

March 1, 2021

Preliminary Phase Two Report for the Palo Alto - Salinas Savings and Loan Bank, Community Room, Parking Lot, and Garden Wall (APN 010-145-020), Carmel-by-the-Sea, CA.

Executive Summary

The Palo Alto-Salinas Savings and Loan community room, parking lot, and garden wall are part of a larger complex that features the original main bank building as its focal point. All elements in the complex are located on the corner of Dolores and Seventh Streets in downtown Carmel. The bank building has been evaluated for historical significance multiple times. In October 2019¹ the bank building was found eligible for listing in the California Register for Historic Resources (CRHR) under Criterion Three (Architecture) but is currently not eligible for listing on the Carmel Historic Resources Inventory or the National Register of Historic Places due to the Fifty-Year Rule. Nonetheless, it is considered a significant resource for the purposes of CEQA with a period of significance of 1972.

In June 2020² the bank's companion community room was evaluated for historical significance under the California Register for Historic Resources criteria and was found ineligible for listing as an individual resource. The garden wall and parking lot have not been evaluated for their individual merit within the complex, however their history and a determination of eligibility will be included as part of this report.

An application has been submitted to the Carmel Planning Department proposing the demolition of the community room, parking lot and garden wall to allow for the construction of an underground parking garage and a two-story building with a combined use of second floor residential apartments and ground floor commercial space. This Phase Two report examines the project's consistency with the *Secretary of the Interior's Standards and Guidelines*³ based on preliminary plans and makes recommendations which will help guide final plans.

Parking Lot & Garden Wall: Historical Background and Significance

The Palo Alto-Salinas Savings and Loan complex was constructed in 1972 on the corner of Dolores and 7th streets in the same location as its former building. The former building (originally the telephone company) fronted on Seventh Street. An eighteen-space parking lot was located behind the building and was entered and exited via Dolores Street. Plans for the new bank building reconfigured the space, so most of the bank's facade and the community room fronted on Dolores Street. The parking lot, again with eighteen spaces, wrapped around the rear of the new building and was entered on Dolores Street and exited on Seventh. An article in the *Carmel Pine Cone* stated that, "parking facilities are less visually

¹ Clovis, Meg. *Evaluation of Significance and Phase Two Report for Seventh & Dolores (formerly the Palo Alto Savings and Loan complex)*, October 3, 2019.

² Clovis, Meg. *Addendum to Evaluation of Historical Significance for Seventh & Dolores (formerly the Palo Alto Savings and Loan Complex)*, June 17, 2020.

³ *The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring & Reconstructing Historic Buildings*. U.S. Department of the Interior. National Park Service. Technical Preservation Services, Washington D.C., 2017.

obtrusive than they are now, stretching around behind the buildings”.⁴ A drive-up teller window could be accessed from the Seventh Street side of the parking lot and was included in the original construction.

The same *Pine Cone* article that described the future parking facilities also described the garden wall that would partially surround the community room. Originally, a small sculpture garden was planned for the walled space but it never came to fruition. In 2013 a portion of the wall on the south elevation was removed and the entire wall was shortened by twelve inches.

When it was constructed in 1972, the Palo Alto-Salinas Savings and Loan complex included a bank building, a community room, a parking lot, and a wall which surrounded the community room. Historical evaluations have concluded that the bank building is eligible for listing on the California Register of Historic Resources on the local level under Criterion Three (Architecture) because it embodies the distinctive characteristics of a type and period, and it represents the work of two Masters. The community room is not eligible for individual listing on the California Register on its own merit because it does not meet Criterion One (Events), Criterion Two (People), or Criterion Three (Architecture).

Like the Community Room, the parking lot and garden wall are not individually eligible for listing in the California Register. Following is an analysis of their eligibility based on CRHR designation criteria:

- ***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 (Criterion One)***

There were no events in the parking lot or in the space enclosed by the garden wall that made a significant contribution to the broad patterns of local or regional history or the cultural heritage of California or the United States. The parking lot and garden wall are not eligible for listing under Criterion One.

- ***Associated with the lives of persons important to local, California or national history (Criterion Two)***

The parking lot and garden wall did not play a significant role in the lives of any people important to local, California, or national history and they are not eligible for listing under Criterion Two.

