



Fwd: Historic Resource Board Meeting - 7D

Evan Kort <ekort@ci.carmel.ca.us>
To: Evan Kort <ekort@ci.carmel.ca.us>

Fri, Jan 20, 2023 at 3:08 PM

----- Forwarded message -----

From: **kristi ecocarmel.com** <kristi@ecocarmel.com>

Date: Fri, Jan 20, 2023 at 12:04 PM

Subject: Historic Resource Board Meeting - 7D

To: jchroman@ci.carmel.ca.us <jchroman@ci.carmel.ca.us>, egoodhue@ci.carmel.ca.us <egoodhue@ci.carmel.ca.us>, khall@ci.carmel.ca.us <khall@ci.carmel.ca.us>, kpomeroy@ci.carmel.ca.us <kpomeroy@ci.carmel.ca.us>

Cc: Brandon Swanson <bswanson@ci.carmel.ca.us>

To the Members of the Carmel Historic Resource Board,

Firstly, I want to say "thank you" for all of your work in keeping Carmel's history and historical architecture intact. As a third generation Carmelite, I can't say enough about how important your work is. I am also a business owner here and in speaking to the many visitors I meet about what they love about Carmel, it is always included that they love that the town isn't full of modern buildings, that it isn't built to the edges with structures that people can see in any town. They love that it is unique, and it has culture and history.

I am writing to you today to express my dismay that the community room of the old Palo Alto Savings and Loan Bank is again being asked for relocation. This has been asked before by Fred Kern in 2017 and was denied. It was also asked before that by John Mandurrago, and denied. I sat in at those meetings and what came up each time was that the interplay and integrity of the two buildings together as they sit north to south of one another would be destroyed if one was moved, which I have to agree.

Kern in 2017, after being denied by the Historic Resource Board to move the community room to the east side of the main 7D building, appealed this decision to the City Council and was denied there as well. This is when Kern started creating a plan that would keep the building where it is and work with it.

I am writing this and attaching Pine Cone articles on the subject plus the minutes to the Feb 4, 2020 appeal to the City Council because I just can't believe that the same topic can come up again and have a different result.

There should be strength and merit in the decisions of previous board members of both the historic resource board and the city council. A developer can't just keep trying with different board members to get a different answer.

It also has been the 50 years now that both the city council and the historic resource board have again and again pointed to. Please, I ask you to honor that and preserve this set of buildings as they stand. I also encourage you to walk around them and see how the angles play together. I walk there daily and love them. There was a decision as well that the parking lot be also deemed historic (see below) and my main thoughts on that is that this building is its most beautiful when seen from all sides. Cramming another building around it will also take that away.

Pine Cone Feb 7 2020:

As a result of Clovis' evaluation, then-planning director Marc Wiener recommended that the historic resources board issue "a determination of ineligibility" for listing in the city's historic inventory, but also require the buildings to undergo review again when they turn 50 years old (in 2022). He also recommended that the board find the changes Kern wants to make to the smaller building to be consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties.

But the board disagreed, citing the buildings' architecture, and decided to put the whole property, including the parking lot, on the historic list. In late November, Kern filed an appeal asking the city council to overrule the historic resources board. At the Feb. 4 meeting, acting planning director Marnie Waffle recommended that the council uphold the board's decision and let the historic designation stand.

Thank you again, for all that you do to preserve Carmel. It is the existence of the work that you do, that will help keep Carmel the unique place that it is for our visitors and generations to come. Please consider preserving this building as it is.

