

CITY OF WEST COVINA

Historic Context Statement, 1945-1978 & Historic Resource Inventory Update



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Prepared for:



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City of West Covina
Historic Resource Inventory Update

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- 1. HRI Update, DPR forms, individual properties identified in 2006 survey as eligible for listing on National or California Register
- 2. HRI Update, DPR forms, Individual properties identified in in 2006 survey as eligible for listing on a local register
- 3. HRI Update, DPR forms, Sunkist Village update
- 4. Survey Results, DPR forms, properties evaluated as eligible for listing, 2019
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Executive Summary

This *City of West Covina Historic Context Statement, 1945-1978, and Historic Resource Inventory Update* report presents the results of a project that updated the City's existing historic context statement (HCS); reviewed properties previously identified for historical significance; and identified, citywide, properties from 1945 to 1978 that have historical significance. The City of West Covina commissioned this project to inform and implement their General Plan Policy updates. The information generated from the Historic Resources Inventory (HRI) Update will also assist in the identification of potential historical resources dating from 1945 to 1978. The survey was conducted by GPA Consulting under the guidance of the City of West Covina Community Development Department, Planning Division. Fieldwork and research for the project took place from October 2018 to August 2019.

The first component of the project was to review properties constructed before 1946 that were identified in a previous, 2006 study as potential historical resources. GPA identified and documented physical changes to the properties and their surroundings since the last survey. The findings were documented on update forms, which are included as an attachment to this report (Attachments 1, 2, and 3). The second component of the project was to update and expand the City's Historic Context Statement to include historic themes and architectural styles for the period between 1945 and 1978. GPA conducted a citywide, reconnaissance-level survey of properties within the City constructed during the period. This survey fieldwork, supplemented by archival research, was used to develop a Historic Context Statement for the period between 1945 and 1978. The Historic Context Statement describes the broad patterns of development in the City, organized by period and theme. For each theme, associated property types and registration requirements are defined to identify and evaluate the significance and physical integrity of potential historical resources.

Following the reconnaissance survey, the GPA project team and city staff agreed upon a list of 90 properties that warranted further evaluation as potential historical resources based upon the themes outlined in the Historic Context Statement. No residential tracts were identified for further research and evaluation due to lack of integrity. GPA researched and evaluated properties according to the established designation criteria for listing in the National Register of Historic Places (National Register), California Register of Historical Resources (California Register), and as a City of West Covina landmark or historic district. The evaluation of each property included an analysis of its significance and integrity based upon the eligibility standards outlined for each property type in the Historic Context Statement. Following initial research, properties that merited a full evaluation were documented on California Department of Parks and Recreation (DPR 523) forms and are included as Attachments 4 and 5 of this report.



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Following a thorough process to identify historical resources in the City of West Covina, GPA identified a relatively low yield of potential historical resources representing the period between 1945 and 1978. Of the properties evaluated, a total of 15 properties appear to be eligible for individual landmark designation. Of these, 11 properties were identified as potentially eligible under national, state, and local designation programs. These properties were given a status code of 3S/3CS/5S3 or 3S/3CS/5B. Four properties were identified as potential local City of West Covina landmarks and given a status code of 5S3. The West Covina Civic Center, with multiple buildings in a planned campus, was documented as a potential historic district and was determined eligible for local listing. Contributing buildings in this district were assigned a status code of 5D3. West Covina City Hall was determined eligible for listing under the national, state, and local designation program individually and as a contributing feature of the Civic Center district.

Attached to this document are seven appendices and four attachments. The appendices provide summary tables of findings, research, and references.

- HRI Update, 2019
 - **Appendix A** includes information for individual properties identified in the previous survey as potentially eligible for listing on National or California Register.
 - **Appendix B** includes information for individual properties identified in the previous survey as potentially eligible for listing on a local register.
 - **Appendix C** includes information for properties contributing to the Sunkist Village Historic District.
- Survey Results, 2019
 - **Appendix D** includes information on properties constructed between 1945 and 1978 that were evaluated by GPA. This is divided into two tables: properties evaluated as eligible for listing and properties that are ineligible for listing.
- **Appendix E** includes a glossary of preservation terminology used throughout this report and the accompanying evaluations.
- **Appendix F** provides a list of postwar residential builders and developers who worked in West Covina during the period of GPA's study, as well as associated architects and residential developments or tracts. It is by no means a complete or comprehensive list and is included for informational purposes only. It may be added to and used to prepare detailed evaluations in the future.
- **Appendix G** is the historic preservation ordinance for the City of West Covina.



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Attachments to the document include evaluation and update forms. The attachments include DPR forms and continuation sheets for five subsets of properties:

- **Attachment 1:** HRI Update, DPR forms, Individual properties identified in the previous survey as eligible for listing on National or California Register
- **Attachment 2:** HRI Update, DPR forms, Individual properties identified in the previous survey as eligible for listing on a local register
- **Attachment 3:** HRI Update, DPR forms, Sunkist Village update
- **Attachment 4:** Properties evaluated as eligible for listing, DPR forms, 2019 (Source: GPA)
- **Attachment 5:** Properties evaluated as not eligible for listing, DPR forms, 2019 (Source: GPA)

Introduction

Purpose

The population of the West Covina grew dramatically in the 1950s and 1960s. Once a small agricultural community bisected by Highway 99, the City became a densely developed suburban residential community and retail center following World War II and the replacement of the highway with Interstate-10 (I-10). The resulting population boom required the construction of housing and associated services, institutions, and infrastructure to accommodate the denser population. As a result, the built environment of West Covina includes numerous buildings and other property types representing a variety of styles and forms popular during this postwar era.

The City of West Covina commissioned this report to implement their General Plan Policy updates and to assist in the identification and protection of potential historical resources dating from 1945 to 1978. The Historic Context Statement, survey, and accompanying recommendations are part of the City's effort to ensure potential historical resources from this period are identified and evaluated using a consistent and efficient methodology that considers the eligibility of properties in the overall historical context of the postwar development and architecture of West Covina.

The Historic Context Statement section of this report describes the broad patterns of development in the area during the postwar era, organized by period and theme. It is followed by a section identifying associated property types and registration requirements. This section will aid in the City's ongoing efforts to identify historical resources. As a whole, these sections provide a general framework for evaluating the historic significance of buildings, structures, objects, sites, and districts from the years 1945 to 1978.

This report also provides findings of a citywide reconnaissance-level survey of properties within the City constructed prior to 1978. The survey fieldwork, supplemented by archival research, was used to develop the context statement and evaluate the historic significance and physical integrity of potential historical resources.

GPA also reviewed properties constructed prior to 1945 that were previously identified as potential historical resources in a citywide historic resource survey completed in 2006. The survey team determined if the properties still appeared eligible as historical resources (Appendices A, B, and C/Attachments 1, 2, and 3).

The conclusions and recommendations from this study provide suggestions to meet the City's specific goals and objectives regarding historical resources for future planning.

Goals & Objectives

The objective of the *City of West Covina Historic Context Statement, 1945-1978, and Historic Resource Inventory Update* is to gain a better understanding of the City's postwar past, identify its postwar resources, and review prewar resources identified in a previous survey. These goals reflect West Covina's commitment to planning and build on past efforts to ensure that the historical resources significant in the City's history are identified. With these goals in mind, the City hired GPA Consulting to update their Historic Context Statement and conduct a historic resource survey for compliance with the California Environmental Quality Act (CEQA) and in accordance with best practices in the field. Our approach to the project is outlined below.

Methodology & Scope of Study

The *City of West Covina Historic Context Statement, 1945-1978, and Historic Resource Inventory Update* was completed in several phases. All phases of the project followed professional practices outlined in the Secretary of Interior's Standards and Guidelines for Historic Preservation and *National Register Bulletin #24, Guidelines for Local Survey: A Basis for Preservation Planning*.

The specific methodology employed to complete this project included the following:

Meeting with City Staff

The project team met with City staff to identify the specific needs of the Historic Context Statement and historic resource inventory update and to gather information on previous studies and known historical resources. The project manager clarified the goals for the City and reviewed the project scope and schedule.

Meeting with Local Historians

GPA met with members of the West Covina Historical Society to discuss recommendations for properties to research; identify names of local architects of significance; and receive general research advice.

Reconnaissance Survey

A reconnaissance survey includes a "once over" inspection of a community or neighborhood. Reconnaissance surveys are used to inform the development of a context statement. They also form the basis for more intensive, detailed survey, documentation, and evaluation efforts.

The project team conducted a reconnaissance-level survey of the City of West Covina, concentrating on properties constructed between 1945 and 1978. Approximately 21,172



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parcels in the City – about 80% of the City – have buildings constructed before 1978. The project team digitally photographed and took field notes on properties that appeared architecturally significant; appeared to be representative of the postwar period of development; or appeared to be potential historic districts. Observations during the reconnaissance-level survey were used to develop the relevant themes for the Historic Context Statement. Following the reconnaissance survey, notes were reviewed, and properties were identified for further research, evaluation, and possible documentation. Property-specific research was conducted only for these properties (listed in Appendix D).

Existing Information and Contextual Research

The project team collected and reviewed existing information on the area.¹ Archival research was conducted at the West Covina Historical Society (Sources included locally published historical research, historic photographs, historical documents, and newspaper clippings) and West Covina Public Library Local History Collection (Sources included directories, historic photographs, historical documents, and newspaper clippings). The Avery Index to Architectural Periodicals was consulted for information on architects, styles, and noteworthy buildings in the West Covina area. The California Index database, available through the Los Angeles Public Library, was also searched for relevant information. Parcel Quest, an online database of parcel information, was used to research dates of construction for buildings identified during the reconnaissance survey. This information was used as a foundation for developing the historic context for the City.

Historic Context Statement

A historic context statement is a technical document that consists of specific sections recommended by the Secretary of the Interior in *National Register Bulletin #24*. The bulletin defines a historic context as a body of information about historic properties organized by theme, place, and time. Historic context is linked to tangible historical resources through the concept of a property type. A property type is a group of individual properties that share physical or associative characteristics. A historic context statement provides a framework for determining the relative significance of properties and evaluating their eligibility for landmark designation.

A historic context statement was developed for the City of West Covina, 1945-1978. Research sources for the context statement are cited throughout. The general reference material and reconnaissance survey were used to identify the significant themes and property types. An outline and bibliography were submitted to City staff for comments and were revised accordingly. Once the reconnaissance survey was completed, GPA

¹ Please see Bibliography for a complete list of sources consulted for this project.



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expanded the historic context to establish new themes and represented property types that are extant within the City. Eligibility requirements and integrity thresholds were developed based upon the reconnaissance survey using local, state, and national landmark and historic district designation criteria. Themes were only developed for the events, trends, periods, and architectural styles relevant to the postwar period.

Evaluation & Documentation

The properties identified as potential historical resources in the reconnaissance survey were evaluated according to the criteria for national, state, and local landmark and historic district designation programs. GPA assigned California Historical Resource Status Codes based upon the registration requirements developed in the historic context statement. State inventory forms were prepared based upon the standards established by the California Office of Historic Preservation (OHP), Instructions for Recording Historical resources (1995). The list of properties to be evaluated was agreed upon by GPA and City staff in advance. Statements of significance were keyed to the themes addressed in the Historic Context Statement.

Properties were evaluated based on their potential significance under the criteria for designation as well as an analysis of their integrity. The integrity analysis was based upon visual observation (from public right-of-way) and guided by research, including building permits (where available), historic photographs, aerial photographs, and newspaper articles. The seven aspects of integrity (detailed in the Criteria for Evaluation section below) were considered. The analysis considered the age of the resource and the number of extant examples identified during the course of fieldwork. It was permissible for those property types that were rare to exhibit a lower level of integrity than it was for those that were more common. Not all properties identified for further research were evaluated as potentially eligible historical resources.

Special Approach for School Property Type

Like many communities developed during the postwar era, West Covina's schools were constructed following standardized plans in response to the need for rapid construction. Though physically separated, all the public schools were developed as part of the same building program and as a property type, were best evaluated as a group. GPA included evaluations for all the public schools in West Covina from the postwar period.

Public Outreach for Properties Associated with Private Institutional Development

GPA performed public outreach for a number of properties associated with the theme of Private Institutional Development. Institutions often keep detailed records of their own history. Thus, where research sources were limited, the project team mailed letters to organizations requesting information on the history of the institution and its association with the subject property.

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Previously Identified Properties

As part of the Historic Resources Inventory Update, GPA photographed and prepared update forms for all properties identified in previous surveys of historical resources. GPA did not re-evaluate properties for significance. The update forms were prepared based on field observation of buildings. GPA used the following methodology for recommendations. For more information on status codes, please see the Criteria for Evaluation. Update forms are included as Attachments 1, 2, and 3.

- If the property appeared not to be altered since the previous evaluation, no changes were recommended.
- If the property appeared to be substantially altered since the previous evaluation, the status code was changed accordingly.
- If the extent of possible changes to the property could not be observed, the status code was changed to 7R.

Final Report

The results of all the tasks outlined above were synthesized into this final report, which includes the Historic Context Statement, recommendations, appendices, and attachments.

Team

The project was contracted to GPA Consulting (GPA), who prepared the Historic Context Statement, as well as the accompanying recommendations, evaluations, and appendices. The GPA team consisted of Teresa Grimes, Allison M. Lyons, Audrey von Ahrens, Amanda Yoder Duane, and Elysha Paluszek, all of whom meet the Secretary of the Interior's Professional Qualifications Standards. Anni Nieminen was an intern with GPA and assisted with fieldwork and data management. City staff from the Community Development Department, led by Jeff Anderson, guided the project. Local historians and planners, including Miriam and Forrest Tennant, provided thoughtful comments and graciously shared valuable research.

Criteria for Evaluation

This project evaluated properties constructed between 1945 to 1978 as potential historical resources. Historical resources may include buildings, structures, sites, objects, and historic districts. The Historic Context Statement section of this report includes registration requirements based on the criteria set forth in the National Register of Historic Places (National Register), California Register of Historical Resources (California Register), and the City of West Covina Historic Resource Preservation Ordinance. Thus, an understanding of each of these designation programs is critical to using and interpreting this document. The following is a discussion of each of the programs.

National Register of Historic Places

The National Register is “an authoritative guide to be used by federal, state, and local governments, private groups and citizens to identify the nation’s cultural resources and to indicate what properties should be considered for protection from destruction or impairment.”²

Criteria

To be eligible for listing in the National Register, a property customarily must be at least 50 years of age and possess significance in American history and culture, architecture, or archaeology. A property of potential significance must meet one or more of four established criteria:³

- A. Associated with events that have made a significant contribution to the broad patterns of our history; or
- B. Associated with the lives of persons significant in our past; or
- C. Embody the distinctive characteristics of a type, period, or method of construction or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- D. Yield, or may be likely to yield, information important in prehistory or history.

² Title 36 Code of Federal Regulations Part 60.2.

³ Title 36 Code of Federal Regulations Part 60.4.

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Physical Integrity

Integrity is the ability of a property to convey its significance. To be listed in the National Register, a property must not only be shown to be significant under one or more of the criteria, but it also must have integrity. The evaluation of integrity is grounded in an understanding of a property's physical features and how they relate to its significance. The California Office of Historic Preservation utilizes the same aspects of integrity as the National Register.

Historic properties either retain integrity (that is, convey their significance) or they do not. Within the concept of integrity, the National Register criteria recognize seven aspects or qualities that, in various combinations, define integrity. These seven aspects include location, setting, design, materials, workmanship, feeling, and association. To retain historic integrity a property will always possess several, and usually most, of the seven aspects. The retention of specific aspects of integrity is paramount for a property to convey its significance. Determining which of these aspects are most important to a particular property requires knowing why, where, and when the property is significant. The seven aspects of integrity are defined as follows:

- *Location* is the place where the historic property was constructed or the place where the historic event occurred.
- *Design* is the combination of elements that create the form, plan, space, structure, and style of a property.
- *Setting* is the physical environment of a historic property.
- *Materials* are the physical elements that were combined or deposited during a particular period of time and in a particular pattern or configuration to form a historic property.
- *Workmanship* is the physical evidence of the crafts of a particular culture or people during any given period in history or prehistory.
- *Feeling* is a property's expression of the aesthetic or historic sense of a particular period of time.
- *Association* is the direct link between an important historic event or person and a historic property.

Criteria Considerations

Ordinarily, certain types of properties are not be considered eligible for the National Register.⁴ These types of properties can be eligible for listing, however, if they meet special requirements called Criteria Considerations in addition to meeting the regular requirements.⁵ There are six Criteria Considerations, two were relevant to this project. The first is Criteria Consideration A, which applies to buildings used for religious purposes. Criteria Consideration A clarifies that a religious property deriving primary significance from architectural or artistic distinction or historical importance may be eligible. The second is Criteria Consideration G, for properties less than 50 years of age. Fifty years is generally recognized as a sufficient amount of time needed to develop historical perspective and to evaluate significance. A property less than 50 years of age may be eligible for the National Register if it is of exceptional importance.⁶ Demonstrating exceptional importance requires the development of a Historic Context Statement for the resource being evaluated, a comparative analysis with similar resources, and scholarly sources on the property type and historic context.

California Register of Historical Resources

In 1992, Governor Wilson signed Assembly Bill 2881 into law establishing the California Register of Historical Resources. The California Register is an authoritative guide used by state and local agencies, private groups and citizens to identify historical resources and to indicate what properties are to be protected, to the extent prudent and feasible, from substantial adverse impacts.

The California Register consists of properties that are listed automatically as well as those that must be nominated through an application and public hearing process.⁷ The California Register automatically includes the following:

- California properties listed in the National Register and those formally Determined Eligible for the National Register;
- California Registered Historical Landmarks from No. 0770 onward; and

⁴ This includes: cemeteries, birthplaces, graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings, properties primarily commemorative in nature, and properties that have achieved significance within the past 50 years.

⁵ *National Register Bulletin # 15: How to Apply the National Register Criteria for Evaluation* (Washington D.C.: National Park Service, 2002).

⁶ *National Park Service, National Register Bulletin # 15, 2.*

⁷ Public Resources Code Section 5024.1.

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- Those California Points of Historical Interest that have been evaluated by the Office of Historic Preservation (OHP) and have been recommended to the State Historical Resources Commission for inclusion on the California Register.

Criteria

The criteria for eligibility of listing in the California Register are based upon National Register criteria, but are identified as 1-4 instead of A-D. To be eligible for listing in the California Register, a property must be at least 50 years of age and possess significance at the local, state, or national level, under one or more of the following four criteria:

1. It is associated with events that have made a significant contribution to the broad patterns of local or regional history, or the cultural heritage of California or the United States; or
2. It is associated with the lives of persons important to local, California, or national history; or
3. It embodies the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values; or
4. It has yielded, or has the potential to yield, information important in the prehistory or history of the local area, California, or the nation.

Historical resources eligible for listing in the California Register may include buildings, sites, structures, objects, and historic districts. Resources less than 50 years of age may be eligible if it can be demonstrated that sufficient time has passed to understand its historical importance. While the enabling legislation for the California Register is less rigorous with regard to the issue of integrity, there is the expectation that properties reflect their appearance during their period of significance.⁸

State Office of Historic Preservation Survey Methodology

The evaluation instructions and classification system prescribed by the State Office of Historic Preservation (OHP) in its Instructions for Recording Historical Resources provide a Status Code for use in classifying potential historical resources. In 2003, the Status Codes were revised to address the California Register. These Status Codes are used statewide in the preparation of historic resource surveys and evaluation reports. The first code is a number that indicates the general category of evaluation. The second code is a letter that indicates whether the property is separately eligible (S), eligible as part of a district (D), or both (B). If a property is eligible for the California Register, but not the National Register, a “C” precedes the S, D, or B code. There is sometimes a third

⁸ Public Resources Code Section 4852.



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code that describes some of the circumstances or conditions of the evaluation. The general evaluation categories are as follows:

1. Listed in the National Register or the California Register.
2. Determined eligible for listing in the National Register or the California Register.
3. Appears eligible for listing in the National Register or the California Register through survey evaluation.
4. Appears eligible for listing in the National Register or the California Register through other evaluation.
5. Recognized as historically significant by local government.
6. Not eligible for listing or designation as specified.
7. Not evaluated or needs re-evaluation.

The specific Status Codes applied in evaluations as part of this project are as follows:

Status Code	Description
3S	Appears eligible for NR as an individual property through survey evaluation.
3CS	Appears eligible for CR as an individual property through survey evaluation.
5D3	Appears to be a contributor to a district that appears eligible for local listing or designation through survey evaluation.
5S3	Appears to be individually eligible for local listing or designation through survey evaluation.
6Z	Found ineligible for NR, CR or Local designation through survey evaluation.
7N	Needs to be reevaluated.
7N1	Needs to be reevaluated - may become eligible for NR w/restoration or when meets other specific conditions.
7R	Identified in Reconnaissance Level Survey: Not evaluated.

West Covina Landmark and Historic District Designation Criteria

Chapter 17, Article III of City of West Covina Municipal Code, commonly known as the City’s Historic Resource Preservation Ordinance, identifies the criteria under which an individual resource or historic district may be designated in the City. A historic resource may be designated a landmark, and an area may be designated a historic district, if it meets one (1) or more of the following criteria:

- A. It exemplifies or reflects special elements of the City’s cultural, social, economic, political, aesthetic, engineering, or architectural history; or
- B. It is identified with persons or events significant in local, regional, state or national history; or



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- 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; or
- D. It is representative of the notable work of a builder, designer, or architect; or
- E. It has a unique location or physical characteristic(s) or represents an established and familiar visual feature or landmark of a neighborhood, community, or the City.

Historical Resources eligible for listing in the City of West Covina may include buildings, sites, structures, objects, and historic districts that reflect special elements of the City's architectural, artistic, cultural, historical, political, and social heritage.

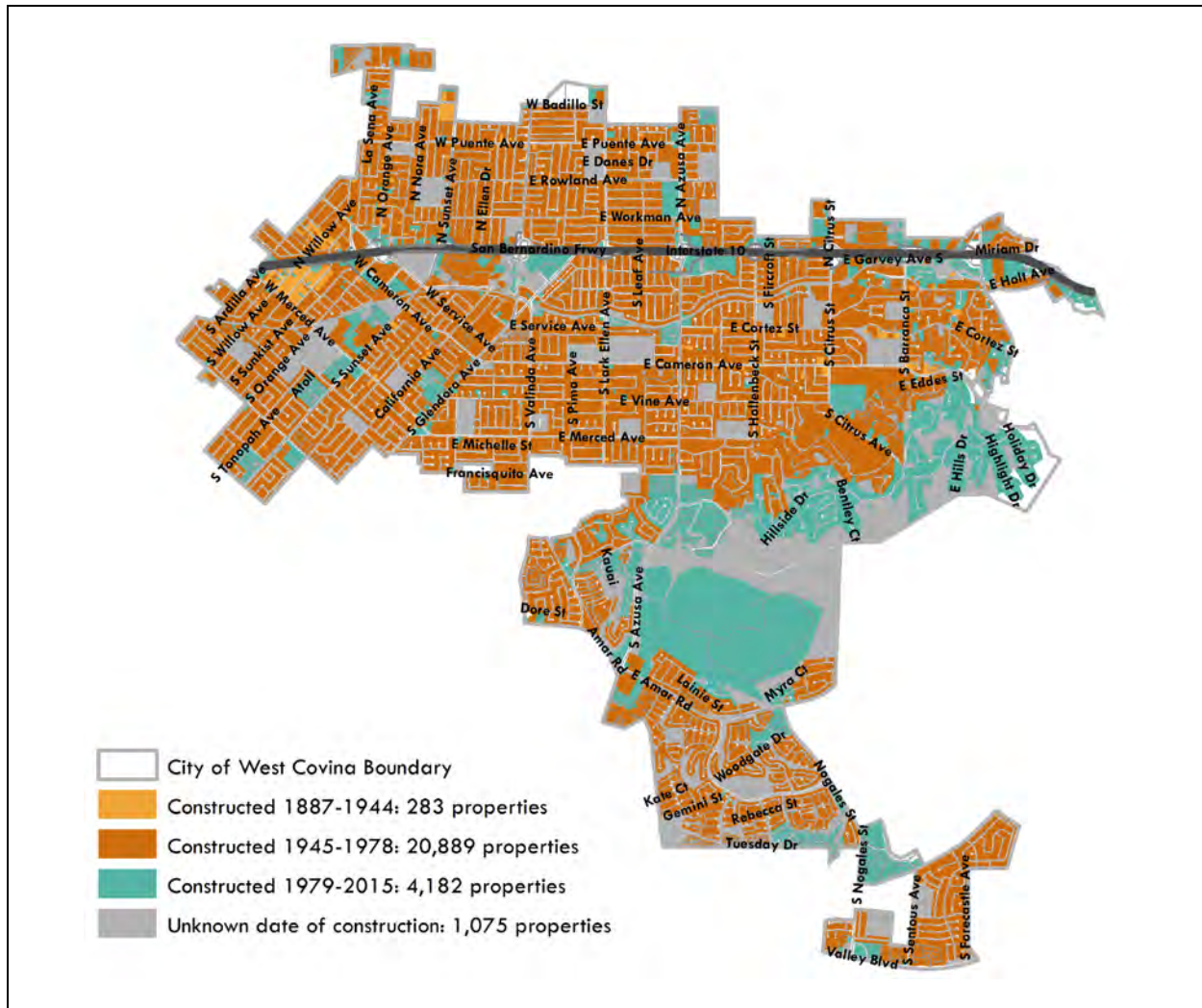
To be eligible for consideration as a landmark, or individual historic resource, a property must be at least 50 years old, with the exception that a historic resource of at least 30 years of age may be eligible if the planning commission determines that the resource is exceptional, or that it is threatened by demolition, removal, relocation, or inappropriate alteration.⁹ Only property owners may nominate their properties for designation; a property cannot be designated a landmark without property owner consent.

Property owners may nominate a historic district for local designation. The district boundary will not include any properties with owners who object to the designation. Additionally, to be eligible for consideration as a historic district, at least 75 percent of the buildings in the proposed historic district (excluding accessory buildings) must be at least 50 years old. No more than 25 percent of the buildings in the proposed district (excluding accessory buildings) may be noncontributing buildings.¹⁰

⁹ City of West Covina Municipal Code, Ord. No. 2173, §1, Sec. 17-122.

¹⁰ City of West Covina Municipal Code, Ord. No. 2173, §1, Sec. 17-124.

City Layout Overview



Street Grid

West Covina has a unique and irregular street grid, which can roughly be divided from east to west at Glendora Avenue. East of Glendora Avenue, the street grid is generally an orthogonal grid, running north-south and aligned with that of the City of Covina. West of Glendora Avenue, the street grid is angled 45-degrees to align with that of the City of Baldwin Park, running diagonally to the east grid. When originally constructed in 1935, Highway 99 was superimposed on top of the two grids to allow for the most direct and convenient route for the automobile. The confluence of the two grids, just south of I-10, is where civic and commercial developments are concentrated.

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Important Milestones, 1923-1978

- 1923: West Covina is incorporated on February 5, 1923 with a population of 535 residents
- 1935: Garvey Boulevard becomes US Highway 99
- 1940: West Covina's population reaches 1,077 residents
- 1941: Developer George Meeker opens a model home to introduce Sunkist Village, the City's first residential subdivision
- 1947 West Covina Planning Commission forms to address the impacts of the early stages of the postwar building boom and to plan for growth
- 1948 West Covina Beautiful, the City's first service organization, is formed and the City's motto "City of Beautiful Homes" is adopted
- 1949 West Covina approves first business zoning with a special procedure requiring property owners to apply for a variance from the Planning Commission
- 1950 West Covina's population reaches 4,499 residents

The West Covina Fire Department is established
- 1951 The Recreation and Parks Commission is established as a joint program between the cities of Covina and West Covina
- 1952 West Covina Center, the City's first planned shopping district, is completed
- 1953 A new zoning ordinance increases the minimum square feet of single-family homes from 1,050-square-feet to 1,200-square-feet
- 1955 Interstate-10 (I-10) San Bernardino Freeway through West Covina is completed

Eastland Shopping Center, the area's first regional shopping mall, opens
- 1956 Civic Center Master Plan is completed by architectural and engineering firm Albert C. Martin & Associates



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Honeywell, one of West Covina's largest employers, opens an industrial production center (demolished)

1957 Final year population growth is above 10%, signaling the end of the boom years

1958 The West Covina Parks and Recreation Department is established

George Aiassa hired as city manager

1960 West Covina's population reaches 50,645 residents

West Covina Unified School District is established

1962 "Headquarters City," a new city slogan, is adopted to align with a new vision of the city as a center for shopping, business, medical, and government services

1964 West Covina City Council creates and approves R-4 zoning to allow denser residential development of 45 units per acre and high-rise apartments up to five stories

1969 The West Covina Civic Center is completed with the construction of the City Hall and Police Department

1973 West Covina Fashion Plaza shopping mall opens

1971 West Covina Redevelopment Agency forms

1975 Eastland Shopping Center is enclosed as part of "revitalization" efforts

Historic Context Statement

West Covina is a city shaped by the development patterns of the mid-twentieth century. The City of West Covina incorporated in 1923 with approximately 507 residents who banded together to maintain local control of their land. They were primarily interested in preventing the City of Covina from establishing a sewage facility adjacent to their land. The City remained primarily agricultural until the decades following World War II. Between 1950 and 1960, West Covina was America's fastest growing city, with the population increasing 1,000 percent from less than 5,000 people in 1945 to more than 50,000 citizens in 1970.¹ As the population grew, new developments and projects were completed across the city. The following subsections provide an overview of the development of West Covina from its agricultural origins to 1978.¹¹

Community Beginnings

In the mid-nineteenth century, the area that would become the City of West Covina was part of La Puente Rancho, a cattle ranch owned by Don Pio Pico, the last governor of California under Mexican rule.¹² Pico sold the ranch to William Workman and John Rowland in 1854.¹³ Thirty years later, Workman's portion was sold to E.J. "Lucky" Baldwin. During this period, growth occurred across the San Bernardino Valley, fueled by the arrival of the Southern Pacific Railroad in 1869 and later, the Santa Fe Railroad in 1887. The West Covina area grew mostly as an agricultural community during this time. Wheat and walnuts were the primary crops, but walnuts emerged as dominant. By 1905, the area was known as "Walnut Center."¹⁴ After the turn of the century, agriculture became more diversified and flowers and citrus replaced walnut groves. This was in part due to the many Japanese farmers who settled in West Covina, introducing crops and farming techniques familiar to them to the West Covina area. At the turn of the century, West Covina had a small Japanese community, which was noteworthy in that adjacent communities such as Covina remained almost entirely Caucasian throughout the early 1900s.¹⁵

¹¹ The history of West Covina in the century leading up to the postwar period is fully addressed in the *Survey Report and Citywide Historic Context Statement* completed by Historic Preservation Partners for the City of West Covina in 2006.

¹² "Fight for Home Rule Led to Incorporation," *San Gabriel Daily Valley Tribune*, Tuesday, June 3, 1969, 4.

