would collaborate with Eichler Homes until Joseph Eichler's death in 1974.

University in New Orleans, came to California after World War II to work in the Berkeley office of architect Bruce Goff. By 1950, Goff's office closed and Oakland went to work in the office of Anshen + Allen. Almost from the start, Oakland acted as principal designer on the firm's contract with Eichler Homes. After several years of designing for Eichler with Anshen + Allen, Oakland grew dissatisfied, bemoaning the fact that he was not getting enough credit for his work under the auspices of the larger firm. In 1960 Eichler Homes dropped Anshen + Allen and contracted instead with Claude Oakland directly. This partnership would be immensely prolific; Oakland reportedly designed about 5,000 homes for Eichler over a period of almost 25 years.[30]

Claude Oakland and Joseph Eichler appeared to have had much in common; both men had a strong desire to bring interesting modern homes to middle-class buyers. Oakland, perhaps stemming from his experiences living in the South, detested segregation and believed strongly in civil rights and equality for all citizens. His social aspirations as well as his no-nonsense design aesthetic made him an apt collaborator for Joseph Eichler. Under this partnership, Oakland is said to have created the Eichler atrium, an immensely important feature of Eichler homes that brings natural light into all spaces while maintaining a sense of privacy from the public right of way.[31]

After Eichler's death in 1974, Claude Oakland continued to design single- and multi-family houses with his partner, Kinji Imada. He was named a Fellow of the American Institute of Architects in 1979 and continued to work until his death in 1989.

V. SURVEY RESULTS

Finding of Significance

Upon completion of this Historic Resources Survey, ARG has determined that Balboa Highlands is eligible for HPOZ status. It meets the local criteria for designation and retains sufficient integrity to portray its significance. All structures within the proposed HPOZ boundaries were evaluated against the delineated eligibility standards, and it was determined that a large majority are Contributing resources to the HPOZ. Specifically, of 108 structures within the Balboa Highlands subdivision, 74 were found to be Contributing and 34 were found to be Non-Contributing. Of the 74 Contributors, 28 were given the status of Altered Contributor due to their sustaining of minor, reversible alterations.

Period of Significance

According to *National Register Bulletin #16a*, Period of Significance is defined as follows:

> *Period of significance is the length of time when a property was associated with important events, activities, or persons, or attained the characteristics which qualify it for National Register listing. Period of significance usually begins with the date when significant activities or events began giving the property its historic*

30 Dave Weinstein, "Signature Style: Claude Oakland, Modern Homes for the Masses." *SFGate.com*, January 1, 2005.
31 According to the Weinstein article. Ibid.

significance; this is often a date of construction.[32]

The period of significance for the proposed Balboa Highlands HPOZ is 1962-64. The tract was entirely developed and all 108 buildings were constructed within this two-year period.

HPOZ Boundary Justification

The boundaries of the proposed Balboa Highlands HPOZ were drawn to include only those buildings that were constructed as part of the original Eichler subdivision between 1962 and 1964. The original development consisted of 108 single-family residences located on Lisette Street, Nanette Street, Darla Avenue and Jimeno Avenue. Due to the curvature of the streets and the fact that the development did not extend the full length of Darla and Jimeno Avenues, the proposed HPOZ boundaries are irregular. Please refer to Figure 20 for a proposed HPOZ boundary map.

Integrity Assessment

In addition to comprising a large amount of properties that retain high levels of integrity, it has been determined that the proposed Balboa Highlands HPOZ as a whole retains sufficient integrity to portray its significance. The National Register generally recognizes a property or a district's integrity through seven aspects or qualities, including: location, design, setting, materials, workmanship, feeling and association. An HPOZ does not need to retain all seven aspects of integrity in order to be eligible for designation; however,



Figure 20. Aerial with proposed HPOZ boundary (courtesy of Google maps)