Sincerely,
Kristi Reimers

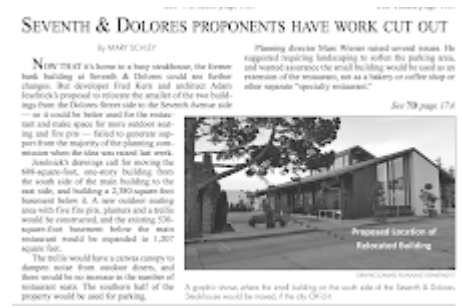
6 attachments



PINE CONE JAN 2020: Part 1.png
1224K



Pine Cone JAN 2020: Part 2.png
582K



Pine Cone Nov 17 2017 PART 1.png
2602K



Pine Cone Nov 17 Part 2.png
667K

 CITY COUNCIL MINUTES FEB 4, 2020 (Appeal by Kern).pdf
506K

 NOV 2019 HRB Meeting Minutes page 4-5.pdf
75K

Battle over historical significance of old bank building rages on

By MARY SCHLEY

THE FOOTBALL that is the former savings and loan building at Seventh and Dolores is back in play with the reemergence of arguments over whether it's historic. After a decade of fighting over the issue in city hall and Monterey County Superior Court, the city council decided in 2006 that the modern-style building designed by architects Walter Burde and Will Shaw in 1972 was not historic. The argument went dormant until late last year, when the historic resources board decided it has now become historic, a designation that severely restricts what can be done to it. The owner wants the city council to overturn that decision at its Feb. 4 meeting.

Developer Fred Kern wants to build condos and apartments on what is now the parking lot for the building on the southeast corner that is used as a restaurant, and his plans include expanding a small rear building and turning it into a market. The planning commission last August reviewed the plans and supported them with some

minor modifications, but the city council three months later told Kern he couldn't use part of the sidewalk for a hydraulic car lift to access an underground garage and couldn't have the condos' balconies extending out over the sidewalk, as the plans proposed.

On Nov. 18, 2019, although a planner recommended the historic resources board issue a "determination of ineligibility for the Carmel historic inventory" because consultant Meg Clovis concluded the building was not eligible for historic designation, the board added the property to the city's historic list and demanded the right to review Kern's project.

Now it's significant

Eight days later, he filed an appeal asking the city council to overturn that decision, but acting planning director Marnie Waffle is now recommending the council uphold the historic designation, which significantly limits what can be done to the

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HISTORIC

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former bank and the separate building in the back.

While the word “historic” suggests a place where something important happened, or at least somebody important lived, lately the term has been applied to buildings because they are believed to have architectural significance. Waffle said the two structures at 7D should be preserved because the historic resources board concluded they “have characteristics of Second Bay Region style,” still have their original design, “represent a theme in the historic context statement,” and are “architecturally significant.”

She also said the council decision 14 years ago is irrelevant because a designation of ineligibility only lasts five years.

In addition, Waffle said the building is eligible for the state historic register, so any proposed changes to it will be subjected to the California Environmental Quality Act, which requires any modifications to be consistent with the Secretary of the Interior’s Standards for the Treatment of Historic Properties.

Other topics

The city council is set to decide the future of the old bank building at its Feb. 4 meeting, which will be held in city hall on Monte Verde south of Ocean at 4:30 p.m.

Also on the agenda are a report on Car Week events and their required permits, a midyear budget report and increase of \$24,000 in spending, a report from public works director Bob Harary on the state of the city’s infrastructure, and an ordinance to adopt various California building codes. For a full agenda, go to ci.carmel.ca.us.

SEVENTH & DOLORES PROPONENTS HAVE WORK CUT OUT

By MARY SCHLEY

NOW THAT it's home to a busy steakhouse, the former bank building at Seventh & Dolores could see further changes. But developer Fred Kern and architect Adam Jeselnick's proposal to relocate the smaller of the two buildings from the Dolores Street side to the Seventh Avenue side — so it could be better used for the restaurant and make space for more outdoor seating and fire pits — failed to generate support from the majority of the planning commission when the idea was raised last week.

Jeselnick's drawings call for moving the 608-square-foot, one-story building from the south side of the main building to the east side, and building a 2,380-square-foot basement below it. A new outdoor seating area with five fire pits, planters and a trellis would be constructed, and the existing 530-square-foot basement below the main restaurant would be expanded to 1,207 square feet.

The trellis would have a canvas canopy to dampen noise from outdoor diners, and there would be no increase in the number of restaurant seats. The southern half of the property would be used for parking.

Planning director Marc Wiener raised several issues. He suggested requiring landscaping to soften the parking area, and wanted assurance the small building would be used as an extension of the restaurant, not as a bakery or coffee shop or other separate “specialty restaurant.”

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GRAPHIC/CARMEL PLANNING DEPARTMENT

A graphic shows where the small building on the south side of the Seventh & Dolores Steakhouse would be moved, if the city OK'd it.

