



Council Meeting: July 28, 2009

SUBJECT: 2008-0926 Heritage Resource Nomination for Fairorchard Neighborhood which includes Rezoning to add a Heritage Housing (HH) Combining District – CONTINUED FROM MAY 12, 2009 (Study Issue)

REPORT IN BRIEF

On May 12, 2009, the City Council considered the possible adoption of the Fairorchard neighborhood as a Heritage Resource District. (RTC 09-117). At that meeting, the Council had additional questions about the possible impact of the proposed Eichler Design Guidelines on the Heritage Resource District. The Council requested additional information about the relative strictness of the Heritage Resource District designation versus the proposed Eichler Design Guidelines.

Staff has included an additional appendix to the Eichler Design Guidelines to delineate how review of Eichler Homes in a Heritage Resource District differs from Eichlers in a standard residentially-zoned area. To summarize, projects in a Heritage Resource District must be evaluated against the Secretary of the Interior's Standards for Rehabilitation, and, by incorporation, the "Guidelines for Rehabilitation." Minor changes may be considered by Planning staff, provided they maintain the original look of the house from the street. Major changes to the homes must be considered by the Heritage Preservation Commission through a Resources Alteration Permit. Per the proposed appendix to the Eichler Design Guidelines, the following is a summary of the important aspects to a Heritage Resource District:

1. Maintain the one-story character,
2. Keep the original roof pitch,
3. Do not enclose an entryway or carport space. Atrium enclosures may be considered provided the covers are not obviously visible from the public way.
4. Use exterior materials that are identical to or closely resemble the original materials, especially where they will be visible from the public way.
5. Preserve defining architectural features such as the wide eave overhangs, supporting rafters, decorative eave trellis, front windows, masonry wall in the front yard or other original design aspects.

The proposed Eichler Design Guidelines are a separate item on tonight's Council agenda. Refer to the staff report for the Guidelines for a more thorough discussion.

PUBLIC CONTACT

Public contact was made through posting of the Heritage Preservation Commission agenda on the City's official-notice bulletin board, on the City's Web site, and the availability of the agenda and report in the Office of the City Clerk. Property owners and residents have been notified by standard mail. In addition, staff has maintained an e-mail contact list to keep interested citizens informed in this process.

ALTERNATIVES

1. Rezone the Fairorchard neighborhood from R-1/S to R-1/S/HH and list it locally in the Heritage Resources Inventory as per the recommendation 2a in the previous RTC 09-117.
2. Do not take any action.
3. Direct staff to obtain additional information.

RECOMMENDATION

Alternative 1. Rezone the Fairorchard neighborhood from R-1/S to R-1/S/HH and list it locally in the Heritage Resources Inventory as per the recommendation 2a in the previous RTC 09-117.

Staff has provided an outline of the design standards that would apply generally to Eichler homes within a Heritage Resource District. The Council may also request that the staff develop detailed design standards specific to the Fairorchard neighborhood.

Reviewed by:

Hanson Hom, Director, Community Development Department

Reviewed by: Trudi Ryan, Planning Officer

Prepared by: Diana O'Dell, Project Planner

Approved by:

Gary M. Luebbbers
City Manager

Attachments

1. RTC 09-117 with Attachments A-H
2. Minutes from City Council Meeting of May 12, 2009
3. Draft Rezoning Ordinance

Attachment 1



Council Date: May 12, 2009

SUBJECT: 2008-0926 Heritage Resource Nominations for Southwood and Fairorchard Neighborhoods which include Rezoning to add a Heritage Housing (HH) Combining District (Study Issue)

REPORT IN BRIEF

On May 15, 2007, the City Council considered a Study Issue: Heritage Districts and Individual Resources – New Residential Heritage Districts (Attachment F, 2006 Study Issue Paper: New Residential Heritage Districts). As part of the Council decision on this study issue, staff was directed to further study possible Heritage Resource nominations for two neighborhoods and five individual properties within the City (See RTC [07-165](#), May 15, 2007). The research and public input regarding possible district nominations of those two neighborhoods, Southwood and Fairorchard, is considered in this report (see Attachments A and B for maps of neighborhoods).

The City maintains a Heritage Resources Inventory, which is a collection of neighborhoods, individual structures and trees that have been found to have historical or architectural significance within the City. Detailed documentation must be prepared to qualify a property or neighborhood as “significant” under the Heritage Preservation Code (SMC 19.96). Since the original establishment of the Heritage Preservation program in 1979, the City has undertaken two large historic surveys to locate and designate additional Heritage Resource and Landmark properties.

To complete the process of potentially designating two neighborhoods, staff hired a historic consultant to conduct intensive research and make recommendations on whether the properties meet the eligibility criteria as a local or state heritage resource. Based on that study, the consultant has found that both the Southwood and Fairorchard neighborhoods qualify as Heritage Resource Districts (detailed reports are enclosed in Attachment A and B).

In addition to the research, staff held an outreach meeting to inform property owners and residents about the research and sent an advisory poll to property owners in order to gauge support (or lack of support) for a possible nomination.

Staff is recommending that no further action be taken on the Southwood neighborhood due to lack of architectural significance and lack of property owner support.

The Fairorchard neighborhood has architectural significance. Forty-seven percent of the respondents supported the Heritage Resource District designation. It also has the Single-Story (S) combining zoning and may have Design Guidelines for Eichlers (currently under preparation) that would work together to protect the architecture in the neighborhood. The Heritage Preservation and Planning Commissions at their meetings of April 1 and April 27 respectively, concur with staff recommendation that:

- No action be taken on the Southwood neighborhood
- Nominate the Fairorchard neighborhood as a Heritage Resource District with the associated rezoning of R-1/S/HH.

BACKGROUND

The Sunnyvale Heritage Resources Inventory was created in 1979. Since the establishment of the Heritage Preservation program, the City has undertaken large historic surveys in the late 1990s and mid 2000s and pursued additional Heritage and Landmark designations.

In the mid-1990s, the City undertook a Reconnaissance Survey that looked at most of the neighborhoods in the city and evaluated neighborhoods and individual properties for potential as heritage resources. Based on the survey results, three neighborhoods were chosen for more in-depth research, Victory Village (southwest corner of Fair Oaks and California), Sunnyvale Manor Addition (northwest corner of Bayview and Morse) and Sunnymount Gardens (near the northwest corner of Sunnyvale-Saratoga and Remington). Based on a lack of property owner support and concern about the integrity of the districts, the City did not pursue formal historical designation for any of the three surveyed neighborhoods.

In the 2000s, the Heritage Preservation Commission members, City Council and staff noted deterioration in the historical integrity of older neighborhoods due to increasing property values and subsequent significant alterations. In 2006, the City Council directed staff to undertake another survey to proactively identify and potentially nominate new properties and neighborhoods to the Heritage Resources Inventory. This study had two steps – a preliminary (Reconnaissance) survey to identify properties with the potential for architectural or historical significance and then a subsequent in-depth research and outreach process to formally nominate a property or district to the Heritage Resources Inventory.

On May 15, 2007, the City Council directed staff to pursue additional research and outreach for two neighborhoods, Southwood and Fairorchard. The research and actions recommended in this report are the last step in the

historic surveys and nominations project. The information regarding potential individual resources are described in a separate report.

EXISTING POLICY

Heritage Preservation Sub-element

GOAL 6.3B: To enhance, preserve and protect Sunnyvale's heritage including natural features, the built environment and significant artifacts.

Policy 6.3B.5 Seek out, catalog and evaluate heritage resources which may be significant.

Action Statement 6.3B.5a Conduct surveys of older residential neighborhoods and those containing homes built by well known architects and/or containing homes of a distinctive design to determine if such homes and streetscapes should be considered for inclusion in the Heritage Resources Inventory.

DISCUSSION

The following information is a general discussion about the heritage designation: what it means, how it affects property value, and what the nomination process is. Following that discussion is an explanation of the study, the public outreach conducted, and the findings.

What Properties Qualify for a Heritage Designation: Sunnyvale's Heritage Preservation Code, SMC 19.96 *Heritage Preservation*, specifies that properties that meet the eligibility criteria for listing in the National Register of Historic Places are eligible for designation as heritage resource districts. Alternatively, a district is eligible for listing if it meets one or more of the local criteria.

In general, several local and state criteria are used to determine whether a property is a potential heritage resource. First, the structure must typically be at least 50 years of age at the time of designation. Secondly, the structure must embody distinctive characteristics of a style, type, period or method of construction, or identified with persons or events significant in local, state or national history. There are other criteria that can be used, but these are the main three used in this study. (See Attachment A for complete list of criteria).

What a Heritage Designation Means: A heritage designation may be applied to an individual property or group of properties that have been identified as having historical and/or architectural importance to the City. This designation places specific restrictions on the property/district. The following is a comparison of regulations and restrictions between standard residential zoning districts and heritage residential districts:

	Standard Residential Neighborhood	Heritage Designation
Interior Changes not altering exterior	No planning review is necessary. Building permits are required.	Same.
Exterior changes	Design review not necessary for minor changes; significant changes may require staff-level review.	Minor changes are reviewed by staff; major changes require HPC review.
Minor addition	Design is reviewed by staff. No notification is required.	Same.
Major / Two story Addition	Design is reviewed by Planning staff. Noticing radius of 200 ft. with comment period.	The design must be reviewed by the Heritage Preservation Commission at a public hearing with associated notice to adjacent neighbors.
Demolition	Courtesy notice to adjoining neighbors at time of issuance of demolition permit.	Historical evaluation of the building/site and review by the Heritage Preservation Commission, with an associated notice to adjacent neighbors is required.

How this Designation Could Affect Property Value: Additional restrictions and process requirements for modifying a historic home could reduce the flexibility a property owner has for modifying their home. Some buyers may not want to be restricted by owning a heritage home. On the other hand, some property owners find that the additional restrictions give the home additional value as the character of their neighborhood is more rigorously protected than in other non-historic neighborhoods.

The City does not track property values, so it is not known how heritage designation can affect the value. The City has one heritage district at this time, but staff is not aware of any complaints or information that values are any different than comparable homes in Sunnyvale.

Process to Designate a Heritage District:

1. Staff conducts preliminary research to determine whether the resource/district has the potential to qualify as historic.
2. City Council (based on recommendations from staff, the Heritage Preservation Commission, and the Planning Commission) directs staff to either conduct further research to determine eligibility or to do nothing further.
3. If the City Council chooses to pursue a nomination, additional research and surveying is undertaken.
4. During the research process, staff and/or the consultant contacts the individual property owners for information and feedback.
5. Based on the final research, staff determines if the property meets the significance criteria and makes a final recommendation based on the information received and property owner feedback.
6. City Council (based on recommendations from HPC makes a final determination about whether to designate the district.) **This is the step being considered by this report.**

Heritage Housing Zoning Combining District: With the Heritage Resource District nomination, the neighborhoods could be rezoned to include a Heritage Housing (HH) Combining District. The purpose of this district is “to preserve, protect, enhance and perpetuate the appearance of certain historic residential neighborhoods which contribute to the cultural or aesthetic heritage of Sunnyvale.” (SMC 19.26.060(b)). The HH zoning designation makes it easier for community members and staff to identify neighborhoods listed in the Heritage Resources Inventory and is done in conjunction with an actual nomination.

Property Research: Staff hired a historic consultant to conduct the research, make recommendations on whether the properties meet the eligibility criteria as a local or state heritage resource. Below is a summary of the research and the recommendation made by the consultant. Detailed reports are enclosed in Attachment A.

Southwood Neighborhood: This neighborhood is bounded by East McKinley Avenue to the north, Central Avenue to the east, Bayview Avenue to the West, and contains all properties on both sides of Vine Avenue to the south (see Attachment A, District Report and Map). This tract was built during WWII to provide housing for defense workers and consists primarily of modest single story homes with garages to the rear and L-shaped plans. The neighborhood consists of approximately 67% homes that have maintained their original historic character and contribute to the district. Currently, there are no second stories in the district. A property owner has informed the City that there are CC&Rs that prohibit second stories.

This neighborhood was identified as potentially historic because it was one of the first wartime housing tracts built in the San Francisco Bay Region by a significant developer, David Bohannon. David Bohannon pioneered the use of on-site mass production of houses in their projects for defense workers and was a significant figure in the nation's home-building industry.

Significance: Southwood is not significant for its design features, but could be significant under Criterion (b) (See Attachment C for a list of significance criteria) in that it is "identified with persons or events significant in local, state or national history," as well as Criterion I (i) since it "reflects significant geographical patterns, including those associated with different eras of settlement and growth."

Fairorchard Neighborhood: This neighborhood is generally bounded by Helena Drive to the north, Wright Avenue to the east, Cupertino Jr. High School to the west and Homestead Avenue to the south (see Attachment B, District Report and Map). This tract was recorded in 1958 and consists of modern-style one-story homes developed by Joseph Eichler with his company, Eichler Homes, Inc. The neighborhood consists of approximately 69% homes that have maintained their original historic character and contribute to the district.

The neighborhood was identified as potentially historic because it was one of the first Eichler Homes developments to be built in Sunnyvale after Eichler's early subdivisions of the late 1940s and up to 1950. Fairorchard also has one of the best ensembles of houses in Sunnyvale that was designed by the important architects, Anshen and Allen, and appears to be the only Eichler tract in Sunnyvale that was designed entirely by them.

Significance: Fairorchard could be eligible for local Sunnyvale listing as it appears to be significant under Criterion (c) (See Attachment C for a list of significance criteria) in that it "embodies distinctive characteristics of a style, type, period" and Criterion (d) "representative of the work of a notable builder, designer or architect."

FISCAL IMPACT

No fiscal impact other than fees and taxes are expected with the project.

PUBLIC CONTACT

Outreach Meeting: On January 22, 2009, staff held an outreach meeting with residents and property owners of the Southwood and Fairorchard neighborhoods. The historic consultants presented their research and staff discussed the meaning of a heritage resource designation and how it would affect their house (Attachment C, Summary of Outreach Meeting).

At the meeting, several residents expressed support for a sort of vote or advisory poll to further ascertain the opinions of residents in having their neighborhood nominated for a Heritage Resource District.

Advisory Poll: Staff sent out an advisory poll in early February 2009 to obtain more information from homeowners about their opinions in having a property nominated.

Currently, there is no formal mechanism required by the Sunnyvale Municipal Code to obtain homeowner support prior to obtaining heritage district status. Generally, the City of Sunnyvale tries to ascertain some sort of property owner support prior to making a nomination to the Heritage Resources Inventory. This poll helps to inform staff, HPC, Planning Commission and City Council as to the property owner's opinions.

This poll was sent to all property owners of affected properties. Though non-owner residents have been notified of the process and invited to attend outreach meetings, only property owners were included in the poll.

Overall, the great majority of poll responders in the Southwood neighborhood opposed designation. Property owners in Fairorchard were more divided. The complete discussion of the votes and comments are summarized in Attachment E.

Advisory Poll Responses as of March 11, 2009

	Southwood	Fairorchard
Support	9 (24% of responses)	15 (47% of responses)
Oppose	24 (63% of responses)	16 (50% of responses)
No Opinion	5 (13% of responses)	1 (3% of responses)
TOTAL	38 responses out of 72 properties (52% of property owners)	32 responses out of 54 properties (59% of property owners)

Heritage Preservation Commission and Planning Commission Hearings:

The Heritage Preservation Commission (HPC) and Planning Commission heard this item at their April 1, 2009 meeting and April 27, 2009 meeting, respectively. Both Commissions concurred with staff recommendation to not take further action on Southwood but to nominate Fairorchard as a Heritage Resource District. Approximately four people spoke at the HPC meeting, three people spoke opposing the nomination of Southwood, and one spoke in favor of Fairorchard. Three community members spoke in favor of a Fairorchard designation at the Planning Commission hearing (see Attachment F and G for draft minutes of those hearings).

Additional Public Contact: Public Contact was made through posting of the Heritage Preservation Commission agenda on the City's official-notice bulletin board, on the City's Web site, and the availability of the agenda and report in the Office of the City Clerk. Property owners and residents have been notified by standard mail and property owners have been notified again by registered mail. In addition, staff has maintained an e-mail contact list to keep interested citizens informed in this process.