¹³ *Ibid.*

¹⁴ *Ibid.*

¹⁵ Barbara Pronin, *West Covina: Fulfilling the Promise* (Chatsworth, CA: Windsor Publications, 1989), 48.

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In 1901, the Pacific Electric Railway established a commuter rail line through the area, along what had been the Southern Pacific line (parallel to present-day San Bernardino Road). Unlike the pattern of development in other San Gabriel Valley communities, the Pacific Electric Railroad was not associated with pre-World War II residential, commercial, or industrial development in West Covina. This growth was mostly captured by the adjacent towns of Baldwin Park and Covina, located directly along the rail line.

The City of West Covina incorporated on February 5, 1923.¹⁶ At the time, its boundaries were limited to six-and-a-half square miles, though the City would expand substantially in acreage over the next 50 years. It was not until 1935, when Highway 99 was constructed through West Covina, that the city began to develop into a place with urban amenities as gas stations and motels were constructed along the highway.



Figure 1. In the 1930s, the City of West Covina was predominantly orchards, as shown in this panoramic view of West Covina taken in 1932. View looking northwest toward Lark Ellen Avenue. (Source: LAPL)

¹⁶ Historic Preservation Partners, *Citywide Historic Context Statement* (West Covina, CA: 2006).

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The residential growth of West Covina was slow until the 1940s. In 1940, the population had risen to only 1,077, barely doubling since incorporation in 1923.¹⁷ The first signs of major residential growth began in 1941, when West Covina's first residential subdivision, Sunkist Village, was developed. Further residential development stalled with the onset of World War II at the end of 1941. The residential building boom that shaped the City in the second half of the twentieth century and led to patterns of development that characterize the City today began after the war's conclusion.



Figure 2. In the 1940s, this house (demolished) in the Sunkist Village development also functioned as City Hall. (Source: West Covina Historical Society)

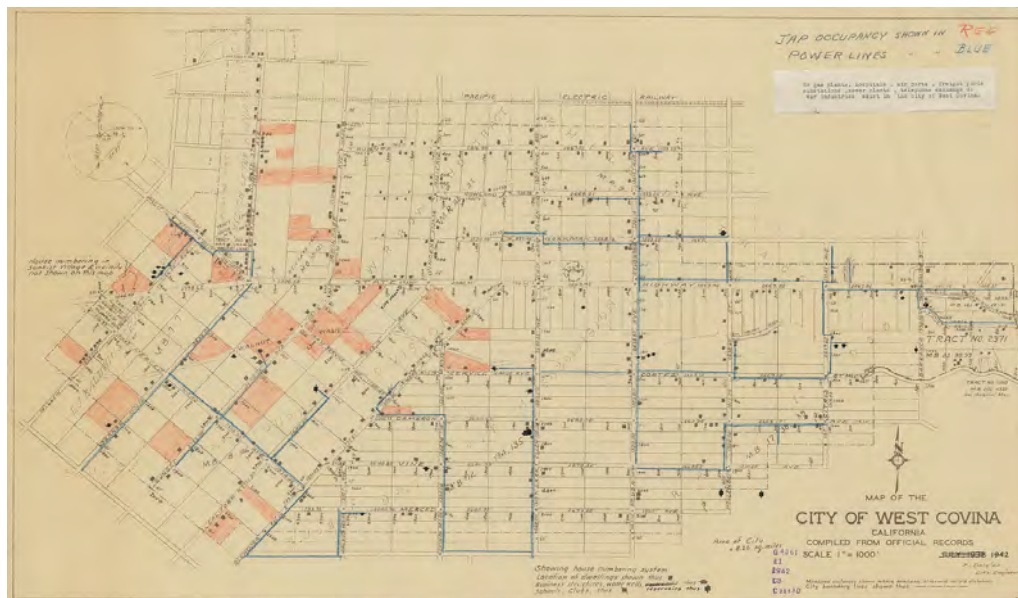


Figure 3. As early as the 1920s, a Japanese community settled in West Covina. Many Japanese farmers owned or rented land west of Glendora Avenue in the northwest portion of West Covina. This map was created in 1942, prior to the internment of West Covina's Japanese citizens. (Source: Calisphere)

¹⁷ Simon Eisner and Associates, *Land Use Report, 1961* (West Covina, CA: 1961), 1.

Postwar Development, 1945-1978

While its roots as an agricultural community date back to the mid-nineteenth century, West Covina is essentially a post-World War II city. Three elements made the area attractive to the real estate developers responsible for the city's growth. First, former agricultural land was available for the development of large housing tracts. Second, the city was centrally located in the San Gabriel Valley. Finally, following the construction of Highway 99, with a route that followed Garvey Avenue and later became the route of the San Bernardino Freeway (a segment of I-10), the city was well-connected to employment and commercial centers throughout the region.

The postwar growth of the city required the local government to assume a more active role in community development. Historian Barbara Pronin identifies the years between 1947 and 1950, as "...a period of flux when the City struggled to find out who and what it was."¹⁸ During this transitional period from an agricultural community to a growing suburb, there was a need for the City to assume a larger role, providing public services and taking an active role in urban planning. West Covina benefited from leaders who commissioned planning studies that identified thoughtful and long-term planning strategies to ensure growth would continue.

The following sections provide an overview of the planning and development of West Covina between 1945 and 1978.

Garvey Avenue

Arroyo Avenue traversed West Covina until 1935. Highway 99 was constructed as Garvey Avenue in 1935 to connect Pomona and Los Angeles. From 1935 to 1955, Garvey Avenue was a four-lane highway.

In 1955, the San Bernardino Freeway or Interstate-10 (I-10), a six-lane freeway with cloverleaf on- and off-ramps, was constructed over Garvey Avenue.

Garvey Avenue was then split into two roads, one on each side of the freeway: Garvey Avenue North and Garvey Avenue South.

In 1972, the San Bernardino Freeway was widened to eight lanes, further reducing the width of Garvey Avenue North and South.

¹⁸ Pronin, *West Covina: Fulfilling the Promise*, 68.

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Suburban Growth Begins, 1945-1951

The plots of land that became available in West Covina with the decline of agriculture, particularly walnut production, in the 1930s and 1940s created an enormous inventory of developable land ideal for the large-scale commercial and housing tract developments. Insects and tree disease began affecting West Covina's walnut groves in the early 1930s but did not decimate the industry. Walnuts remained a profitable, though declining, agricultural product in West Covina through the late 1940s.¹⁹ In the 1930s and 1940s technological advancements in irrigation, fertilizers, and pesticides increased the yield of the walnut groves, but as trees became larger, they became too difficult to harvest.²⁰ Many walnut growers replanted their land with more profitable, and less labor-intensive, citrus trees. Few walnut groves remained after World War II. With the labor shortage during World War II, many walnut growers transitioned to the citrus industry or sold their land to real estate developers.



Figure 4. In 1950, West Covina adopted a city logo with the motto, “City of beautiful homes” (Source: West Covina Historical Society)



IN WEST COVINA—Here's one of new homes in Valinda Square, Ajax Construction Co. project at Vine and Valinda Sts. The new homes are half hidden by walnut trees.
Figure 5. Early 1950s residential subdivisions typically consisted of modest, Minimal Traditional or Ranch style houses, such as this home advertised for the Valinda Square tract in 1951. (Source: Los Angeles Times)

Internment of West Covina's Japanese community also influenced the decline. Japanese farmers controlled a large amount of land west of Glendora Avenue. It is unclear how many Japanese families were able to maintain ownership and production of their land during internment and how many sold or lost their land. By the late 1940s, the decline of agriculture had created large areas of undeveloped land ideal for the development of housing tracts.

¹⁹ Ibid., 54.

²⁰ Ibid.

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Unlike many cities in the San Gabriel Valley, West Covina did not have a main street where early commercial development concentrated. The historic town center of the early twentieth century was south of Orange Avenue and Garvey Boulevard (present day I-10) and consisted only of a blacksmith shop and general store.²¹ Most shopping was done in the adjacent towns of Covina, Baldwin Park, and La Puente. There was little demand for commercial development in West Covina through the 1920s. No plans for a commercial business district were made, even following incorporation in 1923.

The lack of a commercial business district reflected both the absence of demand and a general “hands-off” approach with local government doing little to monitor or stimulate commercial development. After Highway 99 became the primary thoroughfare through West Covina in 1935, residential and commercial buildings were constructed sporadically along Highway 99 without any zoning regulations or planning policies. In the postwar era, federal programs stimulated a demand for single-family homes, but not commercial districts.

When the first wave of large-scale residential developments on former agricultural land took place, builders attempted to regulate themselves. The first subdivisions built between 1945 and 1952 were typically smaller developments compared to later years. These were constructed and sold in units of twenty to fifty houses. While the first unit of houses was being sold, a second unit was being constructed. This process was slow and relatively small scale, but it created a stream of financing for the builders.



Figure 6. In the 1950s, West Covina Fire House No. 1 was established in a converted ranch building located near the center of the City, undated (Source: West Covina Historical Society)

The scale of development increased substantially in the early 1950s and the federal government’s standards began to influence the shape of West Covina’s residential neighborhoods. Builders followed the guidelines set forth by the Federal Housing Administration (FHA) program created before the war by the National Housing Act of

²¹ Ibid., 36.



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1934.²² In order to attract financing and buyers for their projects, builders typically needed FHA approval of their plans. The FHA would insure loans at low interest rates for homes that met certain guidelines. Because the FHA increased the pool of potential buyers with low-interest loans, builders constructed homes to the FHA guidelines. In addition to FHA financing, the Servicemen's Readjustment Act of 1944 (more commonly known as the G.I. Bill) included a mortgage guarantee program for veterans. Many of the new residents who came to West Covina after World War II were veterans using the G.I. Bill to purchase homes. The homes were marketed as affordable family homes, typically designed in Minimal Traditional, and later, Ranch styles. They were set back from the street with large front and rear yards, and a single-car garage with a front driveway.

Residential development drew new families to the area and triggered an urgent need to build community services and commercial areas to accommodate future population growth. This was immediately apparent in the sudden rise in the school-age population that could not be accommodated in the prewar school buildings. The elementary school, the West Covina School, had been constructed in 1909 on Sunset Avenue between Service Avenue (north) and Merced Avenue (south). The original schoolhouse reached capacity as an influx of children from Sunkist Village, a residential development from 1941, enrolled in school. From 1945 to 1949, student enrollment in grades kindergarten through eighth grew from 186 to 479, causing classrooms at the school in West Covina to reach capacity. The short-term solution was to create "annex" classrooms at the Japanese-American Clubhouse.²³ By 1947, it was clear that the City needed to prepare for a growing school-age population. In 1951, a new school, the Sunset School (demolished) was constructed on the site of the original school.²⁴ A second school, the Cameron School (1225 E. Cameron Ave., extant) opened in 1952.²⁵ West Covina High School opened in 1956, using an older building that had belonged to Covina. The school moved to a new campus on Cameron Ave and Fernwood in 1957. The first senior class graduated in 1958, almost exactly eighteen years after Sunkist Village opened.

The City began expanding with the first of a series of annexations in 1947. Between 1947 and 1958, 44 annexations took place and the city grew by 2,700 acres.²⁶ The City

²² Caltrans, "Housing and Metropolitan Growth before World War II," *Tract Housing in California, 1945-1973: A Context for National Register Evaluation* (Sacramento, CA: California Department of Transportation, 2011), 5.

²³ Pronin, *West Covina: Fulfilling the Promise*, 48, 68.

²⁴ "School Bids to be Called," *Los Angeles Times*, May 14, 1951, 26.

²⁵ Pronin, *West Covina: Fulfilling the Promise*, 75.

²⁶ Artie R. Jett, *West Covina Chamber of Commerce* (West Covina, CA: City of West Covina Litho Show Print, 1960), 7.

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formed the West Covina Planning Commission in 1947 to address the impacts of an ongoing postwar building boom and outward growth.²⁷ Like other cities in the San Gabriel Valley, the Planning Commission hired outside planning consultants to study the effects of constructing subdivisions across the city's agricultural areas. The consultants projected a population increase of between 75,000 and 100,000 people. Master plans were studied, and public meetings were held with property owners to discuss setting aside areas for business, neighborhood shopping centers, and highway expansion as the city grew.²⁸ In the following years, the City and its residents created other commissions and organizations to expand the regulations, planning, and services that ensured their vision of West Covina's future could be realized. West Covina Beautiful, the city's first service organization, formed in 1948 and encouraged a new city motto: "City of Beautiful Homes."²⁹ This motto reflected the single-family residential development that would be the focus of West Covina's future.



Figure 7. The first church constructed in West Covina was the Community First Presbyterian Church, 1949 (Source: West Covina Historical Society)

²⁷ Forest Tennant and The Archive Committee, *Remembrances of West Covina Volume 1* (West Covina, CA: The Historical Society of West Covina, 2011), 31.

²⁸ "West Covina Looks Ahead to Avoid Growing Pains, *Los Angeles Times*, October 9, 1955, G1.

²⁹ Tennant, *Remembrances of West Covina*, 32.

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Figure 8. The first medical facility, West Covina Medical Center, was designed in a Mid-Century Modern style in 1949 (Source: West Covina Historical Society)

Institutional development that occurred in the late 1940s and early 1950s primarily supported an expected influx of residents and home buyers. The groundbreaking for the first church in West Covina, Community First Presbyterian Church, occurred in 1949.³⁰ The first medical center, West Covina Medical Center, was announced in 1949.³¹ Voters created the West Covina Fire Department in 1950. Recreation facilities, however, were limited. Outdoor recreational activities such as baseball games and equestrian shows were held at Vaquero Field on the corner of Citrus Avenue and Garvey Boulevard.³² There were no official city parks until the Recreation and Parks Commission was appointed by the City Council in 1951.³³

Planning for a civic center and business district near Orange Avenue and Garvey Boulevard began in 1948. Preliminary plans were completed by Robert Alexander, a Los Angeles-based architect known for designing institutional buildings and planning government centers.³⁴ At this stage, the City was still balancing its transition from an agricultural area. According to the *Los Angeles Times*, Alexander's plans "...provided a type of modern development that allowed each of the 23 property owners in the areas set aside for business use to develop their land gradually, keeping the rest of the land in agriculture."³⁵ Property owners who wished to continue the agricultural use of their

³⁰ "Over 400 Attend Services in New Community Church," newspaper clipping, September 16, 1949. Bin: News Clippings 1945-1960, West Covina Historical Society Archives.

³¹ "Medical Center," newspaper clipping, October 7, 1949. Bin: News Clippings 1945-1960, West Covina Historical Society Archives.

³² Vaquero Field was part of the Batchelder family's private property; Pronin, *West Covina: Fulfilling the Promise*, 77.

³³ West Covina Chamber of Commerce, *West Covina Factbook '66* (West Covina, CA: Civic Publishing Company, 1966), 14.

³⁴ See the Architecture and Planning theme for more information.

³⁵ "Modern Trend Marks Shopping Center Pan," *Los Angeles Times*, September 10, 1948, 12.

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land could do so without increasing their taxes in the manner of those who developed their properties with commercial businesses.³⁶ This meant that growth would start slowly, but steadily. Importantly, individual property owners could determine if and when they wanted to change their properties from agricultural to commercial uses and would face no tax penalties for their choice.

West Covina Center, the City's first planned shopping district, was completed by 1952.³⁷ There was limited commercial development elsewhere in West Covina at the time. Due to the City's eastward growth, West Covina Center and the City Hall were no longer centrally located, but in the northwestern portion of the City.



Figure 9. In 1952, West Covina Center was first constructed as a small commercial strip oriented toward Garvey Avenue (Source: West Covina Historical Society)

By 1950, 27 years after incorporation, West Covina had grown to 5,800 acres and reached a population of 4,500.³⁸ Development was concentrated north of Highway 99, closer to the more densely developed cities of Baldwin Park and Covina. With Baldwin Park to the northwest, Irwindale to the north, and Covina to the northeast, West Covina quickly grew to the south and east along Highway 99 in the following years. Much vacant land remained, particularly in the areas south of Walnut Creek, and would quickly be developed in the boom period of 1952 to 1956.

The Boom Years, 1952-1956

More than 25,000 people moved to West Covina in the short span of four years between 1952 and 1956, increasing the population by more than 500 percent from what it was

³⁶ The details of the plans specified that the first commercial zoning constituted that C-2 and C-3 businesses could be established within the town center upon application for a variance to the Planning Commission or through a subdivision procedure. "West Covina Approves First Business Zoning," *Los Angeles Times*, May 05, 1949, B9.

³⁷ The shopping center had two purposes: the first was to provide needed shopping to the new residents and the second was to capture some of the revenue that had previously been spent outside of the City; Pronin, *West Covina: Fulfilling the Promise*, 72.

³⁸ Charles B. Bennett and Associates, *Economic Study West Covina, California: For Planning and Other Purposes in the City of West Covina* (Los Angeles, CA: Los Angeles Bureau of Municipal Research, January 1959), 2.

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in 1950. An estimated 11,000 homes were constructed in this brief period.³⁹ The peak of the building boom occurred between 1953 and 1954, when an average of 190 dwellings per month were constructed.⁴⁰ With its proximity to employment centers in Los Angeles and low-cost, spacious, housing, the area was very attractive to veterans looking to purchase single-family homes. Many of the housing developers marketed to veterans, advertising financing under the FHA and G.I. Bill.⁴¹

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NOW You Can Add the **BEST NEW** Home to Your Life
BEAUTIFUL 3 Bedroom 2 Bath Contemporary Designs
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Smartly Furnished by Marshall's Furniture & Appliance Store of West Covina

Figure 10. During the Boom, houses became larger and were designed in more modern styles, such as the one advertised in 1954 for the Lark Ellen Estates (Source: Los Angeles Times)

The houses constructed during the boom years were larger than the tract housing of the late 1940s. In 1953, the West Covina City Council approved zoning to require a 1,200-square foot minimum floor area for future homes, increased from the 1,050-square foot minimum required prior to 1953.⁴² While the houses were larger, more land was also

³⁹ Bennett and Associates, *Economic Study West Covina, California*, 8; Pronin, *West Covina: Fulfilling the Promise*, 73.

⁴⁰ Bennett and Associates, *Economic Study West Covina, California*, 18.

⁴¹ Jett, West Covina Chamber of Commerce, 22.

⁴² "West Covina Council OKs House Zoning," *Los Angeles Times*, May 31, 1953, F3.



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available for development; a devastating disease attacked the walnut groves, compelling most remaining farmers to sell their land to developers.

The City government and local organizations built on foundations for the growth of public services and institutional development that were established prior to the boom. In accordance with the motto “City of Beautiful Homes,” special emphasis was placed on the City’s parks and recreation program with a goal of creating neighborhood parks and providing green space throughout the city.⁴³ The Recreation and Parks Commission opened the first municipal park in 1954.⁴⁴ Other institutional development included a second fire station, opened in a converted horse barn on Cortez Avenue, west of Citrus Avenue, in 1954.⁴⁵

Automobile traffic was the primary mode of transportation and the matrix around which the city developed, influencing everything from the location of new commercial shopping centers to the proliferation of sound walls surrounding residential developments. Even the highway grew during this period. In 1955, Highway 99 was changed with the San Bernardino Freeway segment of I-10. The old highway was replaced with an elevated freeway accessed by cloverleaf shaped ramps. The major interstate traversing West Covina ensured the city’s continued growth as a commuter bedroom community.

Along with more residential development, new shopping and commercial centers emerged along the freeway and major boulevards. Like most postwar construction, the new commercial centers catered to drivers rather than pedestrians, with ample, prominently located surface parking. One such development was the Eastland Shopping Center, a large regional shopping center.⁴⁶ Restaurants, car dealerships, gas stations, and retail strips featured large signage and parking lots. Small neighborhood commercial shopping centers were constructed along Highway 99 and the major boulevards. Commercial thoroughfares emerged along San Bernardino Road, Irwindale Avenue (later Sunset Avenue), Azusa Avenue, and Glendora Avenue. Low-rise, one-story office buildings were clustered along Garvey Avenue, oriented toward the highway, and later, I-10.

Despite the increase in commercial development, when West Covina was ranked the fastest growing city in the United States in 1955, the growth was primarily residential

⁴³ “What’s Ahead for My City in 1954: Mayors of 22 Communities Look to the Future,” *Los Angeles Times*, January 3, 1954, F1.

⁴⁴ “West Covina Park Open,” *Los Angeles Times*, June 28, 1954, 18.

⁴⁵ Pronin, *West Covina: Fulfilling the Promise*, 74.

⁴⁶ Eastland Shopping Center was developed on land donated by the Batchelder family. See the Shopping Centers subtheme of the Commercial Development theme for more on the Eastland Shopping Center.

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and most working residents were commuters.⁴⁷ Industries around West Covina employed very few of its residents.



Figure 11. In the late 1950s, Eastland Center was constructed as one of the first regional shopping malls of its kind. Aerial photograph taken in 1957, looking northeast (Source: Los Angeles Public Library)

Two of the largest employers in West Covina were Honeywell (established in West Covina in 1956, 1200 E. San Bernardino Road, demolished)⁴⁸ and the *San Gabriel Valley Tribune*, first located at 1216 E. Garvey Avenue in 1955 (demolished) and later relocated to headquarters at 1731 W. San Bernardino Road (significantly altered) in 1965.⁴⁹ A small number of industrial properties were concentrated along the northwest boundaries of the city, along N. Azusa Canyon Road. These included Conditionaire Ltd. (1211 N. Azusa Canyon Rd.), Rumac Oil Co. and Union Oil Co. (1122 N. Azusa Canyon Rd.), and Precision Steel Equipment (1117 N. Azusa Canyon Rd.).⁵⁰ However, only nine

⁴⁷ "Fight for Home Rule Led to Incorporation," *San Gabriel Daily Valley Tribune*, Tuesday, June 3, 1969, 4.

⁴⁸ "West Covina Giant Honeywell Plays Part in Defense," in *San Gabriel Valley Daily Tribune*, Industrial Progress Edition Friday, October 28, 1966, 3; Nancy Yoshihara, "Honeywell's W. Covina Unit Among 4 on Block," *Los Angeles Times*, September 1, 1988, accessed March 3, 2019, <https://www.latimes.com/archives/la-xpm-1988-09-01-fi-4490-story.html>.

⁴⁹ The *San Gabriel Valley Tribune* was the area's first daily newspaper. It formed in 1955 when weekly newspapers, the *West Covina Tribune*, the *Baldwin Park Bulletin* and the *Covina Argus Citizen* merged. Pronin, *West Covina: Fulfilling the Promise*, 79.

⁵⁰ *Baldwin Park, Covina and West Covina, City Directory, 1955* (Arcadia, CA: Pacific Directory Company, 1955), accessed February 21, 2019, Ancestry.com; Other businesses along this industrial corridor included

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percent of the jobs in the city were in manufacturing. About 43 percent of the available jobs in the city were in retail.⁵¹ By the end of the boom in 1958, only ten percent of employed residents worked within the city limits.⁵² Most residents either commuted elsewhere within the San Gabriel Valley, which was a center for electronic, research and defense industries, or commuted to offices, studios, and other industries in the Los Angeles-Hollywood area.⁵³



Figure 12. Development densely concentrated along the San Bernardino Freeway. The original West Covina Center was oriented along Garvey Ave. with a shallow setback (background). The later portion of West Covina Center (foreground) was set back from Garvey Ave. in a V shape with surface parking on each side. Aerial photograph was taken in 1960, looking east (Source: Los Angeles Public Library)

W.R. Munsen wholesale sporting goods (1125 N. Azusa Canyon Rd.), Skyline Skating Rink (1133 N. Azusa Canyon Rd.).

⁵¹ Bennett and Associates, *Economic Study West Covina, California*, 4.

⁵² Jett, West Covina Chamber of Commerce, 6.

⁵³ Jett, West Covina Chamber of Commerce, 6.

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After the Boom: “Headquarters City” 1957-1975

After the astronomical growth of the Boom Years, West Covina continued to grow, but at a much slower pace. From 1950 to 1957, the average rate of population growth per year ranged from 10 to 50 percent.⁵⁴ In 1958, the percentage gain in population dipped below ten percent for the first time in almost a decade. Annexations to the City continued. Land area increased twenty-five percent, from 6,592 acres in 1958 to 8,224 acres in 1961.⁵⁵ Though the city included a diverse range of commercial, institutional, and recreational land uses and property types, by the end of the boom, West Covina remained a bedroom community. The dominant use of developed land was residential, with 38.8 percent of the developed land in the city committed to single-family homes and 0.5 percent committed to multi-family buildings.⁵⁶ This balance began to shift after the boom - the construction of single-family homes decreased, and more multi-family housing development began.⁵⁷ While single-family residential housing continued to develop in the outermost areas of the city, multi-family housing was primarily developed as infill housing, scattered around the existing central core of West Covina and creating density.



Figure 13. In 1962, West Covina adopted a new city logo with the motto, “Headquarters City” (Source: West Covina Historical Society)

As growth slowed, city leaders shifted their focus from short-term issues, such as overflowing schools and insufficient infrastructure, to long-term planning and investments, such as attracting people to West Covina when it was no longer a boomtown.⁵⁸ In 1958, the West Covina City Council hired a new city manager, George Aiassa, to lead this long-term planning outlook. Aiassa served as city manager for eighteen years from 1958 to 1976 and had a profound influence on the shape of West Covina during later phases of the city’s development.

⁵⁴ Peak years were from 1952 to 1954 when average rate of population growth per year was between 45 and 55 percent. The lowest gain during this period was 13 percent, in 1957; Bennett and Associates, *Economic Study West Covina*, California, 9.

⁵⁵ Eisner and Associates, *Land Use Report*, 1961, 11.

⁵⁶ *Ibid.*

⁵⁷ *Ibid.*, 18.

⁵⁸ By 1959, seven more schools had been constructed in addition to the Sunset School and Cameron School and by 1960, voters approved the formation of the West Covina School District. See the Schools subtheme under the Civic Improvements and Infrastructure Theme.



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In 1962, a new city slogan, “Headquarters City,” was adopted to align with a new vision for the City of West Covina as center for shopping, business, medical, and government services.⁵⁹ As earlier city officials had done in the 1940s, Aiassa and other city leaders brought in consultants, Charles B. Bennett and Associates, to make recommendations on the best planning practices for the future. Bennett and Associates prepared the City’s first comprehensive Land Use Analysis in 1958.⁶⁰ Using the results from the Land Use Analysis, a master plan was completed by Simon Eisner and Associates in 1961. Eisner and Associates made five recommendations that shaped the next phase of the City’s growth:

1. A new master plan for the Civic Center
2. A citywide street design study and general improvements to create visual continuity throughout the city, as well as safety improvements
3. Gradual improvements of neighborhood parks and construction of new parks
4. Construction of new fire stations north of the freeway
5. Upgrades to general city services⁶¹

Some of the first projects in line with the Eisner recommendations took shape under city manager Aiassa’s leadership. The first project completed was a bridge betterment program that involved the building or rebuilding of fourteen bridges over Walnut Creek Wash and flood control improvements, such as construction of a storm drain inlet system and installation of sewers throughout the city.⁶²

New entertainment and retail centers were completed as residents became more secure middle-class consumers. Joseph M. Eichenbaum developed a property into West Covina’s Restaurant Row (known today as The Row) beginning in 1966.⁶³ Over time, many of the original restaurants were demolished for larger restaurant establishments and hotels.

⁵⁹ Tennant, *Remembrances of West Covina*, 33.

⁶⁰ Eisner and Associates, *Land Use Report, 1961*, 3.

⁶¹ William Wingfield, “West Covina Outline Dynamic Program for Extensive 1962 Civic Improvements,” newspaper clipping, *San Gabriel Tribune*, n.d. Bin: News Clippings, Business and Commercial 1960-1980, West Covina Historical Society Archives.

⁶² In 1961, city manager George Aiassa also obtained sites for fire station, and extended Azusa Avenue from Francisquito Avenue to Amar Road; Wingfield, “West Covina Outline Dynamic Program for Extensive 1962 Civic Improvements,” newspaper clipping, *San Gabriel Valley Tribune*, n.d. Bin: Newspaper Clippings, Business and Commercial 1960-1980, West Covina Historical Society Archives; Pronin, *West Covina: Fulfilling the Promise*, 81.

⁶³ Pronin, *West Covina: Fulfilling the Promise*, 87.

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The culmination of West Covina’s mission to become the “Headquarters City” was the construction of West Covina’s Civic Center.⁶⁴ Completed in 1969, the new City Hall was highly visible from the freeway and created a unified image and physical center for the city. The Civic Center was completed as a partnership between the local and county governments, the Joint Powers Authority consisted of the County of Los Angeles and the City of West Covina. In addition to City Hall, the Civic Center included a new police station, a three-level parking structure, a branch of the Los Angeles County Regional Library, and the Citrus Municipal Court building.



Figure 14. The West Covina Civic Center was completed in 1969 and created a new image for the City. The master-planned site was visible from the I-10. Plans drawn circa 1965 (Source: West Covina Historical Society)

⁶⁴ For more about the Civic Center, see the Municipal Buildings subtheme under the Public Institutional Development Theme.