- ***Embodies the distinctive characteristics of a type, period, region, or method of construction or represents the work of a master or possesses high artistic values (Criterion Three)***

The parking lot and garden wall are generic in design and do not exhibit the distinctive characteristics of a type, period, region, or method of construction. The parking lot in particular was designed to be unobtrusive and not to detract from the main bank building. Although the parking lot and community room were included in the Shaw and Burde plans for the complex, their creative energies were focused on the main bank building. The parking lot supported the bank's functions by offering customers convenient access. The garden wall never enclosed a sculpture court and in 2013 a portion of the wall was removed plus the entire wall was lowered by a foot, thus diminishing its original design and purpose. At one time, both the parking lot and

⁴ *Carmel Pine Cone*. September 30, 1971, p. 19.

wall supported the bank's function but they do not contribute to the bank's distinction as a significant local representative of the Bay Region style of architecture. Neither can be considered a historic resource on their own merit and they are not eligible for listing under Criterion Three.

The Secretary of the Interior's Standards for Rehabilitation

Compliance Evaluation

As a historical resource, the Palo Alto-Salinas Savings and Loan Bank building is subject to review under the California Environmental Quality Act (CEQA). The parking lot, community room, and wall are not historic resources and are not individually subject to CEQA, however the impact of their proposed demolition on the historic resource is relevant under several of the Standards. Generally, under CEQA, a project that follows the *Standards for Rehabilitation* contained within *The Secretary of the Interior's Standards for the Treatment of Historic Properties* is considered to have mitigated impacts to a historical resource to a less-than-significant level (CEQA Guidelines 15064.5).

The impact of the proposed demolition of site features within the Palo Alto-Salinas Savings and Loan Bank complex are reviewed below with respect to the *Rehabilitation Standards*. The Standards are indicated in italics, followed by a discussion regarding the project's consistency or inconsistency with each Standard.

Standard One

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.

The bank building has been used as a bank, retail store and most recently as a restaurant. These different uses have required minimal change to its distinctive materials, features, spaces, and spatial relationships. The community room is separated from the main bank building by a walkway. Sheet A1.0 indicates that the proposed adjacent construction will be separated from the bank building by a new walkway. The new walkway will help to maintain spatial relationships between the buildings however that spatial relationship should be maintained from the ground level to the roof by a setback of the north elevation from the bank building. It is also recommended that the proposed walkway be the same width as the current walkway.

Standard Two

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 the property will be avoided.

The historic character of the bank building will not be altered. No distinctive materials will be removed. Features, and spaces will not be altered. The spatial relationship between the bank and the community room which has been established by the walkway separating the two should be maintained as part of the new construction. *The Secretary of the Interior's Guidelines for Rehabilitation* recommend that any new construction adjacent to a historic structure should be placed away from or at the side or rear of a historic building and must avoid obscuring, damaging, or destroying character-defining features of the building. It appears from the Site Plan that the bulk of the new building will be located behind the bank and set back from Seventh Street. The proposed work appears to be consistent with Standard Two.

Standard Three

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 historical properties, will not be undertaken.

No conjectural features or architectural elements that would create a false sense of history will be added to the historic resource. This Standard is not applicable.

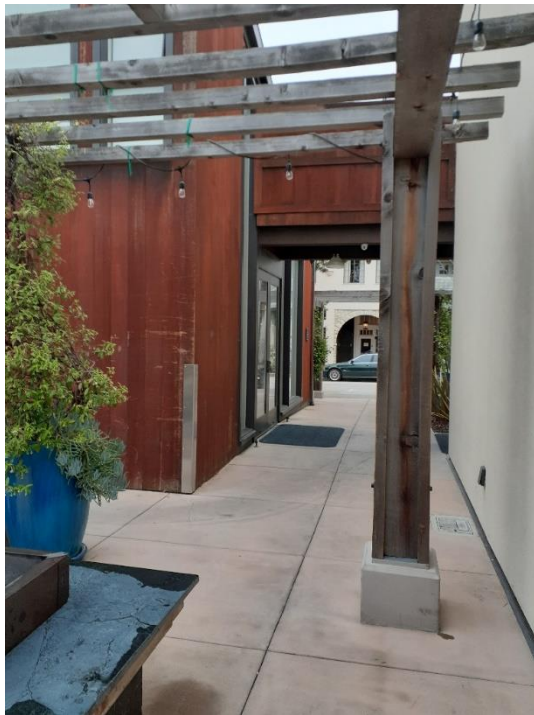
Standard Four

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

The bank building has changed very little over time and there are no features that have achieved significance in their own right. This Standard is not applicable.