ENVIRONMENTAL REVIEW

This project does not qualify for CEQA review as it has no potential environmental effect. Subsequent additions or modifications that are made to individual homes are subject to individual CEQA review.

ALTERNATIVES

1. Southwood Neighborhood
 - a. The neighborhood be rezoned from R-0 to R-0/HH and listed locally in the Heritage Resources Inventory.
 - b. Do not take any action.
2. Fairorchard Neighborhood
 - a. The neighborhood be rezoned from R-1/S to R-1/S/HH and listed locally in the Heritage Resources Inventory.
 - b. Do not take any action.
3. Direct staff to obtain additional information.

RECOMMENDATION

Alternatives 1b and 2a. In order to nominate a property to the Heritage Resources Inventory, the following findings must be made: the property or neighborhood must have significance, that the designation may be made without imposing an undue hardship upon the owners of the property, and that the approval of the heritage resource district is consistent with the purpose and criteria of this chapter.

Staff, Heritage Preservation Commission and Planning Commission concur on the following recommendations: take no further action with Southwood (Alternative 1b) and designate Fairorchard a local Heritage Resource District and rezone accordingly (Alternative 2a).

There are several considerations in this recommendation. First, staff considered the goals of the Heritage Preservation Program and the community in protecting and recognizing parts of the City that represent its heritage and history. The neighborhoods considered by this study represent unique parts of Sunnyvale's history, and are both works of notable builders. Where possible, the City looks to protect and preserve unique areas within the City, contributing the uniqueness of Sunnyvale and its heritage. As has been shown with other neighborhoods, historic qualities can be irretrievably lost in the

course of modifications and changes unless special protections are put in place.

Secondly, the City typically looks for some showing of property owner support (particularly with single-family neighborhoods) prior to establishing additional restrictions or controls. For example, the Single Story Combining District (S) requires 55% of property owners to support establishment of the Single Story Combining District before the City will accept the rezoning application. Planning staff used the Advisory Poll results to gauge the level of property owner support and looks for some sort of consensus.

Lastly, staff considered the architectural quality of the structures being considered for preservation. While neighborhoods and individual properties can be nominated for historical (as opposed to architectural) significance, the actual result of a heritage designation is primarily the preservation of the physical structures. For that reason, it may not be as desirable to designate a modest neighborhood of plainly-designed small homes with a Heritage District designation.

The Southwood neighborhood, while possessing historical significance, does not have property owner support for a designation (66% of responses oppose designation, See Attachment E) and is made up of small structures that do not have particular architectural significance. Staff does not recommend nominating this neighborhood for Heritage District.

The Fairorchard neighborhood, alternatively, has both historical and architectural significance. The neighborhood was developed by an important builder, and the architecture of the homes themselves is unique and notable. The neighborhood has a high level of architectural integrity and there may be value in taking additional steps to preserve it. However, property owner support is divided with 15 property owners supporting the nomination, and 16 opposing. There is no consensus in this neighborhood, and more public input is desirable prior to final decision. The neighborhood currently has a single-story combining district which eliminates potential two-story homes that could degrade the character of the neighborhood. Staff is also working with Eichler residents to develop potential Eichler Design Guidelines (to be considered by Planning Commission on May 25, 2009 and City Council on June 23, 2009). These Eichler Design Guidelines could address the desire for preservation of architectural character without the stronger restrictions of a heritage designation.

This neighborhood meets the criteria for nomination of a Heritage Resource, is consistent with the purpose and criteria of the chapter and will not impose an undue hardship upon the owners of the property. The current Single Story Combining District prohibits the addition of a second story, and the additional

process restrictions imposed by a Heritage Resource nomination will not be significantly more stringent than those already imposed. On balance, staff finds that the important historical and architectural value of the neighborhood, and the notable design justifies nominating the Fairorchard neighborhood as Sunnyvale's newest Heritage Housing District.

Reviewed by:

Hanson Hom, Director, Community Development
Reviewed by Trudi Ryan, Planning Officer
Prepared by: Diana O'Dell, Project Planner

Approved by:

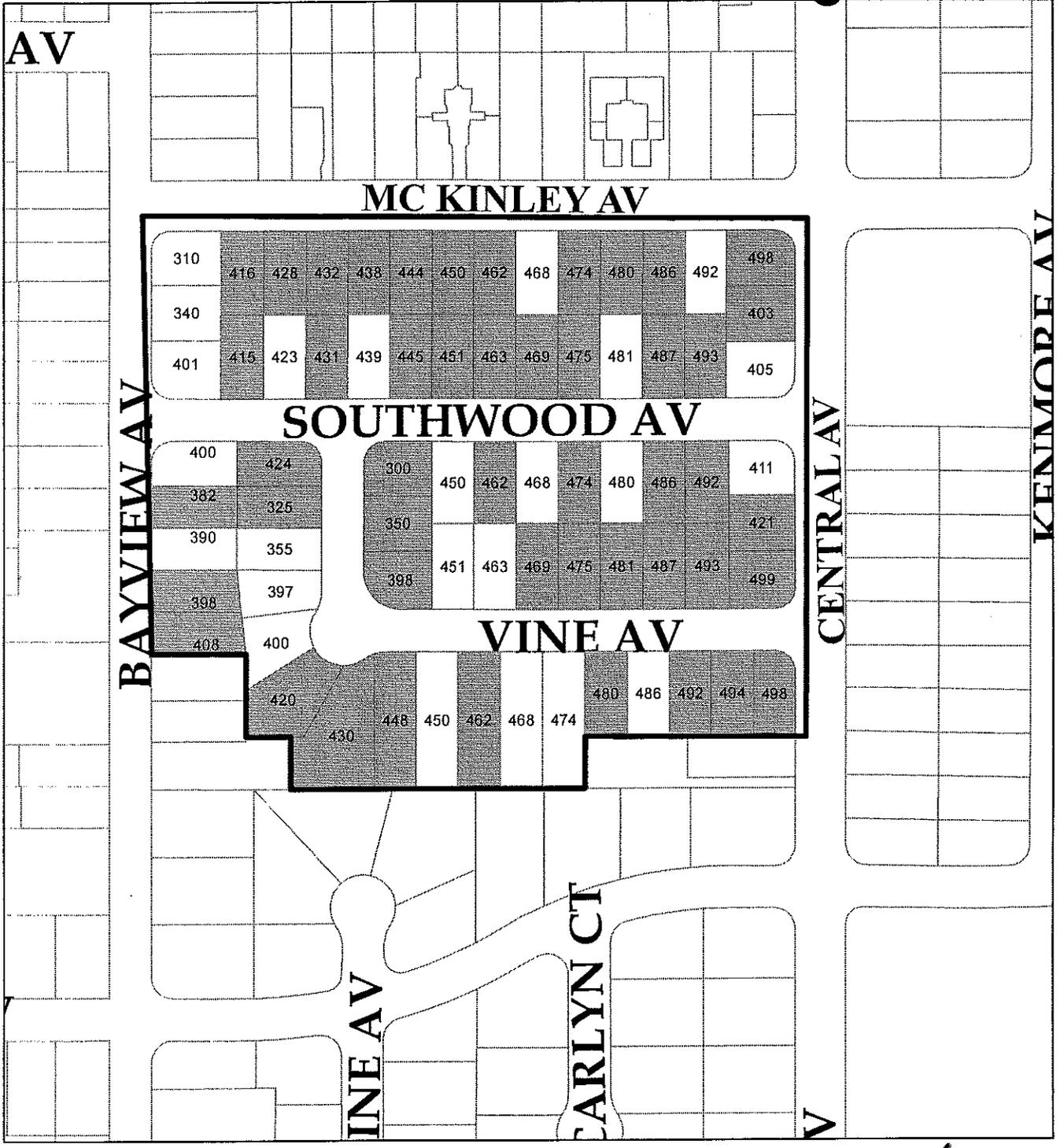
Gary Luebbers
City Manager

Attachments

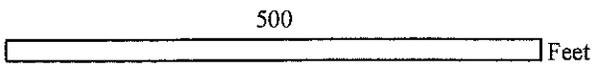
- A. Detailed Historic Report and Map of Southwood
- B. Detailed Historic Report and Map of Fairorchard
- C. Criteria for Listing of Heritage Resources
- D. List of Comments from Advisory Polls
- E. 2006 Study Issue Paper: New Residential Heritage Districts
- F. Heritage Preservation Commission Draft Minutes from April 1, 2009
- G. Planning Commission Draft Minutes from April 27, 2009
- H. Draft Rezoning Ordinance

Southwood Tract

72 Homes



Proposed District Boundaries
 Contributing Resource



DRAFT ONLY

Context for Evaluating the Southwood Historic District

February 20, 2009

In the fall of 2008, an historic resource survey update was initiated by the City of Sunnyvale. As part of this survey update two potential heritage districts and five individual properties were evaluated for their eligibility as heritage resources. This report addresses one of the two potential historic districts, the World War II era defense housing tract, Southwood. Both districts have been evaluated for potential eligibility as Heritage Resource Districts under the Heritage Preservation ordinance, Chapter 19.96 of the Sunnyvale Municipal Code. They were also evaluated for their potential eligibility for the National Register of Historic Places and the California Register of Historical Resources. The properties were researched, documented and evaluated by historic preservation consultant, Nancy Stoltz, AIA, AICP, in collaboration with architectural historian, Ward Hill. The context statement presented herein builds and expands upon an earlier context statement for the evaluation of Sunnyvale's World War II resources written by Ms. Stoltz in September 1998. Additional sources are listed at the end of this report.

Summary of Significance

Southwood appears to be eligible for local Sunnyvale listing as a Heritage Resource District. Under the Sunnyvale Criteria for evaluation (Chapter 19.96, Section 19.96.050) Southwood appears to be significant under Criterion (b), as it is "identified with persons or events significant in local, state or national history," as well as Criterion (i) since it "reflects significant geographical patterns, including those associated with different eras of settlement and growth." Southwood is identified with World War II defense housing in Sunnyvale and the Bay region, and with David D. Bohannon, a significant figure in the local and national housing industry.

David Bohannon helped to shape the country's housing policies pertaining to privately built housing during the war and pioneered the use of on-site mass production of houses largely through his World War II defense housing projects in the San Francisco Bay area. His defense projects helped to shape the form and methods of construction of post war suburbs in the Bay area. His methods of "operative building" were practiced and expanded upon by others, the best known of whom is William Levitt, with his Levittown developments on the east coast.

With his partner, Ross Chamberlain, Bohannon also built the Homewood housing tract in Sunnyvale during the war, with over 200 units. Homewood and Southwood were the first of the defense projects built by Bohannon. He used them as prototypes to develop his method of fast track housing construction that the times necessitated. Southwood was selected for evaluation as an historic district over Homewood because it appeared to have a higher level of integrity, retaining to a large degree its World War II era scale and appearance. Though there are a few homes that have been greatly altered, none of the original one-story homes has been demolished or enlarged with a second story. The alterations tend to be less obtrusive and on the whole do not detract from the original appearance of the subdivision.

Recommendation

The consultants recommend a local listing of Southwood as a Heritage Resource District. Southwood may also be eligible as a National Register or California Register District, however it would need to be determined if it meets the higher standard of historic integrity of these programs. The State Office of Historic Preservation would need to make the final decision as to whether these integrity criteria could be met, due in part to the percentage of non-contributing buildings identified and the nature of the alterations to some of them.

Purpose of the Context Statement

A context statement defines the historic "theme," locale and chronological period in which cultural or historic resources are being evaluated. The description of a context becomes a reference point used in assessing whether individual resources are significant and why. There are other factors that must be considered in determining whether a resource is eligible for listing, such as its physical condition and design integrity. However, the context statement provides a framework relating individual resources or potential historic districts to broader events, patterns of development and significant individuals that form the history of a particular place or region, or of a cultural or aesthetic movement.

The context statement describes one or more aspects of the historic development of an area and may consider history, architecture, engineering, culture, archaeology and so on. It also identifies the significant patterns or trends that individual properties, taken together, represent. The context statement will take into account the criteria under which a resource is considered significant. For example, if a resource or a potential district is being evaluated for its association with historical events or broad patterns of history, such as the development of a town or region, its role in fostering that development will be of primary importance. If the resource is being evaluated for its design, as a distinctive example of a particular building type or style, it would be important to consider it in terms of other contemporary examples of that building type or style at the local, state or national level, as appropriate. If designed by a prominent architect, its relative importance in the overall context of the architect's body of work would also be considered.

Context for Evaluating Southwood

David D. Bohannon was the man behind the construction of much of the privately developed defense worker housing in Sunnyvale during World War II. With his then partner, Ross H. Chamberlain, under the auspices of Pacific Homes, Inc., he built 284 units of single family housing in the City from 1942 to 1944. Their partnership apparently began to unravel even before the war ended, but the David D. Bohannon Organization prospered. Bohannon completed over 3,000 single-family homes during World War II, from 1942-1945, and it is estimated that he built 26,000 houses in 136 subdivisions in the course of his career (Hope 2000:31). The arc of Bohannon's career mirrors that of the homebuilding industry itself, progressing from subdivider, to homebuilder, then developer, and on to operative builder and community builder.

The extraordinary need to house workers in critical defense industries during WWII gave rise to a new type and method of private housing development and a new type of developer: variously called *mass*, *volume*, *merchant* or *operative* builder. The National Association of Home Builders of the United States, in its self-published history, preferred the term *Entrepreneur Builder*. *Fortune* magazine in 1946 preferred the term *operative builder* and more recent writers and publications have adopted the somewhat more elegant term, *merchant builder*. But the Association's own history provides an excellent definition of the qualities required for the job, regardless of the label placed upon it:

He must have a good working knowledge, and in many instances an expert knowledge, of: housing market analysis; land development; civil, structural and mechanical engineering; architecture; building methods and materials; real estate and commercial law; banking and financing; public relations and advertising; selling; and sound business procedure (NAHB 1958:2-3).

This method of building is most identified in the public consciousness today with William Levitt, whose Levittown developments on the East coast have entered the common vocabulary. Levitt, who was featured on the cover of Time magazine on July 3, 1950, is better known partly due to the sheer quantity of housing he produced as the principal force behind Levitt and Sons, the largest homebuilder in the country at that time. He is generally credited with bringing Henry Ford's mass production techniques to the housing industry, but he was not the first to do so. Operative builders, especially David D. Bohannon, were already hard at work before and during the war perfecting what came to be known in the industry locally as the *California Method of operative building*. (*Fortune*, April 1946:145) David Bohannon was a pioneer in large-scale, rapid housing production methods whose projects in Sunnyvale, Homewood and Southwood, were the first among many to follow. As the first president of the national professional organization, the Home Builders Institute, in 1941, David Bohannon played a major role in helping to formulate the federal government's policies that affected the role and continuing operations of the private home building industry during World War II.

Sunnyvale - Leading up to World War II

Sunnyvale's founding father, Walter Everett Crossman, envisioned a "factory town", at the turn of the twentieth century, but what emerged was still principally a farming town, with a commercial district clustered near the railroad station on the south side of the tracks and a few agriculture related industries - such as fruit drying and packing, seed germinating and a poultry farm supply firm - located close by. Crossman persisted in his efforts, however, and offered free land to companies that would relocate or build new facilities in Sunnyvale after the 1906 earthquake. His offer enticed the Joshua Hendy Machine Works of San Francisco to relocate to thirty-two acres of land on the north side of the railroad tracks, when all three of its San Francisco buildings were destroyed in the conflagration.

Renamed the Joshua Hendy Iron Works, the company moved all but its sales office from San Francisco to Sunnyvale and its new plant was fully operational within six months of announcing its decision in November of 1906. It was the largest foundry on the West Coast for many years. Hendy pioneered the development and production of all types of mining machinery, including the Hendy Hydraulic Giant Monitor, Hydraulic Gravel Elevator and stamp mills and ore cars that made possible large scale hydraulic gold mining. Despite a virtual ban on such products before the turn of the century, the firm continued to find buyers outside California into the 1930s. Hendy hydraulic equipment opened the Pacific entrance to the Panama Canal, and leveled 81 square blocks to build Seattle's new waterfront. Hendy also manufactured valves, hydrants, decorative arches and ornate street lamps, including those in San Francisco's Chinatown.