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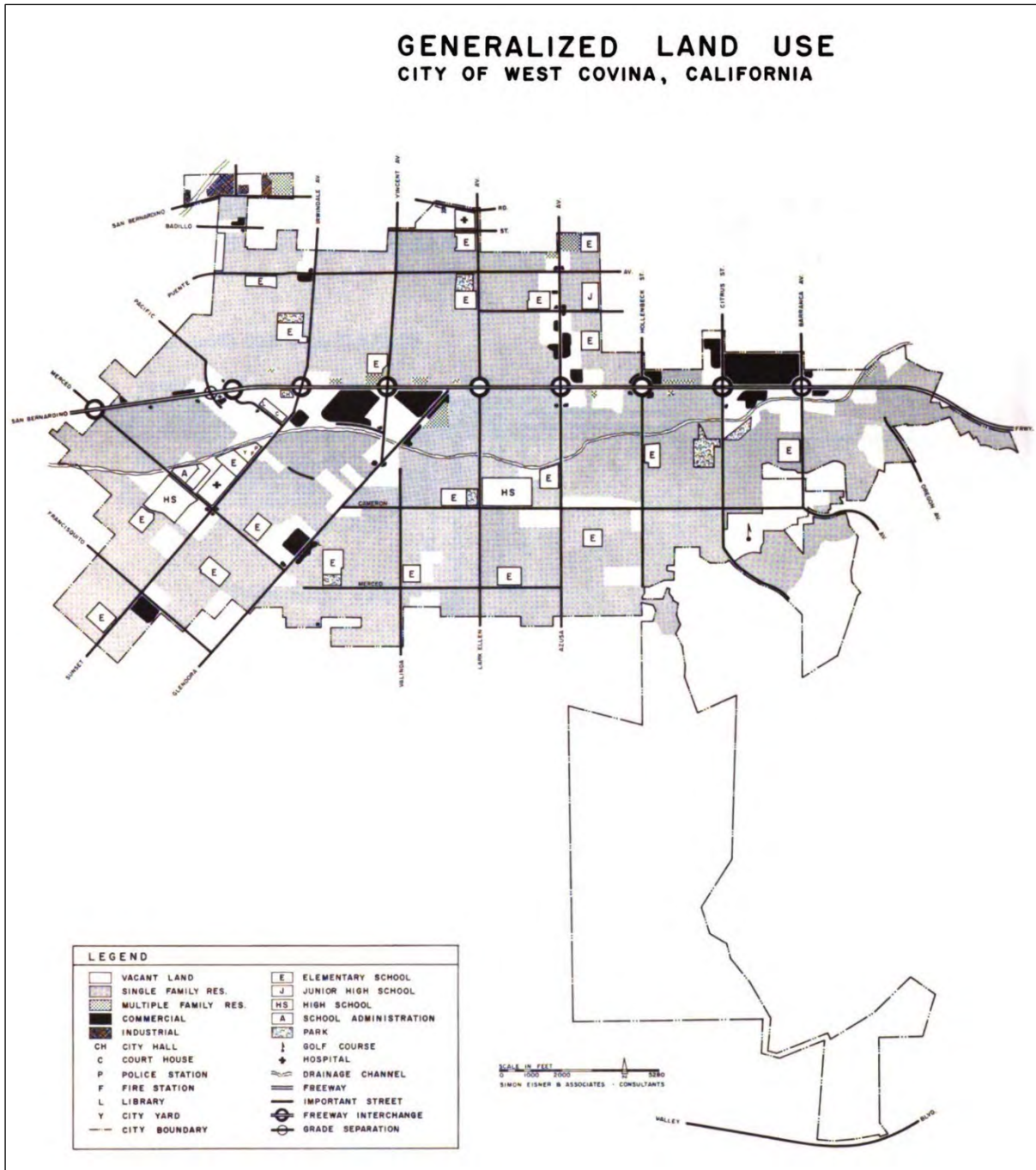


Figure 15. Generalized Land Use Map of West Covina in 1961 (Source: Simon Eisner and Associates, 12)

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In 1973, West Covina celebrated its fiftieth birthday as a City. As small infrastructure improvements were completed, the City began to revisit larger, long-term planning needs. These included a \$19.7 million expansion project to widen the I-10 from six to eight lanes with other improvements; and construction of the West Covina Fashion Plaza, planning for which had begun a year earlier, in the 1950s.⁶⁵



Figure 16. West Covina City Hall, completed in 1969 (Source: Los Angeles Conservancy)

⁶⁵ Additional projects included a remodel of the County Library with a two-story addition, north and west wings added to court building, and a three-level parking structure added to Civic Center; Pronin, *West Covina: Fulfilling the Promise*, 78, 87-88.

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1975 and Beyond

As single-family home building slowed in the 1970s, city leaders focused on stimulating commercial development, which would create jobs and generate tax revenue to support city services needed by residents. A joint effort to encourage commercial development was led by public and private organizations, including the West Covina Economic Development Program, West Covina Chamber of Commerce, and Redevelopment Agency (created earlier in 1971). As a result, sales tax revenue nearly doubled in a short period during the mid-1970s, increasing from \$1.6 million in 1974 to \$2.9 million in 1978.⁶⁶



Figure 17. West Fashion Plaza was constructed in 1973 as the first development project lead by the West Covina Redevelopment Authority. Rendering from circa 1970 (Source: West Covina Historical Society)

Among the major commercial developments of the mid-1970s were large, enclosed shopping malls. The Redevelopment Agency was established for the sole purpose of redeveloping a portion of the city's first shopping center, West Covina Center, along Garvey Avenue (demolished) and the adjacent free-standing Broadway department store (1209 Plaza Dr., extant)⁶⁷ into the West Covina Fashion Plaza. Construction of the West Covina Fashion Plaza (112 Plaza Dr., altered) began in 1973.⁶⁸ An expansion was completed in 1975. Because of its success and contribution to the community's economic health, the Redevelopment Agency continued as an organization with the goals of "rehabilitating existing development, attracting additional businesses and expanding

⁶⁶ These dates reflect the fiscal years 1973-1974 and 1977-1978. "West Covina Helped by Residents' Participation," newspaper clipping, *San Gabriel Valley Tribune*, February 19, 1978, Bin: Newspaper Clippings, Business and Commercial 1960-1980, West Covina Historical Society Archives.

⁶⁷ The Broadway Department Store was constructed in 1961 fronting Garvey Avenue as an extension of the West Covina Center. It was designed by architects Charles Luckman Associates; "New Broadway Center Slated in West Covina," *Los Angeles Times*, July 13, 1961, B2.

⁶⁸ Dick Turpin, "Regional Shopping Center Slated: Will Culminate Initial Phase of Renewal Effort," *Los Angeles Times*, January 14, 1973, I1.

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the public's benefits through increased tax revenue and more jobs.”⁶⁹ The Redevelopment Agency also promoted the enclosure of the Eastland Shopping Center. Originally constructed as an open-air shopping center, it was altered and enclosed in 1975 as part of a “revitalization.”⁷⁰

The 1970s residential developments considered commercial amenities for residents in a more wholistic approach to planning. In 1975, construction began on a master-planned community development called Woodside Village, located in the San Jose Hills straddling West Covina and the adjacent city of Walnut. Woodside integrated residential, commercial and institutional uses across 2,300 acres.⁷¹

In addition to increased tax revenue, a local public works bill helped fund the construction of public institutions and infrastructure, opening up new areas of the city for development. West Covina Fire Station No. 5 (2560 Shadow Oak Dr., extant) was completed in 1978. The southernmost area of West Covina developed during this time. Shadow Oak Road, and Shadow Oak Park were constructed, stimulating the development of vacant land in the South San Jose Hills at the southernmost boundary of West Covina.

Four new city parks and recreational areas were completed in this period after securing funding through the State Park Bond Act of 1976 and other state and federal grants.⁷² Funding from the bond act was used for improvements at older parks throughout the city, such as Palmview Park, Cortez Park, Del Norte Park, and Cameron Park. New parks, such as the 26-acre Shadow Oak Park, were constructed in newly developed areas to ensure that all residents across West Covina had access to public parks. Park improvements generally included new picnic shelter facilities, security lighting, bocce ball and horseshoe courts, fitness trails, and construction of a new recreation center at Cortez Park, Cortez Recreation Center (2501 E. Cortez St., extant).

⁶⁹ Pronin, *West Covina: Fulfilling the Promise*, 100.

⁷⁰ “Revitalization” of the Eastland Shopping Center consisted of its enclosure from an open-air mall, in 1975; Pronin, *West Covina: Fulfilling the Promise*, 103; “Economic Development Shows Steady Growth,” newspaper clipping, *San Gabriel Valley Tribune*, February 19, 1978, Bin: Newspaper Clippings, Business and Commercial 1960-1980, West Covina Historical Society Archives.

⁷¹ Charles Elwell, “West Covina, Walnut See Population Boom,” *Los Angeles Times*, May 24, 1970, SG1.

⁷² “West Covina Helped by Residents’ Participation,” newspaper clipping, *San Gabriel Valley Tribune*, February 19, 1978, Bin: Newspaper Clippings, Business and Commercial 1960-1980, West Covina Historical Society Archives.

Themes, Associated Property Types, and Registration Requirements

Theme: Residential Development



Figure 18. A family poses outside 3029 E. Los Cerillos Drive. The house was designed by master architect John F. Galbraith (Source: West Covina Chamber of Commerce Booklet, 1959-1960, West Covina Historical Society)

The vast majority of development in West Covina consists of single-family residences and multi-family apartments from the post-World War II period. Approximately 81% of parcels in the city are residential properties developed between 1945 and 1978. Residential construction was the primary type of development occurring during the postwar era. From the period 1945 to 1978, 98.6% of the parcels developed in the city were for residential purposes.

The postwar era brought dramatic change to the landscape of West Covina. Before World War II, much of the area's land was devoted to agricultural uses. The decline of agriculture as a viable industry left vast swaths of land available for development, and many property owners sold their land to developers for residential subdivisions. Residential development in the immediate postwar period most frequently took the form of tracts comprising modestly-sized single-family homes of less than 1,200 square feet.

Single-family homes remained the predominant type of housing through the early 1960s. In many cases, homeowners opposed changes in zoning that would allow for higher density development. In 1963, however, the City Council approved a new R-4 zone, which permitted higher density housing and raised the height limit from three to five stories.⁷³ Multi-family property types were constructed following this change.

⁷³ "West Covina Oks High-Rise Zone," *Los Angeles Times*, August 4, 1963, O15.

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Subtheme: Single-Family Residential Development

The majority of residential development in West Covina consists of single-family residences, specifically houses constructed in tracts. Former agricultural land was ideal for tract developments that responded to economic and social trends in the postwar period. In 1944, the Servicemen's Readjustment Act, more commonly known as the GI Bill, authorized the Veteran's Administration (VA) to oversee a package of benefits for returning soldiers. The benefits included federally insured mortgages with no down payment, provided the property met prescriptive conditions established by the Federal Housing Authority (FHA). Land developers and speculative builders, in turn, designed the houses in accordance with those conditions.



Figure 19. Illustration of a "small house" (Source: National Housing Agency. "Principles of Planning Small Houses: Technical Bulletin No. 4." Federal Housing Administration: Washington, DC: 1946.)

The FHA published a series of informational pamphlets to help spread their ideas and to inform of the economic advantages of good planning in the creation and maintenance of real estate values. Both the FHA and VA concentrated their investment on new houses in the suburbs. Moreover, the FHA developed specific guidelines that were set for qualifying houses, including a price range between \$6,000 and \$8,000 and a size range between 800 and 1,000 square feet. In addition, the FHA also dictated a modest house style and form, encouraging the

proliferation of conservative Minimal Traditional style and Ranch houses (described under the Architectural Styles subtheme). These guidelines influenced the design of residential subdivisions in West Covina during this period.

The first residential subdivision in West Covina was Sunkist Village, developed by George Meeker in 1941. Development stalled due to the onset of World War II in 1941, and resumed in the second half of the 1940s. Early postwar residential construction was relatively small in scale. Developers sold lots to individuals or builders. Builders typically constructed less than twenty houses at a time on speculation. This pattern of development occurred on the few remaining lots in Sunkist Village area and on lots adjacent to it, as nearby landowners took advantage of interest in the subdivision.

The first pattern of postwar residential development was to construct residences adjacent to previously constructed tracts, creating a concentration of single-family

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residential development in the northwest portion of the city. Development radiated from there in the form of small tracts spreading east along Garvey Avenue. A second concentration of early single-family residential development was located south of Garvey Avenue near the intersection of Vine and Lark Ellen avenues. Lots in these early tracts sold quickly.

The pattern of small-scale residential tract development soon evolved into larger-scale residential developments by the late 1940s and early 1950s. Developers such as C & M Homes, Empire Builders, and Milton Kauffman Construction Corporation took over the entire development process from start to finish - from subdividing former agricultural land to constructing and selling houses.⁷⁴ The scale increased from twenty houses to entire neighborhoods.

West Covina was a prime location for the wide-scale development of single-family, middle-class neighborhoods because it was within commuting distance of both the City of Los Angeles and the San Gabriel Valley's growing industrial and commercial employment opportunities. West Covina emerged as a bedroom community with



Figure 20. A model home from 1962 (Source: West Covina Historical Society)

relatively minimal commercial zoning, most of which was concentrated around Garvey Avenue. Many of the main thoroughfares that would later be zoned for commercial uses were initially developed with residential properties in the 1940s and early 1950s.

The pace of this large-scale subdivision activity would increase, peaking in 1957. As the boom years came to an end, the pace of single-family residential development began to slow.⁷⁵ Through the late 1960s to the 1970s, the construction of new single-family housing was concentrated on the periphery of the city, particularly in the southern portion around the San Jose Hills. These tracts were much larger in size, with curving roads built into the contours of the hills. From 1945 to the end of the 1970s, over 20,000 residential properties had been constructed in the city.

⁷⁴ See Appendix F.

⁷⁵ Eisner and Associates, *Land Use Report*, 1961, 18.

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Associated Property Types

West Covina is largely a postwar, suburban city dominated by large single-family housing tracts. Thus, the most common property type associated with this theme is the single-family housing tract. Single-family housing tracts are neighborhoods of detached residences developed over a short period of time usually by a single developer. Tracts usually exhibit a few different house plans and styles which repeat throughout. Street features, such as setbacks, sidewalks, driveways, and trees, are consistent across one tract, but can vary significantly from tract to tract. Earlier tracts are often smaller and have more traditional street grids than later tracts. Some early tracts incorporated walnut trees of the abandoned groves that once dominated the area.



Figure 21: An example of a Ranch style single-family home in West Covina, 2019 (Source: GPA)

Tracts in West Covina usually feature one-story houses in Minimal Traditional and Mid-Century Modern styles or in variations of the Ranch style. Materials and details vary according to the style. However, most tracts developed during the late 1940s through 1950s feature houses with stucco or wood cladding, typically horizontal or vertical clapboard. Some houses also incorporated stone elements or brick. Tract houses from the late 1960s through 1970s, are typically clad in stucco with wood, stone, or brick accents. Apart from individual architect or builder-designed houses, the use of clay tile roofs for tract housing was observed primarily in developments constructed in the mid- to late-1970s.

Subtheme: Multi-Family Housing Development

West Covina primarily developed as a postwar, suburban city of single-family housing tracts. Thus, multi-family residential development during the postwar period was sparse and no development of this type was identified from the earliest postwar period of the 1940s through the 1950s. However, as the development of single-family residences slowed in 1957, and available land became scarcer, multi-family housing development emerged in West Covina. An economic study completed by Charles B. Bennett and Associates in 1959 projected this change, stating that “building has slowed down to a level of around 1,000 units per year, or 80 per month for the past three years. The rate

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of construction will continue to diminish, with multiples representing a larger proportion of total residential building.”⁷⁶ A land-use report completed by Simon Eisner and Associates two years later confirmed this prediction, explaining that from 1957 to 1961, “...single-family houses were being constructed at an increasingly slower rate while multi-family housing was developed at an increasing rate.”⁷⁷

Single-family home ownership was not as attainable for young families in the late 1950s and early 1960s as it had been in the immediate postwar years. As these families continued to settle in West Covina in the 1960s, they brought a new demand for multi-family housing. Despite unprecedented economic prosperity, the cost of housing in Southern California was escalating more rapidly than the national cost of living. Apartment buildings were constructed to meet the increasing demand for housing without home ownership.

From its earliest iterations in the mid-1950s through the 1970s, multi-family housing development in West Covina typically created buffer zone between commercial development or wide thoroughfares and established single-family tract developments.



Figure 22: A typical multi-family apartment in West Covina, relatively low-scale and stylistically similar to nearby single-family homes, 2019 (Source: GPA)

In the 1950s, zoning restricted multi-family housing development to commercial centers along Garvey Avenue and along N. Azusa Avenue north and south of I-10. A cluster of multi-family housing development was located just east of Glendora Avenue in an area Simon Eisner and Associates referred to as the “Bandy-Pima Triangle” (near the intersection of Bandy and Pima avenues). Other multi-family residential construction during this period occurred along N. Azusa Avenue on both sides of the I-10.⁷⁸ Multi-family housing development near Garvey and in the Bandy-Pima Triangle consisted of one- to two-story fourplexes and courtyard apartments.

⁷⁶ Bennett and Associates, *Economic Study West Covina, California*, 18.

⁷⁷ Eisner and Associates, *Land Use Report*, 1961, 18.

⁷⁸ Eisner and Associates, *Land Use Report*, 1961, 17.

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Following the results of multiple studies commissioned by the City in the late 1950s and early 1960s, West Covina recognized its lack of multi-family residential development might be problematic as residential development patterns changed.⁷⁹ In 1964, as a response to these reports revealing a rising demand for denser housing types, the City created R-4 zoning to allow denser multi-family residential development with up to 45 units per acre.⁸⁰ While there were still no defined areas of dense multi-family housing, the new R-4 zoning permitted multi-family housing developers to create larger, denser developments than previously allowed.



Figure 23. Artist's rendering of a West Covina townhouse development (Source: West Covina Historical Society)

By the late 1960s and 1970s, residents demanded “newer concepts of residential development, including cluster and townhouse open space development concepts.”⁸¹ This coincided with an increase in hillside development as larger multi-family housing developments had moved to the periphery of the city where there were greater amounts of undeveloped land available. Some examples are in the San Jose Hills, adjacent to expansive single-family residential tracts. Many of these 1970s multi-family developments were modeled on garden apartments and comprised entire blocks enclosed by gated walls and were oriented internally, away from the established grid of city streets and automobile traffic. Through the 1970s, multi-family housing development in West Covina became a more common type of development as master-planned developments increasingly incorporated a greater mix of multi-family housing types into residential developments.

⁷⁹ In 1964, the City commissioned a survey to recommend the adoption of uniform zoning; “City to Keep Existing Glendora Ave. Zoning,” *Los Angeles Times*, July 5, 1964, SG_A3.

⁸⁰ “First Apartments Under New R-4 Zone Plan Okd,” *Los Angeles Times*, February 9, 1964, L15.

⁸¹ “Building Standards Will be Raised in West Covina,” *Los Angeles Times*, January 14, 1968, SG_A1.

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Figure 24: Aspen Village is a condominium complex developed by the Aspen Pacific Corporation between 1974 and 1975. It is an example of a common, but not historically significant, type of residential development constructed in West Covina, 2019 (Source: GPA)

Associated Property Types

Multi-family residential development from the postwar period is largely one to two stories tall, though a few taller examples exist. Some buildings are simple, rectangular, stand-alone buildings while others are larger, courtyard apartments with one or two buildings oriented around a central common area, such as a landscaped courtyard. Larger multi-family housing developments, such as garden apartment complexes, may have multiple buildings situated on a large, often irregularly-shaped property. Most are simple in terms of architectural design and typically exhibit elements Ranch, Minimal Traditional, and Mid-Century Modern design with an emphasis on site planning and landscaping. Common materials include stucco, wood, large plate glass windows, brick, stone, tile, and lava rock. Multi-family residences generally exist in clusters throughout the city, primarily adjacent to commercial uses such as shopping centers or office complexes.

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Registration Requirements

Property types with the potential to represent significant trends in residential development include single-family housing tracts and multi-family residential developments such as superblock garden apartments or individual apartment buildings.

It is very unlikely that an individual tract house would be significant for representing postwar residential development on its own. Individual houses should not be evaluated as such. Rather, an entire tract should be evaluated as a potential historic district.

Single-family housing tracts are neighborhoods of detached residences developed over a short period of time by a single developer. Earlier tracts will likely be smaller and have more traditional street grids than later tracts. Significant tracts may include those developed early in the City's postwar history;

those that represent specific city planning efforts, such as zoning changes; and those that represent the work of important developers. Significant tracts will have clearly defined boundaries conveyed through uniform styles, setbacks, and lot plans (driveways, attached or detached garages). To be eligible as a historic district, a tract must be composed of a majority of contributing elements including buildings and planning features.

Historic districts and individual properties significant in the theme of residential development in West Covina may be eligible under National Register and California Register Criteria A/1 and West Covina Landmark Criterion A in the area of Community Planning and Development. The period of significance is 1945 to 1978. Historic districts and individual properties developed prior to 1957 convey the City's early postwar residential development during a transformative period when West Covina began to develop from an agricultural area into a postwar suburb and experienced a population boom. Those properties developed after 1957 represent the continuation of more



Figure 25: Mauna Loa Apartments appears to be significant in the theme of residential development in West Covina, 2019 (Source: GPA)



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regulated single-family residential development after the boom and a shift to a growing number of multi-family residential properties in West Covina, made possible by zoning changes.

As a whole, tracts should retain integrity of Location, Setting, Design, Feeling, and Association from the period of significance. Contributors should also retain sufficient integrity of Location, Setting, Design, Feeling, and Association from the district's period of significance. The replacement of some windows and doors may be acceptable if the openings have not been resized and original fenestration patterns have not been disrupted. The replacement of cladding material may be acceptable if the new materials are compatible with the rest of the district and if they would have been used during the period of significance.

Multi-family residential properties such as courtyard or garden apartments may be individually eligible. Garden apartment complexes may be evaluated individually or as potential historic districts depending on the number of buildings and parcels. Only buildings and districts with demonstrated significance and integrity are eligible for designation. Significant buildings and districts may include those developed early in the City's postwar history; those that represent specific community planning and development efforts, such as zoning changes; and those that represent an important type of multi-family housing. Multi-family residential properties should retain integrity of Location, Setting, Design, Feeling, and Association from the period of significance.

Examples of individual, custom-built homes and multi-family residential properties may also be significant in the architecture and planning theme, as excellent examples of their respective architectural styles.

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Theme: Commercial Development

West Covina did not have a commercial center until the late 1940s. Prior to this, residents traveled to the commercial centers in Baldwin Park and Covina for shopping needs and farther afield for professional offices or dining. When Garvey Avenue was first constructed through West Covina in 1935, travelers on the highway had few reasons to stop – or even slow down – as they drove through the City. This began to change when the first traffic signals were installed in 1949.⁸²

The street plan of West Covina, with wide, long boulevards bisected by a highway, led to commercial development scaled for automobiles. As the City grew, commercial uses were developed along these wide boulevards, particularly those north-south avenues such as Glendora, Sunset, and Azusa. These wide boulevards ran perpendicular to Garvey Avenue and Highway 99 and later became some of the entrance and exit ramps for I-10.

Commercial development reflects the automobile-oriented culture of West Covina in the postwar period. The City's earliest businesses and shopping centers were developed in an east-west corridor oriented toward the highway with tall, freestanding signs to attract automobile drivers. These businesses had ample parking lots. In addition to Highway 99, a second commercial corridor developed along San Bernardino Road (originally Covina Boulevard), which was a major thoroughfare that connected the commercial centers of Baldwin Park and Covina.



Figure 26: A walk-up food stand constructed in 1963, 2019 (Source: GPA)

⁸² "Traffic Signals," newspaper clipping, January 14, 1949. Bin: News Clippings 1945-1960, West Covina Historical Society Archives.

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Subtheme: Auto-Related Services



Figure 27. Mobil station, c. 1959 (Source: *West Covina Chamber of Commerce Booklet, 1959-1960*, West Covina Historical Society)

The earliest commercial development in West Covina related to the service and maintenance of automobiles for drivers along Highway 99. Auto-related commercial property types were located at the intersections of Garvey Avenue and major boulevards and, after the 1950s, along San Bernardino Boulevard. Automobile dealerships opened in West Covina after the boom of the 1950s and 1960s, when the larger residential population created more customers. Auto-Related services reflect the importance of the automobile to West Covina's commercial development.

Associated Property Types

Property types associated with auto-related services include gas stations, service garages, car washes, and freestanding signs. The extant auto-related properties are simple and utilitarian in plan and style, featuring common materials and forms from the mid-twentieth century, such as low-pitched shed roofs; stucco or wood siding; large panes of glass; and stone, brick, or lava rock accent materials. Examples of auto-related commercial resources constructed before 1955, when I-10 was completed, are rare. The oldest extant properties related to this subtheme are located along Garvey Avenue; however, most have been substantially altered and do not reflect pre-1950s commercial development. Two dealerships from the late 1960s, Reynolds Buick, (345 N. Citrus Ave, 1964) and Crestview Cadillac (2700 E. Garvey Ave., 1966) are substantially altered and no longer reflect the characteristics of dealerships from the 1960s. No intact car washes were identified during fieldwork for this study.

Subtheme: Retail Commercial Development

West Covina did not have a commercial center prior to World War II – the City did not have the population to support a concentration of retail businesses. The shopping area that emerged along Garvey Avenue in 1949 was permitted through special variances and set aside eighty feet of parking buffering the commercial buildings from the street.⁸³

⁸³ “West Covina Approves First Business Zoning,” *The Los Angeles Times*, May 5, 1949, B9.

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Figure 28. West Covina Center on Glendora Avenue, no date (Source: West Covina Historical Society)

Shopping centers of the 1950s represented the first concentrations of commercial development in the City. The shopping centers reflect the City's growth in the postwar period and strategic planning practices. West Covina Center was the City's first shopping center, constructed in 1952. The City hoped to capture the sales tax revenue generated by its residents' spending. West Covina Center was a typical community shopping center of the 1950s with a combination of retail stores meant to provide for residents' clothing, grocery, and banking needs. The construction of I-10 marked the decline of West Covina Center by cutting off access from Garvey Avenue and areas north of the freeway.⁸⁴ The construction of the Eastland Center Mall also created competition.

Construction of the Eastland Center Mall began in 1955 and introduced a new type of suburban commercial development to West Covina: the outdoor shopping mall.⁸⁵ Eastland Center was

designed by noted architect Albert C. Martin and opened in the fall of 1957.⁸⁶ By 1961, commercial development in West Covina was dominated by the three shopping centers:

⁸⁴ Pronin, *West Covina: Fulfilling the Promise*, 78.

⁸⁵ Eastland Center was anchored by the May Co. Department Store; Historic Preservation Partners.

⁸⁶ Eastland Center's W.T. Grant closed in 1976 and was converted into shops on the upper level. The mall closed and expanded in 1979. Mervyns was added on to the west end of the mall in the 1980s. In the early 1990s, May closed its Eastland Center location and the area stood empty for years. In 1997 the upper level of the mall was permanently closed and the ex-May location was torn down." The shopping mall has since been substantially altered.

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West Covina Center, Eastland Center, and Broadway.⁸⁷ These types of comprehensively planned shopping centers were the commercial centers of West Covina through the 1970s.

Through the postwar years, smaller shopper center development included neighborhood shopping centers or convenience shopping strips, typically located on Glendora Avenue and North Azusa Avenue.⁸⁸ The neighborhood and strip shopping centers were often named after the nearby residential developments they served, such as Woodside Village (originally Rolling Green's Plaza), and are connected with the residential development of the City.⁸⁹

Associated Property Types



Figure 29. The Broadway, no date (Source: West Covina Historical Society)

Property types associated with retail commercial development include commercial corridors, regional shopping centers, outdoor shopping malls, neighborhood shopping centers, and convenience stores. These properties are typically low-rise buildings. Styles, details, and construction materials vary widely. Community shopping centers generally consist of a department store, branch bank, grocery store, restaurants, and clothing shops. Such centers are set back from major thoroughfares by large parking lots. Within the shopping centers,

pedestrian-only walkways connect the shops. The center is removed from the grid of traffic circulation. Most retail commercial development is located along major boulevards with large parking lots designed to accommodate the automobile. Some of the buildings and centers have freestanding signs in their parking lots.

Subtheme: Dining and Entertainment Development

Dining and entertainment development reflects the transition of West Covina from a bedroom community to a suburban area with a large population. Most dining and

⁸⁷ Eisner and Associates, *Land Use Report*, 1961, 22.

⁸⁸ Ibid.

⁸⁹ Developed and designed by Joseph Eichenbaum between 1967 and 1968 to be constructed adjacent Donald Bren's residential development.

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entertainment development was constructed as part of retail commercial developments, such as regional shopping centers. West Covina's first bowling alley, Eastland Bowl (built 1958, demolished) and movie theater, Eastland Theatre (demolished), were located in Eastland Center.⁹⁰



Figure 30. The Eastland Center, 1985 (Source: West Covina Historical Society)

Restaurants were the most lasting entertainment development in West Covina. Since the 1950s, West Covina's restaurants have typically been clustered with other businesses in small commercial developments or low-rise buildings surrounded by a large parking lot. Standalone restaurants often feature prominent signage designed to attract automobile drivers.

In 1966, Joseph M. Eichenbaum opened a 3,300-seat theater-in-the-round with live entertainment.⁹¹ After four years, escalating costs and declining interest pushed Eichenbaum to redevelop the property as West Covina's Restaurant Row (known today as The Row).⁹² Over time, the original restaurants were demolished for larger chain restaurants and hotels. Only one of the original restaurant buildings, constructed in 1967, remains intact Charley Browns (3041 E. Garvey Avenue N., currently Hooters). This is a low-rise, one-story building designed in the Mid-Century Modern style.

Walk-up food stands are located throughout West Covina and reflect the City's automobile-centered commercial development. These buildings have drive-thru windows for automobiles, walk-up counter windows for pedestrians, and outdoor seating. This type of building is often one story and simple in form with minimal decorative detail other than signage.

⁹⁰ "Groundbreaking Event Marks First West Covina Bowl Center," newspaper clipping, August 28, 1958. Bin: News Clippings 1945-1960, West Covina Historical Society Archives.

⁹¹ The Carousel Theatre was located northeast of I-10 and Barranca Avenue; Pronin, *West Covina: Fulfilling the Promise*, 85.

⁹² *Ibid.*, 87.

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Associated Property Types

Extant property types associated with the Dining and Entertainment Development subtheme include one-story restaurants located along Glendora Avenue and other larger boulevards. Most extant restaurants from the period between 1955 (when the first

restaurant opened) and 1978 are smaller, freestanding restaurants. No examples of commercial entertainment-related resources such as bowling alleys or movie theaters from 1945 to 1978 were identified during the survey.



Figure 31: Originally Charley Brown's, part of the restaurant row developed along Garvey Avenue, 2019 (Source: GPA)

Subtheme: Commercial Office Building Development

The earliest commercial office buildings were one-story buildings clustered along Garvey Avenue, oriented toward the highway, reflecting the automobile-oriented development of the City. Most early commercial office buildings were simple buildings with minimal details with multiple units that open onto a parking lot.

As the population grew in West Covina and residential development spread, low-rise office buildings were constructed along the main boulevards. Many of these were buildings designed to serve combinations of professional services such as medical, legal, or accounting professionals.

More office buildings were constructed in West Covina during the 1960s and 1970s as the population grew. As the area transitioned from a bedroom community, larger commercial buildings were constructed to provide office space. By the late 1960s, the City had several office towers of four or more stories that were anchored by banks and constructed within regional shopping centers.

Associated Property Types

Property types reflecting the Commercial Office Building Development subtheme include commercial office buildings of one to three stories and multi-tenant office towers of four or more stories. Property types also may include single-family residences that were constructed along major roads before World War II and were later modified for office use. Most examples of eligible properties date to the 1950s and 1960s. Mid-rise



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buildings and towers are located along major boulevards, typically connected to a regional shopping center by a shared parking lot. Styles, details, and construction materials vary widely. New property types for office use, primarily office parks, emerged in the late 1970s, outside the period of study for this project and are not associated with this subtheme.

Registration Requirements

Property types with the potential to represent significant trends in commercial development include shopping centers, retail buildings, restaurants, office buildings, bank buildings, and signs. Commercial buildings may be evaluated individually or as contributors to potential historic districts, such as shopping centers. Significant properties may include those developed early in the City's postwar history; buildings that were the headquarters of important businesses in the community; and properties that were the locations of important events or associated with persons significant under this theme.

To be eligible, properties must also have character-defining features that reflect significant trends in commercial development in West Covina. Commercial development in West Covina was centered around the automobile and eligible properties will demonstrate convenient automobile access from the street and have large, adjacent parking lots as well as large display windows and prominent signage. Commercial towers and multi-tenant office buildings should be historically associated with a major corporation significant in the area of Commerce.