7D

From page 1A

Wiener then raised the issue of historical significance, a battle that was fought over the old bank for a decade when designer John Mandurrago was proposing to demolish it, and ultimately resolved in court by the current owner, Jeff Peterson, in 2008. While the modern-style building, which was designed in 1972 by architects Walter Burde and Will Shaw, was deemed not historic then, Wiener told commissioners they could ask the historic resources board to weigh in again, as it's been 11 years since the last evaluation.

He also pointed out that since the property contains four lots, the southern half could conceivably be developed with a separate project in the future if the small building is moved to the Seventh Avenue side.

"It's nice to be appearing before you tonight talking about a successful restaurant that is basically looking to better utilize the space that they have," Jeselnick told commissioners when it was his turn to speak. He noted the small building was approved for two dozen seats but is logistically challenging to use, because it's so cut off from the main restaurant. Moving it would provide better access from the kitchen and consolidate the outdoor seating in the back. The basement would be used for more food storage, equipment, and maybe an extension of the kitchen.

Jeselnick said there are no plans to split the property, which was subdivided by Frank Powers in 1902.

'Categorically opposed'

Kristi Reimers, owner of the EcoCarmel store and a tenant of one of the second-floor apartments on her family's property, which backs up to the Seventh & Dolores lots, represented her parents, as well as her aunt and uncle, at the Nov. 8 meeting. She said they are concerned about the noise and aromas from the outdoor seating, and suggested the HRB review the historical significance of the building. Reimers also requested a "parking study."

"It's very clear to us and others who have read the plans that there are plans afoot for the property that are as yet undisclosed," she added. "We believe it important the commission not consider this preliminary proposal at all until the applicants provide their plans for the complete property to the public and to the commission."

Electrician Mike Cate, who has an apartment across the street, expressed concern about "the loss of balance between these two buildings," and said their architecture and configuration are "characteristic of the artistic and creative approach in Carmel at the time it was built."

Cate also doubted the owners wouldn't want to further develop the open area to the south.

Resident Barbara Livingston said the "huge parking lot would be offensive," and that "all over town, people are talking about the proposed development for the southern lots."

Kern said moving the small building and laying canvas over the outdoor seating areas will reduce the noise that nearby residents have complained about. The proposal intends to improve the property's aesthetics and parking, he noted, and he objected to any further historical review.

"We've been down this road," he said. "We've been to court and we won. This is not a historic building."

Commissioner Stephanie Locke said it was "an interesting concept," and she sympathized with the difficulty of using the rear building as it is. "I'm somewhat supportive of how the proposed project would move the customers into one single area, where the restaurant vibrancy would really be, and they'd be able to do the outdoor seating," she said.

Commissioner Julie Wendt was "torn," because she understands the logistical challenges, "but at the same time, that Walter Burde design is a one-of-a-kind in Carmel, and I personally think that moving the smaller structure to the Seventh Avenue side would destroy his design and what he intended." She also pushed for review by historians.

Commissioner Michael LePage applauded the successful "adaptive reuse" of the building. "There are people there,

there's activity," he said, as opposed to when it was being infrequently used as an event center.

"It's key to understand that in a commercial district, you've got to have the concept of adaptive reuse," he said. "The owners have been trying to find a way to make it work, and it's a process."

He said the proposal to move the building isn't akin "to destroying anything," and, "in fact, it could even enhance it."

His biggest concern would be noise impacts to the neighboring apartments, which could be rectified, he said, concluding that he was generally in favor of it.


Commissioner Gail Lehman said she too was torn, but "it would take a lot of convincing to get me to a favorable vote."

"I'm unconvinced that this is the correct thing to do for this property," she said.

Chair Don Goodhue, however, was not torn at all.

"To dismember this building will destroy the integrity of this design," he said. "I think it should be stopped right here."

Because the hearing was simply to get feedback from the commission, there was no vote.