Concurrently, Libby, McNeill & Libby of Chicago took advantage of Crossman's offer to launch its first venture into canned fruits and vegetables, and began construction of its fruit cannery some three-fourths of a mile west of the railroad station in 1906. It soon became the largest employer in Sunnyvale. The Bank of Sunnyvale also opened its doors in 1907 to help finance the town's new growth. By 1908 the population exceeded 1,200 residents. Santa Clara County granted Sunnyvale separate township status in 1909 and three years later the town was incorporated. Improvements such as street paving proceeded and the town enjoyed moderate population and economic growth prior to World War I.

The war years brought more activity to Sunnyvale as the Hendy Iron Works and the fruit growers, canners and packers geared up for the defense effort. The Hendy plant expanded and manufactured its first marine propulsion engines under contract with the Navy, operating around

the clock, to produce 11 of the massive, 125-ton reciprocating steam engines to power cargo ships. These engines were essentially the same design as those that would power the Liberty ships in the next war. There was also a huge increase in demand for canned and preserved fruits and vegetables with which to supply the troops. The City prospered and expanded, with new housing tracts of bungalows built to accommodate the increased workforce. The population of Sunnyvale grew to over 1,600 by 1920, with nearly 3,400 people in the entire township, which included the surrounding unincorporated area.

After the War, Sunnyvale enjoyed relative prosperity, marked by the construction of two major civic buildings: Fremont High School and the first City Hall (since demolished) at McKinley and Murphy Avenues. Agriculture continued to dominate the local and regional economy throughout the 1920s and industries geared to preserving the local produce continued to expand. In 1925, the Schuckl Cannery of Niles bought out the local Sunnyvale Canneries, adding a warehouse, separate cooling plant, a day-care facility and forty-five cottages for transient workers. By 1930, the city's resident population had grown to just over three thousand; but during the summer picking and canning season it would more than double.

During this time, the Hendy plant went through a period of transition and a marked slump in production. John Hendy, president of the company and nephew of founder, Joshua Hendy, died in May of 1920 and the company was eventually sold to Frederick Bennerman. Employment dropped due to post war production cuts but the plant prospered along with the town until the onset of the Depression in 1929. The company managed to stay afloat during the 1930s by executing major orders for huge gates and valves for both the Hoover (formerly Boulder) and Grand Coulee Dams. The former was built by a consortium of heavy construction companies called the Six Companies, Inc., which was headquartered in San Francisco with William H. Wattis, head of the Utah Construction Company, as president. But by 1940, employment at the Hendy plant declined to approximately 250, well below even its 1907 level of 400 employees at full operation. Despite his efforts, Frederick Bennerman lost the Iron Works in the late 1930s to the Bank of California, which continued to operate the plant until its sale again in 1940.

Through Hendy's declining fortunes, Sunnyvale held out considerable hope for economic relief at the beginning of the 1940s when a nearby site was selected over San Diego for the U. S. Navy's West coast dirigible airbase for the airship *Macon*, spearheaded by the efforts of local real estate agent, Laura Thane Whipple. Once again, it owed its success, in large part, to the promise of free land, as the 1,000-acre site was purchased by private donors and donated to the Navy. Congress authorized the expenditure of \$5 million for a combined airbase and aeronautical research center, dubbed Naval Air Station Sunnyvale, located halfway between Sunnyvale and Mountain View. It lies within the present Mountain View corporate boundary. By the end of 1932, several buildings stood complete, overshadowed by the immense elongated dome of Hangar One, standing 18 stories high and covering eight acres, and featuring gargantuan, rail mounted "orange peel" doors that rolled on special track-mounted wheel assemblies manufactured by the Joshua Hendy Iron Works.

The glory of NAS Sunnyvale was short lived, as both the rigid airships, *Macon* and her sister ship *Akron* tragically crashed in separate incidents within two years and the airship program was abandoned. In 1935, the station was traded to the Army and renamed "Moffett Field Army Air Corps Base" in honor of Rear Admiral William Moffett who perished on the *Akron*. However, the establishment of a military base on the outskirts of town would help to define Sunnyvale's role in the next war. The presence of the base would become one of the determining factors in qualifying Sunnyvale and Santa Clara County for inclusion as part of a regional "critical defense area" during World War II. Underutilized by the Army, the base was returned to the Navy on

April 15, 1924, recommissioned, and renamed NAS Moffett Field. Its huge hangar would house non-rigid airships used for Navy coastal patrols (Ignoffo 1994:48). The other major factor was the presence of the Hendy plant, which was revived by an enterprising machinist, salesman and entrepreneur named Charles E. Moore.

War Time Expansion of the Hendy Plant

By 1940 the Joshua Hendy Iron Works was nearly moribund, though still being operated by the Bank of California. It was revived when Charles Moore acquired the plant along with investors from the Six Companies, Inc., which had built Hoover dam. Charles Moore's company, Moore Machinery of San Francisco, had sold some machinery to Hendy Iron Works when the plant was supplying gates and valves for the construction of Hoover dam. Although Moore did not have a major role in the dam project, he became acquainted with the principals of the Six Companies, including McDonald & Kahn, W. A. Bechtel Company, Henry J. Kaiser Company, Morrison-Knudsen Company, Inc., J.H. Shea Company, and The Utah Construction Company.

Moore visited the Hendy plant in November of 1940 in an attempt to settle a dispute over the alleged failure of used machinery he had sold to Hendy. He then considered purchasing the plant to turn a quick profit by selling off its machinery, possibly to the British under the Lend-Lease program. He convinced Felix Kahn, partner in the construction company of MacDonald & Kahn, to join him in taking out a \$325,000 option to buy it. But instead of junking the plant, they went to Washington on a tip from a Hendy sales manager and returned with a commitment of \$1.3 million from the Navy to construct a new plant on the premises and a \$10 million contract to produce torpedo tube mounts. Moore and Kahn still needed operating capital, so they invited principals from the Six Companies to become partners. Several other companies also took a stake in the new venture, including California Shipbuilding Corporation (John McCone, President), Bechtel-McCone Corporation - Aircraft Division, General Construction Company and Pacific Bridge Company. Charles Moore retained a 35 percent controlling interest and was named president, while Felix Kahn, treasurer, controlled 17.5 percent.

The future survival of the Hendy plant was tied to the outbreak of the war in Europe in 1939 and the congressional mandate to produce merchant ships under the Merchant Marine Act of 1936. The act established the United State Maritime Commission, which began letting contracts to produce ships under this legislation in 1938. The program went into high gear when the "Lend-Lease" program was authorized in March 1941. The first order for 60 of these "Liberty Ships" was placed in early 1941, followed shortly by an order of 200 for the U.S. government. These mass-produced cargo ships were built in larger numbers than any other ship design in history. More than 2,700 of the ships were completed at 19 American shipyards between 1941 and 1945. Of these, 2,580 were the "standard" Liberty Ships, designated EC-2, (for Emergency Cargo - large size) which would figure prominently in Sunnyvale's wartime economy.

The San Francisco Bay area was a west coast hub of shipbuilding during the War and the story of its shipyards, including Kaiser, Moore Dry Dock, Mare Island, Bethlehem Steel, Marinship and Hunter's Point is well known. Industrialist Henry Kaiser's contract to build Hoover dam as a member of the Six Companies represented the biggest contracting job ever undertaken in this country up to that time. Though new to the shipping business, Kaiser, as president of the Todd-California Shipbuilding Company, rose to the challenge. He began construction of his first shipyard in Richmond, California, by January of 1941 and laid his first keel eighty-five working days later. Three more yards were constructed adjacent to the first under the newly organized Kaiser and Permanente Corporation, and the Richmond yards went on to produce a total of 727

cargo ships, many of them Liberty ships. Though Kaiser's was certainly not the only shipyard in the Bay Area, it was possibly the largest, employing 90,634 people at its peak of production.

But no matter how fast Kaiser might turn out ships, they could not launch without engines, and Kaiser and the shipbuilders did not produce them. It was through the Joshua Hendy plant's connections with Kaiser and the Six Companies that the plant began to produce marine engines once again. With the heads of two major west coast shipbuilding companies, John McCone and Henry Kaiser as investors, and the plant's history producing maritime steam engines in World War I, it was nearly a foregone conclusion that the Joshua Hendy Iron Works would do so.

Moore was also well known in government circles, having been appointed to serve in the Office of Production Management's Tool Section in 1941. Such connections were extremely beneficial to industries in securing defense contracts, as the military suspended competitive bidding and awarded cost-plus-fixed-fee contracts, which guaranteed profits. Manufacturers were paid up to 30 percent in advance with promises of covering the costs of postwar retooling.

During World War II, the Hendy plant shattered previous records to become the nation's fastest producer of marine engines and exceed in numbers Kaiser's record for ship production, turning out 754 EC-2 three-cylinder, 137-ton triple expansion steam engines alone in three and one-half years. All told, Hendy supplied 30 percent of the country's total production of EC-2 engines, a rate unmatched by any other plant in the country. This represented approximately \$75 million in production for the plant, and naval ordnance accounted for another \$30 million. It is little wonder that by 1944-45, Hendy had joined the ranks of the blue chip corporations, grossing \$100 million or more, and became part of a trend where the one hundred large U.S. companies together supplied some 70 percent of all government contracts.

During the War, the Hendy complex grew to occupy some 55 acres of land north of the Southern Pacific Railroad line, between Sunnyvale and Fair Oaks Avenue, south of California Avenue and west of the line of Bayview Avenue. Its peak work force reached 7,677, and included many women, with employees working around the clock during much of the war. The amount of building area grew from approximately 150,000 square feet to over one million square feet, and virtually all of this expansion took place between 1940 and 1943. Although none of the Hendy built engines evidently survive, the last working EC-2 engine can be seen powering the *Jeremiah O'Brien*, the last sea worthy Liberty ship, berthed in San Francisco. After the war, the Hendy plant was acquired by Westinghouse to house its marine division. It now houses the Northrop-Grumman Marine division. The plant encompasses approximately 80 acres; most of the World War II era structures survive, as well as the original 1906 office building.

War Time Restrictions on Housing Production

Sunnyvale's contribution to the war effort in terms of manufacturing, fruit production and canning is well recognized and documented in local historical accounts. More housing was desperately needed in order to house workers in these rapidly expanding industries. However, the supply of construction materials was tightly controlled by the War Production Board. Allocations from the Federal Housing Administration had to be applied for in addition to obtaining local approval, and housing projects could not be built outside federally designated *critical defense areas*. Even before the country's entry into the war, a number of special federal government organizations were set up to handle production issues on the home front. One of these early agencies, the Office of Production Management (OPM - established January 1941), handled issues of industrial production, raw materials and labor. This agency was combined with the Supply

Priorities and Allocations Board into the War Production Board in January of 1942, with Donald M. Nelson, a former Sears Roebuck executive, as chairman.

This WPB did not actually control the awarding and scheduling of military production contracts; the various divisions of the armed services retained that authority. Nor did it control the supply of certain scarce raw materials, particularly petroleum and rubber, which were allocated by separate agencies. However, the WPB did control supplies of domestic goods and, in particular, building materials. One of its most far-reaching orders was known as Limitation Order 41 (L-41). Issued on April 9, 1942, L-41 stopped all private construction not serving essential war needs and limited the value of materials used to build housing (FHA 1959:15). The same order also limited or prohibited the manufacture or use of specified articles except on military contracts, greatly curtailing the production of consumer goods, ranging from nylons to toasters, as their raw materials were needed for defense. It was withdrawn effective October 15, 1945. (*Time* Oct. 1, 1945).

The War Production Board issued an even more draconian order on October 26, 1942 - to stop the issuance of priorities for war housing altogether. This would have halted the building of housing by private industry for the duration of the war had it been allowed to stand. David Bohannon played a major role in having the order rescinded, working through The Home Building Institute, of which he was president. The HBI was an autonomous offshoot of the National Association of Real Estate Boards, of which David Bohannon was also Western regional director in 1941. The Institute represented the homebuilders and subdividers of the umbrella organization and was a precursor to the National Association of Home Builders, established in 1942 (*NAHB* 1958:16-22).

As president of the HBI, Bohannon worked to establish the Home Builders Emergency Committee and appoint its chairman. The committee, funded by members of both the HBI and the NAREB, established its headquarters in Washington, and sought and received an active role in the formulation of policies affecting the role of the home building industry in war housing. The HBI considers the rescinding of the WPB's order - a mere four days after it was issued - to be its greatest achievement. It kept the home building industry alive during the war and avoided the specter of socialized housing in the country. However, the institute's accomplishments were more extensive. Its leaders were also credited with making the original proposal for the Title VI FHA plan for defense housing (*American Savings and Loan News*, July 1941: Vol. 61, No.7).

The regulation of housing construction during World War II was a joint effort of the War Production Board and the Federal Housing Administration (FHA). Together, the two agencies limited the materials that could be used in home construction, as well as the location, size and cost of homes. To allocate critical shortages of building supplies while providing desperately needing housing for defense workers, the agencies granted housing permits only in locales which had been declared *critical defense areas*. Locally, this area was initially proposed to extend from Santa Rosa only as far south as Palo Alto. However, local citizens and interested builders pressured federal officials to extend the area south to San Jose, noting the presence of Moffett Field (soon to be returned to the Navy as an air station) and the Hendy plant, which was already actively engaged in the production of \$10 million worth of ordnance for the Navy.

On January 23, 1942, it was announced in the local newspaper, the *Sunnyvale Standard*, that the defense area was to extend south to San Jose and that Sunnyvale now qualified as a Defense Housing Area under the FHA's Title VI program of allocations for federally insured mortgages. The program was initiated with an amendment to the National Housing Act on March 28, 1941. Its scope was expanded with amendments on May 26, 1942, to provide

insurance of mortgages up to \$5 million on rental housing for war workers (*US Government Manual* 1945: 130-131).

The FHA mortgages were available to builders and, under certain sections of the Title VI program, included advances during construction for large-scale projects. A five million dollar cap was placed on loans, with coverage representing up to 90 per cent of the FHA's valuation of the project's replacement value. There were also limitations established on individual home value and costs per room. The properties had to be rented by war workers and the mortgagor had to be approved by the FHA Commissioner. Mortgages on individual homes were limited to a maximum of \$5,400 on a single-family dwelling, with a maximum term of 25 years and maximum interest rate of 4.5 per cent.

War Time Housing Production in Sunnyvale

Despite this complex regulatory environment, Sunnyvale saw the construction of close to 500 new units or more of privately built single family housing during World War II. Local newspaper articles document the construction of at least 460 units from 1942 to 1944, with David D. Bohannon and his partner Ross H. Chamberlain of Pacific Homes, Inc. building the major share with 284 units. During that time, Bohannon and Chamberlain built the 212-unit Homewood project on the former Stowell estate orchard lands, south and west of Murphy and Maude Avenues, as well as the 72-unit Southwood on a site between South Bayview and Central Avenues, south of McKinley, a few blocks south of the Hendy plant.

During the same time period developer John Rodda built a total of 93 units in the Pioneer tract, the former Larmon estate along Waverly, Mathilda and Pastoria Avenues South of Evelyn. According to the local newspaper, John Rodda had fifty more homes under construction in Monte Vista and on hundred in Richmond in 1944 (*Sunnyvale Standard*, Jan. 21, 1944). At least 88 units, possibly more, were built in Victory Village at California and Fair Oaks Avenues by architect Samuel L. Hyman with Brumfield Construction Company during those years. This appears to have been his only subdivision in Sunnyvale and it is not known whether he was responsible for other projects elsewhere. This rate of construction broke previous records for total building permit valuations in Sunnyvale for several years in a row. This increased valuation was due principally to the marked increase in wartime housing construction, as opposed to the considerable industrial expansion that was fueling it.

During the first six months of 1942, building permit valuations passed the one million dollar mark for the first time, nearly double the total for the previous "record" year of 1941. The other major reason for the increase was the extensive on-going expansion of the Joshua Hendy Iron Works plant for defense production. The year 1942 went down as a record year, with building permit totals exceeding \$2.25 million. Approximately one million dollars of this total was attributable to expansion at the Hendy plant, while the balance was due primarily to housing construction. Building permits for nearly 300 housing units were issued in 1942 alone. Prior to the War, total housing construction was around 80 units per year in Sunnyvale, when the city had a population of 4,373, according to the 1940 census.

