

P A S T
CONSULTANTS LLC

Seth A. Bergstein
415.515.6224
seth@pastconsultants.com

January 12, 2023

Evan Kort, Associate Planner
City of Carmel-by-the-Sea
PO Box CC
Carmel, CA 93921

Re: SE Corner Dolores St. and 7th Ave., Carmel-by-the-Sea, CA
APN 010-145-022/023/024; DR 22-310: Northern California Savings & Loan

Dear Mr. Kort:

This letter evaluates the proposed alterations to the property located at the SE corner of Dolores Street and 7th Avenue, in Carmel-by-the-Sea, CA. PAST Consultants, LLC (PAST) completed a site visit to the property on December 29, 2022 to view the property's existing conditions and to evaluate project drawings for proposed alterations to the subject property.

The subject property contains the Northern California Savings & Loan Complex, constructed in 1972 in the Bay Region Modern style. Designed and executed by prominent local architects Walter Burde & Associates and Will Shaw & Associates, the building complex consists of a primary bank building located on the southeast corner of Dolores Street and 7th Avenue and a detached Community Room, whose shed-roofed design complements the larger bank building. An elevated walkway connects the bank building to the Community Room, creating a complex of two buildings integrated within the site. The building is eligible for listing on the California Register of Historical Resources (CRHR) under Criterion 3, as well as the Carmel Historic Resources Inventory as an outstanding example of Modernist design by a prominent architectural team.

The Northern California Savings & Loan project has been featured in numerous publications, including:

- *Architecture of the Monterey Peninsula*, a book/exhibit at the Monterey Peninsula of Art, 1976;
- *Documentation and Conservation of the Modern Movement – Monterey*: A tour of the Monterey Region's iconic Modernist buildings conducted by DOCOMOMO, 2003;
- *Carmel, A History in Architecture*, Kent Seavey, 2007; and
- *Carmel Modernism*: A museum exhibit by the Monterey Area Architectural Resources Archive (MAARA) held at the Carl Cherry Center for the Arts, Carmel, 2016.

Proposed project

The property owner proposes the moving and relocation of the Community Room from its present location facing Dolores Street on Lot 6 to immediately east of the bank building on Lot 4. The covered walkway connecting the bank building to the Community Room will be demolished. Design drawings by Jun A. Sillano, AIA, of International Design Group and dated 12/5/2022, were the documents reviewed for this historic assessment.

The following Historic Assessment Report provides a methodology, a summary history of the property, a property description and an evaluation of the proposed alterations for conformance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties*.

Project Methodology

PAST reviewed all relevant project files located at the City of Carmel-by-the-Sea planning and building departments as part of the project. A review of the relevant sections of the Carmel by-the-Sea Historic Context Statement (Carmel Historic Context Statement) was also conducted. A site visit was completed on December 29, 2022 to assess the building's existing conditions and to understand the proposed building alterations. As part of the project requirements, PAST also prepared a comprehensive set of DPR523 forms for the subject property.

Summary Property History

The subject property contains the Northern California Savings & Loan building complex. Completed in 1972 by Walter Burde and Associates and Will Shaw and Associates, the subject property is eligible as a Carmel-by-the-Sea primary historic resource under the Historic Context Statement's theme of Architectural Development in Carmel and is eligible for listing on the CRHR under Criterion 3, in the area of architecture, as a rare commercial example of the Bay Region Modern style. All relevant project data, property history and an evaluation of historic significance is presented on the DPR523 forms completed in January 2023.¹

¹ PAST Consultants, LLC. *Northern California Savings and Loan* (DPR523 forms), 1/3/2023. These forms update and replace the DPR523 forms prepared by Richard N. Janick, architectural historian in 2001.

Property Description

The DPR523 forms provide a comprehensive set of photographs of the bank building and the Community Room. The following description focuses on the Community Room, as its relocation is the primary aspect of the proposed project.

Located south of the bank building and facing Dolores Street, the Community Room is a shed-roofed structure, with prominent exposed roof structural elements, copper-sheet roof cladding and fenestration that echoes the same character-defining design features as the bank building. Wall cladding consists of vertical Redwood boards, alternating with walls of glass, which typifies the Bay Region Modern style. A Redwood-clad elevated walkway connects the Community Room to the bank building (**Figures 1 - 4**).