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CITY OF CARMEL-BY-THE-SEA CITY COUNCIL Staff Report

February 4, 2020
PUBLIC HEARINGS

TO:	Honorable Mayor and City Council Members
SUBMITTED BY:	Marnie Waffle, AICP, Sr. Planner
APPROVED BY:	Chip Rerig, City Administrator
SUBJECT:	Consideration of an Appeal (AP 19-486, CPines 7, LLC) of a decision by the Historic Resources Board to add property to the Carmel Historic Inventory located at the southeast corner of Dolores Street and 7th Avenue.

RECOMMENDATION:

Deny Appeal (AP 19-486, CPines 7, LLC) and uphold the Historic Resources Board decision to add property to the Carmel Historic Inventory located at the southeast corner of Dolores Street and 7th Avenue.

BACKGROUND/SUMMARY:

Project Description

The project site is 16,000 square feet in size and is composed of four lots of record (Lots 2, 4, 6 & 8), located at the southeast corner of Dolores Street and 7th Avenue. The northern two lots (Lots 2 & 4) total 8,000 square feet and are developed with the former Palo Alto Savings and Loan building which is currently being used as a restaurant. The southern two lots (Lots 6 & 8) also total 8,000 square feet and are developed with a small building (formerly the "community room") which is currently being used as a private dining room by the restaurant and a parking lot which provides off-street parking for the restaurant.

On June 28, 2019, the city received an application for concept review (CR 19-267, CPines 7, LLC) for the development of the southern two lots (Lots 6 & 8) with two multi-family buildings totaling 9,030 square feet and a subgrade garage. The project also includes a 452 square-foot addition to the 605 square-foot private dining room building in order to establish a food store. The total floor area proposed on Lots 6 & 8 is 10,090 square feet. The Planning Commission reviewed the project in concept at their August 14, 2019 meeting and were generally supportive, recommending only minor changes to the proposal. The City Council reviewed an encroachment permit application for the project at their November 4, 2019 meeting and denied a request to install a hydraulic lift in the public sidewalk. On November 18, 2019, the Historic Resources Board added the property to the city's historic inventory.

Historic Eligibility

Carmel Municipal Code (CMC) Section 17.32.050 states,

"It shall be unlawful for any person, corporation, association, partnership or other legal entity to directly

or indirectly alter, remodel, demolish, grade, relocate, reconstruct or restore any property without first determining if the property is eligible for the inventory”

and

“No application for property development shall be deemed complete unless it includes a determination that the property is either eligible or ineligible for the Carmel Inventory. For properties where eligibility has not yet been established, the Department shall initiate the process for determining eligibility upon the filing of any application for property development.”

The proposed project requires that the property be evaluated for historic eligibility. Staff retained historic preservation professional Meg Clovis to prepare a Phase 1 Historic Evaluation of the property (Attachment 1). The Phase 1 includes an evaluation of whether the property is eligible for listing as a historic resource at the national, state and local level.

Phase 1 Historic Evaluation

The former Palo Alto Savings and Loan building was constructed in 1972 and is currently 47 years old. It was designed by noted architects, Walter Burde and William Shaw, both of whom are listed in the City's Historic Context Statement. The architectural style of the buildings are characteristic of the Second Bay Region Tradition.

When evaluating properties for inclusion on the Carmel Historic Inventory, a property should be at least 50 years old, among other things. Buildings less than 50 years old can be added to the Historic Inventory (CMC 17.32.040.H), but must be of *“exceptional importance to the City, State, or nation based on its unusually strong contribution to history, architecture, engineering or culture, or because it is an integral part of an historic district”*. This is a higher threshold of significance than would be used for a building 50 years or older. In 2006, the City Council considered adding the Palo Alto Saving and Loan buildings to the City's Historic Inventory, but ultimately decided that they did not meet the necessary threshold of exceptional importance. The buildings were 34 years old at the time.

Ms. Clovis prepared a Phase 1 Historic Evaluation which concluded that the Palo Alto Savings and Loan property is not currently eligible for the national register of historic resources or the Carmel Historic Inventory because:

- 1) The buildings are not yet 50 years old;
- 2) The city's Historic Context Statement does not cover the time period in which the buildings were constructed; and,
- 3) The Bay Region style is not expanded upon and buildings that best exemplify this type of architecture are not identified in the Historic Context Statement.