Properties may have been constructed in one of the popular architectural styles during the period or have a utilitarian design without many architectural details. In many cases, if a property is significant under this theme, it may also be significant the architecture and planning theme.

Historic districts and individual properties significant in the theme of commercial development in West Covina may be eligible under National Register (NR) and California Register (CR) Criteria A/1 or B/2 and West Covina Landmark Criteria A and B in the area of Commerce. The period of significance for this theme is 1945 to 1978. Historic districts and individual properties developed prior to 1957 convey the City's earliest postwar commercial development, while those developed after 1958 represent the more regulated development and implementation of local planning policies. Important businesses may have developed at any time during the postwar period. Likewise, important businesspersons may have worked in the City at any time during the postwar period.



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Eligible properties should retain integrity of Location, Design, Feeling, and Association from the period of significance. Setting for individual properties may be compromised by nearby construction that post-dates the period of significance, but setting for historic districts must remain intact. Free-standing pole signs would not be eligible individually if the building of the associated business is no longer intact. The replacement of some windows and doors may be acceptable if the openings have not been resized and original fenestration patterns have not been disrupted. The replacement of cladding material may be acceptable if the new materials are compatible with the rest of the building and if they would have been used during the period of significance. If a property is a rare surviving example of its type and/or period, a greater degree of alterations may be acceptable.⁹³

⁹³ A greater degree of alterations may be present and yet the property may still be considered eligible when it is initially evaluated. This statement is not related to future alterations proposed for a designated or eligible historical resource. In other words, it does not mean that a rare example of an important property type may be allowed to be more altered in the future than other examples; it means that it may still be eligible at the time of the evaluation, despite some of its previous alterations. Future projects proposed for such historical resources should strive to restore as much historic fabric as possible.



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Theme: Private Institutional Development

The centers of institutional and social life that were established in West Covina from the end of World War II to 1978 were typical for a city developed during this period and reflect the growth of the community. Private institutional development within the City boundaries of West Covina was minimal before 1945; there were no churches, hospitals, or social club buildings. Private institutional development emerged as the population grew in the postwar period. West Covina’s residents created neighborhood churches and formed new congregations. Social and organizations formed chapters in the City. The rising population created the need for more hospital beds and medical centers. By the 1960s, West Covina had approximately twenty churches, three large medical buildings, and 60 social clubs.⁹⁴ Many of these institutions constructed their own buildings or shared gathering facilities.

Subtheme: Religious Institutional Growth

Religious institutional growth in West Covina reflects the growth of the community after World War II. Nationwide, the postwar period was a time of increased religious service attendance in rapidly developing suburbs.⁹⁵ Religious institutions provided a social structure and community in places with new, recently arrived residents. Having previously relied on church buildings in adjacent cities such as Covina, many existing religious organizations began constructing their own facilities within the City of West Covina as a rising population brought a greater demand for services and congregations located within city limits. The incoming population also brought with them new congregations and religious organizations that constructed buildings.

⁹⁴ Pronin, *West Covina: Fulfilling the Promise*, 84.

⁹⁵ Gretchen Buggeln, “New Times, New Architecture, Making a Place for Religion in Postwar Suburbia,” in *The Suburban Church: Modernism and Community in Postwar America* (Minneapolis, MA: University of Minnesota Press, 2015), introduction.

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However, even by the end of the boom in 1957, a large number of the religious organizations in West Covina did not have their own buildings and utilized available community space, almost exclusively schools.⁹⁶ Because many of the young congregations consisted of young veterans and their families, the groups did not have a large financial reserve to finance construction. When buildings were constructed, congregations prioritized the creation of practical, multi-purpose spaces over the creation of grand architectural designs. Religious institutional buildings in West Covina consisted of sanctuaries, social and education rooms, administrative offices, and recreational spaces.

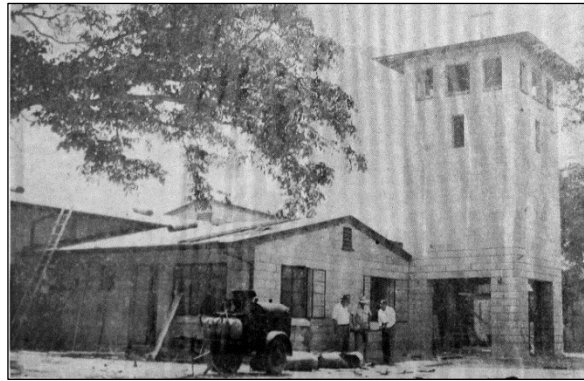


Figure 32. Community First Presbyterian Church, 1949 (Source: West Covina Historical Society)

Most congregations chose one of two prevalent styles for their buildings: American Colonial Revival or Mid-Century Modern. In form, buildings had front-facing gable roofs over rectangular plans. This was a common form and style for religious institutions constructed after World War II in suburban communities throughout the country.

The first religious institution to construct its own building in postwar West Covina was the Community First Presbyterian Church, in 1949. The Community Presbyterian congregation was established the year prior and had used the clubhouse of West Covina's school for services prior to constructing their own church building.⁹⁷ As with many churches, it was constructed largely using loans and donations from the community. With limited financial means, it was constructed in phases. Multi-purpose spaces for social functions were prioritized. The first phase consisted of a 6,600 square foot building with a chapel, fellowship hall for the Sunday school and social purposes, a church parlor for small, informal meetings, administrative offices, a kitchen, carillon tower (demolished) and other smaller rooms for miscellaneous uses.⁹⁸ The second phase consisted of the main building, or sanctuary, with vestry and choir room, and the third phase consisted of the classroom building with patio for informal outdoor gatherings.

⁹⁶ "Church Directory," *Covina Argus Citizen*, January 17, 1957.

⁹⁷ "Community Church Ground Breaking Ceremonies Held" newspaper clipping, June 24, 1949. Bin: News Clippings 1945-1960, West Covina Historical Society Archives.

⁹⁸ "Church to Begin \$40,000 Fund Raising Campaign" newspaper clipping, April 1, 1949. Bin: News Clippings 1945-1960, West Covina Historical Society Archives.

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As the population of West Covina continued to increase through the 1960s and 1970s, many of these smaller buildings were expanded to accommodate the growing congregations. Large additions were added on all elevations for classroom spaces, offices, or other community space. Alternatively, other religious groups chose to abandon their original buildings and commission new, larger buildings. These later churches had large campuses with prominent main buildings, and other ancillary buildings often used as offices or schools.

Associated Property Types

The subtheme of Religious Institutional Growth reflects the development of West Covina as a distinct community after World War II. Properties associated under this theme reflect community development and may also derive significance from architectural or artistic distinction. Property types associated with the subtheme of Religious Institutional Growth include individual buildings for religious gathering, such as churches and temples, and larger campuses incorporating numerous buildings for the institution, such as offices, living quarters/rectories, and schools, or related site features such as signage or landscaping. West Covina's religious institutional buildings vary in size, but many are quite large, set back from the street and surrounded by expansive lawns and parking lots. They are dispersed throughout West Covina, constructed adjacent to residential neighborhoods and along major boulevards. Mid-Century Modern is the dominant architectural style, though there are also examples of New Formalism and the American Colonial Revival style. The most common typology is a long, narrow, Mid-Century Modern style, front-gabled building with a generally rectangular plan. A small subset has A-frame forms with steeply sloping gables that almost extended to the ground. Most religious buildings were simple in form with simple, cost-efficient



Figure 33. West Covina Christian Church, no date
(Source: West Covina Historical Society)



Figure 34: West Covina Christian Church, 2019
(Source: GPA)

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materials but often had geometric, Mid-Century Modern details. Others feature dynamic roof shapes and geometric fenestration patterns. Typical materials and characteristics include stone, block, and brick masonry, stucco, gabled and folded plate roofs, large plate glass windows, stained glass windows, and clerestory windows.

Subtheme: Social Organizations

Social organizations were important to cities across the country, particularly in the period following World War II. There were many different types of social organizations at the time, including fraternal organizations and clubs, cultural community centers, and neighborhood-oriented recreation centers.

Membership in fraternal and civic organizations such as the Elks, Masons, and Veterans of Foreign Wars (VFW) expanded as large numbers of veterans became active members of the communities in which they lived. These organizations served as a social gathering place outside of work and family life and helped new suburbanites create roots in new communities. By 1959, there were more than ninety clubs, including fraternal and civic organizations, in West Covina.⁹⁹ Despite the large number of fraternal groups and clubs, only a few of them constructed their own facilities. Organizations also purchased buildings. The American Legion took over the Citrus Municipal Court building (725 S. Orange Ave.) after the court relocated into new facilities in the late 1950s.

Other social organizations were anchored closely to buildings or community centers that served many purposes. Some community centers were culturally-oriented, such as the East San Gabriel Valley Japanese Community Center (ESGVJCC) and Buddhist Church. Other social organizations were tied to community development around a neighborhood or shared interests, such as the South Hills Country Club, constructed in 1953 (2655 S. Citrus St.).



Figure 35. South Hills Country Club, c. 1958
(Source: West Covina Historical Society)

⁹⁹ Jett, West Covina Chamber of Commerce, 22.

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Figure 36: American Legion Post 790, originally constructed as the Citrus Municipal Court in 1956, 2019 (Source: GPA)

Associated Property Types

A clubhouse or community center that served many functions, whether purpose-built or used as the headquarters of an organization, might be eligible under this subtheme. These buildings were typically one to two stories in height and were general utilitarian with minimal detailing. Many organizations purchased existing buildings, rather than constructing their own. Few of these buildings are examples of specific architectural styles. More important was their utility as multi-purpose space for meetings, social gatherings, and rentable space for events. These buildings generally blend in with their surroundings. They are set back from the street to accommodate parking and have little to no landscaping. For the most part, these buildings are only identifiable by simple signage. Site features are common and may include flagpoles, plaques or memorials for fraternal and civic organizations, and swimming pools, playgrounds, outdoor patios or other ancillary structures for community centers.

Subtheme: Health and Medicine

The rapid growth of West Covina's population in the postwar period necessitated the construction of medical facilities to care for its new population. Two major facilities were constructed and expanded during the 1950s. The first medical center planned for West Covina was constructed around 1950 at the corner of Orange and Cameron avenues.¹⁰⁰ It was founded by doctors and brothers-in-law Bernard Finch and Franklin Gordon. The medical center was constructed as a one-story masonry building with a flat, mansard

¹⁰⁰ "Medical Center Expected to be Started in Oct.," newspaper clipping, October 7, 1949. Bin: News Clippings 1945-1960, West Covina Historical Society Archives.

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metal roof; it was planned to have between forty and fifty rooms and provide “complete medical services, including diagnostic and dental service and a drug room.”¹⁰¹ This medical center was expanded in 1958 and became West Covina Hospital. Additional facilities were constructed to the north, fronting Garvey Avenue.¹⁰² The hospital was financed through efforts by local physicians.¹⁰³ In 1955, before the enlarged West Covina Hospital was constructed, a second major medical facility opened, Lark Ellen General Hospital (now Kindred Hospital).¹⁰⁴

As the population of West Covina and the greater San Gabriel Valley grew, the need for a larger hospital became apparent. Queen of the Valley Hospital was constructed between 1960 and 1962 despite opposition from local residents who feared traffic congestion and the spread of non-residential zoning south of Sunset Avenue.¹⁰⁵ Funding for the hospital came from the Sisters of the Immaculate Heart of Mary, the Catholic order which managed the hospital, as well as private and government funds.¹⁰⁶ Since its construction, the hospital has undergone multiple expansions, including two additional floors.¹⁰⁷



Figure 37. Queen of the Valley Hospital, 1973 (Source: California State Library Picture Catalog)

¹⁰¹ Ibid.

¹⁰² “West Covina Facility Opens Doors Today,” in *West Covina Daily Tribune*, October 20, 1958, Bin: News Clippings 1945-1960, Folder: Building Dept. ‘57/’58, West Covina Historical Society Archives.

¹⁰³ “Open Valley’s Newest Hospital,” newspaper clipping, October 20, 1958, Bin: News Clippings 1945-1960, Folder: Building Dept. ‘57/’58, West Covina Historical Society Archives.

¹⁰⁴ “Contract Let for New West Covina Hospital,” *Los Angeles Times*, July 31, 1955, E24.

¹⁰⁵ “Group Opposes Plan to Build New Hospital in West Covina,” in *West Covina Tribune*, November 06, 1958, Bin: News Clippings 1945-1960, Folder: Building Dept. ‘57/’58, West Covina Historical Society Archives.

¹⁰⁶ “Plans for New West Covina Hospital Shown,” *Los Angeles Times*, April 26, 1960, C9.

¹⁰⁷ Pronin, *West Covina: Fulfilling the Promise*, 96.

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In addition to hospitals, a number of other medical facilities and special care facilities were constructed. In 1963, the Clara Baldwin Stocker Rest Home for women was constructed as part of the West Covina Hospital and Health Services.¹⁰⁸ Smaller medical offices and commercial buildings incorporating medical offices were also constructed throughout the 1950s and 1960s.



Figure 38: 935 S. Sunset Avenue, a medical office building constructed in 1965, 2019 (Source: GPA)

Associated Property Types

Hospitals, rest homes, and office buildings are associated with the subtheme of Health and Medicine. Properties may be individual buildings or groupings best evaluated as historic districts. The earliest hospitals and medical centers were typically one story in height with a flat roof, and easily accommodated the construction of multiple projecting wings as they were expanded. Most of the properties associated with Health and Medicine are part of large campuses of related buildings, reflecting multiple stages of development. The earliest properties associated with Health and Medicine were not constructed as a campus but developed into groupings of building over time with growth, expansion, and new construction. Most hospitals and medical care facilities were originally designed in variations of Mid-Century Modern architecture with elements of the International Style. They may be located throughout West Covina, but most tend to be concentrated closer to I-10 or along major boulevards.

¹⁰⁸ West Covina Chamber of Commerce, *West Covina Factbook '66*, 44.

Registration Requirements

Property types with the potential to represent significant trends in private institutional development include churches, hospitals, lodges, and social halls. Groups of buildings united by plan or development should be evaluated as potential historic districts. These may include campuses associated with religious organizations or medical facilities. Significant properties may include those developed early in the City's postwar history; buildings and historic districts that were the headquarters of pioneering institutions in the community; and properties that were the locations of important events or associated with persons significant under this theme.

To be eligible, properties must also have character-defining features that reflect significant trends in private institutional development in West Covina. Most will have at least one large gathering space, often flexible enough to accommodate multiple uses and functions. Simply being an example of a private institutional property type from the period is not enough to justify significance. The associated organization must have played a pivotal role in the history of West Covina. Examples might include properties related to veterans' organizations, ethnic groups, important congregations, and institutions particularly important to the local community.

Properties may have been constructed in one of the popular architectural styles during the period or have a utilitarian design without many architectural details. In many cases, if a property is significant under this theme, it may also be significant in the architecture, engineering, and planning theme.

Historic districts and individual properties significant in the theme of private institutional development in West Covina may be eligible under National Register (NR) and California Register (CR) Criteria A/1 or B/2 and West Covina Landmark Criteria A and B in the areas of Community Planning and Development; Religion; Health/Medicine; and Social History. Historic districts and individual properties owned by religious organizations must meet NR Criteria Consideration A. To be eligible, they must derive their primary significance from architectural or artistic distinction or historical importance. The period of significance for this theme is 1945 to 1978. Historic districts and individual properties developed prior to 1957 convey the city's early postwar demographics and values during a transformative period when West Covina began to develop from an agricultural city into a postwar suburb and experienced a population boom. Those properties developed after 1957 represent the growth and demographic shifts associated with new infrastructure and governmental organization. Important institutions may have developed at any time during the postwar period. Likewise, important community leaders may have contributed to the city at any time during the postwar period.



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Eligible properties should retain integrity of Location, Design, Materials, Feeling, and Association from their period of significance. Setting for individual properties may be compromised by nearby construction that post-dates the period of significance, but setting for historic districts must remain intact. The majority of the original design features and materials must remain intact and visible, including wall cladding, windows, fenestration pattern, roof features, and details related to the architectural style. The replacement of some windows and doors may be acceptable if the openings have not been resized and original fenestration patterns have not been disrupted. If a property is a rare surviving example of its type and/or period, a greater degree of alterations may be acceptable.¹⁰⁹

¹⁰⁹ A greater degree of alterations may be present and yet the property may still be considered eligible when it is initially evaluated. This statement is not related to future alterations proposed for a designated or eligible historical resource. In other words, it does not mean that a rare example of an important property type may be allowed to be more altered in the future than other examples; it means that it may still be eligible at the time of the evaluation, despite some of its previous alterations. Future projects proposed for such historical resources should strive to restore as much historic fabric as possible.

Theme: Civic Improvements and Infrastructure

For decades after the City of West Covina incorporated in 1923, its government functions were housed in repurposed spaces. The citizens of the new city were primarily focused on agriculture and improving school facilities for future generations. They did not see an immediate need for the City to provide other services and functions.¹¹⁰ After the Great Depression and World War II, the population of West Covina grew exponentially, creating a demand for more formal municipal services and infrastructure, including a city hall,



Figure 39. West Covina's first City Hall (Source: Los Angeles Public Library)



Figure 40. West Covina's second City Hall (Source: West Covina Chamber of Commerce Booklet, 1959-1960, West Covina Historical Society)

library, district court, police and fire departments, schools, recreational facilities, and transportation-related improvements. A substantial number of properties related to public institutional development were constructed from the 1950s through 1970s, within the period of this study. By the 1970s, West Covina had transformed into a city with over twenty schools, eight parks, and a formal Civic Center.¹¹¹

Subtheme: Municipal Government and Services

Although the City of West Covina incorporated in 1923, the fledgling government did not have a need for purpose-built offices until the 1950s. For over a decade, the first

¹¹⁰ Pronin, *West Covina: Fulfilling the Promise*, 41.

¹¹¹ *Ibid.*, 82-84.

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“city hall” was located in the empty bedroom of a home owned by a local family.¹¹² City Hall was later housed in a former subdivision sales office (2133 W. Garvey Ave., demolished) from approximately 1942 and 1949.¹¹³

In order to provide additional services to the growing population, the City constructed its first purpose-built municipal building, a combined City Hall, Police Department, and courthouse building (1444 W. Garvey Ave., demolished). The building was completed in 1951 with a design that resembled a large single-family house.¹¹⁴ In 1956, the City began renting space in the American Legion Hall for courtrooms (330 N. Azusa Ave.) while plans were underway for a dedicated courthouse building.¹¹⁵



Figure 41. Fire Station No. 1, c. 1959 (Source: West Covina Chamber of Commerce Booklet, 1959-1960, West Covina Historical Society)

The West Covina Fire Department was established in 1950 when residents voted to approve the bonds to pay for a station, fire truck, and related equipment.¹¹⁶ Research suggests that prior to this, the City had been protected by volunteer firemen and was receiving protection under a contract basis from the county, with trucks dispatched from San Dimas and Baldwin Park.¹¹⁷

In 1951, the first fire station operated out of a converted garage building behind the City Hall. In 1954, a second fire station opened in a converted horse barn on Cortez Avenue, west of Citrus Avenue. Three more fire stations and a paramedic unit were added to the

¹¹² Ibid., 41, 65.

¹¹³ Building appears to have been demolished on historic aerials viewed at www.historicaerials.com; Pronin, *West Covina: Fulfilling the Promise*, 67; “West Covina City Hall Replaces Tract Office,” *Los Angeles Times*, March 7, 1951, 22.

¹¹⁴ “West Covina City Hall Replaces Tract Office,” *Los Angeles Times*, March 7, 1951, 22.

¹¹⁵ “W. Covina City Court Moves to Legion Hall,” *Los Angeles Times*, November 4, 1956, L4.

¹¹⁶ Pronin, *West Covina: Fulfilling the Promise*, 73.

¹¹⁷ “Voters to View Proposed New City Building,” *Los Angeles Times*, November 19, 1950, B8.

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department prior to its merger with the Covina Fire Department in 1986 when it became part of the San Gabriel Valley Fire Authority.¹¹⁸

The most prominent municipal development of the postwar period is the West Covina Civic Center. The need for a formal Civic Center to accommodate municipal government was bluntly described by George Aiassa, who served as West Covina's City Manager between 1958 and 1976: "... we couldn't find City Hall because it was in a house and it was on a Saturday and they weren't flying the flag. The police department was a bungalow, and the fire department was a garage, and city cars were old police cars with more than 100,000 miles on them."¹¹⁹

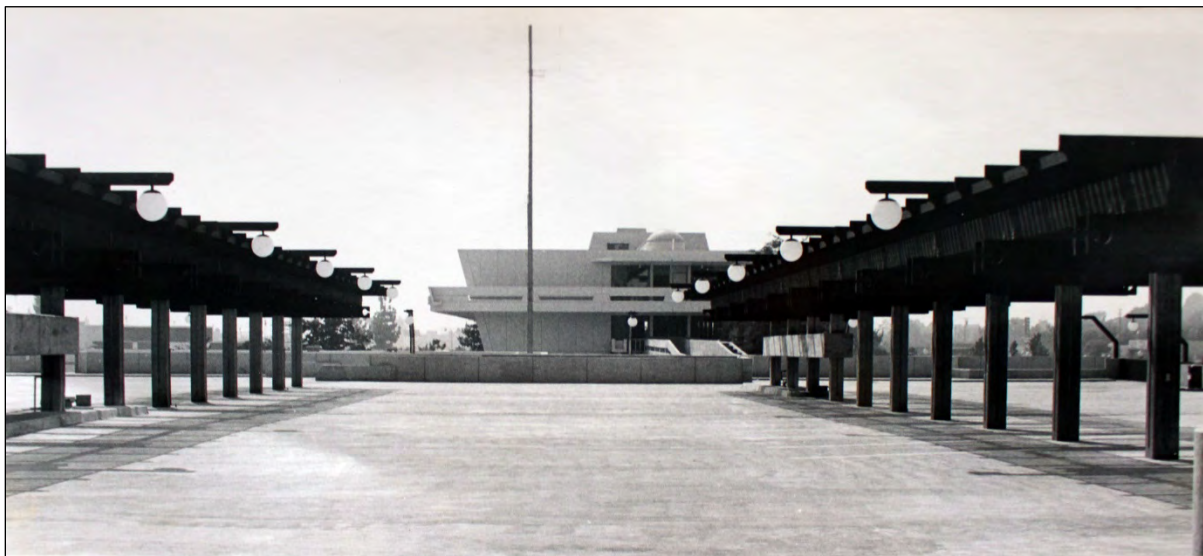


Figure 42. West Covina Civic Center, no date (Source: West Covina Historical Society)

The initial master plan for the Civic Center was completed by noted architectural and engineering firm Albert C. Martin & Associates in 1956.¹²⁰ The \$4.5 million project was constructed between 1960 and 1969.¹²¹ Located on a twenty-six acre, landscaped triangular site, the Civic Center included a new Citrus Municipal Court building, County Library, City Hall, and Police Department building. Each building on the site was individually designed. City Hall, a Brutalist building designed by Frank Sata of Neptune & Thomas and Associates and built by Aetron, is the most architecturally noteworthy of

¹¹⁸ Pronin, *West Covina: Fulfilling the Promise*, 74.

¹¹⁹ Pronin, *West Covina: Fulfilling the Promise*, 81.

¹²⁰ "Plans Readied for West Covina Civic Buildings," *Los Angeles Times*, January 01, 1956, C7.

¹²¹ Pronin, *West Covina: Fulfilling the Promise*, 81-82.

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the Civic Center buildings.¹²² The landscape was designed by architects Armstrong and Sharfman. The grounds of the Civic Center consist of manmade hills densely planted with mature trees along the north property line.¹²³ This design served two purposes: the first was for function – to buffer noise from I-10 – and the second was to “...serve as a ‘trademark’ to freeway travelers, telling them that ‘this is West Covina.’”¹²⁴ Overall, the Civic Center represented the arc of West Covina’s growth during the postwar period. By the time of the Civic Center’s completion in 1969, West Covina was no longer an agricultural area or bedroom community, but a city with comprehensive municipal services.

¹²² “Civic Center Rites Usher in New Tribune,” *San Gabriel Valley Daily Tribune*, June 03, 1969, 29.

¹²³ “\$4.5 Million Complex Gives City Identity,” *San Gabriel Valley Daily Tribune*, June 03, 1969, 2.

¹²⁴ *Ibid.*

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Associated Property Types

Property types associated with the subtheme of Municipal Government and Services include buildings and campuses constructed for City-run entities. They include fire stations, office buildings, police stations, and the Civic Center campus. As monuments to municipal government, these buildings are often architecturally notable Mid-Century Modern, Late Modern, or Brutalist designs. Buildings related to Municipal Government and Services may also be utilitarian, such as fire stations.

Subtheme: Education

When West Covina incorporated in the 1920s, one of the priorities for its citizens was to improve its already existing school, the Irwindale School.¹²⁵ The Irwindale School had been completed around 1909 for eleven students on donated land along what is now Sunset Avenue.¹²⁶ The building was expanded over the next few years and its name was changed to the West Covina School. The West Covina School served as a clubhouse for residents as well as a school for students in kindergarten through eighth grade. In 1924, after the new City of West Covina collected its first property taxes, the school grounds were improved with outdoor lighting, tennis courts, and a water tank.¹²⁷

Between 1945 to 1949, student enrollment in kindergarten through eighth grade grew from 186 to 479 pupils.¹²⁸ In an effort to accommodate the growing school-age population, the single West Covina School created double school days and held classes in the Japanese-American Clubhouse. Older students attended high schools in adjacent cities.¹²⁹ However, these stopgap measures were not enough. In 1951, enrollment climbed to 749. Using state funds, the West Covina School District demolished the original West Covina School schoolhouse and constructed classrooms and buildings on the same site for a new grade

Student Enrollment Increases

Rapid increases in student enrollment led to construction of new schools throughout West Covina in the postwar era.

Year	Students Enrolled
1909	11
1945	186
1949	479
1951	749
1952	1,570
1959	5,000

¹²⁵ Pronin, *West Covina: Fulfilling the Promise*, 41.

¹²⁶ *Ibid.*, 43.

¹²⁷ *Ibid.*, 45-46.

¹²⁸ *Ibid.*, 68.

¹²⁹ *Ibid.*, 68-69.

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school, the Sunset School (851 S. Sunset Ave., demolished).¹³⁰ A second school, Cameron Elementary School (1225 E. Cameron Ave.), opened its doors in 1952 as enrollment reached 1,570 students, more than doubling the number of students from the previous year.¹³¹ Seven additional schools were built by 1959 as the number of students reached more than 5,000 near the end of the decade.¹³²



Figure 43. Merced School, designed by Flewelling & Moody, no date (Source: West Covina Historical Society)

Though the school system did not have an official architect, two firms were responsible for the designs of most schools constructed in the postwar period. Many of the schools were designed by architects Ralph C. Flewelling and Walter L. Moody of the firm Flewelling & Moody. The firm was one of prominent Southern California firms specializing in architectural design for public schools and higher education facilities during the postwar baby boom. Districts such as West Covina hired the firm to design multiple schools of a similar, yet innovative design. Flewelling &

Moody's work achieved statewide visibility after the completion of West Covina's third school, the Del Norte School (1501 W. Del Norte St.), constructed in 1953. Their "school plant" design was featured at the annual convention of the California Association of School Administrators, and "incorporated a number of new features, including space-saving economy in construction and new concepts of earthquake resistance for schools, controlled lighting with even distribution of light in the classrooms obtained by roof skylights and a luminous plastic ceiling which will diffuse light evenly throughout the classroom area."¹³³

Other schools, such as West Covina Union High School (1609 E. Cameron Ave., built 1955) and Edgewood High School (1625 W. Durness St., built 1958) were designed by

¹³⁰ Pronin, *West Covina: Fulfilling the Promise*, 75; "School Bids to be Called," *Los Angeles Times*, May 14, 1951, 26.

¹³¹ Pronin, *West Covina: Fulfilling the Promise*, 75.

¹³² *Ibid.*, 76.

¹³³ "Extensive New Facility Slated at West Covina," *Los Angeles Times*, October 18, 1953, E1.

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the firm of Kistner, Wright, and Wright.¹³⁴ Kistner, Wright & Wright was based in San Diego and known for a number of Mid-Century Modern civic center and school campus projects in Southern California. Theodore C. Kistner, a partner in the firm along with H.F. Wright and W.T. Wright, was the official architect for the San Diego School Board.



Figure 44: The Cameron Elementary School campus was constructed in 1952, the second postwar school to be constructed in West Covina after the Sunset School, 2019 (Source: GPA)

Throughout the postwar period, the City struggled to construct enough schools to keep pace with the population boom. As a bedroom community with comparatively little business or industry, the majority of the City's taxable property was residential, and residential property taxes alone could not provide the City with enough funding for the schools it needed. Thus, the City relied heavily on State funding, which was obtained based on the estimated number of future enrollments using a formula that counted less than the City's own projection.¹³⁵ The ongoing need for additional funding would be at the root of continued discussions to unite West Covina neighboring school districts and agencies for financial support.

In the early 1960s, the State of California began providing incentives to eliminate small school districts by offering additional state funding for the first five years after a unified school district formed. Unified school districts included grade schools and high schools under a single administrative umbrella. In 1960, voters approved the creation of the

¹³⁴ The architectural firm Kistner, Wright, and Wright was hired to adopt the plans used for previous high schools in the district to the proposed Edgewood School at the corner of Orange and Merced Avenues. The site consisted of 40 acres of ranch land from the J.C. Hurst family; Vancil Dunahoo, *Edgewood High School: The First Twenty-Five Years* (West Covina, CA: June 1984), 1.

¹³⁵ James Hubbart, "Red Tape Scored In Schools' Plight," *Los Angeles Times*, March 01, 1955, A1.

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West Covina Unified School District, which was established with thirteen elementary schools and two high schools.¹³⁶

Associated Property Types

Property types associated with the subtheme of Education include individual public school buildings and larger public school campuses composed of numerous buildings and related features, like playgrounds and stadiums. Some public schools have been renamed or converted for use as charter schools. West Covina's schools are typically located along major cross-streets in otherwise residential areas. Mid-Century Modern is the dominant architectural style for schools in West Covina. Common materials and features include brick masonry, stucco, low-pitched gabled and flat roofs, large groups of steel sash windows, clerestory windows, and covered outdoor walkways. Site planning was often emphasized over the architectural details in the design of schools. Campuses typically have modular or radial site planning, consisting of multiple identical, or nearly identical, buildings that are regularly arranged and connected by covered outdoor walkways.

Subtheme: Parks and Recreation

Before World War II, popular recreational activities such as picnics and swimming in West Covina took place on privately-owned land, including portions of Vaquero Field and Hurst Ranch.¹³⁷ There were no municipal parks until 1951 when the Recreation and Parks Commission, a joint program between the cities of Covina and West Covina, was created.¹³⁸ A major focus of the program in its early years was to create small, neighborhood parks throughout the City. By 1956, only five years later, West Covina had over thirty-three acres of dedicated public parks, mostly adjacent to residential development and public schools.¹³⁹

After the joint Recreation and Parks Commission was dissolved following funding cuts, West Covina established its own Recreation and Parks Department in 1958 and progressed with events, programs, classes, and park improvements.¹⁴⁰ A year later, a youth community organization Teen-Kan-Teen Foundation, Inc. lobbied for funding for

¹³⁶ Jett, West Covina Chamber of Commerce, 16.