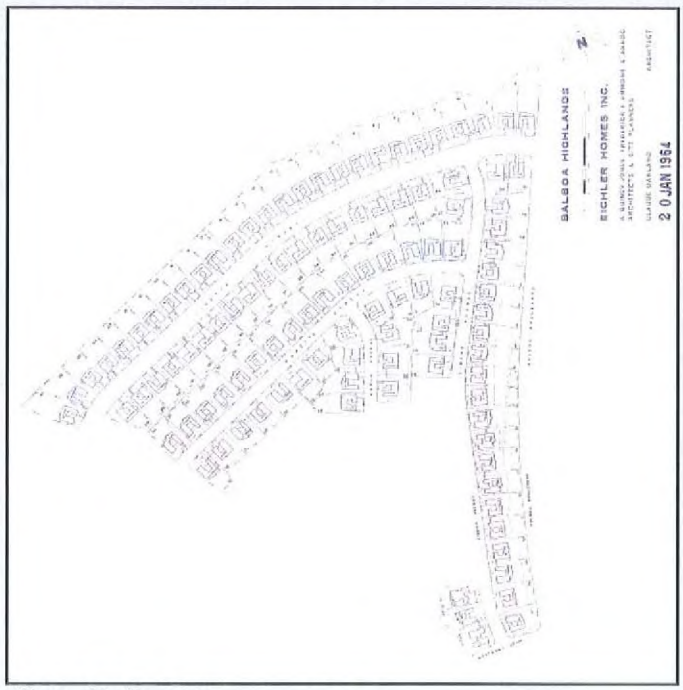


Figure 21. Site plan

32 U.S. Dept. of the Interior, National Park Service, *National Register Bulletin #16a: How to Complete the National Register Registration Form*, (Washington, D.C.: U.S. Dept. of the Interior, 1977, rev. 1986, 1991, and 1997) page 42.



Figure 22. Nanette Street streetscape, looking west

it should retain sufficient integrity relating to its significance.

The following is an assessment of the integrity of the proposed Balboa Highlands HPOZ:

The Balboa Highlands tract is located in the Granada Hills community in the City of Los Angeles. Its location has not changed since its original construction. The tract itself was designed by the development team of Joseph Eichler, with 108 single-family houses on uniformly-sized lots. All homes in the tract were generally built as one of four models, which were designed by either Jones & Emmons, Associates or Claude Oakland. The repetition of just a few model types creates a uniform streetscape with congruity of design. With a few exceptions, nearly all of the homes in the Balboa Highlands tract retain their original footprints, massing and form, which preserves the overall integrity of design. Balboa Highlands is set on a knoll, enabling dramatic views from many of the home lots. The streets curve in concentric circles, allowing for increased privacy in the homes and yards. The houses are set back on the lots to allow for small front yards; depending on the location, these yards are typically flat or generously sloped. This setting has not changed since the tract's original construction.

All of the buildings of the Balboa Highlands tract were generally constructed of the same materials. Each dwelling was originally clad with grooved wood siding, and the flat-roof models typically feature additional cladding of square concrete blocks. Garages are integrated into the façade; every model has either a one- or two-car garage and, at times, a covered carport. Side and rear façades feature floor-to-ceiling glass walls, with sliding-glass doors leading into the atrium and rear yards. Windows and sliding doors were originally steel sash. Of the 108 buildings in the tract, 74 (approximately 70%) have endured only minor alterations or no alterations at all. Therefore, the integrity of materials and workmanship in the proposed HPOZ is relatively high.

Due to the Balboa Highlands tract's high design quality, intact setting, large number of contributing resources with moderate to high levels of integrity, and mostly unaltered Mid-Century Modern design elements, the subdivision retains its original feeling, which contributes to its overall integrity. And lastly, it is still located in the outer reaches of Los Angeles, near a number of freeways, and can be visibly linked to the context of postwar residential development. Therefore, it retains its integrity of association.

In summary, the proposed Balboa Highlands HPOZ retains high levels of integrity relating to its significance.