Figures 1 and 2. Left image looks northeast along Dolores St. at the west and south elevations. Right image details the Dolores St. elevation. The building's massing, exterior cladding and structural expression is designed to integrate seamlessly with the bank building.



Figures 3 and 4. Left image shows the Community Room's east elevation. Right image views the west elevation of the elevated walkway connecting the Community Room to the bank building.

Community Room: Building Chronology

1. Permit # 72-80, 10/26/1972: \$250,000 for construction of bank and Community Room. Will Shaw and Associates, architects; Carl Swenson, Inc., contractor.
2. Permit # 78-132, 8/4/1978: \$30,000 for interior remodel. Holowinski & Blevins, planning architect; Hampshire Construction, contractor.
3. Permit #13-170C, 9/5/2013: Interior remodel. Adam Jeselnick, architect; Hare Construction, contractor. Design review for this permit completed in 2014.
7. Permit #DR 14-23C. As built drawings submitted and design review approved for interior remodel and site modifications:
 - Site: Install new asphalt overlay, install two freestanding trellises between bank building and community room. Remove original wall at southwest corner of site and install new concrete planter. Remove existing wood fence at south property line and install new concrete wall. Modify original site wall and install small concrete wall and planter southeast of Community Room. Install new trash bin enclosure at southeast corner of site.
 - Community Room: Install fireplace vent on east elevation; replace entrance doors on north and south elevations.
8. Permit #UP16-191, 10/12/2016. Use permit granted for “Seventh and Dolores Steakhouse.”

Character Defining Features

The Community Room’s character defining features are:

- Original spatial relationships between the bank building and the Community Room, with the Community Room placed in a prominent position facing Dolores Street.
- Building integrated with surrounding landscape.
- Shed-roofed massing, with exposed structural elements.
- Copper-sheet roof cladding that matches the bank building.
- Vertical-board Redwood wall cladding.
- Covered walkway connecting to bank building, clad in Redwood boards.
- Full-height corner window wall on the south and west elevations.
- Original landscape walls and raised paved areas south and west of the Community Room.

Evaluation of Proposed Alterations

The Secretary of the Interior's Standards

The *Secretary of the Interior's Standards for the Treatment of Historic Properties (Standards)* provides the framework for evaluating the impacts of additions and alterations to historic buildings. The *Standards* describe four treatment approaches: preservation, rehabilitation, restoration and reconstruction. The *Standards* require that the treatment approach be determined first, as a different set of standards apply to each approach. For the proposed project, the treatment approach is rehabilitation. The *Standards* describe rehabilitation as:

In *Rehabilitation*, historic building materials and character-defining features are protected and maintained as they are in the treatment Preservation; however, an assumption is made prior to work that existing historic fabric has become damaged or deteriorated over time and, as a result, more repair and replacement will be required. Thus, latitude is given in the Standards for Rehabilitation and Guidelines for Rehabilitation to replace extensively deteriorated, damaged, or missing features using either traditional or substitute materials. Of the four treatments, only Rehabilitation includes an opportunity to make possible an efficient contemporary use through alterations and additions.²

The ten *Standards* for rehabilitation are:

1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.
2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.
3. Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.
4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.
5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.
6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.
7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.
8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.

² *The Secretary of the Interior's Standards for the Treatment of Historic Properties* (accessed via <http://www.nps.gov/hps/tps/standguide/>).

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

Evaluation of Proposed Alterations

The proposed building alterations include demolition/removal of the covered walkway, disassembly of the Community Room and reconstruction of the Community Room to the east of the bank.

The following lists the ten *Standards* for rehabilitation in italics, with an evaluation given below each *Standard*.

1. *A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.*

Although the subject property has changed from a commercial bank to a commercial restaurant use, the subject building's current use has required minimal changes to its distinctive exterior materials, features, spaces, and spatial relationships in keeping with this *Standard*.

2. *The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.*

The original spatial relationship between the bank building and the Community Room is a primary character-defining feature of the site. The bank building and the Community Room were designed as an integrated unit, carefully sited to place the Community Room in a prominent position facing Dolores Street. The proposed project to relocate the Community Room removes this vital and original spatial relationship.