¹³⁷ Vaquero Field was part of one-time West Covina mayor Clyde Batchelder's private property, while the owner of the Hurst Ranch installed a swimming pool for residents to use in exchange for help with maintenance; *West Covina: Fulfilling the Promise*, 53, 77.

¹³⁸ West Covina Chamber of Commerce, *West Covina Factbook '66*, 14.

¹³⁹ These were: Cortez (2441 E. Cortez St.), Cameron (1363 E. Cameron Ave.), Del Norte (1500 W. Rowland Ave.), and Palmview (1340 E. Puente Ave.) parks. Eisner and Associates, *Land Use Report, 1961*, 27.

¹⁴⁰ Pronin, *West Covina: Fulfilling the Promise*, 84.

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West Covina's first youth recreation center. The center was constructed at Cameron Park (1363 E. Cameron Ave., demolished).¹⁴¹



Figure 45. West Covina Public Equestrian Center, 1969 (Source: West Covina Historical Society)

In the 1960s, the Recreation and Parks Department made improvements and modifications to existing neighborhoods parks. Among the noteworthy changes occurred in 1961 when an F-86D Sabrejet airplane was donated by the United States Air Force and placed in the playground of Palmview Park.¹⁴² In 1967, the first municipal swimming pool opened at Edgewood High School (1625 W. Durness St.). The pool was designed by Kistner, Wright and Wright, who also designed schools in the City.¹⁴³

New facilities constructed in the 1960s included the Ridge Riders Arena, also known as the West Covina Public Equestrian Center and the first portion of Galster Wilderness Park (1620 E. Aroma Dr.), completed in 1969 on land donated by civic leader Emil Galster.¹⁴⁴ Though natural in appearance, the park included walking trails, campgrounds, a picnic area, and a nature study center designed by Armstrong and Sharfman, who were also landscape architects for the Civic Center.¹⁴⁵

By 1973, West Covina had eight public parks.¹⁴⁶ The City continued to improve its existing park infrastructure through the 1970s and 1980s, adding community centers

¹⁴¹ The \$50,000 youth recreation center, designed by Maul & Pulver, has since been demolished and replaced with a new community center. Jett, West Covina Chamber of Commerce, 22; Various Articles. Newspaper clipping, 1957. Bin: News Clippings 1945-1960, Youth Officials Day folder, West Covina Historical Society Archives.

¹⁴² Pronin, *West Covina: Fulfilling the Promise*, 59.

¹⁴³ "West Covina to Build First Swimming Pool," *Los Angeles Times*, December 31, 1967, SG_A6.

¹⁴⁴ City of West Covina, "West Covina Equestrian Center," accessed June 2019, <https://www.westcovina.org/departments/public-services-department/public-services-department-community-services-division/parks-and-community-center-facilities/west-covina-equestrian-center>; "Historic Aerials by NETR Online."

¹⁴⁵ "First Phase of Park Project Under Way," *Los Angeles Times*, August 10, 1969, I18.

¹⁴⁶ Pronin, *West Covina: Fulfilling the Promise*, 84.

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at Palmview Park (1340 E. Puente Ave.) and Shadow Oak Park (2121 E. Shadow Oak Dr.).¹⁴⁷

Associated Property Types

Property types associated with the subtheme of Parks and Recreation include public parks, community centers, and public recreational facilities, such as the equestrian center. Recreational areas and parks range in size. Community centers are typically located within parks and many have been demolished and replaced or otherwise substantially altered over the years. Other features of parks include playgrounds; playing fields; designed landscaping; walking/running trails; ponds; and furniture, such as benches, trash receptacles, picnic shelters, and light standards. Buildings and structures in parks are generally utilitarian and lack architectural distinction, as they are characterized by common features such as asphalt shingle or standing-seam metal roofs and concrete block walls.

Subtheme: Infrastructure and Transportation-Related Improvements

When West Covina was incorporated in the early 1920s, the new city essentially comprised “acres of groves... connected only by unpaved roads.”¹⁴⁸ Several of these roads, including Service, Orange, Cameron, Vine, and Merced avenues, were created for horse-drawn wagons in the nineteenth century and linked to the railroad or nearby communities of Glendora, Covina, and La Puente.¹⁴⁹ These conditions remained much the same until 1935, when Garvey Boulevard became a segment of US Highway 99. There were no stop signs or traffic signals along the West Covina portion of the highway, and motorists would speed through West Covina. In response, the City hired a new Chief of Police, Joe Fritsch, who hired deputies and began strictly enforcing the speed limit with traffic tickets. The City quickly gained a reputation for being a “speed trap,” but traffic accidents were reduced, and the City was able to pave its network of streets using the profits from fines.¹⁵⁰

West Covina and its unique pattern of development, with building and population booms occurring several decades after incorporation, gave City officials to plan for expansion. As the population began to grow in the late 1940s and early 1950s and the construction of I-10 through West Covina began, the City focused on issues around highway

¹⁴⁷ Ibid., 88.

¹⁴⁸ Ibid., 52.

¹⁴⁹ A. Anne Gundel, “West Covina Growth,” <https://www.westcovina.org/about-the-city/history-/west-covina-growth>, accessed June 2019.

¹⁵⁰ Pronin, *West Covina: Fulfilling the Promise*, 56-67.

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expansion and flood control.¹⁵¹ In 1955, Engineering and Sanitation-Sewer Departments were established to help see projects to completion.¹⁵²



Figure 46. A group of city leaders gathers for the 1955 dedication of I-10 (Source: Pronin)

The late 1950s were a period of infrastructure improvement throughout the City. Streets, highways, storm drains, and sanitary sewers all received repair. In 1958, George Aiassa began his term as West Covina City Manager. Aiassa managed the extension of Azusa Avenue from Francisquito Avenue south to Amar Road.¹⁵³ One of his major projects was supervising the construction or reconstruction of fourteen bridges over the Walnut Creek Wash. Replacement bridges had to be constructed over the Walnut Creek Wash following the United States Army Corps of Engineers' widening of the as part of flood control efforts in the 1950s. In 1961, the City's "bridge betterment" program over the Walnut Creek Wash was completed at a cost of \$550,000.

¹⁵¹ The Walnut Creek Wash would frequently flood. With no crossings over the Wash, flooding frequently disrupted daily life in West Covina after a heavy rainfall. "West Covina Looks Ahead to Avoid Growing Pains," *Los Angeles Times*, October 9, 1955, G1; Gundel, "West Covina Growth."

¹⁵² Pronin, *West Covina: Fulfilling the Promise*, 76-78; "Historic Aerials by NETR Online;" "West Covina Looks Ahead to Avoid Growing Pains," *Los Angeles Times*, October 9, 1955, G1.

¹⁵³ Pronin, *West Covina: Fulfilling the Promise*, 81.



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Street and highway development was the City's priority in the early 1960s after the City completed the bridge betterment program and began a three-year study of street deficiencies. The City also planned to extend major north-south streets and address the ongoing need for traffic signals, uniform street signage, and street lights.¹⁵⁴ Infrastructure and street modifications were continuous, with regular modifications creating wider streets, concrete sidewalks, and divided parkways for safety.¹⁵⁵

Associated Property Types

Property types associated with the Infrastructure and Transportation-Related Improvements subtheme include structures such as roads, bridges, and flood control improvements. These structures reflect the general trend of civic improvement and maintenance as West Covina grew. No potentially significant examples of these property types were observed during the survey for this project or identified through additional research; however, further studies, particularly those related to transportation projects, may determine that eligible resources are present within the City.

Registration Requirements

Property types with the potential to represent significant trends in private institutional development include churches, hospitals, lodges, and social halls. Groups of buildings united by plan or development should be evaluated as potential historic districts. These may include campuses associated with religious organizations or medical facilities. Significant properties may include those developed early in the City's postwar history; buildings and historic districts that were the headquarters of pioneering institutions in the community; and properties that were the locations of important events or associated with persons significant under this theme.

To be eligible, properties must also have character-defining features that reflect significant trends in private institutional development in West Covina. Most will have at least one large gathering space, often flexible enough to accommodate multiple uses and functions. Simply being an example of a private institutional property type from the period is not enough to justify significance. The associated organization must have played a pivotal role in the history of West Covina. Examples might include properties related to veterans' organizations, ethnic groups, important congregations, and institutions particularly important to the local community.

¹⁵⁴ William Wingfield, "West Covina Outlines Dynamic Program for Extensive 1962 Civic Improvements." Bin: News Clippings 1960-1980, Business and Commercial folder, West Covina Historical Society Archives.

¹⁵⁵ "Dramatic Difference," *The Sentinel*, Thursday, October 10, 1968.

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Properties may have been constructed in one of the popular architectural styles during the period or have a utilitarian design without many architectural details. In many cases, if a property is significant under this theme, it may also be significant in the architecture and planning theme.



Figure 47: Hollencrest Middle School, 2019 (Source: GPA) The school was not completed until nearly ten years after the initial push for additional schools in West Covina during the postwar era. It is unlikely that the Hollencrest Middle School campus has an important association with Civic Improvements and Infrastructure in West Covina.

Historic districts and individual properties significant in the theme of private institutional development in West Covina may be eligible under National Register (NR) and California Register (CR) Criteria A/1 or B/2 and West Covina Landmark Criteria A and B in the areas of Community Planning and Development; Religion; Health/Medicine; and Social History. Historic districts and individual properties owned by religious organizations must meet NR Criteria Consideration A. To be eligible, they must derive their primary significance from architectural or artistic distinction or historical importance. The period of significance for this theme is 1945 to 1978. Historic districts and individual properties developed prior to 1957 convey the City's early postwar demographics and values during a transformative period when West Covina began to develop from an agricultural city into a postwar suburb and experienced a population boom. Those properties developed after 1957 represent the growth and demographic shifts associated with new infrastructure and governmental organization. Important institutions may have developed at any time during the postwar period. Likewise, important community leaders may have contributed to the City at any time during the postwar period.



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Eligible properties should retain integrity of Location, Design, Materials, Feeling, and Association from their period of significance. Setting for individual properties may be compromised by nearby construction that post-dates the period of significance, but setting for historic districts must remain intact. The majority of the original design features and materials must remain intact and visible, including wall cladding, windows, fenestration pattern, roof features, and details related to the architectural style. The replacement of some windows and doors may be acceptable if the openings have not been resized and original fenestration patterns have not been disrupted. If a property is a rare surviving example of its type and/or period, a greater degree of alterations may be acceptable.¹⁵⁶

¹⁵⁶ A greater degree of alterations may be present and yet the property may still be considered eligible when it is initially evaluated. This statement is not related to future alterations proposed for a designated or eligible historical resource. In other words, it does not mean that a rare example of an important property type may be allowed to be more altered in the future than other examples; it means that it may still be eligible at the time of the evaluation, despite some of its previous alterations. Future projects proposed for such historical resources should strive to restore as much historic fabric as possible.

Theme: Architecture and Planning

The architecture and planning of West Covina is typical of a community that experienced a building boom in the 1950s and 1960s and was subsequently bisected by a major highway. The impact of I-10 is evident in the street grid, but is also revealed in the orientation of signage and commercial buildings to attract drivers on the highway. The design of extant historical resources constructed between 1945 and 1978 reflect the popular architectural styles and planning practices of the mid-twentieth century as well as the economic and efficient building practices of the large-scale developers who constructed most of these resources.

Residential development from the postwar period is the dominant property type in West Covina. The majority of this development is tracts of single-family homes in Minimal Traditional and Ranch styles. Multi-family residential property types in West Covina were designed in variations of Mid-Century Modern, Minimal Traditional, and Ranch styles.

Several single-family residential housing tracts in West Covina were designed by well-known Southern California architects of the postwar period, including Richard Neutra, Edward H. Fickett, and Palmer & Krisel. The developers of these tracts were often responsible for several expansive housing developments throughout the region. No potentially significant examples of tracts of single-family residences were observed during the survey for this project or identified through additional research; though many tracts observed in West Covina were originally designed by significant architects, most were too substantially altered to convey this significance. Information on residential tract developers and the architects they worked within West Covina is included as Appendix F.

Commercial and institutional buildings of the postwar period were designed in various schools of Modern architectural design. While the single-family homes were built largely by contractors and developers as part of sprawling, speculative housing tracts, the commercial and institutional buildings were often designed by architects for specific clients such as a bank or a church congregation. The resulting commercial and institutional buildings are customized and reflect the programmatic needs and identities of specific clients. Commercial and institutional buildings in West Covina often exhibit characteristics of Mid-Century Modern, Late Modern, New Formalist, Brutalist or Late American Colonial Revival designs.

To understand and evaluate properties that are potentially significant under the theme of architecture and planning, the following section provides background information only on those styles and practices found in extant, intact resources of West Covina. This

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theme also identifies architects, builders, and developers known to have worked in the style locally. Representative local examples of design are also listed. Character-defining features are provided to aid in the identification of styles in West Covina, as well as to guide in future assessments of historical significance.

The styles described in each subtheme are roughly sorted by property type in West Covina. Mid-Century Modern designs are applied to all property types. This is followed by styles used for commercial and institutional buildings. The final styles, Minimal Traditional and Ranch, were typically used only for single-family residential property types.

Subtheme: Mid-Century Modern

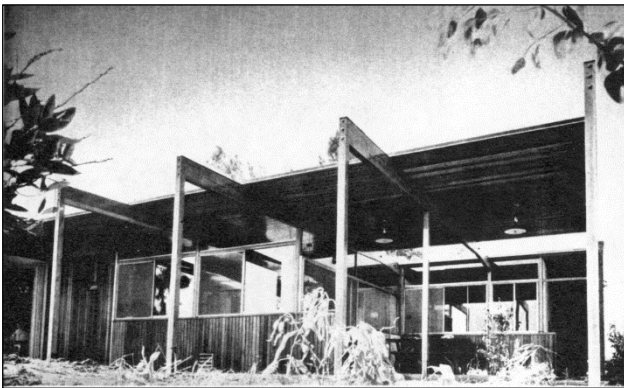


Figure 48. Richard Neutra's James Roberts House, no date (Source: USModernist.com)

The Mid-Century Modern style was embraced in the building boom that followed World War II, particularly in the newly sprawling developments radiating from Southern California's major urban centers.¹⁵⁷ There was a need for a style that could meet the demand for mass construction of many property types – from residences to schools to offices – and convey the modern sensibility of an era that valued a departure from the past, middle-class growth, economic efficiency, and new

material technology. Mid-Century Modern design was embraced intellectually as a departure from the past, but it was economically appealing for its ability to be mass-produced with standardized, affordable, and replicable designs that could accommodate many programmatic needs and site requirements.

Aesthetically, Mid-Century Modern is a term used to describe the evolution of the International Style after World War II and encompasses a range of buildings forms and property types. In its prewar applications, International Style could be rigid, cubic, stark, and industrial. While Mid-Century Modern architecture uses industrial materials and geometric forms, the style often references local vernacular traditions, particularly in the use of wood and the relationship between indoor and outdoor spaces. Mid-Century Modern is characterized by more solid wall surfaces as opposed to large planes

¹⁵⁷ Peter Moruzzi, "National Register of Historic Places Multiple Property Documentation Form: The Case Study House Program: 1945-1966," 2013, E6.



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of glass and steel that characterize the International Style. Stacked bond brick walls are a common feature of commercial and institutional (primarily educational) buildings in the Mid-Century Modern style. In residential buildings, post-and-beam construction with exposed wood structural systems is a common design element. Residential and low-scale commercial buildings exhibit flat roofs, deep overhangs, open floor plans, extensive use of glass, indoor/outdoor flow, and concrete slab foundations. The designs rarely incorporate applied ornamentation or references to historical styles.

Many property types exhibit the characteristics of the Mid-Century Modern style; however, not all Mid-Century Modern designs rise to the level of significant examples of the architectural style. The Case Study House program made Los Angeles a center of experimentation within the style, and the influence of new modern designs radiated outwards to communities around Los Angeles County, including West Covina, where the characteristics of Mid-Century Modern design could be appropriated for massive scale production.

The Mid-Century Modern style flourished in California with its rapid suburbanization in the postwar years; however, the City appears to have few individual single-family residences designed by noted architects in the style. One residential building designed by noted architect Richard Neutra was identified as a significant example of the architectural style in West Covina. A demolished building, Research House 1955 was designed by Edward Fickett, prolific and influential architect of Modern residential tract houses in the Los Angeles area.¹⁵⁸ West Covina does not appear to have any early or groundbreaking examples of the Mid-Century Modern style, but serves as an example for the way the general public came to accept the style as the modern way of building, embracing both aesthetic elements and the economy of replicability.

Character-Defining Features of Mid-Century Modern

- Simple geometric forms
- Post-and-beam construction
- Flat or low-pitched gabled or shed roofs
- Geometric roof forms, such as folded plates, dramatic gables, and A-frames
- Flush mounted steel-framed windows or large single-paned wood-framed windows

¹⁵⁸ Caltrans, *Tract Housing in California, 1945-1973: A Context for National Register Evaluation* (Sacramento, CA: California Department of Transportation, 2011), 99-101.

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- Stacked brick or stone veneer often used as primary or accent material
- Wood or stucco siding, often used in combination
- Canted walls
- Large, single-pane windows
- Clerestory windows

Associated Property Types

The Mid-Century Modern style was observed across many property types during the survey for this project. In West Covina, the Mid-Century Modern style was used for commercial or institutional buildings such as public school campuses. Schools constructed to meet the massive population increases of the 1950s and 1960s are all Mid-Century Modern in style and plan, exhibiting simple geometric forms, flat and gable roof forms, post-and-beam construction, and open site plans with buildings connected by connected walkways forming outdoor corridors. The Mid-Century Modern style was also used for medical offices and buildings. It was a particularly popular style commercial buildings throughout the City, though many have been substantially altered as tastes have changed.

A limited number of residential buildings in the Mid-Century Modern style were identified during the survey. Richard Neutra, one of the most prominent architects to work in the Mid-Century Modern style, designed a single-family residence in West Covina. Few housing developments in West Covina were constructed with fully Mid-Century Modern designs. Much of the housing constructed in the postwar period in West Covina was designed to meet the requirements for loans from the Federal Housing Administration (FHA). These requirements generally favorite more traditional, historically referential forms and designs such as Minimal Traditional and Ranch.

Subtheme: Late American Colonial Revival

American Colonial Revival applies to a variety of architectural styles that reference America's colonial origins and the architecture of eighteenth-century America. The revival of interest in American colonial-era architectural forms and design elements followed the 1876 Centennial International Exhibition in Philadelphia and the 1893 World's Columbian Exposition in Chicago. American Colonial Revival architecture remained popular from the late nineteenth century through the post-World War II period, in great part because it appealed to American's patriotism following multiple foreign wars.

Unlike earlier versions of the style, the classical detailing of the Late American Colonial Revival style is simplified to suggest colonial precedents rather than mirroring or reproducing them. The Late American Colonial Revival style was used for a variety of property types from 1940 through 1965. It was frequently used in residences that were not necessarily architect-designed, but featured traditional materials such as clapboard or brick exteriors, simple building forms, and side-gabled roofs, often with boxed eaves. The roofs may have multiple dormers. Buildings are typically one or two stories in height. Details may include stylized door surrounds; paneled front doors, sometimes within a recessed entryway; multi-paned double-hung sash windows; and fixed shutters. Examples of the Late American Colonial Revival style in West Covina are often churches. These buildings feature brick cladding, multi-light windows, wood shutters, and front gable roofs with steeples, and cupolas.

Character-defining Features of Late American Colonial Revival

- Typically, one or two stories in height
- Simple building forms
- Side-gabled roof, typically with boxed eaves
- May display multiple roof dormers
- Symmetrical façade with entryway as the primary focus
- Clapboard or brick exteriors
- Classical detailing is simplified to merely suggest their Colonial precedents, rather than closely mirroring them
- Details may include stylized door surrounds; paneled front door, sometimes set within a recessed entry; multi-paned double-hung sash windows; and fixed shutters

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Subtheme: New Formalism

New Formalism developed in the mid-1950s as a reaction to the International Style and Mid-Century Modern postwar styles that rejected historical precedent. New Formalism found shared qualities of Modernism and Classicism, such as an emphasis on structure, a uniform construction grid, and clarity of geometric form. It stripped down elements of Classical architecture, removing all decorative ornament, to create a minimalist aesthetic that incorporated familiar, historical forms, like columns.

The style is characterized by the use of the arch, stylized classical columns, colonnades, and entablatures (horizontal elements that rest above columns), and elevated podiums or plazas with deep setbacks. Cladding materials are historically expensive materials such as travertine, marble, or granite typically applied as thin veneers in panels. New Formalism was generally used for property types that were monumental in scale or distinguished in purpose. These property types include commercial and public buildings, such as banks, libraries, museums, and schools. Well-known architects who worked in the style in Southern California included Edward Durrell Stone and Minoru Yamasaki. Stone's well-published American Embassy in New Delhi (1954) is considered by many to mark the origin of the movement worldwide. None of the well-known practitioners of the style are known to have designed buildings in West Covina, though further research could reveal previously unidentified buildings.



Figure 49. Barker Brothers Furniture Store, 1530 W. Covina Avenue, 1962 (altered) (Source: California State Library Picture Catalog)

In California, the style was applied to auditoriums, museums, educational facilities, and financial institutions. In campus settings, buildings were often arranged symmetrically along grand axes and landscape features to achieve a modern monumentality. There are very few examples of New Formalism in West Covina, where the style was mostly applied to commercial buildings such as banks, commercial towers, and medical office buildings.

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Character-defining Features of New Formalism

- Symmetrical plans
- Evidence of classical precedence
- Flat rooflines with heavy, overhanging entablatures
- Full height colonnades and elevated podiums
- Repeating arches and rounded openings
- Large screens of perforated cast stone or concrete or metal grilles
- Smooth wall surfaces
- Tile accents
- Travertine, marble, or granite cladding applied as thin veneers
- Buildings set behind plazas

Associated Property Types

Property types associated with the New Formalism style in West Covina include commercial buildings, especially banks, commercial towers, and medical office buildings. These examples are typically located in shopping centers along major boulevards.



Figure 50: Originally constructed for Home Savings & Loan, the tower at 100 S. Vincent is an example of the New Formalist style, 2019 (Source: GPA)

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Subtheme: Brutalism



Figure 51. West Covina City Hall, 2019 (Source: GPA)

Brutalism emerged in Europe in the 1950s as an aesthetic that emphasized exposed building materials, particularly structural systems and concrete. It was popular throughout the 1960s and 1970s. The name Brutalism is derived from the French *béton brut*, which means “raw concrete.” As a reaction to mid-century styles that featured the extensive use of glass, Brutalism favored a greater ratio of wall surface to glass, with windows often being nothing more than narrow, deeply recessed slits

punctuating a bulky, angular form. Brutalism is highly polarizing; it is both praised for its boldness and criticized for being unappealing and severe.¹⁵⁹ The unpleasant association with the severe may have stemmed from its frequent application to government buildings such as the federal buildings in Washington DC and low-cost housing in major metropolitan areas like London.¹⁶⁰

The style is characterized by large, geometric, concrete forms. The use of poured concrete allows for a wide variety of unexpected building shapes, such as inverted pyramids, interlocking configurations, deep overhangs, and massive, blocky volumes that appear to float on piers or legs. Window openings are generally deeply recessed within the concrete’s surface. The style is unornamented and building components like the structural systems and mechanical equipment may be left exposed to aesthetic effect. Due to its lack of windows and tendency towards bulkiness, Brutalism is most often applied to large-scale buildings such as civic and educational buildings where size and setting can showcase the style’s features.

¹⁵⁹ Virginia Lee McAlester, *A Field Guide to American Houses: The Definitive Guide to Understanding America’s Domestic Architecture* (New York: Alfred A. Knopf, 2018), 664.

¹⁶⁰ Paul Young, “A Brief History of Brutalism,” *Los Angeles Times*, February 1, 2007, <https://www.latimes.com/style/la-hm-campbellside1feb01-story.html>.



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One of the earliest examples of the style in the United States is Yale's Art and Architecture Building, designed by Paul Randolph in 1963.¹⁶¹ In Southern California, Brutalism is often applied to campus buildings for public universities, which reflects the style's popularity at a time of wide-scale institutional expansion. California State University, Dominguez Hills, University of California, Irvine, and California Polytechnic University, Pomona.¹⁶² William Pereira & Associates were responsible for several of these designs, as well as the striking Geisel Library at the University of California, San Diego, completed in 1970.¹⁶³ While Brutalism was not a common style in West Covina, City Hall, designed by Frank Sata & Associates and completed in 1969 is an excellent example of Brutalism design.

Character-defining Features of Brutalism

- Large, bulky, and geometric designs executed in concrete
- Raw concrete, may be board-formed, raked, or smooth
- Small windows, often deeply recessed
- Dramatic, unexpected building forms (e.g., inverted pyramids, massive “floating” volumes, interlocking shapes)
- Lack of ornamentation
- Building structure and mechanical equipment may be exposed

Associated Property Types

Only one example of the Brutalist style was observed during the fieldwork for this project: City Hall. The style may also be used for commercial buildings, especially bank and office buildings. Examples from the period of study for this project appear to be rare, though examples from the late 1970s may exist.

Subtheme: Late Modern

During the late 1960s through the early 1980s, architects continued to explore the aesthetics of Modernism as new building technology emerged for glass. By extending the outer edges of newly available reflective glass over the mullions of a glass curtain

¹⁶¹ McAlester.

¹⁶² “Brutalist,” Los Angeles Conservancy, accessed July 9, 2019, <https://www.laconservancy.org/architectural-style/brutalist>.

¹⁶³ James Steele, ed., *William Pereira* (Los Angeles: University of Southern California Architectural Guild Press, 2002), 140.

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wall, a building's structural system was completely enclosed, creating a thin glass "skin" that allowed for greater flexibility in the building's size, shape, and function.¹⁶⁴ Late Modern buildings differ from earlier iterations of the Modern movement in the use of curved or rounded surfaces of glass, creating less angular edges across the volumes of a building.¹⁶⁵

One of the earliest uses of the new material and building technology was the John Hancock Tower in Boston, designed by I.M. Pei and Henry Cobb in 1968. The reflective glass lent an "ethereal" quality and lightness to the new tower that, despite its size and height, did not overpower the historic buildings near it, such as Trinity Church.¹⁶⁶ Architects Anthony Lumsden and Cesar Pelli were pioneers in the use of this new glass skin building material on the West Coast. They first applied the glass skin to the Century City Medical Plaza, which was designed in 1966 and completed in 1969. They continued to experiment with the glass skin and its potential to take on most shapes, culminating in Cesar Pelli's Pacific Design Center in West Hollywood, completed in 1975.¹⁶⁷

The glass skins of the Late Modern style were most often applied to large, commercial structures. However, owing to the flexibility of the glass skin, there is a wide variety of building types, shapes, and sizes within the style across the world, ranging from religious properties such as the Crystal Cathedral designed by Philip Johnson in Garden Grove, California, to Paris' Centre Pompidou, designed by Richard Rogers.¹⁶⁸

There are very few examples of true Late Modern design in West Covina, dating from the period of this study. The style was mostly applied to commercial office building and institutional buildings.

Character-defining Features of Late Modernism

- Smooth glass skin exterior; glass is often reflective
- Variation in forms, may be rectilinear or feature curved corners, edges, or voids
- Rooflines may vary
- Mechanical equipment may be exposed
- Curtain wall systems in place of traditional fenestration

¹⁶⁴ Marcus Whiffen, *American Architecture Since 1780: A Guide to the Styles* (Cambridge, MA: MIT Press, 1992), 288; Paul Gleye, *The Architecture of Los Angeles* (Los Angeles: Rosebud Books, 1981), 157-158.

¹⁶⁵ Whiffen, *American Architecture Since 1780*, 287.

¹⁶⁶ *Ibid.*, 288.

¹⁶⁷ Gleye, *The Architecture of Los Angeles*, 158-159.

¹⁶⁸ Whiffen *American Architecture Since 1780*, 292.



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- Lack of traditional ornamentation

Associated Property Types

Property types associated with the Late Modern style observed during the fieldwork for this project include commercial buildings, especially bank and office buildings. Examples from the period of study for this project appear to be rare. They are typically located in shopping centers along major boulevards.

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Subtheme: Minimal Traditional



Figure 52. A Minimal Traditional house in Sunkist Village
(Source: GPA)

The Minimal Traditional style is defined by a simple exterior and the use of stripped-down, traditional architectural motifs from the American Colonial Revival and other more decorative styles. Minimal Traditional design makes historical references without extensive architectural detailing. The style emerged in the 1930s as one that met the design preferences of the Federal Housing Authority and other Federal programs that provided necessary financing for residential construction. The Minimal Traditional style was

reproduced on a massive scale and dominated tract housing developments of the 1940s and 1950s. The style was easily created using scaled construction methods used by postwar builders, keeping homes affordable for the middle class. Conventional detailing appealed to conservative home buyers and mortgage companies. Primarily associated with the detached single-family house, Minimal Traditional elements may also be applied to apartment buildings of the same period.¹⁶⁹

In West Covina, the style was popular in the earliest residential developments of the 1940s and 1950s. Because the style could be replicated on a massive scale, tracts of Minimal Traditional homes may vary in size, but usually feature rectilinear streets and very little architectural differentiation from one house to the next.

Character-defining Features of Minimal Traditional

- One-story configuration
- Rectangular or L-shaped plans
- Medium or low-pitched roofs with shallow eaves
- Hipped, cross-gabled, or side-gabled roofs

¹⁶⁹ Virginia and Lee McAlester, *A Field Guide to American Houses* (New York: Alfred A. Knopf, 1984), 478.



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- Smooth stucco wall cladding, often with wood lap, clapboard, brick or stone veneer accents
- Wood multi-light wood windows (picture, double-hung sash, casement)
- Projecting three-sided oriels (bay windows)
- Shallow entry porches with slender wood supports
- Wooden shutters
- Lack of decorative exterior detailing

Associated Property Types

In West Covina, the Minimal Traditional style was typically used for housing tracts of single-family residences. An individual tract house may be a good example of Minimal Traditional design, but in these cases, the overall tract must be significant for representing Minimal Traditional design. An individual house that is part of a tract should not be evaluated as an example of Minimal Traditional design.

Subtheme: Ranch Houses

Ranch house may describe a style or a form that has origins in the hacienda ranch homes of early California families of Mexican and Spanish descent. California builder and designer Cliff May is credited with developing the Ranch style as early as the 1930s; however, it did not gain popularity throughout the United States until the late 1950s and 1960s. A uniquely American residential type, Ranch dominated the Californian and American housing markets after World War II when America's demand for single-family housing reached an apex. Ranch houses were the first to directly address the growing importance of the automobile to urban living, with attached garages or carports incorporated into the design.