What is noteworthy about these figures is not only the rapid rate of growth they illustrate, but also the fact this was permanent, rather than temporary housing, built by private developers, not government agencies. In addition, most of the housing was built for sale, rather than as rental housing. Even in Title VI projects where the houses were initially required to be rentals, the developers were soon able to offer them for sale, with the renters having first option to purchase. So the impacts on the future growth and development of the city were lasting and

perceived locally as positive, because "this type of housing is not the cheap, temporary construction which has marred such areas as Vallejo and the southern part of the state" (*Sunnyvale Standard* June 11, 1943).

Sunnyvale did have temporary housing, but much of it appears to have been for seasonal cannery workers. On the grounds of the Schuckl cannery there were 88 "camp cottages" for use by out of town employees even prior to the war. The cannery was granted permission by the City Council to add a temporary trailer camp on the site in December 1942 and returned with a request to add a tent city in the summer of 1944, "stating that there are no places for rent in Sunnyvale" (*Sunnyvale Standard* Aug.9, 1944).

Although there were significant numbers of privately built housing developments completed in the Bay area during the War, most of these were built in unincorporated areas along the East Bay's urban fringe, especially near San Pablo and San Leandro. In these locations, private developers could circumvent municipal building codes and stretch scarce building materials farther. These projects included Rollingwood with 700 units in San Pablo; Brookfield Village with over 1200 units in East Oakland; and San Lorenzo Village in unincorporated Alameda County. (Johnson 1993: 91-93). The latter, with over 1,300 units, was the nation's largest Title VI program at that time. Rollingwood and San Lorenzo Village were both projects developed by David Bohannon.

In Sunnyvale, the defense housing projects were built within the city limits and subject to municipal codes as well as the policies of federal agencies, principally the War Production Board (WPB), the National Housing Agency (NHA) and the Federal Housing Agency (FHA). When the policies conflicted, developers had to negotiate solutions acceptable to both the local and federal authorities, often going back to the City Council several times to resolve these issues. The newspapers of the time have numerous accounts of these negotiations, many of which concerned the provision and design of curbs, gutters and sidewalks, as well as acceptable building materials, particularly for plumbing and electrical applications where standard materials were in short supply or unavailable.

The Development of Southwood

In 1943-44 Pacific Homes, Inc. built the Southwood subdivision to provide single-family homes for defense workers during World War II. Initially held by the developers as rental housing in accordance with federal requirements, the units were made available for purchase during and after the war. The project was built as part of an allocation approved by the National Housing Agency in early June 1943 for 300 family units for private construction in the Sunnyvale-San Jose area (SS, June 11, 1943). The final map was recorded in August 1943 and by September sewers were being laid. The foundations were poured in November and by January 15, 25 of the 72 homes were ready for occupancy (SS Jan. 14, 1944). Sales ads began appearing in the local paper soon after and the entire tract was completed by February 1944. According to one ad, the sales office was located on site at 310 S. Bayview Avenue and the local project manager was Perry C. Marshall.

The 212-unit Homewood project was also built by Bohannon and Chamberlain during roughly the same time period as Southwood on the former Stowell estate orchard lands, south and west of Murphy and Maude Avenues. Bohannon and Chamberlain's main local operating office was identified in newspaper ads as being at 103 W. Lawrence at North Murphy Avenue, at the Homewood tract. Although the Homewood project was initiated first, construction of Southwood ran concurrently with the completion of Homewood. Accounts of Southwood's construction in

the national press (*Fortune* and *Architectural Forum* magazines) seem to have grouped the two projects together under "Homewood" with a total number of 288 units.¹ It is not certain who the designer of the homes was, but it may have been Lucien Stark, who was identified in a magazine article published in June 1945 as "planner" (*Architectural Forum* June 1945:133).

The Bohannon Team and Method

In 1941, Bohannon had begun work on an ambitious development in San Mateo - Hillsdale - which was to include single-family residences, apartments and commercial development, as well as a train station. He envisioned it as a complete community, not just a housing tract. He had completed only the first 200 units when he was forced to shut down due to the war. At Hillsdale he had put into practice a number of the mass-production methods that he would refine during the war. Construction was broken down into discreet and relatively simple steps, for which workers without previous building experience could often be trained. Specialized construction crews moved through the site once the foundations had been poured by a crew using reusable wooden forms. Homes were in effect mass-produced with the workers rather than the products moving along the assembly line.

Another important aspect of this method was the procuring of large quantities of lumber that was pre-cut on site. Bohannon believed that site assembly was faster and more economical than factory production and had the added advantage of allowing the fabrication equipment to be transferred from one job to the next. He bought lumber by the boxcar and graded and sorted it on site. For the Sunnyvale projects, he built four warehouses on the Homewood property, presumably temporary, for the storage of materials (*Sunnyvale Standard* March 13, 1942).

The method that Bohannon and his team developed for mass production of homes on site was termed the *California method of operative building*. As a demonstration and marketing ploy, Bohannon and Chamberlain built the last house in Homewood in an 8-hour day. Only the foundation had been prepared earlier and the stucco finish applied later. By the summer of 1944, his firm was completing homes at the rate of one every forty-five minutes in San Lorenzo Village (*Fortune* April 1946:145). Operative builders like Bohannon built homes in the lower price ranges, particularly during the war, where standardization was more accepted by buyers and prices were limited by the FHA. After the war, he returned to complete Hillsdale, which included a much broader range of housing types and price levels. Three of the models were featured as Pace-Setter homes for 1950 in *House Beautiful* magazine. These homes were priced at over \$20,000, four to five times what his defense worker houses sold for in Sunnyvale and San Lorenzo (*San Francisco Chronicle* June 11, 1950).

As an operative builder, David Bohannon was head of a large organization and relied heavily on a team of technical and management professionals. First and foremost in Sunnyvale was his partner in Pacific Homes, Inc., Ross Chamberlain. Chamberlain was an accountant by training who had turned to building. When he was approached by Bohannon he had already assembled an organization including experienced field supervisors who could step in to oversee the Sunnyvale projects (*Fortune* April 1946:147). Harry L. Arnold served as general superintendent, and Edwin Smith was civil engineer on the Sunnyvale projects (*Sunnyvale Standard* Aug. 14, 1942). Perry C. Marshall was the local project manager. The partnership with Chamberlain appears to have ended, possibly even before the war did, as Bohannon re-acquired

¹ The number of houses in the two Sunnyvale subdivisions, 212 plus 72, adds up to only 284. The reason for the discrepancy is unknown.

Chamberlain's share of stock in the Rollingwood Corporation on May 10, 1945.² The Rollingwood Corporation was formed by the two partners to build the Rollingwood project in Richmond/San Pablo. It is not clear to what extent Chamberlain was involved in the construction of San Lorenzo Village. Construction began there in May 1944, and continued under the David D. Bohannon Organization through the early 1950s.

David Bohannon was a significant figure in the nation's home building industry. He served as the first president of the Home Builders Institute, formed in the pivotal year of 1941. As such, Bohannon was an industry leader known for his innovative construction methods who was also involved in shaping the federal government's policies for wartime housing production. Marilyn S. Johnson in her book *The Second Gold Rush, Oakland and the East Bay in World War II*, notes the importance of WW II defense housing in shaping twentieth century suburban development, particularly with respect to the East Bay. She states that "(t)he defense subdivisions were thus the prototypes for working class suburbs that would proliferate throughout postwar California" (p. 93). Similarly, WW II shaped Sunnyvale's future, inspiring the label "City of Destiny" and set the city irrevocably on the course of converting from farmland to suburbia.

References

American Savings and Loan News

1941 Vol. 61, No.7, *American Savings and Loan News*, July 1941.

Ames, David L. and Linda Flint McClelland

2002 *National Register Bulletin: Historic Residential Suburbs*. United States Department of the Interior, National Park Service, September 2002.

Architectural Forum

1945 "Bohannon Building Team," *Architectural Forum*, June 1945, pp. 133-136.

Federal Housing Administration

1959 *The FHA Story in Summary*. Government Printing Office, Washington, DC.

Fortune

1946 "Big Dave Bohannon: Operative Builder by the California Method," *Fortune*, April 1946, pp. 145-200.

Hope, Andrew

2000 California Register of Historical Resources documentation forms, "San Lorenzo Village Historic District," prepared for Caltrans, Sacramento, June 2000.

² United States Court of Appeals Ninth Circuit. *Rollingwood Corp. V. Commissioner of Internal Revenue. Bohannon V. Commissioner of Internal Revenue* (No. 12728, No. 12729), June 21, 1951.

Ignoffo, Mary Jo

- 1994 *Sunnyvale from the City of Destiny to the Heart of Silicon Valley*. California History Center and Foundation, Cupertino.

Johnson, Marilyn S.

- 1993 *The Second Gold Rush - Oakland and the East Bay in World War II*. University of California Press, Berkeley.

National Association of Home Builders

- 1958 *History of National Association of Home Builders of the United States (through 1943)*. National Association of Home Builders, Washington, DC.

San Francisco Chronicle

- 1950 "House Beautiful Selects Hillsdale," June 11, 1950.

Stoltz, Nancy

- 1998 *Context Statement: Sunnyvale During World War II*, September, 1988. Prepared for the City of Sunnyvale as part of the 1998 Intensive Survey of the Joshua Hendy Iron Works and Victory Village.

Sunnyvale Standard

- 1942 "Announce Sale of Stowell Estate to David Bohannon," January 9, 1942, p.1.
1942 "Home Construction Started on New Bohannon Tract," March 13, 1942, p.1.
1942 "Sunnyvale House Built in a Day," August 14, 1942.
1943 "Good News for This Area," June 11, 1943.
1943 "Trailer Camp Planned by Schuckyl & Co.," July 23, 1943, p. 1.
1944 "25 Homes Ready For Occupancy Tomorrow," January 14, 1944.
1944 "44 More Homes Ready for Occupancy Feb.1," January 21, 1944, p. 1.
1944 "Defense Workers! Looking for a Place to Live?," January 28, 1944, p. 10.
1944 "Move Today to a New 3-Bedroom Home," January 28, 1944, p. 2.
1944 "Housing And Paving Problems Chief Worries of City Council," August 9, 1944.

Time

- 1945 "Where's the Ceiling?," Oct. 1, 1945.
1950 "Up from the Potato Fields," July 3, 1950.
1998 "Builders and Titans - William Levitt," December 7, 1998.

Office of War Information

- 1945 *United States Government Manual 1945 - First Edition*. "Emergency War Agencies," Government Printing Office, Washington, DC, 1945.

United States Court of Appeals

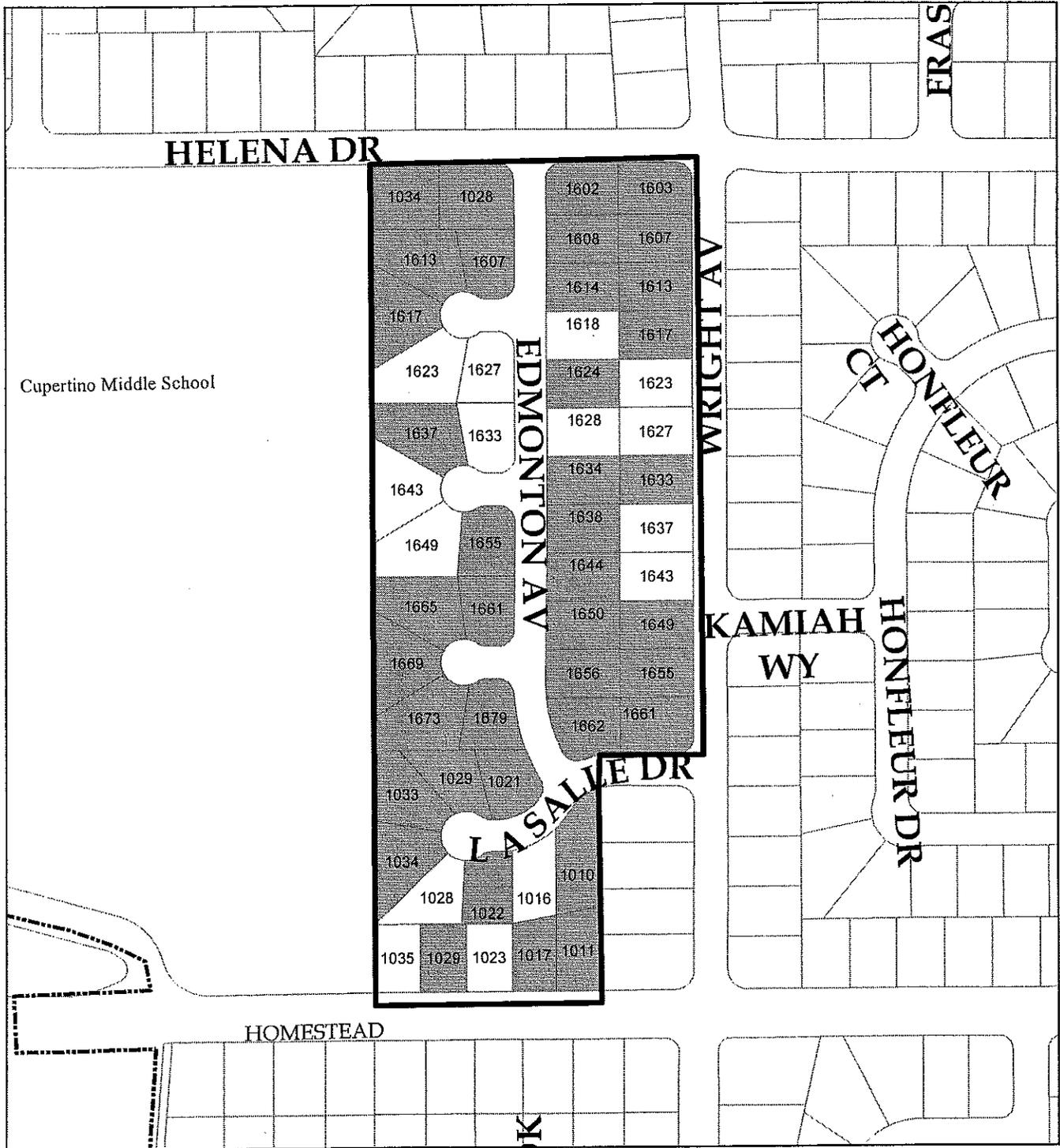
- 1951 United States Court of Appeals Ninth Circuit. *Rollingwood Corp. V. Commissioner of Internal Revenue. Bohannon V. Commissioner of Internal Revenue* (No. 12728, No. 12729), June 21, 1951.