Standard Five

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



The community room will be demolished as part of this project. It is connected to the main bank building at the second-floor level by an elevated walkway. When the community room is demolished a gap will be created in the exterior wall of the bank building. The wall should be repaired by matching the original wall in design, color, texture, and if possible, materials. If this is clearly indicated on the construction plans, then the work will be consistent with Standard Five.

It is important that a historic structure be protected during adjacent construction. Demolition activities and construction on neighboring sites can cause immediate harm to the physical integrity of a historic building through concentrations of dust, fire, vibration, and more. The National Park Service provides guidance for the temporary protection of historic structures in Preservation Tech Note Number 3⁵ (attached to this report).

Providing adequate protection involves the following steps:

1. Consultation between the historic building owner and development team to identify potential risks, negotiate changes and agree upon protective measures.

⁵ Preservation Tech Notes, *Protecting a Historic Structure during Adjacent Construction*. Technical Preservation Services, National Park Service, 2001.

2. Documentation of the condition of the historic building prior to adjacent work.
3. Implementation of protective measures at both the construction site and the historic site.
4. Regular monitoring during construction to identify damage, to evaluate the efficacy of protective measures already in place, and to identify and implement additional corrective steps.

Work will be consistent with Standard Five if a protection plan is submitted to the HRB for review and approval prior to the commencement of any work on the proposed project.

Standard Six

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.

No work will be done on the historic bank building except for the repair of the wall juncture between the community room and bank. As stated in Standard Five, the repair of the bank wall should match the original wall in design, color, texture, and where possible, materials. Construction plans should clearly indicate how the wall will be repaired in order to be consistent with Standards Five and Six.

Standard Seven

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.

Surface cleaning is not proposed for the historic resource. This Standard is not applicable.

Standard Eight

Archeological resources will be protected and preserved in place.

The current parking lot will be demolished, and a 10,746 square foot basement area will be excavated which will serve as a parking garage, gym, and support services for the new building. Because there will be major ground disturbance, an archeological report should be prepared to evaluate whether any resources are present. If resources are discovered, appropriate mitigation measures should be implemented. The proposed work will be consistent with Standard Eight once an archaeological report is completed.

Standard Nine

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 new construction will demolish the parking lot, community room, and garden wall which are part of the bank complex however they are not significant in their own right. These features supported the bank's former function but do not support its eligibility under Criterion Three (Architecture). They are

not considered character-defining features. The pathway separating the community room and the bank creates an important spatial relationship that should be preserved, as discussed under Standards One and Two. The proposed work appears to be consistent with Standard Nine.

Standard Ten

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.

If removed in the future, the proposed new construction adjacent to the historic bank building will not impair the historic property and environment only if care is taken to remove the building following the guidance provided in Preservation Tech Note Number 3 and described under Standard Five.

Conclusion

The former Palo Alto-Salinas Savings and Loan complex consists of the historic bank building, a community room, a parking lot and garden wall. The primary building within the complex is the bank, and the property's architectural significance is predicated on the bank, not the community room which is simply an ancillary structure. The community room has been evaluated for eligibility for listing in the California Register based on its merits alone and it does not meet the criteria for listing as an individual resource.

The proposed project will meet Standards One, Two, Five, Six, Eight, Nine, and Ten of the Secretary of the Interior's Standards and Guidelines for Rehabilitation on the condition that recommendations in this report are carried out. Standards Three, Four, and Seven are not applicable to this project. If the proposed project meets the aforementioned Standards then the project will not have a significant impact on the historic bank building.

Respectfully Submitted,

A handwritten signature in cursive script that reads "Margaret Clovis". The signature is written in dark ink on a light background.

Margaret Clovis