Across California, the Ranch house morphed into a variety of sub-styles through the use of applied ornament, but it is generally characterized by its one-story horizontal massing and sprawling L- or U-shaped floor plan around an outdoor patio area.

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Figure 53. A 1964 rendering of a model Ranch house in Galster Heights Park (Source: West Covina Valley Tribune).

Ranch houses were a common house form and style for residential development in West Covina during the period of this study. Ranch houses, with their elongated floor plans, became popular around the same time the West Covina City increased the minimum floor area for future homes in 1953.¹⁷⁰ While there are many substyles of postwar ranch houses found in West Covina, most Ranch house residential developments in the City were constructed in variations of the Modern Ranch and Traditional Ranch. Within a housing tract, building massing and siting had little variation. Differentiation was typically limited to minor variances in decorative details. Custom-built ranch houses varied in style, incorporating elements of Modern and Traditional ranch design as well as fanciful elements borrowed from East Asian architecture and Spanish Colonial-era haciendas.

Character-defining Features of the Ranch House

- One-story in height
- Low, horizontal massing and wide street-facing façade
- Horizontal, rambling layouts
- Overhanging eaves, extended roof beams, and exposed rafter tails
- Low-pitched hipped, cross-, or side-gabled roof
- Recessed front porch
- Large wood or metal-frame windows

¹⁷⁰ “West Covina Council OKs House Zoning,” *Los Angeles Times*, May 31, 1953, F3.

- Wide masonry chimney
- Attached garage or carport

Modern Ranch Substyle

The Modern Ranch substyle is characterized by minimal exterior detailing.¹⁷¹ It adapted the clean, bold lines and liberal use of glass characteristic of mid-century post-and-beam architecture to the rambling, pitched-roof Ranch house building form. Though not nearly as common as Traditional Ranch, local variations of Modern Ranch were constructed throughout the 1960s.

Features Specific to the Modern Ranch Substyle

- Extending rectangular or L-shaped plan
- Post-and-beam construction
- A-frame, flat, or very low-pitched roof shapes
- Exterior cladding of stucco, board-and-batten, or clapboard siding
- Brick or stone veneer accents
- Clerestory windows
- Minimal decorative details
- Replicated across development tract
- Plain fascia board trim

Traditional Ranch Substyle

The Traditional Ranch substyle is characterized by more exterior detailing and combinations of siding materials across elevations. Traditional Ranch designs incorporated fanciful interpretations of rustic building forms, including half-timbering in the gable ends, board-and-batten siding, Dutch doors, diamond pane windows, and dovescotes above garages.

Features Specific to the Traditional Ranch Substyle

- Sprawling plan, often with radiating wings (L-shaped, U-shaped)

¹⁷¹ McAlester, *A Field Guide to American Houses*, 479.

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- Exterior cladding of board-and-batten siding, shingles, or stucco, often used in combination
- Brick or stone veneer accents
- Wood shutters
- Half-timbering
- Rustic-looking elements, such as railings, dovecotes, and garage doors with barn-inspired cross-braced patterns
- Exposed rafter tails
- Carved fascia boards

Associated Property Types

Property types associated with the Ranch style include single-family residences and tracts of single-family residences. They typically date from later in the postwar period when the floor area of new homes was increased.

Registration Requirements

Property types with the potential to be considered distinctive and important examples of postwar architecture in West Covina include commercial, institutional, industrial, and residential buildings. The residential properties are almost always located in tracts of repeated models and therefore should be evaluated as potential historic districts, rather than as individual buildings. The other property types are more likely to be isolated examples and should be evaluated individually. The architecture and planning theme covers a variety of styles from the period of significance between 1945 and 1978. Significant buildings may have been constructed at any time in the postwar period.

Historic districts and individual properties significant in the theme of architecture, engineer, and planning in West Covina may be eligible under National Register (NR) and California Register (CR) Criteria C/3 and West Covina Landmark Criteria C and D in the area of Architecture. A historic district or individual property evaluated under this theme may be considered significant if it embodies the distinctive characteristics of one of the styles outlined as subthemes. Significant examples of each style will truly reflect the important design features and principles of the style, by exhibiting most, if not all, of the listed character-defining features. Significant examples will represent a distinctive, rather than a typical or common, example of its style and exhibit a high degree of integrity.



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Eligible properties should retain integrity of Location, Design, Materials, Workmanship, Feeling, and Association from their period of significance. Setting for individual properties may be compromised by nearby construction that post-dates the period of significance, but setting for historic districts must remain intact. The majority of original materials and design features must remain intact and visible, including wall cladding, windows, fenestration pattern, roof features, and details related to the architectural style.

Conclusions and Recommendations

Historic Resources Inventory Update

A component of this project determined if properties identified as significant in the previous historic resource survey (completed in 2006) appeared to retain integrity. GPA reviewed these properties in three subsets:

- A: Individual properties identified in the previous survey as potentially eligible for listing on National or California Register (Appendix A/Attachment 1)
- B: Individual properties identified in the previous survey as potentially eligible for listing on a local register (Appendix B/Attachment 2)
- C: Sunkist Village Historic District update (Appendix C/Attachment 3)

A: Individual properties identified in the previous survey as potentially eligible for listing on National or California Register

In 2006, 33 properties were identified as potentially eligible for listing on national or California register. This evaluation corresponds with status codes 3S and 3CS. For these properties previously documented individually, GPA recommends changes to status codes based on alterations observed from the public right-of-way. Of the 33 properties identified as eligible in 2006, 30 appear to retain integrity and no changes to the evaluations are proposed. However, to be consistent with current best practices, the status codes should be updated to include eligibility at the local level, giving each property a status code of 3S/3CS/5S3. Two properties are significantly altered and no longer appear eligible for listing. One property could not be located and was assigned a status code of 7R. Details, including photographs of each property, are included in Appendix A/Attachment 1.

Table 1: HRI Update: Individual Properties 3S/3CS/5S3			
	3S, 3CS, and/or 5S3 Identified as eligible	6Z Found ineligible for NR, CR or Local designation through survey evaluation.	7R Identified in Reconnaissance Level Survey: Not evaluated
2006	33	n/a	n/a
2019	30	2	1

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The 30 properties that still appear eligible should be presumed to be historical resources for the purposes of CEQA. The impacts of a proposed project on the historical resources should be analyzed prior to the issuance of permits for alterations or demolitions.

B: Individual properties identified in the previous survey as potentially eligible for listing on a local register

In 2006, 57 properties were identified as potentially eligible for listing on a local register. This evaluation corresponds with status code 5S3. For these properties previously documented individually, GPA recommends changes to status codes based on alterations observed from the public right-of-way. Of the 57 properties identified as eligible in 2006, 38 appear to retain integrity and no changes to the evaluations are proposed. Ten properties are significantly altered and no longer appear eligible for listing. Six properties were not visible from the public right-of-way and were assigned a status code of 7N. Three properties could not be located and were assigned a status code of 7R. Details, including photographs of each property, are included in Appendix B/Attachment 2.

The 38 properties that still appear eligible as well as the six properties that were not visible should be presumed to be historical resources for the purposes of CEQA. The impacts of a proposed project on the historical resources should be analyzed prior to the issuance of permits for alterations or demolitions.

	5S3 Identified as eligible	6Z Found ineligible for NR, CR or Local designation through survey evaluation.	7N Needs to be reevaluated (typically not visible)	7R Identified in Reconnaissance Level Survey: Not evaluated
2006	57	n/a	n/a	n/a
2019	38	10	6	3

C: Sunkist Village Historic District update

Due to the extensive alterations of many properties within Sunkist Village, the historic district no longer appears to retain integrity to be eligible for listing or designation as a historic district. Details, including photographs of each property, are included in Appendix C/Attachment 3.

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Historic Resource Inventory Update

Individual properties that retain integrity may be evaluated in the future for significance as individual historical resources. These properties should be presumed to be historical resources for the purposes of CEQA. The impacts of a proposed project on the historical resources should be analyzed prior to the issuance of permits for alterations or demolitions.

Table 3: HRI Update: Sunkist Village		
	Contributing/Non-Contributing Properties in 2006	Contributing Properties in 2019
Sunkist Village	59/30 (66% contributing)	39/50 (44% contributing)

Historic Context Statement, 1945-1978 & Survey Results

Research and Survey Findings

West Covina is predominantly composed of postwar construction. Following a thorough process to identify historical resources in the City of West Covina, GPA identified a relatively low yield of potential Historical Resources representing the period between 1945 and 1978. Few buildings, structures, objects, or landscapes in the community appear eligible for listing using the national, state, and local criteria for historic significance.

The built environment of West Covina reflects a community developed in response to ongoing trends during the postwar era. GPA's research generally concluded that the majority of properties evaluated reflected ongoing trends in development. Mere association with development trends, often the need to meet a growing population's housing, educational, and commercial needs, is not sufficient for historic significance.

West Covina is a city constructed to meet the needs of its residents and businesses. Throughout its history, the leaders and residents of West Covina have adopted best practice models from similar, nearby communities when planning for the needs of their own city. While this resulted in many buildings and sites that reflect popular styles of design and embody the characteristics of postwar development, the resulting built environment typically is not historically significant. Properties must be unique, trendsetting, or have significant associations to be eligible for listing as Historical Resources.

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Table 4: Summary of GPA's Findings

Number of Properties	Evaluation	California Historical Resource Status Codes
10	Properties individually eligible for listing on the NR, CR, and as local Historical Resources.	3S/3CS/5S3*
1	Locally significant both individually (listed, eligible, or appears eligible) and as a contributor to a district that is locally listed, designated, determined eligible or appears eligible through survey evaluation.	3S/3CS/5B*
5	Appears to be a contributor to a district that appears eligible for local listing or designation through survey evaluation.	5D3*
4	Properties individually eligible only for local listing.	5S3*
47	Properties found ineligible for NR, CR or local designation through survey evaluation.	6Z
1	Needs to be reevaluated.	7N*
4	Properties identified in Reconnaissance Level Survey, but not evaluated because the property was not visible from the public right-of-way.	7R*

* presumed to be historical resources for the purposes of CEQA

It is noteworthy that GPA did not identify any postwar single-family housing tracts as historically significant despite the prevalence of this type of development in the City of West Covina. A large portion of the residential buildings have been extensively altered. During the reconnaissance survey and research, GPA examined many tracts of single-family houses; none of the tracts identified through research or observed during the reconnaissance survey appeared to meet the thresholds for significance outlined in the guidance for evaluating postwar residential developments. While many significant developers and master architects were involved in the residential development of West Covina, none of their contributions to the built environment of West Covina appear historically significant. Research compiled as part of this identification effort is included as Appendix F.



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Following the reconnaissance survey of properties constructed between 1945 and 1978, GPA identified 90 properties for further research. Of these, 72 merited detailed individual evaluations, which were documented on DPR forms (Attachments 4 and 5). GPA identified one district, the Civic Center, eligible for local listing under West Covina Criterion E. The district has five contributing buildings and was also documented on a DPR form. City Hall, a contributor to the district, is also eligible for listing individually.

Properties identified as eligible (noted in Table 4 with an asterisk) should be presumed to be historical resources for the purposes of CEQA. The impacts of a proposed project on the historical resources should be analyzed prior to the issuance of permits for alterations or demolitions. Since these properties were identified during a survey, there is an opportunity for further evaluation, such as a Historic Resource Evaluation Report. A more extensive evaluation may prove they are not eligible.

Future Studies for Consideration

West Covina is a postwar community, but it has continued to evolve since its initial boom of development in the decades following World War II. The Woodside Development in the southern portions of the city includes buildings, planning, and landscaping elements that reflect a period outside the scope of GPA's study. Future studies should consider this area.

The City might also consider examining the ethnic and cultural heritage of West Covina after 1978 in future studies.

Recommendations for Incorporating Survey Findings into Planning and Land Use Practices

It is our understanding that the ability to identify potential historical resources from the postwar era is critical to the City. Because so much of West Covina developed between 1945 and 1978, the majority of its buildings are all reaching the 50-year benchmark for historical resources rapidly and simultaneously. Completing this Historic Context Statement and HRI Update provides a basis for streamlining the review process as it provides a framework for determining significance and evaluating integrity of postwar resources. In addition, the findings of the survey have identified properties potentially eligible as historical resources that should be reviewed carefully in planning decisions. Ultimately, the goal is to avoid impacts to historical resources under CEQA. As such, the finding of the survey should be incorporated into the City's property database so planners can easily access information about whether or not a property has been identified as a historical resource.



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Additional Recommendations

The City of West Covina requires that a historic resource meet one or more of the following criteria:

- A. It exemplifies or reflects special elements of the City's cultural, social, economic, political, aesthetic, engineering, or architectural history; or
- B. It is identified with persons or events significant in local, regional, state or national history; or
- 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; or
- D. It is representative of the notable work of a builder, designer, or architect; or
- E. It has a unique location or physical characteristic(s) or represents an established and familiar visual feature or landmark of a neighborhood, community, or the City.

Criteria A, B, C, and D are modeled after the four California Register of Historical Resources criteria, which are modeled after the four National Register of Historic Places criteria. The approach of basing the City's registration program on the state and federal programs is appropriate and ideal as it simplifies the evaluation process for both City staff and the public. However, while the last criterion, E, is common among many cities in California, it can be problematic as it does not align with existing guidance for the evaluation of Historical Resources and relies on more subjective judgments of importance to a community. GPA would recommend revising the criteria for evaluation to align completely with the national and state criteria. If the City decides to proceed with this revision, GPA recommends engaging the services of a qualified consultant to draft the final code language and consultation with the City Attorney.

City of West Covina

Historic Resource Inventory Update

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Other

City of West Covina, building permits, various dates



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Appendix A

HRI Update, Properties Constructed before 1946 – Individual properties identified in 2006 survey as potentially eligible for listing on National or California Register

City of West Covina

Historic Resource Inventory Update

Table A: HRI Update Individual properties identified in 2006 survey as potentially eligible for listing on National or California Register		
Resource Name	2006 Status Code	2019 Status Code
137 S. Lark Ellen Ave.	3S/3CS	3S/3CS/5S3
188 N. Sunkist Ave.	3S/3CS	3S/3CS/5S3
237 N. Orange Ave.	3S/3CS	3S/3CS/5S3
505 S. Hollenbeck St.	3S/3CS	3S/3CS/5S3
521 N. Orange Ave.	3S/3CS	3S/3CS/5S3
611 N. Sunset Ave.	3S/3CS	3S/3CS/5S3
611 N. Vincent Ave.	3S/3CS	3S/3CS/5S3
637 S. California Ave.	3S/3CS	3S/3CS/5S3
643 N. Vincent Ave.	3S/3CS	3S/3CS/5S3
747 N. Lark Ellen Ave.	3S/3CS	3S/3CS/5S3
803 S. Lark Ellen Ave.	3S/3CS	3S/3CS/5S3
809 S. Lark Ellen Ave.	3S/3CS	3S/3CS/5S3
831 S. Lark Ellen Ave.	3S/3CS	3S/3CS/5S3
833 S. Coral Tree Dr.	3S/3CS	3S/3CS/5S3
863 S. California Ave.	3S/3CS	3S/3CS/5S3
1032 E. Puente Ave.	3S/3CS	3S/3CS/5S3
1038 E. Puente Ave.	3S/3CS	3S/3CS/5S3
1106 W. Rowland Ave.	3S/3CS	3S/3CS/5S3
1127 W. Merced Ave.	3S/3CS	3S/3CS/5S3
1241 S. Willow Ave.	3S/3CS	3S/3CS/5S3
1314 E. Puente Ave.	3S/3CS	3S/3CS/5S3
1336 S. Fleetwell Ave.	3S/3CS	6Z
1440 E. Rowland Ave.	3S/3CS	3S/3CS/5S3
1550 E. Puente Ave.	3S/3CS	3S/3CS/5S3
1628 E. Rowland Ave.	3S/3CS	3S/3CS/5S3
1708 W. Eldred Ave.	3S/3CS	6Z
1940 E. Cortez Ave.	3S/3CS	3S/3CS/5S3
1951 S. Sunset Ave.	3S/3CS	7R
2036 E. Cortez Ave.	3S/3CS	3S/3CS/5S3
2204 W. Pacific Ave.	3S/3CS	3S/3CS/5S3

Status Code	Description
3CS	Appears eligible for CR as an individual property through survey evaluation.
3S	Appears eligible for NR as an individual property through survey evaluation.
5D3	Appears to be a contributor to a district that appears eligible for local listing or designation through survey evaluation.
6Z	Found ineligible for NR, CR or Local designation through survey evaluation.
7R	Identified in Reconnaissance Level Survey: Not evaluated.



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Table A: HRI Update		
Individual properties identified in 2006 survey as potentially eligible for listing on National or California Register		
Resource Name	2006 Status Code	2019 Status Code
2527 E. Cameron Ave.	3S/3CS	3S/3CS/5S3
2568 E. Cameron Ave.	3S/3CS	3S/3CS/5S3
2922 E. Cortez Ave.	3S/3CS	3S/3CS/5S3



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Appendix B

HRI Update, Properties Constructed before 1946 – Individual properties identified in 2006 survey as potentially eligible for listing on a local register

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Historic Resource Inventory Update

Table B: HRI Update			
Individual properties identified in 2006 survey as potentially eligible for listing on local register			
Sort order in 2006	Resource Name	2006 Status Code	2019 Status Code
1	153 N. Willow Ave.	5S3	5S3
2	206 N. Orange Ave.	5S3	6Z
3	264 N. Willow Ave.	5S3	5S3
4	306 N. Willow Ave.	5S3	6Z
5	310 N. Puente Ave.	5S3	5S3
6	321 & 327 N. Sunset Ave.	5S3	5S3
7	328 N. Vincent Ave.	5S3	5S3
8	428 N. Sunset Ave.	5S3	5S3
9	434 N. Orange Ave.	5S3	5S3
10	501 N. Vincent Ave.	5S3	5S3
11	507 N. Sunset Ave.	5S3	6Z
12	555 E. Vine Ave.	5S3	5S3
13	604 E. Barbara Ave.	5S3	5S3
14	644 N. Hartley Ave.	5S3	5S3
15	707 S. Lark Ellen Ave.	5S3	7N
16	727 N. Orange Ave.	5S3	7R
17	841 E. Vine Ave.	5S3	7N
18	856 S. Sunset Ave.	5S3	7R
19	914 S. Lark Ellen Ave.	5S3	5S3
20	943 N. Orange Ave.	5S3	5S3
21	944 E. Cameron Ave.	5S3	5S3
22	944 E. Vine Ave.	5S3	5S3
23	941 W. Merced Ave.	5S3	6Z
24	1006 S. Lark Ellen Ave.	5S3	5S3
25	1006 W. Merced Ave.	5S3	5S3
26	1049 S. Willow Ave.	5S3	6Z
27	1051 W. Puente Ave.	5S3	6Z
28	1123 W. Puente Ave.	5S3	7N
29	1132 W. Merced Ave.	5S3	5S3
30	1146 W. Puente Ave.	5S3	5S3
31	1154 W. Puente Ave.	5S3	5S3

Status Code	Description
5S3	Appears to be individually eligible for local listing or designation through survey evaluation.
6Z	Found ineligible for NR, CR or Local designation through survey evaluation.
7N	Needs to be reevaluated
7R	Identified in Reconnaissance Level Survey; Not evaluated.

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Table B: HRI Update			
Individual properties identified in 2006 survey as potentially eligible for listing on local register			
Sort order in 2006	Resource Name	2006 Status Code	2019 Status Code
32	1211 W. Workman Ave.	5S3	5S3
33	1212 E. Puente Ave.	5S3	5S3
34	1233 E. Idahome St.	5S3	5S3
35	1300 S. Sunkist Ave.	5S3	6Z
36	1307 S. Willow Ave.	5S3	5S3
37	1327 S. California Ave.	5S3	6Z
38	1358 E. Workman Ave.	5S3	5S3
39	1449 E. Puente Ave.	5S3	5S3
40	1518 E. Rowland Ave..	5S3	5S3
41	1720 S. Willow Ave.	5S3	5S3
42	1902 E. Rowland Ave.	5S3	5S3
43	2141 E. Cameron Ave.	5S3	5S3
44	2219 W. Mossberg Ave.	5S3	5S3
45	2223 W. Mossberg Ave.	5S3	6Z
46	2225 W. Merced Ave.	5S3	5S3
47	2314 W. Clydewood Ave.	5S3	5S3
48	2322 E. Cortez Ave.	5S3	6Z
49	2328 W. Pacific Ave.	5S3	5S3
50	2339 W. Francisquito Ave.	5S3	5S3
51	2527 E. Cameron Ave.	5S3	5S3
52	2750 E. Cortez Ave.	5S3	7N
53	2828 E. Cortez Ave.	5S3	7N
54	3121 E. Cameron Ave.	5S3	7N
55	3129 E. Virginia Ave.	5S3	5S3
56	3311 E. Cameron Ave.	5S3	7R
57	3535 E. Cortez Ave.	5S3	5S3



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Appendix C

HRI Update, Sunkist Village Historic District update

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**Table C: HRI Update
Sunkist Village Historic District**

Resource Name	2006 Status Code	2019 Status Code
1003 A & B S. Meeker Ave.	Contributor (5D3)	Non-Contributor (6Z)
1004 S. Meeker Ave.	Non-Contributor (6Z)	Non-Contributor (6Z)
1004 S. Sunkist Ave.	Contributor (5D3)	Contributor (5D3)
1007 S. Sunkist Ave.	Contributor (5D3)	Contributor (5D3)
1008 S. Meeker Ave.	Non-Contributor (6Z)	Non-Contributor (6Z)
1010 S. Sunkist Ave.	Contributor (5D3)	Contributor (5D3)
1011 S. Meeker Ave.	Contributor (5D3)	Contributor (5D3)
1011 S. Sunkist Ave.	Non-Contributor (6Z)	Non-Contributor (6Z)
1014 S. Meeker Ave.	Non-Contributor (6Z)	Non-Contributor (6Z)
1017 S. Meeker Ave.	Contributor (5D3)	Contributor (5D3)
1018 S. Sunkist Ave.	Contributor (5D3)	Contributor (5D3)
1019 S. Sunkist Ave.	Non-Contributor (6Z)	Non-Contributor (6Z)
1020 S. Sunkist Ave.	Non-Contributor (6Z)	Non-Contributor (6Z)
1020 S. Willow Ave.	Contributor (5D3)	Non-Contributor (6Z)
1021 S. Sunkist Ave.	Contributor (5D3)	Non-Contributor (6Z)
1022 S. Meeker Ave.	Contributor (5D3)	Contributor (5D3)
1023 S. Meeker Ave.	Contributor (5D3)	Non-Contributor (6Z)
1024 S. Willow Ave.	Non-Contributor (6Z)	Non-Contributor (6Z)
1026 S. Meeker Ave.	Non-Contributor (6Z)	Non-Contributor (6Z)
1027 S. Meeker Ave.	Contributor (5D3)	Non-Contributor (6Z)
1028 S. Sunkist Ave.	Non-Contributor (6Z)	Non-Contributor (6Z)
1029 S. Sunkist Ave.	Contributor (5D3)	Contributor (5D3)
1030 S. Willow Ave.	Contributor (5D3)	Contributor (5D3)
1031 S. Sunkist Ave.	Contributor (5D3)	Contributor (5D3)
1035 S. Meeker Ave.	Contributor (5D3)	Non-Contributor (6Z)
1036 S. Willow Ave.	Non-Contributor (6Z)	Non-Contributor (6Z)
1043 S. Meeker Ave.	Contributor (5D3)	Contributor (5D3)
1044 S. Willow Ave.	Contributor (5D3)	Non-Contributor (6Z)
1045 S. Willow Ave.	Contributor (5D3)	Non-Contributor (6Z)
1046 S. Meeker Ave.	Contributor (5D3)	Contributor (5D3)
1048 S. Willow Ave.	Contributor (5D3)	Non-Contributor (6Z)
1051 S. Meeker Ave.	Contributor (5D3)	Contributor (5D3)
1100 S. Meeker Ave.	Non-Contributor (6Z)	Non-Contributor (6Z)

Status Code	Description
5D3	Appears to be a contributor to a district that appears eligible for local listing or designation through survey evaluation.
6Z	Found ineligible for NR, CR or Local designation through survey evaluation.

City of West Covina

Historic Resource Inventory Update

Table C: HRI Update Sunkist Village Historic District		
Resource Name	2006 Status Code	2019 Status Code
1100 S. Willow Ave.	Contributor (5D3)	Contributor (5D3)
1101 S. Meeker Ave.	Contributor (5D3)	Non-Contributor (6Z)
1103 S. Willow Ave.	Non-Contributor (6Z)	Non-Contributor (6Z)
1104 S. Meeker Ave.	Contributor (5D3)	Contributor (5D3)
1107 S. Meeker Ave.	Contributor (5D3)	Contributor (5D3)
1108 S. Willow Ave.	Contributor (5D3)	Non-Contributor (6Z)
1111 S. Sunkist Ave.	Contributor (5D3)	Contributor (5D3)
1112 S. Meeker Ave.	Non-Contributor (6Z)	Non-Contributor (6Z)
1112 S. Willow Ave.	Contributor (5D3)	Contributor (5D3)
1117 S. Sunkist Ave.	Non-Contributor (6Z)	Non-Contributor (6Z)
1118 S. Meeker Ave.	Contributor (5D3)	Non-Contributor (6Z)
1119 S. Willow Ave.	Contributor (5D3)	Contributor (5D3)
1120 S. Willow Ave.	Non-Contributor (6Z)	Non-Contributor (6Z)
1121 S. Meeker Ave.	Non-Contributor (6Z)	Non-Contributor (6Z)
1123 S. Sunkist Ave.	Contributor (5D3)	Contributor (5D3)
1125 S. Willow Ave.	Contributor (5D3)	Contributor (5D3)
1126 S. Meeker Ave.	Non-Contributor (6Z)	Non-Contributor (6Z)
1126 S. Willow Ave.	Contributor (5D3)	Contributor (5D3)
1127 S. Meeker Ave.	Contributor (5D3)	Contributor (5D3)
1132 S. Willow Ave.	Contributor (5D3)	Non-Contributor (6Z)
1135 S. Meeker Ave.	Contributor (5D3)	Contributor (5D3)
1135 S. Sunkist Ave.	Contributor (5D3)	Contributor (5D3)
1136 S. Meeker Ave.	Non-Contributor (6Z)	Non-Contributor (6Z)
1138 S. Willow Ave.	Contributor (5D3)	Contributor (5D3)
1139 S. Meeker Ave.	Non-Contributor (6Z)	Non-Contributor (6Z)
1139 S. Sunkist Ave.	Non-Contributor (6Z)	Non-Contributor (6Z)
1139 S. Willow Ave.	Contributor (5D3)	Contributor (5D3)
1144 S. Willow Ave.	Non-Contributor (6Z)	Non-Contributor (6Z)
1145 S. Meeker Ave.	Contributor (5D3)	Contributor (5D3)
1146 S. Meeker Ave.	Contributor (5D3)	Non-Contributor (6Z)
1147 S. Sunkist Ave.	Contributor (5D3)	Contributor (5D3)
1152 S. Meeker Ave.	Non-Contributor (6Z)	Non-Contributor (6Z)
1153 S. Meeker Ave.	Non-Contributor (6Z)	Non-Contributor (6Z)
1153 S. Sunkist Ave.	Contributor (5D3)	Contributor (5D3)
1229 S. Willow Ave.	Non-Contributor (6Z)	Non-Contributor (6Z)
1304 S. Willow Ave.	Non-Contributor (6Z)	Non-Contributor (6Z)

City of West Covina

Historic Resource Inventory Update

**Table C: HRI Update
Sunkist Village Historic District**

Resource Name	2006 Status Code	2019 Status Code
1314 S. Willow Ave.	Contributor (5D3)	Non-Contributor (6Z)
1557 S. Willow Ave.	Contributor (5D3)	Non-Contributor (6Z)
192 N Willow Ave.	Contributor (5D3)	Non-Contributor (6Z)
865 S. Sunkist Ave.	Contributor (5D3)	Contributor (5D3)
868 S. Sunkist Ave.	Non-Contributor (6Z)	Non-Contributor (6Z)
902 S. Sunkist Ave.	Contributor (5D3)	Non-Contributor (6Z)
903 S. Sunkist Ave.	Non-Contributor (6Z)	Non-Contributor (6Z)
908 S. Sunkist Ave.	Contributor (5D3)	Contributor (5D3)
909 S. Sunkist Ave.	Contributor (5D3)	Contributor (5D3)
914 S. Sunkist Ave.	Contributor (5D3)	Non-Contributor (6Z)
915 S. Sunkist Ave.	Contributor (5D3)	Contributor (5D3)
919 S. Meeker Ave.	Contributor (5D3)	Non-Contributor (6Z)
920 S. Sunkist Ave.	Contributor (5D3)	Contributor (5D3)
921 S. Sunkist Ave.	Contributor (5D3)	Non-Contributor (6Z)
926 S. Sunkist Ave.	Contributor (5D3)	Non-Contributor (6Z)
927 S. Sunkist Ave.	Non-Contributor (6Z)	Non-Contributor (6Z)
932 S. Sunkist Ave.	Contributor (5D3)	Contributor (5D3)
933 S. Orange Ave.	Non-Contributor (6Z)	Non-Contributor (6Z)
933 S. Sunkist Ave.	Contributor (5D3)	Contributor (5D3)

Status Code	Description
5D3	Appears to be a contributor to a district that appears eligible for local listing or designation through survey evaluation.
6Z	Found ineligible for NR, CR or Local designation through survey evaluation.



City of West Covina
Historic Resource Inventory Update

Appendix D

Survey Results, GPA, 2019

City of West Covina

Historic Resource Inventory Update

Table D1: Survey Results, 1945-1978 (eligible)

	Name	Address	APN	Year Built	Status Code	Significance Theme
1.	Home Savings and Loan Building	100 S Vincent Ave	8474-007-937	1970	5S3	Commercial Development
2.	1028 E Walnut Creek Pkwy	1028 E Walnut Creek Pkwy	8476-022-017	1957	3S/3CS/5S3	Commercial Development
3.	West Covina Christian Church	1100 E Cameron Ave	8487-024-045	1955	5S3	Private Institutional Development
4.	Palmview Park	1340 E Puente Ave	8441-027-905	1954-1956	5S3	Civic Improvements and Infrastructure
5.	1815 E Workman Ave	1815 E Workman Ave	8454-016-006	1957	3S/3CS/5S3	Architecture
6.	Muana Loa Apartments	2000 W Pacific Ave	8459-027-002	1963	3S/3CS/5S3	Residential Development
7.	Sunset Oasis	217 N Sunset Ave	8458-023-021	1965	3S/3CS/5S3	Residential Development
8.	Charley Browns	3041 E Garvey Ave N	8451-016-100	1967	3S/3CS/5S3	Commercial Development

Status Code	Description
3S	Appears eligible for NR as an individual property through survey evaluation.
3CS	Appears eligible for CR as an individual property through survey evaluation.
5D3	Appears to be a contributor to a district that appears eligible for local listing or designation through survey evaluation.
5S3	Appears to be individually eligible for local listing or designation through survey evaluation.
6Z	Found ineligible for NR, CR or Local designation through survey evaluation.
7N	Needs to be reevaluated.
7R	Identified in Reconnaissance Level Survey: Not evaluated.