List of Contributors and Non-Contributors

The following is a list of all properties within the proposed Balboa Highlands HPOZ boundaries and their associated status codes:

12713	Darla St	Non-Contributor
12716	Darla St	Contributor
12719	Darla St	Contributor- Altered
12724	Darla St	Non-Contributor
12727	Darla St	Contributor
12732	Darla St	Contributor
12740	Darla St	Contributor
12743	Darla St	Contributor
12600	Jimeno Ave	Contributor- Altered
12601	Jimeno Ave	Non-Contributor
12610	Jimeno Ave	Non-Contributor
12611	Jimeno Ave	Non-Contributor
12617	Jimeno Ave	Non-Contributor
12620	Jimeno Ave	Non-Contributor
12630	Jimeno Ave	Contributor
12638	Jimeno Ave	Contributor
12646	Jimeno Ave	Contributor
12654	Jimeno Ave	Non-Contributor
12662	Jimeno Ave	Non-Contributor
12670	Jimeno Ave	Non-Contributor
12704	Jimeno Ave	Non-Contributor
12710	Jimeno Ave	Contributor
12716	Jimeno Ave	Contributor- Altered
12719	Jimeno Ave	Contributor
12722	Jimeno Ave	Contributor
12725	Jimeno Ave	Contributor- Altered
12728	Jimeno Ave	Contributor- Altered
12731	Jimeno Ave	Contributor- Altered
12734	Jimeno Ave	Contributor
12737	Jimeno Ave	Contributor- Altered
12740	Jimeno Ave	Contributor
12746	Jimeno Ave	Contributor
12800	Jimeno Ave	Contributor- Altered
12838	Jimeno Ave	Non-Contributor
12841	Jimeno Ave	Contributor
12842	Jimeno Ave	Non-Contributor
12847	Jimeno Ave	Contributor
17000	Lisette St	Contributor
17007	Lisette St	Non-Contributor

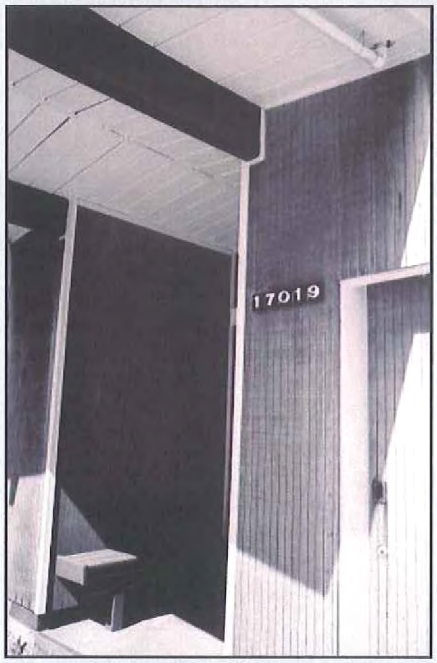


Figure 23. Entryway detail at 17019 Lisette Street (photo by Nitzie Perez)

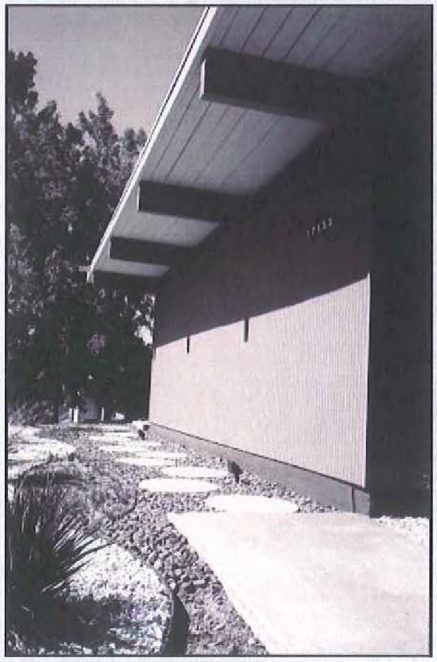


Figure 24. Detail of 17133 Nanette Street (photo by Darin Reyes)