List of Contributors: Southwood

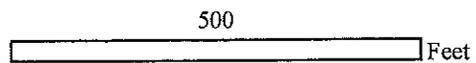
Southwood: Potential Historic District Properties					
Property Address	District Status		Property Address	District Status	
	Contributing	Non-Contributing		Contributing	Non-Contributing
310 S. Bayview Ave.		X	469 Southwood Ave.	X	
340 S. Bayview Ave.		X	474 Southwood Ave.	X	
382 S. Bayview Ave.	X		475 Southwood Ave.	X	
390 S. Bayview Ave.		X	480 Southwood Ave.		X
398 S. Bayview Ave.	X		481 Southwood Ave.		X
408 S. Bayview Ave.	X		486 Southwood Ave.	X	
403 Central Avenue	X		487 Southwood Ave.	X	
405 Central Avenue		X	492 Southwood Ave.	X	
411 Central Avenue		X	493 Southwood Ave.	X	
421 Central Avenue	X		300 Vine Avenue	X	
416 E. McKinley Ave.	X		325 Vine Avenue	X	
428 E. McKinley Ave.	X		350 Vine Avenue	X	
432 E. McKinley Ave.	X		355 Vine Avenue		X
438 E. McKinley Ave.	X		397 Vine Avenue		X
444 E. McKinley Ave.	X		398 Vine Avenue	X	
450 E. McKinley Ave.	X		400 Vine Avenue		X
462 E. McKinley Ave.	X		420 Vine Avenue	X	
468 E. McKinley Ave.		X	430 Vine Avenue	X	
474 E. McKinley Ave.	X		448 Vine Avenue	X	
480 E. McKinley Ave.	X		450 Vine Avenue		X
486 E. McKinley Ave.	X		451 Vine Avenue		X
492 E. McKinley Ave.		X	462 Vine Avenue	X	
498 E. McKinley Ave.	X		463 Vine Avenue		X
400 Southwood Ave.		X	468 Vine Avenue		X
401 Southwood Ave.		X	469 Vine Avenue	X	
415 Southwood Ave.	X		474 Vine Avenue		X
423 Southwood Ave.		X	475 Vine Avenue	X	
424 Southwood Ave.	X		480 Vine Avenue	X	
431 Southwood Ave.	X		481 Vine Avenue	X	
439 Southwood Ave.		X	486 Vine Avenue		X
445 Southwood Ave.	X		487 Vine Avenue	X	
450 Southwood Ave.		X	492 Vine Avenue	X	
451 Southwood Ave.	X		493 Vine Avenue	X	
462 Southwood Ave.	X		494 Vine Avenue	X	
463 Southwood Ave.	X		498 Vine Avenue	X	
468 Southwood Ave.		X	499 Vine Avenue	X	

Fairorchard Tract

54 Homes



 Proposed District Boundaries
 Contributing Resource



Context for Evaluating the Fairorchard Historic District

February 20, 2009

In the fall of 2008, an historic resource survey update was initiated by the City of Sunnyvale. As part of this survey update two potential heritage districts and five individual properties were evaluated for their eligibility as heritage resources. This report addresses one of the two potential historic districts, the Fairorchard subdivision developed by Eichler Homes, Inc. in 1958. Both districts have been evaluated for potential eligibility as Heritage Resource Districts under the Heritage Preservation ordinance, Chapter 19.96 of the Sunnyvale Municipal Code. They were also evaluated for their potential eligibility for the National Register of Historic Places and the California Register of Historical Resources. The properties were researched, documented and evaluated by historic preservation consultant, Nancy Stoltz, AIA, AICP, in collaboration with architectural historian, Ward Hill. The context statement presented herein builds and expands upon an earlier context statement for the evaluation of Sunnyvale's Early Eichler Developments written by Ms. Stoltz in August, 1997. Additional sources are listed at the end of this report.

Summary of Significance

Fairorchard appears to be eligible for local Sunnyvale listing as a Heritage Resource District. Under the Sunnyvale Criteria for evaluation (Chapter 19.96 section 19.96.050) Fairorchard appears to be significant under Criteria (c) a building, structure etc. that "embodies distinctive characteristics of a style, type, period" and (d) "representative of the work of a notable builder, designer or architect." Fairorchard became 50 years old in 2008 (the homes were first occupied by December, 1958).

Fairorchard is significant as the first Eichler Homes development to be built in Sunnyvale after Eichler's early subdivisions of the late 1940s up to 1950, when the architects' award winning home design (AA-01) was first introduced in Sunnyvale at Sunnyvale Manor Addition. Eichler returned to Sunnyvale in 1958 after working largely in Palo Alto during the 1950s. In the interim period, Eichler attained wide recognition for providing innovative modern housing for the average buyer. Fairorchard also has one of the best ensembles of houses designed by the important architects Anshen & Allen and appears to be the only Eichler tract in Sunnyvale that was designed entirely by them. During Eichler's absence from Sunnyvale, Anshen & Allen continue to experiment with modern home designs at Gavello Glen in Sunnyvale starting in 1952. The home designs Anshen & Allen produced for Eichler Homes, Inc. were consistently higher quality than their Sunnyvale work for Mackey Homes or Gavello Homes and Builders.

One of the most notable Eichler innovations was the house with a central atrium. The atrium became a signature feature of Eichler homes from the late 1950s and 1960s and the atrium homes were popular selling point afterward. Fairorchard has the earliest atrium houses built in Sunnyvale, the E-111 model designed by Anshen & Allen, and probably some of the earliest atrium houses ever built by Eichler Homes.

Overall Fairorchard retains a good level of historic integrity but it has received a number of later alterations. Two original homes in Fairorchard have been demolished and replaced with new houses that are not compatible with the existing Eichler designs. Several other houses had been altered with second floor additions, which are also incompatible and visually disruptive. Several other homes had been re-clad with non-original siding materials such as stucco, shingles or grooved plywood. The original window configurations have also been altered. The non-contributing houses in the district are concentrated in a mid-block area on Edmonton Avenue.

Recommendation: The consultants recommend a local listing of Fairorchard as a Heritage Resource District. Fairorchard may also be eligible as a National Register or California Register however it needs to be determined if the historic districts meet the higher standard of historic integrity of these programs. The State Office of Historic Preservation would need to make the final decision whether Fairorchard meets the National Register or California Register criteria for historic integrity.

Purpose of the Context Statement

A context statement defines the historic "theme", locale and chronological period in which cultural or historic resources are being evaluated. The description of a context becomes a reference point used in assessing whether individual resources are significant and why. There are other factors that must be considered in determining whether a resource is eligible for listing, such as its physical condition and design integrity. However, the context statement provides a framework relating individual resources or potential historic districts to broader events, patterns of development and significant individuals that form the history of a particular place or region, or of a cultural or aesthetic movement.

The context statement describes one or more aspects of the historic development of an area and may consider history, architecture, engineering, culture, archaeology and so on. It also identifies the significant patterns or trends that individual properties, taken together, represent. The context statement will take into account the criteria under which a resource is considered significant. For example, if a resource or a potential district is being evaluated for its association with historical events or broad patterns of history, such as the development of a town or region, its role in fostering that development will be of primary importance. If the resource is being evaluated for its design, as a distinctive example of a particular building type or style, it would be important to consider it in terms of other contemporary examples of that building type or style at the local, state or national level, as appropriate. If designed by a prominent architect, its relative importance in the overall context of the architect's body of work would also be considered.

Context for Evaluating Fairorchard

Joseph Eichler was best known as a housing developer who came to prominence during the early 1950s for his modern, some would say "radical", housing styles which came to be known simply as "Eichlers". These early developments, located on the San Francisco Peninsula, were moderately priced with the goal of bringing high quality, modern, uncluttered designs within the reach of ordinary families. His signature homes were designed for the California casual lifestyle, as popularized in magazines such as *Sunset*, and featured open plan living areas and large expanses of glass opening onto private patios to enhance the illusion of free-flowing space and to emphasize to relationship of the house to the garden and patio. Eichler achieved his goal of providing high style for those of moderate means by utilizing the services of talented, modernist architects, especially, in the initial years, the firm of Anshen and Allen.

Eichler's Early Years

Eichler had a business degree from New York University and he worked initially as the financial officer in his in-law's wholesale food business, Nye and Nisson, Inc. When Joe and his wife Lillian moved to the Bay Area in 1925 the company was the largest independent butter and egg wholesale in the region. The company however ran into serious legal problems as a food supplier during World War II. In 1945 a grand jury returned an indictment against Nye and Nisson for conspiracy to defraud the federal government. The president and two employees

were found guilty and sentenced to prison (Adamson 2002:46). Eichler was not involved in the case and he left the company by 1946.

Anshen & Allen & Frank Lloyd Wright

The great American architect Frank Lloyd Wright was a central figure that brought together the interests and passions of Joseph Eichler and the architects Robert Anshen and Stephen Allen. Anshen and Allen had been friends while studying architecture at the University of Pennsylvania before moving to the Bay Area in 1937. Their first project together (which received national attention) was the Woodside, California house for Louise and Ralph Davies, who was at the time a vice-president with Chevron Oil. A prescient October, 1943 article in the national architectural publication *Pencil Points* indicated the Davies House "contained many ideas for the house of the future." Completed in 1941, the Davies house was deeply influenced by the Frank Lloyd Wright new residential design ideas which he referred under the rubric 'Usonian House'. The idea behind the Usonian house was to provide good modern design at an affordable cost by simplifying heating and plumbing systems and using a unique board and batten wall system where one could build the inside and outside of the house in one operation (Sergeant 1976:2-20). The houses were also characterized by natural wood and stone interiors and exteriors, concrete slab construction with radiant heating, open planning where the living, dining and kitchen are integrated together as one flowing space (called a "multi purpose room"), and walls of rear glazing opening out to a rear garden.

Anshen and Allen were particularly influenced by Wright's 1937 Hanna House on the Stanford University campus, widely admired as one of the finest of the Usonian houses and a building that helped revive Wright's career in the mid-1930s. Friends of the Hannas, Mr. and Mrs. Sydney Bazett, also admired the Hanna House. The Bazetts hired Wright in 1938 to design a house for them in Hillsborough similar to the Hanna's.

Wright's genius for design often achieved its most profound effect in his small residences, one of which was the Sydney Bazett House. From 1943 to 1945, Eichler and his family rented the small Sydney Bazett House. The experience of living in the house greatly affected Eichler. According to his son Ned, he had shown very little interest in architecture or the arts up until that time. Eichler had admired Wright's work and the experience of living in the Sydney Bazett House inspired him to "build homes for sale that would incorporate some the same advantages" he enjoyed in the Bazett House. In an interview Eichler was quoted as saying that:

I used to sit around that house wondering what I was going to do next. I admired Wright's rich design, with its wooden walls and beamed ceiling, and I asked myself if such houses could be built for ordinary people (Ditto 1995:31).

At age 45 Eichler became a devotee of contemporary architecture and he took his first steps towards becoming a builder. He had no experience in property development or construction before he embarked on his career. In 1947 Eichler initially worked as an accountant for the Sunnyvale Building Company, a company he later purchased and transformed into Eichler Homes, Inc. (Adamson 2002:46).

Eichler hired Anshen & Allen in 1947 to design a house for himself clearly because of their reputation as significant exponents of Wright's ideas. Anshen & Allen's design for Eichler's Atherton house (completed in 1951) and their designs for the production houses for Eichler Homes, Inc. both incorporate many of Wright's ideas.

Early Eichler Developments in Sunnyvale

The demand for housing in the Bay Area, as throughout much of the nation, was practically insatiable after the War. Ten million veterans returned home from overseas at end of World War II, many of whom had shipped out of California where they returned here to live permanently. California also offered one of the strongest economies in the country in the post War period.

Eichler's selection of Sunnyvale for the development of his first housing tracts may or may not have been in accordance with some grand design or scheme, but it certainly was fortuitous¹. Eichler was already involved in a limited way in home building in Sunnyvale due to his 1947 investments there.

The Sunnyvale Manor development (plat for 104 lots filed September 3, 1947) is the first of the Sunnyvale subdivisions undertaken by Eichler and built prior to his professional association with architects Anshen & Allen. The houses in the subdivision were built late 1948 to early 1949 on the north side of Maude Avenue, west of Morse Avenue. The houses were constructed by Sunnyvale Building Company which Eichler initially invested in, then acquired, around 1947. Prior to that time he had built only two houses in Sunnyvale using a set of plans he had acquired from Earl "Flat-top" Smith, a Bay area developer known for his unconventional flat roofed houses which utilized a concrete slab on grade and a post and beam construction system.

Eichler's second subdivision, Sunnymount Gardens, was a plat for 60 lots recorded on January 6, 1948. The houses were built in the first half of 1948 and in early 1949 north of Remington Drive, west of Sunnyvale-Saratoga Road. The subdivision plat map was filed for this tract only a few months after the Sunnyvale Manor tract. Both projects were under construction in 1948 and the first part of 1949. In fact, both tracts share common stylistic house types, though on the whole the homes in Sunnymount Gardens are larger.

Sunnyvale Manor Addition No. 1: Eichler's First Architect Designed Houses

In 1949, Eichler hired his own draftsman (only known today as "Castor") to design houses for the University Gardens, Palo Alto subdivision and the Stanford Gardens, Menlo Park. Eichler had put off hiring architects until he acquired sufficient know how and experience to manage a process of modern building techniques.

In 1947 Eichler had hired Anshen & Allen to design a house for himself in Hillborough². Robert Anshen apparently suggested to Eichler that he hire his firm to design houses for his company

¹ In the first two Sunnyvale tracts, Eichler seems to be testing the market for "modern" style homes. The fact that these are "modern" in style but largely conventional in plan, street orientation and construction technique may be a result of several factors. Eichler and/or his designer may not have fully understood or agreed with some of the fundamentals of Modern design. The design tenets called for a new order of spatial organization in the house, which focused the living area toward the private garden and resulted in designs in which the house inevitably turned its back to the street. Eichler may have been concerned that these new high-style Modern house designs would not sell, but that some of their features, such as the open plan living area and large window walls would. Furthermore, Eichler was limited by the standards of what the Federal Housing Administration and the Veterans' Administration would accept and underwrite when it came to financing the low cost mortgages of the day which were essential to the success of any moderately priced housing tract.

² In 1947 Eichler had initially planned on building his house in Hillsborough. However, post-War building restrictions did not permit houses larger than 1,100 square feet so the project was put on hold. Eichler's Anshen and Allen

given his obvious appreciation of good modern design. He also could tell that Eichler was not satisfied with the quality of houses he was producing. Eichler's admiration for Wright also led him to hire Robert Anshen to design a house for his own family based on Wright's principles of design. But despite the fact that he had a working relationship with Robert Anshen, it did not seem to occur to him initially to involve Anshen in the design of his housing tracts. This was due largely to his belief that Anshen could not design according to the strict budget of production homes³.

In 1949, Eichler hired Anshen & Allen to design model homes for five subdivisions: Sunnyvale Manor Addition, El Centro Gardens, Green Gables, Greer Park (Palo Alto) and Atherwood in Redwood City. Sunnyvale Manor Addition (51 lots east of the original Sunnyvale Manor) was Eichler's first subdivision of architect designed houses and the first collaboration between Joseph Eichler and the architect, Robert Anshen, of the firm Anshen & Allen. The houses were built in the first half of 1950 at the north side of Maude Avenue, east of Morse Avenue. The Anshen & Allen and Eichler joined forces sometime in 1949, along with James San Jule as marketing director and Jack Harlow, construction manager to form Eichler Homes, Inc. According to accounts by Ned Eichler, the builder's son, Anshen designed three plans for a fee of \$2,500 as a challenge to show Joe Eichler that good architecture could be had for a limited fee and budget. The three bedroom, one bath homes (known as the AA-1) of 900 sq. ft. sold for \$9,500. Ned Eichler writes, "These first Anshen designs in 1949 were the basis for over ten thousand houses built during the next eighteen years."

The Anshen & Allen prototype home designs included the features that would become signatures of the Eichler home: the open plan living areas with floor to ceiling glass on the rear facade, the concrete floor slab with radiant heat, the use of redwood siding and plank and beam ceilings, and the use of post and beam construction techniques. The tract sold out so rapidly that Eichler immediately proceeded with his first subdivision in Palo Alto, Green Gables, also designed by Anshen & Allen. The houses in Green Gables featured a three bedroom, one bath model home which, though larger than the Sunnyvale version, was virtually the same design.

1950 was a watershed year for Eichler. He became recognized as the leading California developer in the modern style with a national reputation for quality construction of homes for middle income families. In 1950, *Architectural Forum*, a major national architectural publication, referred to the first Anshen & Allen subdivisions as a "gamble in modern" because it was not considered likely to be appealing to middle-class buyers. The Sunnyvale Manor Addition houses, however, sold quickly... 52 houses in two weeks (Adamson 2002:54). The new designs hit the public like a new car model with the latest engineering. The open plan, natural interior and exterior finishes and concrete slab construction with radiant heating were all inspired by Wright's Usonian houses. Anshen recommended using post and beam construction which had the twin benefits of speedy erection time and open plan flexibility.

designed house was eventually built in the Lindenwood area of Atherton. The house was completed in 1951 and Eichler and his wife Lillian lived there until 1965.

³ Although architects, both in private practice and academia, had long been interested in the issues of designing production housing, seldom were they given commissions to do so. Some opportunities presented themselves during World War II when some architects were called upon to design government funded housing for wartime workers, but most of these projects were temporary in nature. Overwhelmingly, private developers relied on the services of engineers or surveyors to lay out their subdivisions and in-house designers or draftsmen to draw up the house designs. Commissioning architects and/or landscape architects and collaborating with them on the design of their projects as Eichler did was a radical idea for its time.