City of West Covina

Historic Resource Inventory Update

Table D1: Survey Results, 1945-1978 (eligible)

	Name	Address	APN	Year Built	Status Code	Significance Theme
9.	437 S Glendora Ave	437 S Glendora Ave	8475-007-028	1963	3S/3CS/5S3	Commercial Development
10.	Rockview Dairy	551 E Vine Ave	8487-017-041	1969	3S/3CS/5S3	Commercial Development
11.	St. Christopher's Church	629 S Glendora Ave	8475-008-032	1959	3S/3CS/5S3	Architecture
12.	West Covina Hospital	725 S Orange Ave	8468-007-040	1949	3S/3CS/5S3	Health and Medicine
13.	West Covina Fire Station No.1	819 S Sunset Ave	8468-016-904	1959	5S3	Civic Improvements and Infrastructure
14.	933 S Sunset Medical Plaza	935 S Sunset Ave	8468-016-001	1965	3S/3CS/5S3	Health and Medicine

City of West Covina

Historic Resource Inventory Update

Table D2: Survey Results Postwar Historic Resource Inventory Update, 1945-1978 (not eligible)

	Name	Address	APN	Year Built	Status Code	Significance Theme
1.	The Bainbridge Club	1006 W Bainbridge Ave	8470-017-016	1958	6Z	Private Institutional Development
2.	Wescove Elementary School	1010 W Vine Ave	8469-008-900	1958	6Z	Civic Improvements and Infrastructure
3.	Vincent School	1024 W Workman Ave	8457-029-906	1960 c.	6Z	Civic Improvements and Infrastructure
4.	Shepherd of the Valley Lutheran Church	1030 E Merced Ave	8490-003-083	1960	6Z	Private Institutional Development
5.	Queen of the Valley Hospital	1115 S Sunset Ave	8468-017-015	1960	6Z	Health and Medicine
6.	Merlinda Elementary School	1120 S Valinda Ave	8490-002-900	1954-1964	6Z	Civic Improvements and Infrastructure
7.	California Elementary School	1125 W Bainbridge Ave	8470-012-900	1953-1964	6Z	Civic Improvements and Infrastructure
8.	Masonic Lodge	1201 S Orange Ave	8467-016-018	1968	6Z	Private Institutional Development

Status Code	Description
3S	Appears eligible for NR as an individual property through survey evaluation.
3CS	Appears eligible for CR as an individual property through survey evaluation.
5D3	Appears to be a contributor to a district that appears eligible for local listing or designation through survey evaluation.
5S3	Appears to be individually eligible for local listing or designation through survey evaluation.
6Z	Found ineligible for NR, CR or Local designation through survey evaluation.
7N	Needs to be reevaluated.
7R	Identified in Reconnaissance Level Survey: Not evaluated.

City of West Covina

Historic Resource Inventory Update

Table D2: Survey Results Postwar Historic Resource Inventory Update, 1945-1978 (not eligible)

	Name	Address	APN	Year Built	Status Code	Significance Theme
9.	Broadway Department Store	1209 Plaza Dr	8474-003-085	1961	6Z	Commercial Development
10.	San Gabriel Valley Tribune	1210 N Azusa Canyon Rd	8435-015-040	1974	6Z	Commercial Development
11.	Cameron Elementary School	1225 E Cameron Ave	8486-008-904	1952	6Z	Civic Improvements and Infrastructure
12.	The Church of Jesus Christ of Latter-day Saints	1307 S Orange Ave	8467-016-007	1968	6Z	Private Institutional Development
13.	Rowland Ave Elementary School	1355 E Rowland Ave	8441-027-903	1953-1954	6Z	Civic Improvements and Infrastructure
14.	Xaris Church of the Nazarene	1417 W Badillo St	8435-024-029	1968	6Z	Private Institutional Development
15.	1433 W Merced Ave	1433 W Merced Ave	8468-017-004	1962-1963	6Z	Residential Development
16.	West Covina Fire Station No.3	1433 W Puente Ave	8458-003-900	1953-1964	6Z	Civic Improvements and Infrastructure
17.	St Jude Maronite Catholic Church	1437 Badillo St	8435-024-031	1954	6Z	Private Institutional Development
18.	Orangewood Elementary School	1440 S Orange Ave	8467-034-902	1958	6Z	Civic Improvements and Infrastructure
19.	Coronado High School	1500 E Francisquito Ave	8740-016-900	1954-1963	6Z	Civic Improvements and Infrastructure
20.	Del Norte School	1501 W Del Norte St	8458-020-901	1953	6Z	Civic Improvements and Infrastructure

City of West Covina

Historic Resource Inventory Update

Table D2: Survey Results Postwar Historic Resource Inventory Update, 1945-1978 (not eligible)

	Name	Address	APN	Year Built	Status Code	Significance Theme
21.	1535 W Merced Ave	1535 W Merced Ave	8468-017-008	1972	6Z	Commercial Development
22.	Merced Elementary School	1545 E Merced Ave	8490-015-900	1955	6Z	Civic Improvements and Infrastructure
23.	South Hills Baptist Church	1600 E Francisquito Ave	8740-016-051	1960	6Z	Private Institutional Development
24.	South Hills Church of Christ	1600 E Merced Ave	8490-019-020	1972	6Z	Private Institutional Development
25.	West Covina Union High School	1609 E Cameron Ave	8486-001-900	1957	6Z	Civic Improvements and Infrastructure
26.	Blackard's Super Service	1611 W San Bernardino Rd	8435-015-038	1953	6Z	Commercial Development
27.	Monte Vista Elementary School	1615 W Eldred Ave	8458-009-900	1957	6Z	Civic Improvements and Infrastructure
28.	Edgewood High School	1625 W Durness St	8467-034-903	1958	6Z	Civic Improvements and Infrastructure

Status Code	Description
3S	Appears eligible for NR as an individual property through survey evaluation.
3CS	Appears eligible for CR as an individual property through survey evaluation.
5D3	Appears to be a contributor to a district that appears eligible for local listing or designation through survey evaluation.
5S3	Appears to be individually eligible for local listing or designation through survey evaluation.
6Z	Found ineligible for NR, CR or Local designation through survey evaluation.
7N	Needs to be reevaluated.
7R	Identified in Reconnaissance Level Survey: Not evaluated.

City of West Covina

Historic Resource Inventory Update

Table D2: Survey Results Postwar Historic Resource Inventory Update, 1945-1978 (not eligible)

	Name	Address	APN	Year Built	Status Code	Significance Theme
29.	West Covina Unified School District Office	1717 W Merced Ave	8490-023-011	1958	6Z	Education
30.	Vine Elementary School	1901 E Vine Ave	8485-026-900	1956 c.	6Z	Civic Improvements and Infrastructure
31.	Traweek Middle School	1941 E Rowland Ave	8443-015-900	1953-1954	6Z	Civic Improvements and Infrastructure
32.	Workman Ave Elementary School	1941 E Workman Ave	8454-009-900	1956 c.	6Z	Civic Improvements and Infrastructure
33.	San Jose Charter Academy	2021 W Alwood St	8467-005-900	1964	6Z	Civic Improvements and Infrastructure
34.	Hollencrest Middle School	2101 E Merced Ave	8492-019-900	1963 c.	6Z	Civic Improvements and Infrastructure
35.	Mt Calvary-Faith Lutheran Church	2110 W Francisquito Ave	8465-001-050	1958	6Z	Private Institutional Development
36.	South Hills Apartments	217 S Barranca St	8480-008-084	1966	6Z	Residential Development
37.	Cortez School	2226 E Rio Verde Dr	8479-028-900	1955	6Z	Civic Improvements and Infrastructure
38.	Hollingworth Elementary School	3003 E Hollingworth St	8724-004-900	1964 c.	6Z	Civic Improvements and Infrastructure
39.	American Legion Post 790	330 N Azusa Ave	8454-016-013	1956	6Z	Private Institutional Development
40.	Immanuel First Lutheran Church	512 Valinda Ave	8476-023-049	1954/1969	6Z	Private Institutional Development

City of West Covina

Historic Resource Inventory Update

Table D2: Survey Results Postwar Historic Resource Inventory Update, 1945-1978 (not eligible)

	Name	Address	APN	Year Built	Status Code	Significance Theme
41.	Clara Baldwin Stocker Rest Home	527 S Valinda Ave	8476-024-012	1963	6Z	Health and Medicine
42.	Walnut Grove Intermediate School	614 E Vine Ave	8488-005-900	1953-1964	6Z	Civic Improvements and Infrastructure
43.	South Hills High School	645 S Barranca St	8482-005-900	1964	6Z	Civic Improvements and Infrastructure
44.	West Covina United Methodist	718 S Azusa Ave	8485-013-012	1956	6Z	Private Institutional Development
45.	Bethany Church	763 N Sunset Ave	8458-003-014	1954-1964	6Z	Private Institutional Development
46.	West Covina Chamber of Commerce	811 S Sunset Ave	8468-016-904	1942 c.	6Z	Civic Improvements and Infrastructure
47.	Aspen Village	Aspen Village Way and E Cameron Ave	8486-029-003	1974-1975	6Z	Residential Development

Status Code	Description
3S	Appears eligible for NR as an individual property through survey evaluation.
3CS	Appears eligible for CR as an individual property through survey evaluation.
5D3	Appears to be a contributor to a district that appears eligible for local listing or designation through survey evaluation.
5S3	Appears to be individually eligible for local listing or designation through survey evaluation.
6Z	Found ineligible for NR, CR or Local designation through survey evaluation.
7N	Needs to be reevaluated.
7R	Identified in Reconnaissance Level Survey: Not evaluated.

City of West Covina

Historic Resource Inventory Update

Table D3: Survey Results, 1945-1978 (Needs further evaluation)

	Name	Address	APN	Year Built	Status Code	Significance Theme
1.	Galster Wilderness Park	1620 Aroma Dr	8493-003-911	1969	7N	Civic Improvements and Infrastructure
2.	East San Gabriel Valley Japanese Community Center (ESGVJCC)	1203 W Puente Ave	8440-008-023	1973	7R	Private Institutional Development
3.	South Hills Country Club	2655 S Citrus St	8493-002-001	1954/2000	7R	Private Institutional Development
4.	3029 E Los Cerillos Dr	3029 E Los Cerillos Dr	8482-018-012	1957	7R	Residential Development
5.	621 Wrede Way	621 Wrede Way	8277-035-012	1955	7R	Residential Development

City of West Covina

Historic Resource Inventory Update

Table D4: Survey Results, 1945-1978 (District Record)

	Name	Address	APN	Year Built	Status Code	Significance Theme
	West Covina Civic Center	1443 W Garvey Ave N	8458-023-022	1969	5S3	Civic Improvements and Infrastructure
	Citrus Municipal Court	1427 W West Covina Pkwy	8474-001-907	1960	5D3	Civic Improvements and Infrastructure
	West Covina Public Library	1601 W West Covina Pkwy	8474-001-907	1969	5D3	Civic Improvements and Infrastructure
	City Hall	1444 W Garvey Ave S	8474-001-906	1969	3S/3CS/5B	Architecture & Civic Improvements and Infrastructure
	West Covina Police Department	1444 W Garvey Ave S	8474-001-906	1969	5D3	Civic Improvements and Infrastructure
	Civic Center Landscaping	1443 W Garvey Ave N		1969	5D3	Civic Improvements and Infrastructure

Status Code	Description
3S	Appears eligible for NR as an individual property through survey evaluation.
3CS	Appears eligible for CR as an individual property through survey evaluation.
5D3	Appears to be a contributor to a district that appears eligible for local listing or designation through survey evaluation.
5S3	Appears to be individually eligible for local listing or designation through survey evaluation.
6Z	Found ineligible for NR, CR or Local designation through survey evaluation.
7N	Needs to be reevaluated.
7R	Identified in Reconnaissance Level Survey: Not evaluated.



City of West Covina
Historic Resource Inventory Update

Appendix E

Glossary of Preservation Terminology

Glossary of Architectural & Preservation Terms

ARCHITECTURAL TERMS

Brise-soleil: An integral architectural feature that shades the building from sun, often comprises repeated parallel fins or louvers.

Building: A building, such as a house, barn, church, hotel, or similar construction, is created principally to shelter any form of human activity.

Eave: The overhanging, lower edge of a roof.

Elevation: Exterior wall of a building (e.g., rear elevation, west elevation).

Entablature: Continuous horizontal building element that rests on the top of columns. Seen most frequently in Classical architecture and its derivatives.

Butterfly roof: A roof with two sloping edges that form a “V” shape—the inverse of a traditional gabled roof form.



Brise-Soleil

Clerestory: A window arranged in the upper half of a wall, typically near the roofline.

Concrete block: Single, hollow rectilinear masonry unit made of concrete; may have a smooth or rough surface (split-faced concrete block).

Façade: The exterior front wall of the building, often distinguished from the other elevations by ornament or architectural details.

Folded plate roof: A roof comprising several flat slabs (or plates) arranged at sharp angles and joined at their longest edges forming a “zig-zag” shape. Desirable for their structural strength and ability to take on a dramatic appearance.

Gabled roof: Common roof type with two slopes forming a triangular shape.

Glazing: The glass in a door or window.

City of West Covina

Historic Resource Inventory Update



Clerestory

Hipped roof: Common roof type with four slopes meeting at the roof ridge.

Light: A single unit of glass in a window.

Masonry: Construction method comprising individual units bonded by cementitious mortar; most often stone, brick, and concrete block.

Mullion: A vertical architectural member that divides two adjacent window units. May be integral to the building's structure and ornamented with applied decoration.

Muntin: Smaller strips, often wood or steel, that divide pieces of glazing in a multi-light window.

Parapet wall: A low wall that extends above the surface of a roof.

Post-and-beam: A method of construction using horizontal and vertical beams, often steel. When this method is employed, the beams are often left exposed to aesthetic effect.

Sash: Framework of a window, often operable by sliding (double-hung) or pivoting (casement).

Sidelight: A tall, narrow window adjacent to a door.

Structure: used to distinguish from buildings those functional constructions made usually for purposes other than creating human shelter.

Transom window: A window arranged directly above the transom of a door, historically used to increase air circulation.

PRESERVATION TERMS

California Environmental Quality Act (CEQA): A statute passed in 1970 to institute a statewide policy of environmental protection, including historical resources.

California Register of Historical Resources: The authoritative guide designed for use by state and local agencies, private groups, and citizens to identify, evaluate, register and protect California's historical resources.

Condition: The physical state of the property unrelated to its significance. Generally described as poor, fair, good, or excellent.

City of West Covina

Historic Resource Inventory Update

Eligible: A property that has been evaluated and determined to have historical significance.



Butterfly Roof

Historic context: A written narrative framework in which cultural resources are identified and evaluated for historical significance.

Historic district: A geographically cohesive grouping of properties that retains a certain level of integrity and has been designated by a governmental body as historically and/or architecturally significant.

Historic resource survey: A method of documenting and identifying historic resources using fieldwork, research, and evaluation often used as a tool for city planning purposes.

Historic resource: Building, structure, object, site, or district that has been identified as having architectural, historic, or cultural significance at the local, state, or national levels and

retains sufficient integrity to convey this significance.

Integrity: Seven characteristics - location, setting, design, materials, workmanship, feeling, and association - used to determine if a historical resource conveys its significance.

Local landmark: Within this context, an individual property that has been designated by a governmental body for its historical significance

National Register of Historic Places: The Nation's official list of buildings, structure, objects, districts and sites of national, state, or local significance, administered by the National Park Service.

Period of Significance: a chronological period as it relates to the historic context. A historical resource significant in this historic context must have achieved that significance within the period of significance.

Secretary of the Interior's Standards for the Treatment of Historic Properties: A codified set of guidance and technical recommendations that promote best practices for four treatment levels.

Substantial/substantially altered: Having undergone multiple or drastic alterations that are irreversible and/or that have impacted the ability of a building or property to convey its historic character.



City of West Covina
Historic Resource Inventory Update

Appendix F

Postwar Builders and Developers

City of West Covina

Historic Resource Inventory Update

Postwar Builders and Developers

Developers built the majority of postwar-era buildings in West Covina as part of sprawling, speculative housing tracts. Although some developers hired architects to design the tract houses and landscaping, others took over the entire process of designing, constructing, and selling houses themselves. The following table was compiled during research for this context statement and contains information about active firms, people, and residential developments from the postwar period in West Covina. This table is intended to be a foundation, but is by no means a comprehensive list of all firms, people, and places involved with postwar residential development in the West Covina area. It is provided for informational, future research purposes only. Several of these firms were also involved in other types of postwar development that are not listed in the table, including commercial shopping centers, industrial buildings, and institutional facilities.

Table of West Covina Postwar Residential Developers				
Development Firm Name	Associated Developer(s)	Associated Architect(s), if any	Years Active	Postwar Residential Developments or Tracts
Ajax Construction Company	N/A	N/A	1951-1952	<i>Valinda Square</i> Located at the southwest corner of E. Vine Ave. and Valinda Ave. <ul style="list-style-type: none"> Homes were constructed amongst a grove of walnut trees. Consisted of 31 individually designed, custom-built, three-bedroom homes.¹
Baker-Marlow and Associates	Fred W. Marlow	Paul Duncan, AIA and Harold J. Bissner, AIA	1952-1953	<i>West Covina Heights</i> Located at Hollenbeck Ave. and E. Garvey Ave. <ul style="list-style-type: none"> First unit of homes was sold by 1953. Second unit consisted of 45 homes.
Brutoco Development Company	Louis Brutacao	L.J. Major and Associates of Downey	1964	<i>Galster Heights Park</i> Located near the South Hills Country Club area of West Covina, lots included in this tract may be those along S. Queen Summit Dr., S. Hollencrest Dr., S. Alpine Dr., S. Hidden Valley Dr., and S. Sandy Hill Dr.

¹ "New Dwellings Will Be Shown," *Los Angeles Times*, November 4, 1951, F6.

City of West Covina

Historic Resource Inventory Update

Table of West Covina Postwar Residential Developers

Development Firm Name	Associated Developer(s)	Associated Architect(s), if any	Years Active	Postwar Residential Developments or Tracts
				<ul style="list-style-type: none"> Master-planned community of single-family and apartment homes. Land used for the subdivision was sold by Emil Galster, who also deeded a 30-acre site to the City as a wilderness park.²
C & M Homes	F.E. Cooney and Dell M. McDaniel	N/A	1952-1956	<p><i>Larkwood Manor (1952)</i> Located at the southwest corner of intersection of E. Service Ave. and S. Lark Ellen Ave. along E. Larkwood St. west to Valinda Ave.</p> <ul style="list-style-type: none"> Consisted of 100 acres of the Jobe Ranch, known as Valencia Park. 430 homes were planned. <p><i>Valencia Park (1954)</i> Located a short distance north of E. Garvey Ave. along N. Lark Ellen Ave.</p> <p><i>Rim of The Sun (1954)</i> Located two blocks west of the intersection of N. Azusa Ave. and E. Puente Ave.</p> <ul style="list-style-type: none"> Included 16 different “sunplan styles.” <p><i>Linda Vista Terrace (1956)</i> Located south of E. Vine Ave. between S. Azusa Ave. and Hollenbeck Ave.</p>
Devon Construction Company	N/A	David Freedman, AIA and Palmer & Krisel, AIA	1954	<p><i>Parkwood Covina</i> Located east of the intersection of Irwindale Ave. (now N. Sunset Ave.) and E. Puente Ave.</p> <ul style="list-style-type: none"> Consisted of 15 styles.
Diller-Kalsman	Richard S. Diller and Irving L. Kalsman	Martin Stern, AIA	1954-1955	<p><i>Sunkist Gardens</i> Located at Garvey Ave. and Azusa Ave.</p> <ul style="list-style-type: none"> 160 homes were built as the first unit. By 1955, the firm was building the ninth unit of the tract.

² “New Development Sets Standards,” *San Gabriel Valley Daily Tribune*, January 26, 1964, D-5.

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Table of West Covina Postwar Residential Developers				
Development Firm Name	Associated Developer(s)	Associated Architect(s), if any	Years Active	Postwar Residential Developments or Tracts
				<ul style="list-style-type: none"> The homes at Sunkist Gardens were the largest homes built by the firm at the time.
Empire Builders, Inc.	N/A	N/A	1953-1957	<i>Mountain View Homes (1953)</i> Located along S. Azusa Ave. 1,000 ft. south of E. Garvey Ave. S. <ul style="list-style-type: none"> New residential development of 39 homes was announced in 1953.
				<i>Gregory Estates (1957)</i> Located west of the intersection of S. Lark Ellen Ave. and E. Merced Ave. <ul style="list-style-type: none"> In West Covina's "country club section." Tract of 100 homes.
				<i>Valerie Estates (1957)</i> Located west of intersection of N. Azusa Ave. and Cypress St.
Evanwood Homes, Inc.	Allan Ells	T.V. Anthony	1955-1956	<i>Sunset Manor</i> Located at southern corner of intersection of S. Glendora Ave. and E. Merced Ave. <ul style="list-style-type: none"> Custom-built homes.
Green Meadows Construction Company	Joseph Collins	N/A	1954	<i>Green Meadows Unit No. 2</i> Located north of the intersection of E. Temple Ave. and N. California Ave.
H.N. Berger	N/A	N/A	1953	<i>Surprise House</i> Located near E. Garvey Ave. S. and S. Glendora Ave. <ul style="list-style-type: none"> The first unit of 73 homes, of a planned total of 250, was completed in 1953.
Cole and Noice	J. Byron Cole and Mason T. Noice	William M. Bray, AIA	1955-1958	<i>Rio Verde Estates (1955)</i> Located at Hollenbeck Ave. and E. Rio Verdes Ave. <ul style="list-style-type: none"> Near West Covina Country Club area. Consisted of 73 total homes.

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Table of West Covina Postwar Residential Developers				
Development Firm Name	Associated Developer(s)	Associated Architect(s), if any	Years Active	Postwar Residential Developments or Tracts
				<p><i>Rowland Terrace (1956)</i> Located at the southwest corner of the intersection of E. Rowland St. and Hollenbeck Ave.</p> <hr/> <p><i>Hollyvine Estates (1958)</i> Model home located at 1009 S. Lolita St.</p>
James N. Star-Building Company / Monterey Building Company	James N. Starbird,	William M. Bray, AIA	1955-1956	<p><i>West Covina Woods</i> Located at the intersection of Hollenbeck Ave. and E. Vine Ave.</p> <ul style="list-style-type: none"> Adjoins the South Hills Country Club golf course. Homes were available in 18 architectural styles. Last unit of 40 homes were sold in 1956.
Joseph J. Leipziger	N/A	David Freedman, AIA and Palmer & Krisel	1955	<p><i>Foremost Park</i> Located at Vineland Ave. and Torch St. (now Amar Rd.), south of W. Francisquito Ave. and north of Valley Blvd.</p> <ul style="list-style-type: none"> The first unit of homes consisted of 120 residences available in five models.
Lloyd A. Frederick Company	N/A	N/A	1950	<p><i>Valencia Woods</i> Located at intersection of S. Lark Ellen Ave. and E. Vine Ave.</p> <ul style="list-style-type: none"> There were five different home styles to choose from.
Malbritt Construction Company	N/A	N/A	1955	<p><i>Lucky Strike Homes</i> Located northwest of intersection of Irwindale Ave. (now N. Sunset Ave.) and W. Rowland Ave.</p>
McDonald Bros.	N/A	Edward H. Fickett, AIA (not designer of homes at Highland Village Traditional)	1955-1956	<p><i>Highland Village Traditional (1955)</i> Located at the corner of Irwindale Ave. (now N. Sunset Ave.) and W. Puente Ave.</p> <hr/> <p><i>Highland Village Contemporary (1955)</i> Located north of the intersection of Amar Rd. and Molinar Ave.</p> <hr/> <p><i>Research House 1955</i> Located on Irwindale Ave. (now S. Sunset Ave.) near W. Merced Ave.</p> <ul style="list-style-type: none"> Two Research Houses were built: one in Sherman Oaks and

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Table of West Covina Postwar Residential Developers				
Development Firm Name	Associated Developer(s)	Associated Architect(s), if any	Years Active	Postwar Residential Developments or Tracts
				<p>the other in West Covina (demolished).³</p> <hr/> <p><i>Weathermaker Highland (1955-1956)</i> Located at the intersection of Irwindale Ave. (now S. Sunset Ave.) and W. Merced Ave.</p> <hr/> <p><i>Unknown Name</i> Located near 931 S. Bruce Ave.⁴ Tract of 100 homes.</p>
Meeker Development Company	George R. Meeker ⁵	N/A	1941-1954	<p><i>Hollenbeck Square</i> Located east of the intersection of Hollenbeck Ave. and W. Puente Ave.</p> <ul style="list-style-type: none"> ▪ “Exteriors feature Pennsylvania Dutch Farmhouse, Cape Cod, California Farmhouse, and Ranch-type styles.”⁶
Milton Kauffman Construction Corp.	Don Wilson	James R. Friend (designed Story Book homes and Cinderella House model home)	1954	<p><i>California Manor (1954)</i> Located along California Ave.</p> <hr/> <p><i>West Covina View Homes (1954)</i> Located north of E. Garvey Ave. S. along N. Lark Ellen Ave.</p> <hr/> <p><i>Meadowbrook Knolls/Story Book Homes (1952-1953)</i> Located about three miles southeast of intersection of Francisquito Ave. and Garvey Ave.</p> <ul style="list-style-type: none"> ▪ The first unit of 16 homes was underway in 1952. ▪ A total of 500 homes were planned. <hr/> <p><i>Mountain View Terrace (1955)</i> Located near the intersection of N. Vincent Ave. and W. Rowland Ave.</p>

³ “Research House...1955,” *Los Angeles Times*, May 29, 1955, G31.

⁴ “Group Opposes Plan to Build New Hospital in West Covina,” in *West Covina Tribune*, November 06, 1958, Bin: News Clippings 1945-1960, Folder: Building Dept. ‘57/’58, West Covina Historical Society Archives.

⁵ Developer of original Sunkist Village tract in 1941

⁶ “Project Sales in West Covina Top \$1,000,000,” *Los Angeles Times*, August 8, 1954, E8.

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Table of West Covina Postwar Residential Developers

Development Firm Name	Associated Developer(s)	Associated Architect(s), if any	Years Active	Postwar Residential Developments or Tracts
Mobilhome Company of Los Angeles	N/A	N/A	1954	<i>Mobilhome Co. of Los Angeles</i> Located near 712 Morada Ave.
Mutual Builders, Owners & Developers (Mutual Builders)	N/A	N/A	1951	<i>Cortez Highlands</i> Located northeast of the intersection of S. Montezuma Way and E. Cortez St. <ul style="list-style-type: none"> Architect-designed, custom-built homes.
Myers Bros. and Evanwood Homes Inc.	N/A	N/A	1954-1956	<i>Larkellen Palms (1954)</i> Located at the intersection of E. Workman Ave. and N. Lark Ellen Ave. <ul style="list-style-type: none"> Development of 56 dwellings. <i>Cinderella Estates (1956)</i> Located on Glendora Ave.
Pardee-Phillips Company	N/A	N/A	1952	<i>Fleetwell Estates</i> Located at the northwest corner of the intersection of S. Azusa Ave. and E. Vine Ave. <ul style="list-style-type: none"> The homes were architect-designed. Homes were built on one-quarter-commercial-acre sites that had fully matured orange trees.
Robert Olin	N/A	N/A	1955	<i>Name of tract(s) unknown:</i> Small volume tract builders based in West Covina
S.V. Hunsaker and Sons Development	N/A	N/A	1952	<i>Larkellen Vista:</i> Located southwest of the intersection of Francisquito Ave. and S. Lark Ellen Ave. and southeast of the intersection of Francisquito Ave. and Pass and Covina Rd. <ul style="list-style-type: none"> Tract of 350 homes containing “expansible design.”
Schwartz-Yedor Building Corp.	Tom Yedor	George Vernon Russel, F.A.I.A.	1959-1961	<i>West Covina Highlands</i> Located at the intersection of Barranca St. and E. Cortez St. <ul style="list-style-type: none"> In South Hills Country Club district. Architect-designed, custom-built homes.

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Table of West Covina Postwar Residential Developers

Development Firm Name	Associated Developer(s)	Associated Architect(s), if any	Years Active	Postwar Residential Developments or Tracts
Secrest and Fish, Inc.	N/A	N/A	1955	<i>Hidden Village Homes</i> Located one block east of the intersection of N. Lark Ellen Ave. and Badillo St.
Secrest, H.M. and D.C. Leneve	H.M. Secrest and D.C. Leneve	Ray Johnson, AIA	1953	<i>Lark Ellen Estates</i> Located west of the intersection of Garvey Ave. and Lark Ellen Ave. <ul style="list-style-type: none"> Homes consisted of three designs; one with contemporary theme.
Shaw Construction Company	Harold L. Shaw	N/A	1953	<i>Cortez Plaza</i> Located west of S. Azusa Ave., 300 feet north of E. Cortez St. <ul style="list-style-type: none"> Tract of 143 homes.
Southwood Construction Company	Don Wilson	N/A	c1958	<i>Name of tract unknown</i> Tract of 105 homes at north corner of S. Sunset Ave. and Francisquito Ave. ⁷
Sun Ray	N/A	N/A	1959	<i>South Hills Heights</i> Located at the southwest corner of the intersection of S. Azusa Ave. and E. Merced Ave.
The Beliveau Company	N/A	N/A	1952	<i>Belvue Estates</i> Located east of the intersection of S. Lark Ellen Ave. and E. Stuart Ave.
Thomas Companies, Inc.	George M. Thomas	N/A	1949	<i>Park Manor No. 2</i> Located along Puente Ave., two blocks east of Garvey Ave. <ul style="list-style-type: none"> Sold from offices located at 432 Puente Ave. In West Covina-Baldwin Park Area. Comprises 28 homesites.
Walker-Built Homes, Inc.	N/A	N/A	1954	<i>Greenville Gardens unit #2</i> Located at southeast corner of S. Lark Ellen Ave. and E. Merced Ave.
WESCO Building Company	N/A	N/A	1956	<i>Jewel Homes</i> Located on S. Sunset Ave., ¾ miles south of Garvey Ave.

⁷ “2 Million Dollar Tract Near for South Side,” in *West Covina Tribune*, September 22, 1958, Bin: News Clippings 1945-1960, Folder: Building Dept. ‘57/’58, West Covina Historical Society Archives.

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Table of West Covina Postwar Residential Developers

Development Firm Name	Associated Developer(s)	Associated Architect(s), if any	Years Active	Postwar Residential Developments or Tracts
Wm. H. Vatcher Company	N/A	N/A	1951-1952	<p><i>West Covina Estates</i> Located north of W. Workman Ave. bound by N. Nora Ave. to the west and N. Sunset Ave. to the east.</p> <ul style="list-style-type: none"> ▪ Includes one block of N. Yalton Ave., south of W. Workman Ave. ▪ The tract is shaped like a “T”



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Appendix G

City of West Covina, Code of Ordinances, Chapter 17 – Planning/Article III. Historic
Resource Preservation

ARTICLE III. - HISTORIC RESOURCE PRESERVATION

DIVISION 1. - GENERALLY

Sec. 17-101. - Purpose and intent.