17008	Lisette St	Contributor- Altered
17013	Lisette St	Contributor
17019	Lisette St	Contributor
17025	Lisette St	Contributor- Altered
17031	Lisette St	Contributor
17034	Lisette St	Contributor- Altered
17037	Lisette St	Non-Contributor
17042	Lisette St	Non-Contributor
17043	Lisette St	Contributor- Altered
17048	Lisette St	Non-Contributor
17049	Lisette St	Non-Contributor
17055	Lisette St	Non-Contributor
17056	Lisette St	Contributor
17061	Lisette St	Non-Contributor
17062	Lisette St	Non-Contributor
17067	Lisette St	Non-Contributor
17070	Lisette St	Contributor- Altered
17073	Lisette St	Non-Contributor
17078	Lisette St	Contributor- Altered
17079	Lisette St	Contributor
17100	Lisette St	Contributor
17101	Lisette St	Non-Contributor
17106	Lisette St	Contributor
17107	Lisette St	Contributor- Altered
17112	Lisette St	Contributor- Altered
17113	Lisette St	Non-Contributor
17118	Lisette St	Non-Contributor
17119	Lisette St	Contributor- Altered
17124	Lisette St	Contributor
17125	Lisette St	Contributor
17130	Lisette St	Non-Contributor
17131	Lisette St	Non-Contributor
17136	Lisette St	Contributor- Altered
17137	Lisette St	Contributor
17142	Lisette St	Contributor
17143	Lisette St	Contributor
17148	Lisette St	Contributor
17149	Lisette St	Non-Contributor
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17155	Lisette St	Contributor
17160	Lisette St	Contributor
17161	Lisette St	Contributor
17167	Lisette St	Contributor
17173	Lisette St	Contributor
17031	Nanette St	Contributor- Altered
17037	Nanette St	Contributor- Altered
17040	Nanette St	Non-Contributor

17043	Nanette St	Contributor- Altered
17049	Nanette St	Contributor
17050	Nanette St	Non-Contributor
17057	Nanette St	Contributor- Altered
17065	Nanette St	Contributor- Altered
17073	Nanette St	Contributor- Altered
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17109	Nanette St	Contributor
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17115	Nanette St	Contributor- Altered
17116	Nanette St	Contributor- Altered
17121	Nanette St	Contributor- Altered
17122	Nanette St	Contributor
17127	Nanette St	Contributor
17130	Nanette St	Non-Contributor
17133	Nanette St	Contributor
17136	Nanette St	Contributor
17139	Nanette St	Contributor
17144	Nanette St	Contributor
17145	Nanette St	Contributor
17150	Nanette St	Non-Contributor
17151	Nanette St	Non-Contributor

VI. CONCLUSION

Upon completion of this Historic Resources Survey, ARG has determined that Balboa Highlands is eligible for HPOZ designation. The tract of 108 single-family residences is significant as an intact example of a postwar subdivision, relating directly to the patterns of residential development in Los Angeles. Further, it is significant for its embodiment of the Mid-Century Modern style, as a rare Southern California example of an Eichler development, and as the work of noted postwar architects A. Quincy Jones, Frederick Emmons, and Claude Oakland.

Further, ARG has determined that of 108 properties, 74 (approximately 70%) are contributing to the proposed HPOZ. Of these 74 contributing properties, 28 have endured minor, reversible alterations and have been given the status of Altered Contributor. 34 properties were determined to be Non-Contributors due to having endured extensive alterations.

In conclusion, due to its high number of contributing resources, overall district integrity, and significance relating to the contexts and themes called out in the historic context statement, Balboa Highlands is a notable concentration of postwar resources and is of immense value to the history of Los Angeles as a whole.