The Community Room was a programmatic requirement specifically requested by the bank officials who tasked the architects to design a separate building away from the bank's regular operations to serve as a meeting space for the local community. This feature was considered a critical element of the bank complex's design as it was intended to foster greater connection with the bank and the surrounding community, thereby improving public relations and increasing the bank's community exposure. The Burde/Shaw design team's solution was to separate the two buildings, yet design the Community Room with the same character-defining features as the bank, including a dramatic shed-roofed volume clad with copper sheets, Redwood siding boards that match the bank building and the use of large plate-glass window walls, to integrate the Community Room within its environment.

When viewed from the south on Dolores Street, the Community Room's massing and placement within the site present a south elevation that integrates the Community Room within the complex's

overall design, allowing the two building masses to appear as if they were composed as a single building. Relocating the Community Room from its original location would substantially alter the south elevation of the building complex as it appears today.

The Community Room uses the same character defining elements, materials and construction details of the bank building and maintains all seven aspects of historic integrity, including integrity of its original location south of the bank building, and linked by the elevated walkway.

In addition, the proposed Community Room's relocation removes another important character-defining feature: the elevated walkway connecting the bank building to the Community Room.

For these reasons, the proposed project is not in conformance with this *Standard*.

3. *Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.*

The proposed alterations do not add conjectural features or elements from other historic properties that would confuse the remaining character-defining features of the subject property. The project is consistent with this *Standard*.

4. *Changes to a property that have acquired historic significance in their own right will be retained and preserved.*

This *Standard* does not apply because no changes to the property have acquired historic significance.

5. *Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.*

The proposed relocation of the Community Room removes a primary character-defining feature of the original Burde/Shaw design concept: the spatial relationship between the bank building and the Community Room. In addition, the proposed project will remove the elevated walkway, which is another distinctive character-defining feature of the building complex's design. The proposed project is not in conformance with this *Standard*.

6. *Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.*

In areas of the bank building and Community Room exterior walls where the elevated walkway is proposed to be removed, the proposed project will match in-kind the exterior finishes and materials of both buildings, in keeping with this *Standard*.

7. *Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.*

It is presumed that physical treatments to repair the existing historic materials of the Community Room would be undertaken using the gentlest means possible. However, this *Standard* would only apply if relocation of the Community Room is considered acceptable, which it is not.

8. *Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.*

This *Standard* does not apply, as archaeological features are not identified at the site.

9. *New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.*

The proposed relocation of the Community Room removes the original spatial relationship between the bank building and the Community Room, a primary character-defining feature of the site.

In addition, the proposed relocation of the Community Room destroys the historic materials of the covered walkway, removes the original landscape walls and raised pavement areas surrounding the Community Room and alters the original Burde/Shaw design concept by relocating the Community Room elsewhere on the site. The proposed project is not in conformance with this *Standard*, particularly due to the removal of critical spatial relationships that characterize the property.

10. *New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.*

The relocation of the Community Room will likely not be reversible, as the intent of the relocation is to develop the lots immediately south of the bank building. In addition, relocation of the Community Room will destroy the integrity of setting of the historic resource. The proposed project is not in conformance with this *Standard*.

Recommendations for Proposed Project Conformance

According to Carmel-by-the-Sea Municipal Code Chapter 17.32.160/C:

- C. If an evaluation concludes that a proposed alteration is not consistent with the Secretary's Standards, the report shall list aspects of the project that are not consistent along with guidance for modifying the project to comply with the Secretary's Standards.

The project under consideration proposes the relocation of a primary character-defining feature of the building complex's original design: the spatial relationship between the bank building and the Community Room. To maintain the integrity of the subject historic site and its environment, this report respectfully recommends a new design approach that allows the original Burde/Shaw design and the building complex's corresponding character-defining features to remain in place.

Conclusion

In conclusion, the proposed relocation of the Community Room is not consistent with the *Secretary of the Interior's Rehabilitation Standards*

Please contact me if you have any questions about this evaluation.

Sincerely,



Seth A. Bergstein, Principal