The purpose of this chapter is to promote the public health, safety, and general welfare by providing for the identification, protection, enhancement, perpetuation, and use of historic resources such as buildings, structures, sites, places, and districts within the city that reflect special elements of the city's architectural, artistic, cultural, historical, political, and social heritage for the following reasons:

- (1) To safeguard the city's heritage by encouraging the protection of landmarks representing significant elements of its history.
- (2) To foster civic and neighborhood pride and a sense of identity based on an appreciation of the city's past and the recognition and use of historic resources.
- (3) To enhance the visual character of the city by preserving diverse architectural styles reflecting phases of the city's history and by encouraging complementary contemporary design and construction.
- (4) To strengthen the economy of the city by protecting and enhancing the city's attractions to residents, tourists, and visitors.
- (5) To stabilize and improve property values within the city by recognizing historic landmarks and by protecting areas of historic buildings from encroachment by incompatible designs.
- (6) To promote the enjoyment and use of historic resources appropriate for the education and recreation of the people of the city.
- (7) To integrate the preservation of historic resources and the extraction of relevant data from such resources into public and private land management and development processes.
- (8) To conserve valuable material and energy resources by ongoing use and maintenance of the existing built environment.
- (9) To encourage and facilitate public knowledge, understanding, and appreciation of the city's historic past and unique sense of place.
- (10) To preserve diverse architectural styles, patterns of development, and design preferences reflecting phases of the city's history and to encourage complementary design and construction and inspire a more livable urban environment.

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- (11) To enhance neighborhoods through the preservation of historic resources and establishment of historic districts.
- (12) To take whatever steps are reasonable and necessary to safeguard the property rights of owners whose property is declared to be a landmark or is located in a historic district.

(Ord. No. 2173, § 1(Exh. A), 3-4-08)

Sec. 17-102. - Area of application.

This article shall apply to all historic resources, publicly and privately owned, within the corporate limits of the City of West Covina.

(Ord. No. 2173, § 1(Exh. A), 3-4-08)

Sec. 17-103. - Definitions.

The following words, terms, and phrases, when used in this article, shall have the meanings ascribed to them in this section, except where the context clearly indicates a different meaning:

Alteration. Any change or modification of any landmark or of any improvement located on a property within a historic district. Such change or modification includes, but are not limited to, changes to or modifications of structure, architectural details or visual characteristics (including paint color and surface texture), the addition of new structures, grading, cutting or removal of trees, other alteration of natural features, and the placement or removal of any significant objects affecting the significant visual and/or historical qualities of the property.

Alteration, minor. An alteration that has been determined to have limited potential to affect the defining character and architectural style of the subject structure or resource. In no case shall minor alterations include actions involving new construction or full or partial demolition of a resource, or actions requiring approval on the basis of a finding of economic hardship.

Certificate of appropriateness. A certificate approving such plans, specifications, design, or statements of work, for any proposed alteration, restoration, demolition, removal, or relocation, in whole or in part, of or to improvements relative to landmarks or any property within a historic district.

Commission. The Planning Commission of the City of West Covina.

Construction. The act of expanding an existing building or structure or the erection of a new principal or accessory structure or building on a lot or property.



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Contributing building. A building within a historic district that has a special character, special historic or aesthetic interest or value, and is incorporated into the district for that reason.

Demolition. Any act that destroys or damages in whole or in part, a building, structure, or improvement.

Exterior architectural feature. The architectural style, design, general arrangement, components, natural features and all the outer surfaces of an improvement, including, but not limited to, the kind and texture of the building material, the type and style of all windows, doors, lights, signs, walls, fences, and other fixtures appurtenant to such improvement.

Historic district. Any area containing a concentration of improvements which have a special character, historical interest, or aesthetic value; which possess integrity of location, design, setting, materials, workmanship, feeling, and association; or which represent one or more architectural periods or styles typical to the history of the city; and that has been designated a historic district pursuant to this article.

Historic resource. Any improvement, building, structure, landscape, sign, feature, site, place, or area of scientific, aesthetic, educational, cultural, architectural, or historic significance to the citizens of the city.

Improvement. Any building, structure, place, wall, fence, gate, sign, landscaping, or other object constituting a physical alteration of real property, or any part of such alteration.

Landmark. Any improvement, building, structure, landscape, sign, feature, site, or place that has historical, cultural, aesthetic, or architectural character or value, or which represents one or more architectural periods or styles typical to the history of the city and that has been designated as a landmark pursuant to this chapter.

Minor alterations subcommittee. A subcommittee of the planning commission whose function is to review certificates of appropriateness involving minor alterations. The minor alterations subcommittee shall consist of the following three (3) members appointed by the chairperson of the commission: the staff liaison to the commission, and two (2) members of the commission, one of whom shall be a professional from the field of architecture, if such a professional sits on the commission.

Noncontributing building. A building within a historic district that does not possess the qualifications or characteristics of a contributing building due to such factors as age or alteration, but which has been included within the historic district because of its impact on the geographic integrity and overall character of the district.

Ordinary maintenance and repair. Any work for which a building permit is not required by law where the purpose and effect of such work is to correct any deterioration of or damage to an improvement or natural feature of any part thereof

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and to restore the same to its condition prior to the occurrence of such deterioration or damage.

Rehabilitation. The act or process of returning an improvement or site to a condition of utilization, through repair, remodeling, or alteration, that makes possible an efficient contemporary use while preserving those portions or features of the improvement or site that are significant to its historical, architectural, and cultural values.

Relocation. Any change of the location of an improvement in its present setting or to another setting.

Removal. The displacement or loss of any improvement from the site.

Restoration. The act or process of accurately recovering the form and details of a property and its setting as it appeared at a particular period of time by means of the removal of later work or by the replacement of missing earlier work.

Secretary of the Interior's Standards for Rehabilitation. The Secretary of the Interior's Standards for Rehabilitation codified in 36 C.F.R., Part 67, as the minimum standards or guidelines for that resource.

(Ord. No. 2173, § 1(Exh. A), 3-4-08)

Secs. 17-104—17-110. - Reserved.

DIVISION 2. - LANDMARK AND HISTORIC DISTRICT DESIGNATION CRITERIA

Sec. 17-111. - Designation criteria.

For the purposes of this chapter, a historic resource may be designated a landmark, and an area may be designated a historic district pursuant to division 3 of this chapter, if it meets one (1) or more of the following criteria:

- (a) It exemplifies or reflects special elements of the city's cultural, social, economic, political, aesthetic, engineering, or architectural history; or
- (b) It is identified with persons or events significant in local, regional, state or national history; or
- (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; or
- (d) It is representative of the notable work of a builder, designer, or architect; or

- (e) It has unique location or physical characteristic(s) or represents an established and familiar visual feature or landmark of a neighborhood, community, or the city.

(Ord. No. 2173, § 1(Exh. A), 3-4-08)

Secs. 17-112—17-120. - Reserved.

DIVISION 3. - DESIGNATION OF LANDMARKS AND HISTORIC DISTRICTS

Sec. 17-121. - Nomination requirements, landmark.

Nominations of a historic resource as a landmark shall be made only by application of the property owner or property owners representing a majority or controlling interest in the property on which the resource is located, and the owner or owners representing a majority or controlling interest in the improvement if such improvement has been legally severed.

(Ord. No. 2173, § 1(Exh. A), 3-4-08)

Sec. 17-122. - Minimum eligibility requirements, landmark.

To be eligible for consideration as a landmark, a historic resource must be at least fifty (50) years old, with the exception that a historic resource of at least thirty (30) years of age may be eligible if the planning commission determines that the resource is exceptional, or that it is threatened by demolition, removal, relocation, or inappropriate alteration.

(Ord. No. 2173, § 1(Exh. A), 3-4-08)

Sec. 17-123. - Nomination requirements, historic district.

The initiation of a proposed historic district may arise from a property owner or group of property owners in a potential historic district. When such an initiation is proposed, the city will assist in preparing the defining characteristics of the proposed historic district. Only those properties for which the property owners submit a nomination to be included in a proposed or existing district will be considered to be within the district. The district boundary will not include any property without the written consent of the property owner of said property.

(Ord. No. 2173, § 1(Exh. A), 3-4-08)



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Sec. 17-124. - Minimum eligibility requirements, historic district.

To be eligible for consideration as a historic district, at least seventy-five (75) percent of the buildings in the proposed historic district (excluding accessory buildings) must be at least fifty (50) years old or otherwise meet the requirement of section 17-122. In addition, no more than twenty-five (25) percent of the buildings in the proposed district (excluding accessory buildings) may be noncontributing. Noncontributing buildings may be included as part of a historic district only to the extent that the planning commission determines them to be essential to the geographic integrity of the district. The planning commission shall make determinations identifying any noncontributing buildings within a historic district as part of the review process.

(Ord. No. 2173, § 1(Exh. A), 3-4-08)

Sec. 17-125. - Delay of work pending hearing.

Once a completed application has been accepted for the designation of a landmark or a historic district, no building, alteration, demolition, removal, or relocation permits for any historic resource, improvement, building, or structure relative to a proposed landmark or within a proposed historic district shall be issued until a final determination is made regarding the proposed designation, except as provided under division 6 of this article.

(Ord. No. 2173, § 1(Exh. A), 3-4-08)

Sec. 17-126. - Application.

Applications for nomination of landmarks or historic districts shall be made to the planning commission on a form provided by the planning department. The nomination shall provide sufficient documentation and information indicating how the proposed historic landmark or historic district meets the designation criteria. All applications shall be considered in a noticed public hearing as set forth herein. No application shall be accepted without the written consent of the owner of all properties to which the nomination pertains.

(Ord. No. 2173, § 1(Exh. A), 3-4-08)

Sec. 17-127. - Notice.

Notice of the date, place, time, and purpose of hearings shall be given by first-class mail to all persons whose names and addresses appear on the latest available



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assessment roll of the County of Los Angeles as owners of property within a distance of three hundred (300) feet from the exterior boundaries of the property for which the application is filed, at least ten (10) days prior to the date of the public hearing, using the names and addresses of such owners as shown on the latest equalized assessment rolls and shall also be advertised in a newspaper of general circulation. Failure to send any notice by mail to any property owner where the address of such owner is not a matter of public record shall not invalidate any proceedings in connection with the proposed designation. The planning commission may also give such other notice as they deem desirable and practicable.

(Ord. No. 2173, § 1(Exh. A), 3-4-08)

Sec. 17-128. - Owner's withdrawal of consent.

A property owner who has signed an application for inclusion of his/her property in a proposed historic district may withdraw such consent by filing a written notice of withdrawal with the city clerk at any time prior to the close of the public hearing thereon before the planning commission or before the city council on appeal, if any.

(Ord. No. 2173, § 1(Exh. A), 3-4-08)

Sec. 17-129. - Commission study and determination.

Upon acceptance of a completed application for the designation of a landmark or historic district, a public hearing shall be scheduled before the planning commission to study the proposed designation and to determine its eligibility and qualifications. Following the public hearing, the planning commission shall decide to approve, in whole or in part, or disapprove the designation. All decisions to approve or disapprove designations shall be made by resolution, and shall set forth the findings and reasons relied upon in making the determination.

(Ord. No. 2173, § 1(Exh. A), 3-4-08)

Sec. 17-130. - Notice of designation, city departments.

Notice of the designation of a landmark or a historic district shall be transmitted to all appropriate city departments and any other interested governmental and civic agencies. Each city department shall incorporate the notice of designation into its records, so that future decisions or permissions regarding or affecting a landmark or historic district shall be made with the knowledge of the designation.

(Ord. No. 2173, § 1(Exh. A), 3-4-08)

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Sec. 17-131. - Designation statement.

The designation statement shall, at a minimum, include the Secretary of the Interior's standards for rehabilitation codified in 36 C.F.R., Part 67, as the minimum standards or guidelines for that resource. The designation statement shall specify the significant exterior and interior elements and natural features that are expressly found by the planning commission to contribute to the historic landmark's significance. Unless otherwise stated, the designation statement, the protection afforded a historic landmark, shall encompass the entire parcel and any adjoining parcels under the same ownership at the time said designation statement is adopted.

(Ord. No. 2173, § 1(Exh. A), 3-4-08)

Sec. 17-132. - Removal of designation: substantial destruction.

- (a) In the event of substantial destruction of a landmark or historic district, the owner(s) of a landmark or owner(s) of fifty-one (51) percent of the parcels in a historic district may apply for removal of designation. The planning commission or city council may also initiate removal in such circumstances. The removal of a designation for this reason shall be processed and decided in the same manner as designations as set forth in this article, with the additional requirement that the determination of substantial destruction shall be set forth in the findings of the planning commission.
- (b) The complete demolition or removal of a landmark shall result in the automatic removal of the landmark designation.
- (c) Once a landmark or historic district designation has been removed, affected properties shall no longer be subject to any provision or regulation of this chapter.

(Ord. No. 2173, § 1(Exh. A), 3-4-08)

Sec. 17-133. - Use of California Historical Building Code.

All repairs, alterations, restorations, or changes in use of existing buildings and structures designated as landmarks or included as part of a historic district, or otherwise considered a historic resource under state law, may conform to the standards of the California Historical Building Code as an alternative to complying with building standards as set forth in chapter 7 of this Code, notwithstanding the fact that such buildings may be nonconforming.

(Ord. No. 2173, § 1(Exh. A), 3-4-08)

Secs. 17-134—17-140. - Reserved.

DIVISION 4. - CERTIFICATE OF APPROPRIATENESS REQUIRED

Sec. 17-141. - Actions requiring certificate of appropriateness.

- (a) For landmarks or properties within a historic district, no person shall alter, restore, reconstruct, demolish, remove, replace, or relocate any exterior improvement or architectural feature that is either a contributing characteristic of the resource or visible from any public right-of-way; alter, restore, reconstruct, demolish, remove, replace, or relocate any permanent sign visible from a public right-of-way; or alter, restore, reconstruct, demolish, remove, replace, or relocate any interior characteristic that was identified as contributing during the designation without being granted a certificate of appropriateness, except as provided under division 6 of this article. Approval of such work shall be required even if no other permits or entitlements are required by the city. Procedures are set forth in section 17-142 for the granting of a certificate of appropriateness in cases of substantial economic hardship.
- (b) *Minor alterations.* The commission may, by resolution, adopt a list of those types of alterations that are subject to approval of a certificate of appropriateness that are deemed to be "minor" in nature. The commission may modify the list of minor alterations from time to time by resolution as circumstances warrant. Applications for certificates of appropriateness involving only minor alterations shall be reviewed pursuant to procedures in section 17-142(e).

(Ord. No. 2173, § 1(Exh. A), 3-4-08)

Sec. 17-142. - Review procedures for certificates of appropriateness.

The following procedures shall be followed in processing applications for certificates of appropriateness:

- (a) *Application.* Applications for a certificate of appropriateness shall be filed with the planning department.
- (b) *Application materials.* Applications shall be accompanied by such materials as are required by the commission and the planning department that are reasonably necessary for the proper review of the proposed project.
- (c) *Noticing.*
 - (1) *Minor alterations.* No public noticing shall be required for applications for certificates of appropriateness involving only minor alterations.

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- (2) *All applications other than minor alterations.* For applications involving other than minor alterations, public notice shall be provided as determined by resolution of the planning commission. Such resolution shall included at a minimum that where the subject property is part of a historic district, there shall be mailed notice not less than ten (10) days prior to the date of such hearing to persons owning other properties within the historic district.
- (d) *Economic hardship.* In cases where the applicant intends to seek approval on the basis of economic hardship, the following materials shall be submitted as part of the application:
 - (1) Form of ownership or operation of the property, whether sole proprietorship, for-profit or not-for-profit corporation, limited partnership, joint venture, or other method.
 - (2) The amount paid for the property, the date of purchase and the party from whom purchased, including a description of the relationship, if any, between the owner and the person from whom the property was purchased.
 - (3) Remaining balance on any mortgage or other financing secured by the property and annual debt service, if any for the previous two (2) years.
 - (4) Estimated market value of the property both in its current condition, and after completion of the proposed demolition, relocation, or removal, to be presented through an appraisal by a qualified professional expert.
 - (5) A report from a licensed engineer or architect with experience in rehabilitation as to the structural soundness of the structure and its suitability for rehabilitation.
 - (6) An estimate from an architect, developer, real estate consultant, appraiser, or other real estate professional experienced in rehabilitation as to the economic feasibility or reuse of the existing structure on the property.
 - (7) The assessed value of the land and improvements thereon according to the two (2) most recent assessments.
 - (8) Real estate taxes for the previous two (2) years.
 - (9) Annual debt service, if any, for the previous two (2) years.
 - (10) All appraisals obtained within the previous two (2) years by the owner or applicant in connection with his purchase, financing or ownership of the property.
 - (11) All listing of the property for sale or rent, price asked and offers received, if any; and
 - a. Any consideration by the owner as to profitable adaptive uses for the property.



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- b. For income-producing property:
 - i. Annual gross income from the property for the previous two (2) years.
 - ii. Itemized operating and maintenance expenses from the previous two (2) years.
 - iii. Annual cash flow, if any, for the previous two (2) years.
 - iv. Current estate taxes.
- (e) *Review of applications involving minor alterations.* Applications for certificates of appropriateness involving only minor alterations shall be reviewed by the minor alterations subcommittee of the commission, subject to the following provisions:
 - (1) The minor alterations subcommittee shall complete its review and mail notice to the applicant of its decision to approve or conditionally approve the application or to forward the application to the planning commission for a decision. The notice of decision shall state the findings and reasons relied upon in reaching the decision.
 - (2) Decisions of the minor alterations subcommittee to approve or conditionally approve an application must be by an affirmative vote of all members of the subcommittee present. If there are any dissenting votes, the application shall automatically be forwarded to the planning commission for a decision unless the application is withdrawn by written request of the applicant.
 - (3) Where the decision of the subcommittee is to conditionally approve the application, the decision of the subcommittee shall be final and conclusive unless, within ten (10) days of the date of notice of the decision, the applicant files with the planning department a written appeal setting forth all the points of disagreement with the subcommittee.
 - (4) Where the application has been forwarded or appealed to the planning commission, the application shall be heard by the commission at its next available regular, special, or additional meeting. Decisions of the commission shall be in writing and shall state the findings and reasons relied upon in reaching the decision.
- (f) *Review of other applications.* Applications for certificates of appropriateness other than for minor alterations shall be reviewed by the planning commission, subject to the following provisions:
 - (1) Decisions of the commission shall be in writing and shall state the findings and reasons relied upon in reaching the decision.
 - (2) For applications for all work, the commission shall decide to approve, approve with conditions, or deny a certificate of appropriateness.

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- (3) For applications seeking approval on the basis of a finding of economic hardship, the commission shall first review the application on the basis of criteria contained in sections 17-143(a) through (d) and/or 10-4.404(d)(1). If the applicable conditions are determined to not exist, then the application shall be reviewed on the basis of the criteria contained in sections 17-143(e) and/or 17-144(d)(2).

(Ord. No. 2173, § 1(Exh. A), 3-4-08)

Sec. 17-143. - Criteria for approval of certificates of appropriateness for other than demolition or removal.

The minor alterations subcommittee, the planning commission, or the city council upon appeal, shall issue a certificate of appropriateness only when it determines the following conditions to exist as applicable in each case:

- (a) In the case of a landmark, the proposed work (other than demolition or removal):
 - (1) Conforms to the prescriptive standards adopted by the planning commission; and
 - (2) Will not detrimentally alter, destroy or adversely affect any exterior improvement or exterior architectural feature; and
 - (3) Will retain the essential elements that make the resource significant.
- (b) In the case of all properties located within a historic district, the proposed work (other than demolition or removal):
 - (1) Conforms to the prescriptive standards adopted by the planning commission; and
 - (2) Will not adversely affect the character of the district.
- (c) In the case of properties contributing buildings within a historic district, the proposed work (other than demolition or removal):
 - (1) Will not detrimentally alter, destroy, or adversely affect any exterior improvement or exterior architectural feature; and
 - (2) Will retain the essential elements that make the resource significant.
- (d) In the case of construction of a new building, structure, or improvement on a site where a landmark is located or on a property within a historic district, the exterior of such improvements will not adversely affect and will be compatible with the external appearance of the existing designated improvements, buildings and structures on such site or within such district.



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- (e) In the case where the applicant has requested consideration for approval on the basis of economic hardship:
 - (1) It is not feasible to remove the resource to another site or otherwise preserve it; and
 - (2) The denial of the proposed work will be an immediate and substantial hardship on the applicant because of condition peculiar to the particular improvement; and
 - (3) The property cannot be put to a reasonable use or the owner cannot obtain a reasonable economic return there from without approval of the proposed work.

(Ord. No. 2173, § 1(Exh. A), 3-4-08)

Sec. 17-144. - Certificate of appropriateness for removal or demolition.

- (a) *Discretionary review of demolition permits.* The demolition of a historic landmark, buildings in a historic district, or potential historic resource as described by this article is considered to be a discretionary permit and subject to the California Environmental Quality Act (CEQA) and Permit Streamlining Act. Therefore, a demolition permit shall not be issued until the requirements of Division 4 herein have been met.
- (b) *Demolition review and conditions.*
 - (1) The demolition of a landmark or structure located within a historic district shall be referred to the planning commission for review and conditions.
 - (2) Where appropriate, the planning commission may require that a memorial of the resources be incorporated into the proposed redevelopment of the site. Some examples are a photographic display, a book or pamphlet, an exhibit, re-use of original fixtures, and other methods deemed appropriate by the commission.
- (c) *Concurrent processing of demolition permits and replacement plans.*
 - (1) No permit to wholly or partially demolish, remove, or relocate a historic landmark, building in a historic district, or potential historic resource shall be considered unless accompanied by complete applications for approvals necessary for the proposed new construction on the site.
 - (2) A demolition permit may not be issued until the building permit for the replacement structure is issued.
 - (3) Staff may refer the request for the replacement structure to the planning commission for advisory direction.



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- (4) Exceptions may be granted to this section when compelled by public safety due to eminent hazard as determined by the public works director.
- (d) *Criteria for approval of certificates of appropriateness.* The planning commission, or the city council upon appeal, shall issue a certificate of appropriateness only when it determines the following conditions exist as applicable in each case:
 - (1) In the case of the whole or partial demolition or removal of a landmark or structure located within a historic district:
 - a. The structure and/or site is a hazard to public health or safety and repairs or stabilization are not physically possible; or
 - b. The site is required for a public use which will be of more benefit to the public than the historic resource, and there is no feasible alternative location for the public use; or
 - c. Removal of the resource to another site is not feasible or practical; or
 - d. For a building in a historic district, the proposed replacement structure will not detract from or adversely affect the character of the historic district; or
 - e. For a partial demolition or removal, such action will not result in the loss of the essential elements that make the resource significant.
 - (2) In the case where the applicant has requested consideration for approval of whole or partial demolition or removal on the basis of economic hardship:
 - a. It is not feasible to remove the resource to another site or otherwise preserve it; and
 - b. The denial of the proposed work will work an immediate and substantial hardship on the applicant because of condition peculiar to the particular improvement; and
 - c. The property cannot be put to a reasonable use or the owner cannot obtain a reasonable economic return there from without approval of the proposed work.

(Ord. No. 2173, § 1(Exh. A), 3-4-08)

Sec. 17-145. - Expiration of certificate of appropriateness.

A certificate of appropriateness shall lapse and become void thirty-six (36) months (or a shorter period if specified as a condition of approval) from the date of final approval, unless a building permit (if required) has been issued and the work authorized by the certificate has commenced prior to such expiration date and is diligently pursued to completion. Upon request of the property owner, a certificate of



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appropriateness may be extended by the planning commission for an additional period of up to twelve (12) months. The planning commission may approve, approve with conditions, or deny any request for extension.

(Ord. No. 2173, § 1(Exh. A), 3-4-08)

Sec. 17-146. - Revocation of certificate of appropriateness.

A certificate of appropriateness may be revoked or modified for reasons of (1) noncompliance with any terms or conditions of the certificate; (2) noncompliance with any provisions of this article; or (3) a finding of fraud or misrepresentation used in the process of obtaining the certificate. Revocation proceedings may be initiated by motion of the planning commission or city council. Once revocation proceedings have been initiated, all work being done in reliance upon such certificate or associated permits shall be immediately suspended until a final determination is made regarding the revocation. The decision to revoke a certificate of appropriateness shall be made by the planning commission following a public hearing, with written notice provided to the property owner at least ten (10) days prior thereto.

(Ord. No. 2173, § 1(Exh. A), 3-4-08)

Sec. 17-147. - Emergency demolition.

Structures that are landmarks or included in historic districts that have been severely damaged as a result of an earthquake, fire, or other natural disaster, and which require immediate demolition because the building presents an imminent threat to public safety, shall be exempt from the provisions of this article. A determination to demolish a structure on such grounds shall be made by the planning commission acting on the advice and recommendation of the public works director. In the absence of a quorum of the planning commission, such a determination may be made by the public works director, or the city manager, in consultation with any available members of the planning commission and the planning department.

(Ord. No. 2173, § 1(Exh. A), 3-4-08)

Secs. 17-148—17-150. - Reserved.

DIVISION 5. - APPEALS

Sec. 17-151. - Appeals.

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Any decision by the planning commission to approve or disapprove a designation of a landmark or historic district, or to approve or disapprove a certificate of appropriateness shall be final and conclusive unless, within ten (10) days following such decision:

- (a) A written appeal is filed by any interested party with the city clerk requesting a public hearing before the city council stating the reasons for such appeal. All required fees for said appeal shall be paid in full to the city upon the filing of each appeal; or
- (b) A member of the city council requests a public hearing before the city council stating the grounds for the appeal.
- (c) Such appeal, or city council request for a public hearing, shall be set for a public hearing by the city clerk in a timely fashion.

(Ord. No. 2173, § 1(Exh. A), 3-4-08)

Sec. 17-152. - Notice of public hearing before the city council for appeals.

Notice of public hearing before the city council to consider an appeal of the decision of the planning commission shall be given in the same manner as set forth for the original application.

(Ord. No. 2173, § 1(Exh. A), 3-4-08)

Sec. 17-153. - Decision of the city council.

The decision of the city council on all applications shall be final and conclusive.

(Ord. No. 2173, § 1(Exh. A), 3-4-08)

Secs. 17-154—17-160. - Reserved.

DIVISION 6. - MAINTENANCE AND REPAIR

Sec. 17-161. - Ordinary maintenance and repair.

Nothing in this chapter shall be construed to prevent the ordinary maintenance or repair of any exterior improvement or exterior architectural feature that does not involve a change in design, material or external appearance thereof, nor does this chapter prevent the alteration, restoration, demolition, removal, or relocation of any such improvement or architectural feature when the public works director certifies to the planning commission that such action is required for the public safety due to an



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unsafe or dangerous condition and cannot be accomplished under the California Historical Building Code.

(Ord. No. 2173, § 1(Exh. A), 3-4-08)

Sec. 17-162. - Duty to keep in good repair.

The owner, occupant, or other person in actual charge of a landmark or a building, structure, or improvement that is located within a historic district shall keep in good repair the exterior portions of all such buildings, structures, or improvements, and all interior portions thereof whose maintenance is necessary to prevent deterioration and decay of any exterior improvement or exterior architectural feature.

(Ord. No. 2173, § 1(Exh. A), 3-4-08)

Secs. 17-163—17-170. - Reserved.

DIVISION 7. - HISTORIC PRESERVATION PARTICIPATION INCENTIVES

Sec. 17-171. - Incentive programs.

To foster preservation of the city's cultural heritage, the following incentives for participation are available only to landmarks and buildings located in historic districts:

- (a) *State Historic Building Code.* Any alteration made for preservation, rehabilitation, restoration, or relocation of such properties shall be made according to the requirements of the state historical building code pursuant to the California Health and Safety Code Section 18950, et seq.
- (b) *Mills Act contracts.* The city council may authorize the use of contracts pursuant to California Government Code Section 50280 et. seq., also known as the Mills Act. Such contracts may be entered into at the sole discretion of the city council based on the recommendation of the planning commission in a form approved by the city attorney, for the specific intent to promote the continued preservation of historic properties.
- (c) *Fee relief.* The applicable building permit fee shall be sixty (60) percent of the actual permit fee at time of issuance.
- (d) *Setback flexibility.* One-story additions shall be allowed to maintain setbacks up to the line of existing encroachments, provided that all setbacks as required by the Uniform Building Code for new construction are maintained.

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- (e) *Relief from nonconforming parking requirements.* Single-family residences that are nonconforming due to substandard parking shall not be required to provide parking according to current standards provided that additional floor area does not exceed fifty (50) percent of the existing floor area in any twelve-month period. In multiple-family residential properties, adding units in accordance with existing zoning standards shall not be required to bring existing nonconforming parking into compliance with current parking requirements.
- (f) *Recognition.* The planning commission shall establish a program to recognize historic properties with special plaques, signage, and other appropriate forms of recognition.
- (g) *Financial benefits.* Owners of such properties are eligible to apply for local, state, and federal financial benefits as available.

(Ord. No. 2173, § 1(Exh. A), 3-4-08)

Secs. 17-172—17-180. - Reserved.

DIVISION 8. - ENFORCEMENT

Sec. 17-181. - Enforcement.

- (a) It shall be the duty of the public works director or his/her designee to administer and enforce the provisions of this chapter.
- (b) In addition to the regulations of this article, other regulations of the West Covina Municipal Code, and other provisions of law which govern the appeal or disapproval of applications for permits, licenses or certificates of appropriateness covered by this article, the public works director shall have the authority to implement the enforcement thereof by serving notice requiring the removal of any violation of this chapter upon the owner, agent, occupant or tenant of the improvement, building, structure or land.
- (c) In addition to the foregoing remedies, the city attorney may institute any necessary legal proceedings to enforce the provisions of this article, including the ability to maintain an action for injunctive relief to restrain or enjoin or to cause the correction or removal of any violation of this chapter, or for an injunction in appropriate cases.
- (d) If any provision or clause of this article is held to be unconstitutional or otherwise invalid by any court of competent jurisdiction, such invalidity shall not affect other provisions of this article. The provisions and clauses of this article are declared to be severable.



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(Ord. No. 2173, § 1(Exh. A), 3-4-08)

Sec. 17-182. - Penalties.

For any action or development covered by this article that is undertaken without the issuance of a certificate of appropriateness or that is undertaken without full compliance with the terms and conditions of an issued certificate of appropriateness, the public works director shall order the action stopped by written notice. It shall be a misdemeanor for any person to carry out any work on any building, structure, improvement, or property in violation of a notice stopping such work or in violation of this article.

(Ord. No. 2173, § 1(Exh. A), 3-4-08)

Secx. 17-183—17-200. - Reserved.