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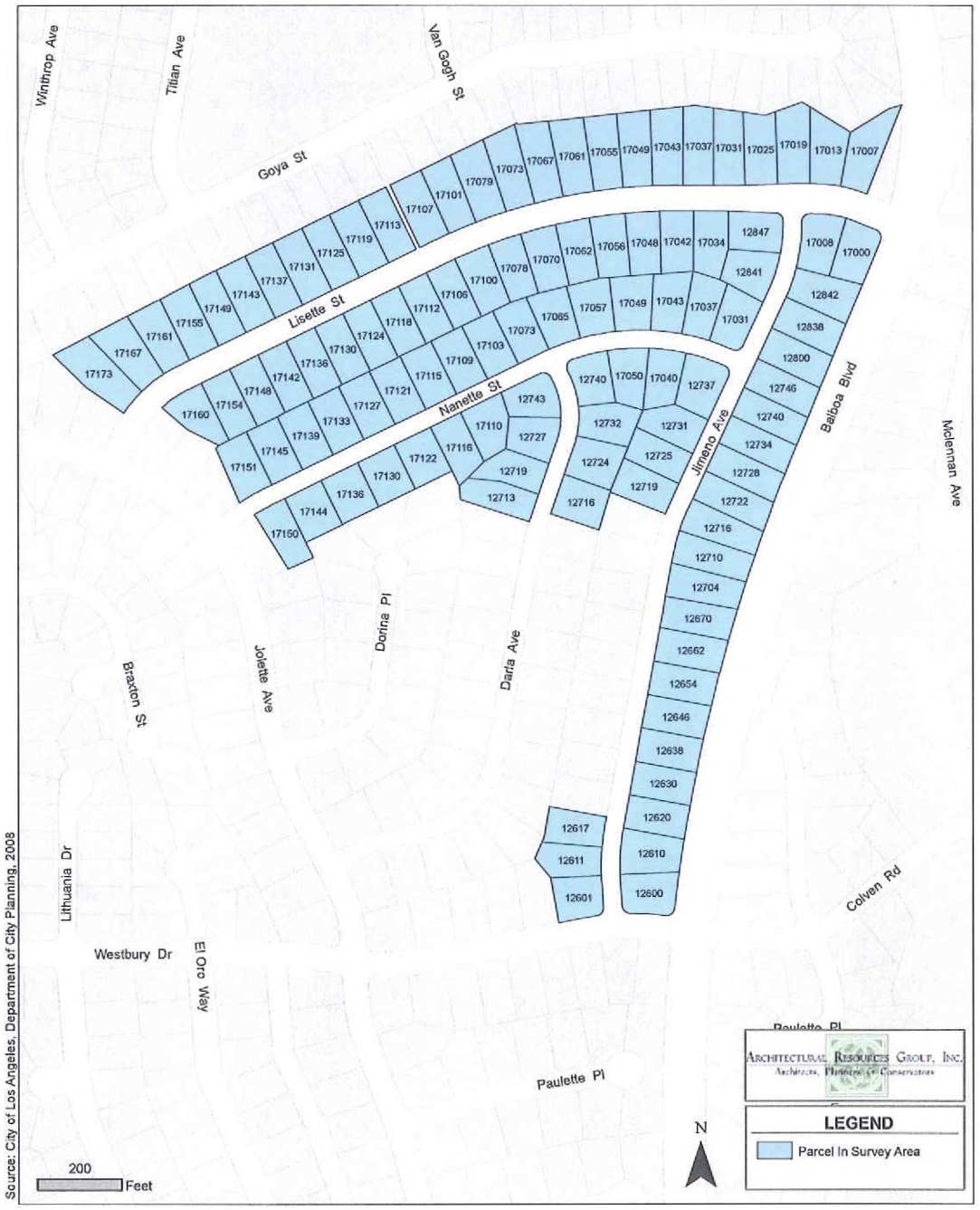
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VIII. APPENDICES