Later in 1950 *Architectural Forum* named five Eichler subdivisions collectively as "Subdivision of the Year" (Green Gables, El Centro, Greer Park, Leland Manor in Palo Alto and Atherwood in Redwood City). The Anshen and Allen design for the Green Gables tract in Palo Alto was also featured in the November 1950 issue of *House Beautiful*. It was chosen as one of the 1950 Pace-Setting homes which were featured over several issues of the magazine. According to the magazine article, this design was also included in an architectural exhibition at the San Francisco Museum of Art which was a "rare honor for a merchant builder's house." Other Pace-Setter homes featured in *House Beautiful* included models in San Mateo developed by the David D. Bohannon Organization. However these "custom houses" sold for about \$20,000 to \$23,000, considerably more than Eichler's Green Gables, where the sales prices averaged about \$12,500. Clearly those homes were geared toward a different, more affluent section of the market than were Eichler's.

Eichler in the 1950s

From these beginnings, the success of Eichler Homes, Inc. grew rapidly. Activity was concentrated on the San Francisco peninsula, particularly in Palo Alto where the firm had its headquarters. By the spring of 1952, Eichler Homes, Inc. had built 500 homes in Palo Alto alone, in the space of a year and a half.

On April 16, 1952, the firm and its architects, Anshen and Allen of San Francisco and Jones and Emmons of Los Angeles, were honored at a luncheon at San Francisco's Fairmont Hotel. They received the Housing Research Foundation's top award, the Award of Merit, for four developments built or under construction in 1951, three in Palo Alto and one in Menlo Park. They were the first west coast firm to win this award. Members of the Foundation's Board of Review included Philip Johnson, then Chairman of the Department of Architecture at the Museum of Modern Art in New York, editors of the prominent architectural magazines of the day and a professor of Architecture from Columbia University. Twenty other leading home builders in the nation made it to the finals of the competition. But the Eichler homes were chosen by the Board of Review because:

...these homes best exemplified the aim of our Quality House Program to make houses of high quality available to the public at moderate cost. The materials and equipment specified were generally of high quality and the sales prices were very low in relation to the size and quality of the houses.

Indeed, Joseph Eichler proved that such houses could be built for ordinary people. *House and Home* magazine came to consistently champion Eichler designs to a national audience.

In 1953, Eichler had a falling out with Anshen over the firm's per house fee of \$100. Anshen & Allen worked for other developers during this period including Mackey Homes and for Gavello Homes and Builders. Anshen & Allen designed Gavello Glen Units 2 and 3 in Sunnyvale in 1953-54. Eichler called on Jones and Emmons to design his subdivisions as a result of the dispute. The dispute was short lived and both firms worked concurrently on Eichler projects from the mid-1950s into the 1960s.

By 1954 Eichler had built 1,800 modern houses. He was recognized as one the nation's most innovative and leading homebuilders even though Eichler houses were more expensive and appealed to a smaller market segment, priced from \$14,000-\$20,000 in 1953. Raising design level and sophistication meant building his houses involved greater complexity and increased expense. The house interiors received the most attention from Eichler and he kept his architects

working on hundreds of little changes each year (Adamson 2002: 59). The architects involved with Eichler Homes, Inc. went on to develop over 400 different house plans (Arbunich 2009).

In its heyday during the late 1950s and early 1960s, Eichler Homes, Inc. was building 700 houses a year, expanded from northern into southern California and even went public with a stock offering in 1959. The firm became one of the three largest home builders in Northern California and eventually built some 11,000 homes throughout the state. The firm was also notable as the first large, tract home builder to sell to minority buyers, including Asian and African Americans. In fact, Joseph Eichler's position on this issue was so firm that he resigned in July of 1958, on behalf of himself and his firm, from the Associated Home Builders for its failure to issue a "forthright" denunciation of racial discrimination in housing tract sales.

Anshen & Allen and "The Atrium House"

One product of the collaborative approach between Eichler and his architects was the atrium or inner courtyard which emerged in designs on paper attributed to Robert Anshen of Anshen & Allen as early as 1956. During a brainstorming session with Eichler, Anshen hit on the fully enclosed atrium plan. The atrium was an appropriate feature for California since the internal court suited California's mild climate and the indoor outdoor lifestyle. The atrium idea was also to some degree an adaptation of the popular patio houses of the 1920s and 1930s inspired by Spanish rancho houses. Nevertheless the atrium house seems unlikely to have emerged as an idea for a merchant builder (Adamson 2002:68).

Eichler incorporated the atrium into his homes by 1958. This feature became the most distinctive elements of his houses and most Eichlers built after 1958 included an atrium (Adamson 2002:72-74). The 1958 Fairorchard subdivision in Sunnyvale features some of the earliest Eichler atrium houses. Eichler claimed to be the first builder in America to produce atrium houses on a large scale. He liked the idea that a room made to invite the outdoors in would evoke instinctual feelings.

The patio became the symbol of family life and the common feature of the prototypical California house. The patio was important for outdoor entertaining and both the intimacy and informality of family life. It also provided a place of security for children. In the early 1950s Eichler's architects used both the L and T-shaped plans to create an entry court and a backyard patio. By 1954 they had developed a C-plan house using the garage and bedroom wing to further embrace a garden space at the entry side of the house (Adamson 2002:75). Terra Linda development in Marin County especially had houses with this plan.

The resulting atrium models became the most popular versions of Eichler houses and in time it was perceived as the hallmark feature of the company's designs. They offered privacy and security while remaining open to the mild California climate. The goal of the compact E-111, the first real atrium model house, was to provide light without adding windows that would reduce privacy. The atrium provided light to all the adjacent living space. The designers liked the contrast (or 'visual surprise') of entering the house from an almost windowless front façade into a bright open air garden area. The atrium created a transparency from the front entrance area to the bright and open living area and the floor-to-ceiling glass wall opening out to the rear garden. The side wall of translucent glass separating the atrium from the hallway providing access to the bedrooms allowed natural light and a degree of privacy there. The solid wall separating the atrium and garage was on the opposite wall.

A. Quincy Jones with Eichler's other design firm, Jones and Emmons, continued to improve on the atrium concept by adding more depth to the front façade. Claude Oakland in the mid-1960s designed a true atrium (Plan 24), which was set in the middle of the living area of the house, "where you didn't walk through as part of the entry" (Weinstein 2009:5). The Eichler atrium became more elaborate over time. By the late 1960s Claude Oakland designed several new models that transformed the atrium into a gallery, an atrium with a glass roof.

Eichler returns to Sunnyvale: The Fairorchard Subdivision

After building his first three developments in Sunnyvale in 1949-50, Eichler focused his building activity in Palo Alto during the 1950s. The company eventually built more houses in Palo Alto than any other city (2,700 homes) (Adamson 2002:13). By 1957, Eichler considered Palo Alto to be "built-out" with little land left for larger subdivisions. Eichler returned to build in Sunnyvale in 1958 with the development of Fairorchard. Eichler filed the Fairorchard subdivision map of 54 lots in July, 1958 and the first residents moved into the completed houses by December, 1958. Fairorchard lots were arranged primarily along two long blocks of Edmonton Avenue and Wright Avenue. The largest lots and houses were on a series of cul-de-sacs along one side of Edmonton Avenue. Anshen & Allen designed the four model homes constructed in Fairorchard. Fairorchard included 18 houses of the E-111 design, Eichler's first atrium house. Subsequent to Fairorchard, Eichler built the five tracts of the large Fairbrae and Rancho Verde subdivisions in Sunnyvale from late 1958 to 1960. Eichler continued to build smaller subdivisions in Sunnyvale until 1972.

Eicher Sells His Company

Eichler Homes, Inc. became a public stock company in 1961. Being beholden to stockholders made sales goals a higher priority than creative aspirations. In 1966 Eichler sold his stock and the company collapsed soon afterward. Consequently Eichler turned to building urban high-rise apartments with disastrous financial results and the firm went bankrupt in 1967. Subdued but not defeated, Eichler continued to build small tracts of custom homes until his death in 1974. The Eichler Homes, Inc. period, however, from 1950 to the mid-1960s was his most significant in that it dramatically set new standards for developer housing.

References

Adamson, Paul & Marty Arbunich

2002 Eichler – Modernism Rebuilds the American Dream. Gibbs Smith, Salt Lake City.

Arbunich, Marty

2008 "Eichler's Early Years: 1949-50" at eichlernetwork.com.

2008 "Eichler's Atherton Home: Bound for glory-the original Atherton home in which builder Joe Eichler relived his FLWright experience" at eichlernetwork.com

Architectural Forum

1950 "Gamble in Modern," *Architectural Forum*, April, 1950.

1950 "Subdivision of the Year," *Architectural Forum*, December, 1950.

- Ditto, Jerry, Sally Woodbridge & Ned Eichler
1995 Design for Living: Eichler Homes. Chronicle Books, San Francisco.
- Eichler Historic Quest Committee
2003 National Register of Historic Places Registration forms, Green Gables, Palo Alto, November 3, 2003.
2004 National Register of Historic Places Registration forms, Greenwood, Palo Alto, November 7, 2003.
- Heard, Frances
1950 "Making a little go a long way," *House Beautiful*, November, 1950.
- Pencil Points*
1943 "Comfort Produced by Coordinated Plan and Equipment," article about the Davies House. *Pencil Points*, October, 1943.
- San Francisco Chronicle*
1958 "Eichler Quits Home Builders," July 2, 1958, p. 5.
1974 "Joseph Eichler Dies – Famed Bay Area Builder," July 27, 1974.
- Sergeant, John
1976 Frank Lloyd Wright's Usonian Houses- Designs for Moderate Cost One-Family Homes. Whitney Library of Design, New York.
- Serraino, Pierluigi
2006 NorCalMod: Icons of Northern California Modernism. Chronicle Books, San Francisco, CA.
- Stoltz, Nancy
1997 Context Statement: Sunnyvale's Early Eichler Developments, August 22, 1997.
- Tanner, Ogden
1950 "Eichler Builds by Design," *San Francisco Chronicle*, June 11, 1950, p. 2L-3L.
- Weinstein, David
1997 "Eichler's Early Years: 1951-52: Award winning experiments of design innovation" at eichlernet.com.
2004 "The Mystery of the Eichler Atrium – An inside look at the 'hole in the house' sheds light on how the Eichler atrium was born," at eichlernet.com.

List of Contributors: Fairorchar

Fairorchar: Potential Historic District Properties					
Property Address	District Status		Property Address	District Status	
	Contributing	Non-Contributing		Contributing	Non-Contributing
1602 Edmonton Ave.	X		1028 Helena Drive	X	
1607 Edmonton Ave.	X		1034 Helena Drive	X	
1608 Edmonton Ave.	X		1011 Homestead Rd.	X	
1613 Edmonton Ave.	X		1017 Homestead Rd.	X	
1614 Edmonton Ave.	X		1023 Homestead Rd.		X
1617 Edmonton Ave.	X		1029 Homestead Rd.	X	
1618 Edmonton Ave.		X	1035 Homestead Rd.		X
1623 Edmonton Ave.		X	1010 LaSalle Drive	X	
1624 Edmonton Ave.	X		1016 LaSalle Drive		X
1627 Edmonton Ave.		X	1021 LaSalle Drive	X	
1628 Edmonton Ave.		X	1022 LaSalle Drive	X	
1633 Edmonton Ave.		X	1028 LaSalle Drive		X
1634 Edmonton Ave.	X		1029 LaSalle Drive	X	
1637 Edmonton Ave.	X		1033 LaSalle Drive	X	
1638 Edmonton Ave.	X		1034 LaSalle Drive	X	
1643 Edmonton Ave.		X	1603 Wright Avenue	X	
1644 Edmonton Ave.	X		1607 Wright Avenue	X	
1649 Edmonton Ave.		X	1613 Wright Avenue	X	
1650 Edmonton Ave.	X		1617 Wright Avenue	X	
1655 Edmonton Ave.	X		1623 Wright Avenue		X
1656 Edmonton Ave.	X		1627 Wright Avenue		X
1661 Edmonton Ave.	X		1633 Wright Avenue	X	
1662 Edmonton Ave.	X		1637 Wright Avenue		X
1665 Edmonton Ave.	X		1643 Wright Avenue		X
1669 Edmonton Ave.	X		1649 Wright Avenue	X	
1673 Edmonton Ave.	X		1655 Wright Avenue	X	
1679 Edmonton Ave.	X		1661 Wright Avenue	X	

19.96.050. Criteria for evaluation and nomination of heritage resources.

Any improvement, building, portion of buildings, structures, signs, features, sites, scenic areas, views, vistas, places, areas, landscapes, trees, or other natural objects or objects of scientific, aesthetic, educational, political, social, cultural, architectural, or historical significance can be designated a heritage resource by the city council and any area within the city may be designated a heritage resource district by the city council pursuant to provisions of this chapter if it meets the Criteria of the National Register of Historic Places, or one or more of the following:

- (a) It exemplifies or reflects special elements of the city's cultural, social, economic, political, aesthetic engineering, architectural, or natural history;
- (b) It is identified with persons or events significant in local, state, or national history;
- (c) It embodies distinctive characteristics of a style, type, period, or method of construction, or is a valuable example of the use of indigenous materials or craftsmanship;
- (d) It is representative of the work of a notable builder, designer, or architect;
- (e) It contributes to the significance of an historic area, being a geographically definable area possessing a concentration of historic or scenic properties or thematically related grouping of properties which contribute to each other and are unified aesthetically or by plan or physical development;
- (f) It has a unique location or singular physical characteristic or is a view or vista representing an established and familiar visual feature of a neighborhood, community, or the city of Sunnyvale;
- (g) It embodies elements of architectural design, detail, materials, or craftsmanship that represents a significant structural or architectural achievement or innovation;
- (h) It is similar to other distinctive properties, sites, areas, or objects based on a historic, cultural, or architectural motif;
- (i) It reflects significant geographical patterns, including those associated with different eras of settlement and growth, particular transportation modes, or distinctive examples of park or community planning;
- (j) It is one of the few remaining examples in the city, region, state, or nation possessing distinguishing characteristics of an architectural or historic type or specimen;
- (k) With respect to a local landmark, it is significant in that the resource materially benefits the historical character of a neighborhood or area, or the resource in its location represents an established and familiar visual feature of the community or city.
- (l) With respect to a local landmark district, a collective high integrity of the district is essential to the sustained value of the separate individual resources;
- (m) With respect to a designated landmark and designated landmark district, the heritage resource shall meet Criteria of the National Register of Historical Places, which are incorporated by reference into this chapter. (Ord. 2623-99 § 1 (part): prior zoning code § 19.80.060).

SUMMARY OF ADVISORY POLL RESPONSES

SOUTHWOOD as of March 11, 2009

	Number of Votes	% of Votes
Support	9	24%
Oppose	24	63%
No Opinion	5	13%
TOTAL	38 responses out of 72 properties	52% of property owners responded to the poll

List of Comments:

- We do not want any more restrictions (oppose)
- We feel this would decrease the value of our home (oppose)
- I see no benefit to the Homeowners in this area. I also don't understand why you're wasting money on such unimportant business when the city has financial issues. I have lived here since 1972. No one has made any drastic changes to their property in all that time (oppose)
- This is a very bad idea. It will only be more intrusive government control over private property rights. Property owners should have the right to make repairs and improvements to their private homes and land as they see fit, not as a handful of people see fit. We are emphatically opposed (oppose).
- Who are the members (or participants) of the Heritage Preservation Commission? (no opinion)
- We like the idea, but would like the flexibility of being able to convert the garage to an extra room, and the proposed calls for maintaining "detached garages." We'd also like the option of adding a second floor, but would be ok doing so in a way that reflects the overall character of the home as it is. Finally, we don't like the idea of being burdened with extra costs (even if minimal) of paying for a review by the heritage committee. Ultimately, living in a heritage district is attractive to us because we'd like to see the homes here stay true to their roots, but be able to do so creatively by adding a second floor and making garage into another room. Many families (growing families) live on this block and need the options and flexibility to increase living space in the most effective and efficient manner possible. (oppose)
- By designation of my home as a heritage district, how will it affect the value of my home? (no opinion)
- I am a builder and I stay away from historical areas. Too much red tape. (oppose)
- This is a low cost fixer up neighborhood. If made HHD, with the hassle with permits I'm afraid people will not fix them up or even buy them. One third of the 72 homes have had frontal change. Some good some bad really bad. (oppose)
- I do not support the idea of local government regulating what I can or cannot do to my home. This measure could also decrease the value of my home and restrict the amount of potential buyers if I choose to sell in the future. (oppose)
- I am ambivalent: while I support maintaining uniform character in this neighborhood, I am concerned about impacts to property values (no opinion).