For these reasons, the property did not rise to the level of “exceptional importance” to be listed on the national register or the local historic inventory prior to age 50. However, the Phase 1 Historic Evaluation found that the property is eligible for listing on the state historic inventory because the higher threshold of “exceptional importance” does not apply.

Historic Resources Board Meeting

At the November 18, 2019 Historic Resources Board meeting, staff recommended that the Board issue a Determination of Ineligibility for the Carmel Historic Inventory based on the reasons cited in the Phase 1 Historic Evaluation. The property would become eligible to be reviewed again in 2022 when it reached 50 years of age.

The Board voted 4-0-1 to add the property to the historic inventory based on findings that, the buildings have characteristics of Second Bay Region style; both Walter Burde and William Shaw are listed in the city's historic context statement; the buildings retain substantial integrity; the buildings represent a theme in the historic context statement; and, the buildings are architecturally significant. Based on these findings, the Board determined that the buildings met the threshold of exceptional.

Appeal

On November 26, 2019, an appeal of the Historic Resources Board decision was filed. The basis of the appeal includes, 1) the building is less than 50 years old and does not meet the "exceptional importance" standard; 2) the building is not eligible under national register criterion G or the city's historic preservation ordinance; 3) the city council determined in 2006 that the building was not historic; and, 4) the historic resources board disregarded all evidence and findings presented.

Analysis

Response to Appeal Points #1 and #2: The existing buildings are 47 years old, 3 years shy of the 50 year old threshold recommended for adding property to the historic inventory. The City's historic preservation ordinance states a property "should be a minimum of 50 years of age" and "a resource less than 50 years old may be eligible if it is of exceptional importance". The Historic Resources Board found that the property does meet the threshold of "exceptional importance" based on the following:

- 1) The buildings have characteristics of Second Bay Region style;
- 2) Both Walter Burde and William Shaw are listed in the City's historic context statement;
- 3) The buildings retain substantial integrity;
- 4) The buildings represent a theme in the historic context statement; and,
- 5) The buildings are architecturally significant.

Based on the findings in support of exceptional importance, the property is eligible for listing on the historic inventory in accordance with the city's historic preservation ordinance.

Response to Appeal Point #3: In 2006, the City Council did make a determination that the property was not eligible for the historic inventory. In accordance with the city's historic preservation ordinance, determinations of ineligibility remain in effect for 5 years after which time a property becomes eligible again for historic review. The proposed modifications to the private dining room require that the property be reviewed for historic eligibility and that review has been conducted by Ms. Clovis in the Phase 1 Historic Evaluation.

Response to Appeal Point #4: The Historic Resources Board reviewed all available evidence prior to making a decision to add the property to the historic inventory. A detailed Phase 1 Historic Evaluation was presented and reviewed. While the evaluation concluded that the property was not eligible for listing at this time, the Board found there was sufficient evidence in the evaluation to support a finding of "exceptional importance" which qualifies the property for listing on the historic inventory. The Board presented findings in support of their decision as noted above.

Next Steps

If the Council chooses to list the property on the historic inventory, staff will proceed with filing a resolution designating the property as a historic resource with Monterey County.

If the Council chooses not to list the property, the property would become eligible again in 2022 but would only be evaluated if/when an application is submitted to the city to alter the property.

Because the property is eligible for listing at the state level, the current project will continue to be reviewed as a historic resource in accordance with the California Environmental Quality Act (CEQA) which requires that all modifications be consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties. The Historic Resources Board is the decision making body on the consistency determination.

FISCAL IMPACT:

None.

PRIOR CITY COUNCIL ACTION:

The City Council considered adding the property to the Carmel Historic Inventory in 2006 when the property was 34 years old and determined it was not eligible for listing as a historic resource at that time.

ATTACHMENTS:

Attachment 1 - Phase 1 Historic Evaluation

October 3, 2019

**Evaluation of Significance and Phase Two Report for Seventh & Dolores
(formerly the Palo Alto Savings and Loan complex)
(APN 010-145-020), Carmel-by-the-Sea, CA.**

Executive Summary

The building historically known as the Palo Alto Savings and Loan, located on the corner of Seventh and Dolores Streets in downtown Carmel, was constructed in 1972. Architectural historian, Richard Janick described the building just six years after its construction for Carmel's Historic Resources Inventory. He noted that the building was designed by Will Shaw and Associates and it was "indicative of the continuous evolution of the Bay Area Tradition that began at the turn-of-the-century in the San Francisco bay area." He did not formally assess the building for significance for the local, state or national registers.