Appendix A

Survey Area Map



Appendix B

Contributor Status Map



APPENDIX C

Student Work Product

APPENDIX D

DPR Forms: District Record (DPR 523D) and Primary Records (DPR 523A)

COUNTY CLERK'S USE

CITY OF LOS ANGELES
OFFICE OF THE CITY CLERK
ROOM 395, CITY HALL
LOS ANGELES, CALIFORNIA 90012
CALIFORNIA ENVIRONMENTAL QUALITY ACT

CITY CLERK'S USE

NOTICE OF EXEMPTION

(Article III, Section 3—City CEQA Guidelines)

Submission of this form is optional. The form shall be filed with the County Clerk, 12400 E. Imperial Highway, Norwalk, CA 90650, pursuant to Public Resources Code Section 21152 (b). Pursuant to Public Resources Code Section 21167 (d), the filing of this notice starts a 35-day statute of limitations on court challenges to the approval of the project. Failure to file this notice with the County Clerk results in the statute of limitations being extended to 180 days.

LEAD CITY AGENCY	COUNCIL DISTRICT
City of Los Angeles Department of City Planning	12

PROJECT TITLE
* Balboa Highlands Historic Preservation Overlay Zone (HPOZ)

LOG REFERENCE
ENV 2009-259-CE

PROJECT LOCATION
* Area bourded by Lisette St. (N), Balboa Blvd (E), Westburn St (S), Joliette St. (W)

DESCRIPTION OF NATURE, PURPOSE, AND BENEFICIARIES OF PROJECT:
* Establishment of a proposed HPOZ for the Balboa Highlands neighborhood in ~~Granada Hills~~

NAME OF PERSON OR AGENCY CARRYING OUT PROJECT, IF OTHER THAN LEAD CITY AGENCY:
*

CONTACT PERSON	AREA CODE	TELEPHONE NUMBER	EXT.
* Milena Zasadzien	* 818	* 374-5054	

EXEMPT STATUS:

Categorical Exemption: State CEQA Guidelines, Article. 19, Section 15308, Class 8

Justification for Project Exemption: Actions taken by regulatory agencies, as authorized by state or local ordinace, to assure the maintenance, restoration, enhancement, or protection of the environment where the regulatory process involves procedure for the protection of the environment. Construction activities and relazation of standards allowing environmental degradation are not included in this exemption.

Categorical Exemption: State CEQA Guidelines, Article 19, Section 15331, Class 31

Justification for Project Exemption: Projects limited to maintenance, repair, stabilization, rehabilitation, restoration, preservation, conservation or reconstruction of historical resources in a manner consistent with the Secretary of Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings (1995), Weeks and Grimmer.

See attached narrative

IF FILED BY APPLICANT, ATTACH CERTIFIED DOCUMENT OF EXEMPTION FINDING.

SIGNATURE	TITLE	DATE
Milena Zasadzien	Planning Assistant	

FEE:	RECEIPT NO.	REC'D. BY	DATE

DISTRIBUTION: (1) County Clerk, (2) City Clerk, (3) Agency Record
Form Gen. 183 (Rev. 8-90) (Appendix A) (C.S. 4/98) (P.C. 5/02)

THE APPLICANT CERTIFIES THAT HE OR SHE UNDERSTANDS THE FOLLOWIN
Completion of this form by an employee of the City constitutes only a staff recommendation that an exemption from CEQA be grante
A Notice of Exemption is only effective if, after a public review and any required public hearings, it is adopted by the City agency havi
final jurisdiction (including any appeals) over the project application. If a CEQA exemption is found inappropriate, preparation of
Negative Declaration or Environmental Impact Report will be required. IF THE INFORMATION SUBMITTED BY THE APPLICANT
INCORRECT OR INCOMPLETE SUCH ERROR OR OMISSION COULD INVALIDATE ANY CITY ACTIONS ON THE PROJEC
INCLUDING CEQA FINDINGS.