FAIRORCHARD as of March 11, 2009

	Number of Votes	% of Votes
Support	16	48.5%
Oppose	16	48.5%
No Opinion	1	3%
TOTAL	33 responses out of 54 properties	61% of property owners responded to the poll

List of Comments:

- We support maintaining look and feel, but would like to put up solar panels and other green improvements that may not be totally hidden from view. It think it is important that some variability in external appearance is allowed, but it is hard to enforce good taste. For instance, I think the sliding garage door item is stupid! It is an inefficient use of space and movement in and out. (support)
- This adds one more method to help preserve the general appearance and style of the neighborhood. (support)
- At this critical moment of global financial crises, city should focus more on helping residents keep their home value rather than doing anything that could potentially reduce the value of houses. These homes are already 50 years old. It will be more and more difficult for owners to keep the original style and architecture. Without the help from city financially, owners shouldn't be obligated. (oppose)
- Prohibition of two story houses is enough. Building restrictions will make property more difficult to sell. Sunnyvale property values are driven by proximity to good schools and work (oppose).
- I strongly object to: narrow ribbed vertical wood siding (very costly), double garages with two single-door (one big door is ok too since big doors cost less for power drives) (oppose).
- As a homeowner in the Fairorchard neighborhood, I strongly support Heritage Housing District designation (support).
- This looks like it would eliminate our single-story overlay. I think that should be more clearly stated. (support)

Proposed New Council Study Issue

Number CDD-39
 Status Pending
 Calendar Year 2006
 New or Old New
 Title New Residential Heritage Districts
 Lead Department Community Development
 Element or SubElement Heritage Preservation Sub-Element

1. What are the key elements of the issue? What precipitated it?

When the Sunnyvale Heritage Resources Inventory was created in 1979 there were two areas of older homes that were identified as possible historic districts – the 100 block of Sunnyvale Avenue and the Crescent Avenue area. The City never took action to protect these districts and over the years structures have been lost (demolished or moved) from both areas thereby significantly reducing or eliminating their historic context and value.

The Heritage Preservation Commission has identified a need to survey the City for possible remaining historically significant districts so that the City can consider protected status prior to potential degradation. This study would authorize the completion of a windshield survey to map any residential district that could potentially contribute towards the historical significance of Sunnyvale. The survey would be completed by a consultant who would physically inventory selected areas of the City known to have historically significant homes. The survey would also require some research to identify homes previously occupied by prominent members of Sunnyvale. Finally, the survey would make a recommendation for each distinct on whether or not to pursue its incorporation as a Sunnyvale Heritage District.

The study would also review the current historic status of the Heritage Housing District on the 500 blocks of Frances and Taaffe to determine if the current zoning and policy are adequate to protect this district and if the district warrants additional protection by the City. Many of these homes are associated with prominent early citizens of Sunnyvale or have architectural significance to the City. In recent years some structures in this neighborhood have been elevated in status to Local Landmarks.

2. How does this relate to the General Plan or existing City Policy?

The Heritage Preservation Sub-Element

Policy 6.3B.5 - Seek out, catalog and evaluate heritage resources which may be significant.

Goal 6.3B.5a - Conduct surveys of older residential neighborhoods and those containing homes built by well known architects and/or containing homes of a distinctive design to determine if such homes and streetscapes should be considered for inclusion in the Cultural Resources Inventory.

Goal 6.3B.5d - Where it has been determined that a structure, streetscape, or

other heritage resource should be considered for designation as a cultural resource or as a landmark, institute the process to designate them accordingly.

3. Origin of issue

Council Member(s)

General Plan

City Staff

Public

Board or Commission Heritage Preservation Commission

Board or Commission ranked this study issue ___ of ___
1 of 11

Board or Commission ranking comments

4. Multiple Year Project? Yes Planned Complete Date 2007

5. Estimated work hours for completion of the study issue (use 5 or 8-hour increments)

Community Development 150

Finance 10

Office of the City Attorney 20

Total Hours 180

6. Expected participation involved in the study issue process?

Does Council need to approve a work plan? No

Does this issue require review by a Board/Commission? Yes

If so, which?

Heritage Preservation Commission

Is a Council Study Session anticipated? No

What is the public participation process?

Outreach meetings will be conducted with affected and/or interested property owners and business owners in the study areas.

7. Cost of Study

Operating Budget Program covering costs

242 - Community Planning

Project Budget covering costs

Budget modification \$ amount needed for study

\$8,000

Explain below what the additional funding will be used for

The funds will be used to hire a consultant to conduct a survey of the City's neighborhoods which could be considered to have historic value.

8. Potential fiscal impact to implement recommendations in the Study approved by Council

Capital expenditure range	\$500 - \$50K
Operating expenditure range	None
New revenues/savings range	None
Explain impact briefly	

This type of program could result in minimal expenditures such as publication of a brochure. If a district is identified future study may be needed to enhance design policies appropriate for that district. Staff does not anticipate any measurable increase in City revenue or expenses by implementation of a new Heritage Housing district.

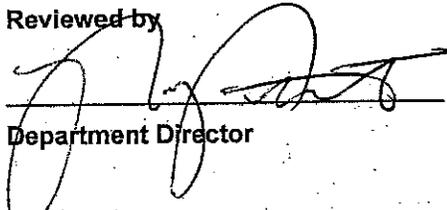
9. Staff Recommendation for this calendar year

Recommendation None

If 'For Study' or 'Against Study', explain

Note: If staff's recommendation is 'For Study' or 'Against Study', the Director should note the relative importance of this Study to other major projects that the department is currently working on or that are soon to begin, and the impact on existing services/priorities.

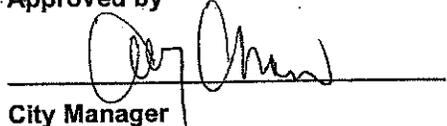
Reviewed by



Department Director

11/1/05
Date

Approved by



City Manager

11/15/05
Date



MINUTES

SUNNYVALE HERITAGE PRESERVATION COMMISSION

The Heritage Preservation Commission met in regular session in the Cypress Room, Senior Center, 550 East Remington Drive at 7:00 p.m. with Chair Jeanine Stanek presiding.

The meeting was called to order at 7:05 p.m.

ROLL CALL

Present: Chair Jeanine Stanek; Vice Chair Nancy McDonough; Comm. Amrit Verma; Comm. David Squellati; Comm. Nirmala Vaidyanathan

Absent: Comm. Frenchie Marsolais (unexcused)

Ryan Kuchenig, Associate Planner; Diana O'Dell, Senior Planner; Nancy Stoltz, Consultant; Joey Mariano, Recording Secretary

Comm. Squellati made a motion to excuse Comm. Verma from the March 3, 2009 meeting. Vice Chair McDonough seconded. Motion carried 5 – 0 with Comm. Marsolais absent.

SCHEDULED PRESENTATION

None

PUBLIC ANNOUNCEMENTS

None

CONSENT CALENDAR

1.A. Approval of March 3, 2009 Draft Minutes

Chair Stanek noted a change to Comm. Verma's unexcused absence to an excused absence.

Vice Chair McDonough made a motion to approve the Draft Minutes of March 3, 2009 with the change to Comm. Verma's absence to be excused. Comm. Squellati seconded. Motion carried 5-0 with Comm. Marsolais absent.

PUBLIC COMMENTS

None

PUBLIC HEARINGS/GENERAL BUSINESS

A. **2009-0149: Council Study Issue** to research and recommend whether the five properties listed should be listed as Heritage Resources on the City of Sunnyvale's Heritage Resources Inventory.

- 1020 E. Ahwanee Avenue
- 283 Charles Street
- 270 S. Bayview Avenue
- 444 Old San Francisco Road
- 1398 Wright Avenue.

Chair Stanek discussed the public hearing process.

Diana O'Dell, project planner, presented the staff report and described the proposal. She noted staff's research efforts and concluded that the five properties do not meet the criteria to be on the Heritage Resource Inventory. She noted that the 283 Charles Street property is connected to Edwina Benner, first female mayor of Sunnyvale in 1924; however, the home was not her residence at the time she was mayor.

Chair Stanek opened the public hearing.

Nancy Stoltz, consultant, spoke about the historic significance of the property on 283 Charles Street, stating that it is associated with Sunnyvale's first female mayor, Edwina Benner.

Chair Stanek asked staff about the current family that lives there.

Chair Stanek opened the public hearing.

Beverly Cochrane David, granddaughter of Welford Cochrane, spoke about their family history with Sunnyvale.

Vice Chair McDonough asked about the home's current status today.

Chair Stanek closed the public hearing.

Comm. Squellati spoke in favor of the home on 283 Charles Street.

Comm. Verma stated her support to list the home as a local resource.

Vice Chair McDonough asked about restrictions, specifically for demolition.

Mr. Kuchenig referred to page 3 of 8 of the report noting restrictions to historic homes.

Comm. Squellati made a motion to consider nominating 283 Charles Street as a Local Heritage Resource. Comm. Vaidyanathan seconded. Motion carried 5 - 0 with Comm. Frenchie absent.

B. **2008-0926: New Residential Heritage Districts** - The City of Sunnyvale is studying the possibility of designating two neighborhoods (Fairorchard and Southwood) as Heritage Districts. Designation would include re-zoning the properties within these neighborhoods to

add a Heritage Housing (HH) Combining District. This is the final phase of a 2006 study which was intended to identify properties of historic significance within the City and provide them with additional protection through Heritage Resource status

Nancy Stoltz, consultant, spoke about the history of the proposed Heritage Housing Districts.

Ms. O'Dell presented the staff report. She noted that staff's recommendation was to not list Southwood as a heritage district and to list the Fairorchard neighborhood as a Heritage Housing District.

Comm. Squellati asked staff if the homes have the single story overlay. Staff confirmed that the single story overlay is now indefinite.

Comm. Vaidyanathan asked about the homes that are non-contributors. Staff responded that those homes would be included in the district, but not listed as a contributor.

Chair Stanek noted a correction on page 5 of 14 of attachment A, noting that the paragraph should state 1930's not 1940's. She asked staff if the Eichler Design Guidelines would be in line with this recommendation. Staff responded no, that they are separate studies.

Comm. Squellati asked if the single story overlay would be eliminated if the neighborhood becomes a Heritage District. Ms. O'Dell responded no and that the single-story overlay would remain.

Comm. Vaidyanathan asked staff about the values of homes that were in a heritage district.

Chair Stanek opened the public hearing

Penny Hutchinson, 400 Southwood Avenue, noted that second story additions are not allowed, as stated in their (Covenants, Conditions and Restrictions) CC&R's.

David Hutchinson, resident of 400 Southwood, noted concern about additional provisions for properties.

Manny Mendoza, resident, noted that most residents in Southwood are against the proposal. He asked what the pros and cons to the designation.

Chair Stanek asked staff to elaborate.

Ms. O'Dell explained what heritage designation means for properties in the district.

Ms. Stoltz noted context of the neighborhoods' heritage.

Tracy Tripp, resident of 448 Vine, is opposed to the Heritage designation.

Netty Lambert, resident 1617 Edmonton Ave, bought their Eichler in 1958 and stated that she is in favor of the heritage district proposal.

Chair Stanek closed the public hearing.

Comm. McDonough motioned for alternative 1b for the Southwood neighborhood. Comm. Squellati seconded. Motion carried 5 – 0 with Comm. Marsolais absent.

Vice Chair McDonough motioned for alternative 2a regarding the Fairorchard neighborhood. Comm. Vaidyanathan seconded. Motion carried 5 – 0 with Comm. Marsolais absent.

Mr. Kuchenig summarized the motions to the Commissioners and noted these items will be going to Planning Commission on April 27 and City Council on May 12, 2009 with the recommendations.

NON-AGENDA ITEMS AND COMMENTS

Mr. Kuchenig noted that City Council approved the Taaffe-Frances Design Guidelines.

INFORMATION ONLY ITEMS

None

ADJOURNMENT

The meeting adjourned at 9:00 p.m.

Respectfully submitted,



Ryan Kuchenig, Associate Planner

DRAFT

PLANNING COMMISSION MINUTES OF APRIL 27, 2009**Heritage Resource Nomination for Southwood and Fairorchard Neighborhoods (2008-0926) MH, DO**

Diana O'Dell, Senior Planner, presented the staff report. She said staff is recommending that the City move forward with the Heritage Resource nomination for the Fairorchard neighborhood and not for the Southwood neighborhood. She clarified that the Fairorchard neighborhood would be zoned R-1 (Low Density Residential) and would still have the Single-story Combining District along with the Heritage Housing Combining District.

Comm. McKenna discussed with staff why a Heritage nomination would be needed when the neighborhood has the Single-story Combining District designation and future Eichler Design Guidelines. **Trudi Ryan**, Planning Officer, commented that in an Eichler neighborhood with a Heritage Housing designation would be expected to have a stronger commitment to retain the Eichler design.

Vice Chair Chang opened the public hearing.

Wilma Anderson, a Sunnyvale resident, discussed some of the history of the residences in her neighborhood providing a handout to the Commissioners. She said she thinks the Eichler homes are part of a unique history in Sunnyvale and that she would like to see something done to preserve this history. She further discussed the value of Eichler homes commenting that she does not think the designation would affect resale value and that the neighborhood still has good location, with access to freeways, and schools.

Norma Marcus, a Sunnyvale resident, said she has lived in Eichler homes and that they are a unique part of Sunnyvale's history. She said Eichler homes were contemporary years ago and still are today. She said the Historical designation alerts those who buy an Eichler to the value of maintaining the façade, integrity and style.

Arthur Schwartz, a Sunnyvale resident, said he lives in an Eichler and loves it. He said Eichler homes maintain their marketability, are unique, and people either love them or hate them. He said anything that can be done to maintain the integrity of the neighborhood is important.

Vice Chair Chang closed the public hearing.

Comm. Hungerford suggested that the public read the report that is available on the Planning Commission page of the City website, as it provides a good history of Sunnyvale.

Comm. Klein moved for Alternatives 1.b and 2.a as staff recommended. Comm. McKenna seconded the motion.

Comm. Klein said this report provides a detailed history for these neighborhoods. He said he agrees with staff's recommendation regarding the Southwood neighborhood due to the residents' negative feelings towards the Heritage designation. He said he is in support of the Heritage designation in the Fairorchard neighborhood due to the Eichler homes and that the designation will help maintain an important architectural resource. He said he lives in a Heritage district and the designation helps maintain the façade of the classic look. He said residents can modify the inside of their homes.

Comm. McKenna said she would be supporting the motion. She said it is remarkable that approximately 69% of the homes in the Fairorchard neighborhood have maintained their original historic character. She said she appreciates the efforts to maintain this history and if the neighbors are willing to participate this adds richness to Sunnyvale's history.

ACTION: Comm. Klein made a motion on 2008-0926 to recommend to City Council that no further action be taken with the Southwood neighborhood and that the Fairorchard neighborhood be designated a Heritage Housing District and added to the Heritage Resources Inventory. Comm. McKenna seconded. Motion carried 6-0, with Chair Rowe absent.

APPEAL OPTIONS: This recommendation will be forwarded to City Council and is scheduled to be considered at the May 12, 2009 Council meeting.