*
NAME (PRINTED)

*
SIGNATURE

EXHIBIT 3-
ENV 2009-259-CE
CPC 2009-258-HPOZ

BALBOA HIGHLANDS CATEGORICAL EXEMPTION NARRATIVE

PROJECT DESCRIPTION

The proposed project includes the establishment of the Balboa Highlands Historic Preservation Overlay Zone (HPOZ). The proposed project area is generally located on Lisette Street, Nanette Street, Jimeno Avenue and a portion of Darla Avenue. The affected properties are entirely comprised of single-family zoned lots, zoned RE11-1, and have a land use designation of Very Low II Residential. The proposed project area is located within the Granada Hills - Knollwood Community Plan.

Although the Balboa Highlands HPOZ would place the subject area under design regulations, it would not change the underlying zoning or prohibit or generate construction activities. Moreover, all construction activities within the designated area requiring discretionary approval would be subject to project-specific environmental analysis.

Once the proposed HPOZ boundaries have been recommended for approval by the City Planning Commission, the Department of City Planning intends on working with the community on developing a Preservation Plan to clarify and elaborate upon the City's HPOZ ordinance and the Secretary of Interior's Standards for Rehabilitation to narrow in on exactly what the community wants to preserve.

HISTORIC RESOURCES SURVEY (the "SURVEY")

The Survey is under the jurisdiction of the Department of City Planning and the Cultural Heritage Commission, and was completed in accordance with the procedures set forth in the Los Angeles Municipal Code Section 12.20.3E. The Survey was conducted between June 2008 and January 2009, and revised in January 2009 and June 2009. The Survey researched the historic development of the neighborhood in order to determine its eligibility as a HPOZ and Architectural Resources Group, Inc. (the Consultant) provided site-specific information, an assessment of current building integrity, and a determination as to whether the resources are *Contributing, Contributing-Altered, or Non-Contributing* structures.

Contributing: Improving on the basic finding for contribution in LAMC 12.20.F3, the Consultant determined that structures with the Balboa Highlands Survey area that qualified as **Contributors** should retain the following features:

- An intact roofline (slant, flat or A-frame)
- Intact massing with no structural additions or enclosed atriums
- Original exterior cladding (grooved plywood siding or appropriate T1 11 replacement)
- Original front door, or appropriate replacement
- Original garage door, or appropriate replacement
- Original windows, or appropriate replacement
- Original light fixtures, or appropriate replacement
- Original house numbers (Helvetica font), or appropriate replacement
- Appropriate period hardscape and landscaping elements

Contributing-Altered: The Altered Contributor category was created to conform to the definition of a Contributing Structure in the HPOZ ordinance, that includes structures "which have been altered, where the nature and extent of the alterations are determined reversible by the Historic Resources Survey"

ARG used the *National Register Bulletin #15* and the *Secretary of Interior's Standards for Rehabilitation* to inform the evaluation process for properties that were built during the Period of Significance but had suffered some alterations. The relevant text in *National Register Bulletin #15* providing guidance for evaluating altered structures is as follows:

> *A property important for illustrating a particular architectural style or construction technique must retain most of the physical features that constitute that style or technique. A property that has lost some historic materials or details can be eligible [read: contributing] if it retains the majority of the features that illustrate its style in terms of the massing, spatial relationships, proportion, pattern of windows and doors, texture of materials, and ornamentation. The property is not eligible [read: contributing], however, if it retains some basic features conveying massing but has lost the majority of the features that once characterized its style...If the historic exterior building material is covered by non-historic material (such as modern siding), the property can still be [contributing] if the significant form, features, and detailing are not obscured.*[1]

Buildings that are altered but still convey their historic architectural style according to the guidance set forth in *National Register Bulletin 15* were assigned the status of Altered Contributor in the Balboa Highlands HPOZ Survey.

Federal guidance has also been provided for ways to alter and rehabilitate historic buildings in an acceptable manner. Alterations that meet the relevant *Secretary of the Interior's Standards for Rehabilitation* [36 CFR '68.3(b)] would allow a building to contribute to the HPOZ. Alterations or additions that do not destroy important character defining features or that have been undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property remains intact are considered reversible. The applicable *Standards* regarding additions and alterations are as follows:

> *(9) New additions, exterior alterations, or related new construction will not destroy historic materials, features and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale, and proportion and massing to protect the integrity of the property and its environment.*
> *(10) New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.*[2]

Consequently, a building may qualify as an Altered Contributor if the alterations are limited to an addition that is compatible with the historic property, and, in the view of the survey, does not substantially diminish the contribution of the original structure to the HPOZ.

Based on these guidelines, the Consultant identified a number of alterations that may cause a building to be given the status of **Altered Contributor.** These alterations include:

- Replacement siding, such as stucco, if all other elements are intact
- Non-original door
- Non-original garage door
- Replacement windows in original configuration

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[1] U.S. Department of the Interior, National Park Service. National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation. (Washington, D.C.: U.S. Dept. of the Interior, 1990, revised 1991, 1995, 1997, 1998). Pages 47 and 48.

[2] The complete Secretary of the Interior's Standards for Rehabilitation can be found online on the website of the National Park Service: <http://www.nps.gov/hps/tps/tax/rhb/stand.htm>.

- Non-original light fixtures
- Non-original house numbers
- Inappropriate landscaping or hardscaping

Non-Contributing: A Non-Contributor is a structure identified on the Historic Resources Survey as not contributing to the historical significance of the Historic Preservation Overlay Zone (LAMC§12.20.3 B.15). The Non-Contributor criteria used in the survey are defined below:

- *The structure was built after the HPOZ's historic and architectural periods of significance and has no known overriding significance.*
- *The structure lacks integrity as a result of irreversible alterations.*
- *The structure is incompatible in style, scale, or use and is a visual intrusion with nearby HPOZ contributors.*
- *The structure has been moved from its original site outside the HPOZ and does not contribute to the historic or architectural significance of the HPOZ.*

Based on these criteria, the Consultant determined that the following alterations would result in the status of ***Non-Contributor:***

- Altered roofline
- Altered massing, such as a second-story addition or other structural addition
- Infilled atrium, when visible from the street
- Modified fenestration patterns, such as enlarged or infilled window openings
- Significant modifications to the façade, e.g. added columns or other architectural features
- Enclosed or removed carport, or infilled garage
- At times, a combination of several alterations identified above as considerations for the status of Altered Contributor may result in a finding of Non-Contributor

Based on the these eligibility standards, a breakdown of the designations provided in the revised Survey submitted to the Department of City Planning in June 2009 is as follows:

Survey Results by Resource

HPOZ Criterion	Number of Resources
Contributing	46
Contributing Altered	28
Non-Contributing	34
Total	**108 Structures, Parcels**

The Survey concluded by stating that the Balboa Highlands neighborhood meets the HPOZ designation criteria as an intact example of a postwar subdivision, relating directly to the patterns of residential development in Los Angeles, and for its embodiment of the Mid-Century Modern style, as a rare Southern California example of an Eichler development, and as the work of noted postwar architects A. Quincy Jones, Frederick Emmons, and Claude Oakland.

The Planning Department has held two Public Workshops regarding the proposed Balboa Highlands HPOZ on April 14, 2009 and April 29, 2009 at the Granada Hills North Neighborhood Council Office. The purpose of the Public Workshops was to allow residents the opportunity to review the Survey and discuss and ask questions relating to the proposed HPOZ with the Department of Planning staff. A Public Hearing was held on May 29, 2009, with four members of the public in attendance in support of the project, and none in opposition. Additionally, the Department of City Planning has received three (3) letters in support, including a statement from the Granada Hills North Neighborhood Council, and one (1) letter in opposition of the establishment of the proposed HPOZ.