ORDINANCE NO. _____

AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF SUNNYVALE AMENDING THE PRECISE ZONING PLAN, ZONING DISTRICTS MAP, TO REZONE CERTAIN PROPERTY LOCATED IN THE FAIRORCHARD NEIGHBORHOOD AS DEFINED BY THE STREETS HELENA WAY, WRIGHT AVENUE, WEST HOMESTEAD ROAD, AND BORDERED BY CUPERTINO MIDDLE SCHOOL FROM R-1/S (LOW-DENSITY RESIDENTIAL/ SINGLE STORY) TO R-1/S/HH (LOW-DENSITY RESIDENTIAL/SINGLE STORY/ HERITAGE HOUSING) ZONING DISTRICT

THE CITY COUNCIL OF THE CITY OF SUNNYVALE DOES ORDAIN AS FOLLOWS:

SECTION 1. AMENDMENT OF PRECISE ZONING PLAN. The Precise Zoning Plan, Zoning Districts Map, City of Sunnyvale (Section 19.16.050 of the Sunnyvale Municipal Code) hereby is amended in order to include certain properties within the R-1/S/HH (Low-Density Residential/Single Story Combining District/Heritage Housing) Zoning District which properties are presently zoned R-1/S (Low-Density Residential/Single Story) Zoning District. The location of the properties is set forth on the scale drawing attached as Exhibit "A."

SECTION 2. CEQA EXEMPTION. The City Council hereby determines that this action is exempt from California Environmental Quality Act provisions. This project is exempt from CEQA as it has no potential for causing a significant effect on the environment.

SECTION 3. EFFECTIVE DATE. This ordinance shall be in full force and effect thirty (30) days from and after the date of its adoption.

SECTION 4. PUBLICATION. The City Clerk is directed to cause copies of this ordinance to be posted in three (3) prominent places in the City of Sunnyvale and to cause publication once in The Sun, the official newspaper for publication of legal notices of the City of Sunnyvale, of a notice setting forth the date of adoption, the title of this ordinance, and a list of places where copies of this ordinance are posted, within fifteen (15) days after adoption of this ordinance.

Introduced at a regular meeting of the City Council held on _____, 2009, and adopted as an ordinance of the City of Sunnyvale at a regular meeting of the City Council held on _____, 2009, by the following vote:

- AYES:
- NOES:
- ABSTAIN:
- ABSENT:

ATTEST:

APPROVED:

City Clerk
Date of Attestation _____
SEAL

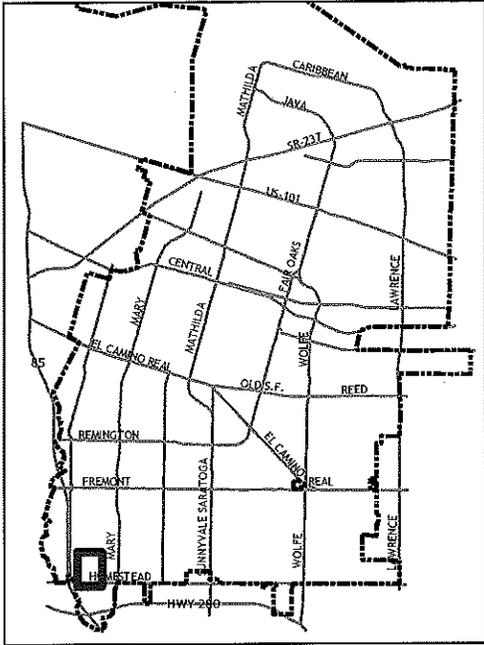
Mayor

APPROVED AS TO FORM AND LEGALITY:

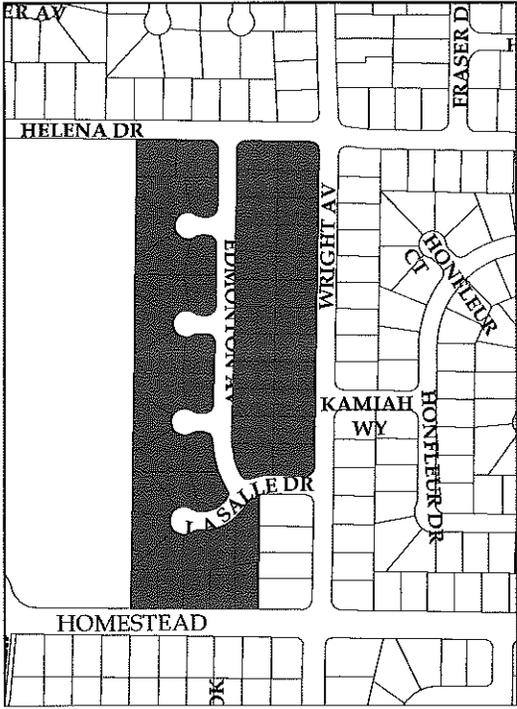
David E. Kahn, City Attorney

EXHIBIT A

City Overview



Fairorchard Neighborhood
54 homes



500 Feet

Attachment 2

6. ORDINANCE 2008-0926 Heritage Resource Nominations for Southwood and Fairorchard Neighborhoods which include Rezoning to add a Heritage Housing (HH) Combining District (Study Issue)
RTC 09-117

Vice Mayor Moylan stated he will recuse himself from this item because he resides within 500 feet of many of the properties in the area.

Vice Mayor Moylan left the dais at 9:58 p.m.

Planning Officer Trudi Ryan provided the staff report.

Councilmember Swegles verified with Planning Officer Ryan the Fairorchard neighborhood currently is zoned as a single-story combining district zoning. Should Council wish to rezone this area, staff would then propose to add Heritage Housing Combining District zoning (HH). The area would then be zoned R-1S (single story heritage housing), which would restrict second story additions and provide historical context for any modifications to the homes.

Councilmember Hamilton verified with Planning Officer Ryan that the non-contributor houses which are homes that do not have the character of the neighborhood such as a second story had previously been added or the exterior is severely modified and does not meet the character of the neighborhood. Councilmember Hamilton inquired as to how this zoning would affect those properties. Planning Officer Ryan responded that the non-contributing structure would not be allowed to add additional space to the second story and they would not be able to deviate any further from the character of the neighborhood.

Councilmember Hamilton verified with Planning Officer Ryan that the design guidelines will be available this week on the website.

Councilmember Whittum stated staff is recommending no action on the Southwood neighborhood but is recommending adopting the HH zoning for the Fairorchard neighborhood. Councilmember Whittum verified with Planning Officer Ryan that the response from property owners in Fairorchard resulted in more opposition than approval for the HH district. Councilmember Whittum explained that in contrast, support from property owners for the single story combining district was the opposite with a high percentage of support from residents. Planning Officer Ryan explained that the single-story combining district seemed to satisfy what the residents wanted for the neighborhood.

Councilmember Whittum verified with Planning Officer Ryan that resident concerns over adopting HH zoning appears to be in opposition to further restrictions over the ability to make modifications to their homes.

Councilmember Hamilton verified the Eichler guidelines will come before Council at a future meeting, regardless of what is approved for this zoning, as the guidelines pertain to approximately 1,000 homes within Sunnyvale.

Public hearing opened at 10:09 p.m.

Wilma Anderson spoke in support of adopting the HH district.

Margaret Klugherz stated she is against HH zoning for the Fairorchard neighborhood.

Norma Marcus verified with Planning Officer Ryan that the HH guidelines would require that the entire exterior of the house follow the character of the neighborhood; whereas, the interior of the home is not required to follow any guidelines. Marcus stated she supports HH zoning for the Fairorchard neighborhood due to the historical significance of the area.

Nelly Lambert stated she supports preserving the character of the neighborhood and is in favor of adopting HH zoning.

Councilmember Swegles disclosed that he has had numerous conversations with Lambert regarding her home located in the Fairorchard neighborhood.

Moses Huang stated he opposes the HH zoning because Eichler homes are poorly insulated and are not seismically safe.

Councilmember Whittum confirmed with Mr. Huang his statement that seismic retrofits on an Eichler would modify the exterior.

Lou Wirtz stated the results that came back to Council regarding support or opposition for an HH district may have been skewed due to a short time frame for responding back to the City. Wirtz stated the restrictions are not specific enough and questioned what protections are being offered. Wirtz questioned whether Council is moving too quickly and should wait for the Eichler design guidelines to see if an HH district is really needed for this area. Wirtz stated he is not in favor of the HH district because there are too many unknowns at this time; however, if the guidelines and restrictions were made clearer, he may support this in the future.

Councilmember Hamilton requested staff respond to Wirtz's concerns. Planning Officer explained the Eichler design guidelines will offer general direction for modification to a home. The HH district would require compliance with the character of the particular neighborhood and would be a little more restrictive than the guidelines and offers protection for the character of the neighborhood.

Tracy Tripp Meyer stated she is a resident of the Southwood neighborhood and is against adoption of the HH district because it would restrict what could be done to their home. Meyer stated support for the staff recommendation to not include the Southwood neighborhood in the HH district.

Public hearing closed at 10:34 p.m.

MOTION: Councilmember Swegles moved and Councilmember Hamilton seconded to approve Alternatives 1b and 2a:

Alternative 1b) Southwood Neighborhood – Do not take any action.

Alternative 2a) Fairorchard Neighborhood – The neighborhood be rezoned from R-1/A to R-1/S/HH and listed locally in the Heritage Resources Inventory.

Councilmember Howe verified with Planning Officer Ryan that solar panels have protection from the state and therefore a homeowner could install solar panels in a HH district.

Councilmember Howe verified with Planning Officer Ryan that the building code would likely take priority over a historical designation; however, there are some exceptions in the building code for historical properties.

Councilmember Howe verified with Planning Officer Ryan that staff has not explored in

detail what type of modifications would be necessary for structural upgrades for seismic purposes. Director Hom stated staff needs to review the guidelines to see what flexibility would be needed in order to achieve both the seismic requirements as well as balance the guidelines for Eichler homes.

Councilmember Chu inquired if staff has changed their original recommendation since additional opposition to the HH district has been received. Planning Officer Ryan stated staff has not changed their position; however, if there had been a significant amount of responders, staff may have conferred regarding the staff recommendation.

Councilmember Whittum stated he does support the staff recommendation for Southwood but he opposes the motion because he would like to first review the Eichler guidelines. Councilmember Whittum stated if the Fairorchard neighborhood supports the HH designation by a majority after the Eichler guidelines have been reviewed, he would then support a zoning change.

Councilmember Hamilton stated she supports the motion and spoke in favor of designated districts. Councilmember Hamilton explained that a HH designation does provide protections from tearing houses down and rebuilding homes that are not in character of the neighborhood. Councilmember Hamilton explained that she lives in a heritage designated neighborhood and the designation has not affected the property values in her area at all.

Councilmember Chu stated he agrees with the staff recommendation for Southwood but is not sure about adopting the HH designation for Fairorchard. Councilmember Chu stated the Eichler design guidelines that will be reviewed by Council may offer the same purpose as the HH intent without being as restrictive. Councilmember Chu stated he supports delaying a decision on the Fairorchard neighborhood until the design guidelines have been reviewed.

VOTE: 2-4 (Councilmember Whittum, Mayor Spitaleri, Councilmembers Chu, Howe dissented, Moylan recused)

MOTION failed.

MOTION: Councilmember Whittum moved and Councilmember Chu seconded to approve Alternatives 1b and 2b.

Southwest Neighborhood

Alternative 1b) Do not take any action.

Fairorchard Neighborhood

Alternative 2b) Do not take any action.

Councilmember Chu offered a friendly amendment to remove alternative 2b from the motion and instead continue taking action on the Fairorchard neighborhood after the design guidelines have been adopted.

Councilmember Whittum accepted the friendly amendment.

Director Hom suggested moving action on the Fairorchard neighborhood to the same Council meeting that the design guidelines will be adopted.

Councilmembers Whittum and Chu accepted staff's suggestion.

Restated MOTION: Councilmember Whittum moved and Councilmember Chu seconded to approve Alternative 1b.

Southwest Neighborhood
Alternative 1b) Do not take any action.

with

Council to take action on the Fairorchard neighborhood at the same meeting in which the Eichler design guidelines will be presented for adoption.

Councilmember Howe expressed support for the motion and stated he is in favor of reviewing the guidelines prior to making a decision on any zoning change for the Fairorchard neighborhood. Councilmember Howe stated questions regarding seismic retrofitting will be answered by waiting to review the guidelines.

Councilmember Swegles stated he will not support the motion.

Councilmember Whittum verified with Director Hom that the Fairorchard residents will be informed of the continued hearing. Councilmember Whittum stated that he includes re-noticing of the Fairorchard residents of the continued hearing on this item as part of his motion.

Restated MOTION: Councilmember Whittum moved and Councilmember Chu seconded to approve Alternative 1b.

Southwest Neighborhood

Alternative 1b) Do not take any action.

with

- Council to take action on the Fairorchard neighborhood at the same meeting in which the Eichler design guidelines will be presented for adoption, and
- Fairorchard residents shall be noticed of the continued hearing on this item.

VOTE: 5-1 (Councilmember Swegles dissented, Vice Mayor Moylan recused)

Vice Mayor Moylan returned to the dais at 10:50 p.m.

Attachment 3

ORDINANCE NO. _____

AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF SUNNYVALE AMENDING THE PRECISE ZONING PLAN, ZONING DISTRICTS MAP, TO REZONE CERTAIN PROPERTY LOCATED IN THE FAIRORCHARD NEIGHBORHOOD AS DEFINED BY THE STREETS HELENA WAY, WRIGHT AVENUE, WEST HOMESTEAD ROAD, AND BORDERED BY CUPERTINO MIDDLE SCHOOL FROM R-1/S (LOW-DENSITY RESIDENTIAL/SINGLE STORY) TO R-1/S/HH (LOW-DENSITY RESIDENTIAL/SINGLE STORY/HERITAGE HOUSING) ZONING DISTRICT

THE CITY COUNCIL OF THE CITY OF SUNNYVALE DOES ORDAIN AS FOLLOWS:

SECTION 1. AMENDMENT OF PRECISE ZONING PLAN. The Precise Zoning Plan, Zoning Districts Map, City of Sunnyvale (Section 19.16.050 of the Sunnyvale Municipal Code) hereby is amended in order to include certain properties within the R-1/S/HH (Low-Density Residential/Single Story Combining District/Heritage Housing) Zoning District which properties are presently zoned R-1/S (Low-Density Residential/Single Story) Zoning District. The location of the properties is set forth on the scale drawing attached as Exhibit "A."

SECTION 2. CEQA EXEMPTION. The City Council hereby determines that this action is exempt from California Environmental Quality Act provisions. This project is exempt from CEQA as it has no potential for causing a significant effect on the environment.

SECTION 3. EFFECTIVE DATE. This ordinance shall be in full force and effect thirty (30) days from and after the date of its adoption.

SECTION 4. PUBLICATION. The City Clerk is directed to cause copies of this ordinance to be posted in three (3) prominent places in the City of Sunnyvale and to cause publication once in The Sun, the official newspaper for publication of legal notices of the City of Sunnyvale, of a notice setting forth the date of adoption, the title of this ordinance, and a list of places where copies of this ordinance are posted, within fifteen (15) days after adoption of this ordinance.

Introduced at a regular meeting of the City Council held on _____, 2009, and adopted as an ordinance of the City of Sunnyvale at a regular meeting of the City Council held on _____, 2009, by the following vote:

AYES:
NOES:
ABSTAIN:
ABSENT:

ATTEST:

APPROVED:

City Clerk
Date of Attestation _____

Mayor

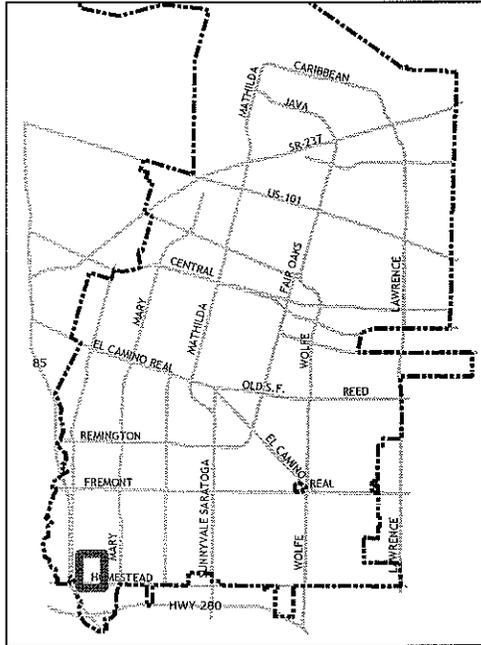
(SEAL)

APPROVED AS TO FORM AND LEGALITY:

David E. Kahn, City Attorney

EXHIBIT A

City Overview



500 Feet

Fairorchard Neighborhood
54 homes