In November 2001 Richard Janick assessed the building again using California Office of Historic Preservation DPR 523a and b forms. This second evaluation was no doubt initiated by a proposal filed in September 2001 to demolish the Palo Alto Savings and Loan complex and construct a new commercial property. Janick's evaluation of the building concluded that it was eligible for listing on the California Register under Criterion 3 (architecture), "as a significant example of Second Bay Region Style by local architect Will Shaw and Associates with design assistance by former partner Walter Burde."

The Palo Alto Savings and Loan complex has been included in publications and one exhibit, including:

- *Architecture of the Monterey Peninsula*, Monterey Peninsula Museum of Art, 1976
- *Documentation and Conservation of the Modern Movement*, Monterey, 2003
- *Carmel, A History in Architecture* by Kent Seavey, 2007
- *Carmel Modernism: A Retrospective*, Photography Exhibit at the Carl Cherry Center, 2016

An EIR was prepared for the proposed new building that would replace the Palo Alto Savings and Loan complex and architectural historian Sheila McElroy concluded that the Palo Alto Savings and Loan complex was not historic. The historic status of the Palo Alto Savings and Loan complex was appealed. Carmel's Historic Resources Board found that the Palo Alto Savings and Loan complex was an exceptional example of the Second Bay Region Style in Carmel and was significant under Criterion 3 of the California Register. The HRB upheld the appeal and voted to place the Palo Alto Savings and Loan complex on the local inventory.

The HRB's decision was appealed to the City Council. The Council determined that the Palo Alto Savings and Loan complex was not significant for its association with a person (Criterion 2) or architecturally significant (Criterion 3), and therefore would not be listed on the Carmel Inventory of Historic Resources. During the Council's deliberations, there was no mention of Will Shaw's association with the building, rather only Walter Burde was credited with the design of the building.

The current owners of the building have applied to build a small addition to the rear of the community building, a small structure that was built at the same time as the Palo Alto Savings and Loan's main building. This 608 square foot building is adjacent to the bank building and faces Dolores Street. It was

designed by Burde and Shaw using the same design vocabulary as the main bank building. In addition, the community building will be deconstructed and stored during the construction of an underground parking lot, and then reconstructed in the same location. This request has once again triggered an inquiry into the significance of the bank building and associated community room, now that 47 years have passed since construction and the fifty-year threshold for historic resources is looming.

This report evaluates previous reports and findings regarding the historical significance of the property, which will be referred to as the Palo Alto Savings and Loan complex. In addition, proposed changes to the community room are evaluated for consistency with the Secretary of the Interior's Standards for Rehabilitation.

Historical Background

The Palo Alto Savings and Loan complex, located at Seventh and Dolores, was constructed in 1972. Overtime other businesses have occupied the site including Northern California Savings and Loan, a furniture design store, and currently a restaurant. The building was a cooperative venture between former partners Walter Burde and Will Shaw. Burde designed the building while Will Shaw Associates executed the building. Burde and Shaw met while working for Carmel architect Robert Jones. Both men were proponents of Second Bay Area Regionalism, and the Palo Alto Savings and Loan complex reflects this interest.

The *Carmel Pine Cone* followed the construction of the building, starting with a hearing before the Planning Commission in November, 1971, where the plans for the building were presented. During the presentation Burde described their goals of integrating the building into its environment, including preserving the view of the distant Fish Ranch by "sloping the roof back to form a trough for the view down the street." Burde's plans called for painting the building's beams orange, a nod to his interest in Japanese design.

The demolition of the first Palo Alto Savings and Loan building, located on the same lot, commenced in March, 1971. The bank's former offices were known as "Barney's Golden Castle", a reference to Barnet Segal. The building was described as "a hulking building, which, back in 1957, created rage and outcry among the Carmel citizenry." It was often compared to a shower stall as it was built entirely of yellow tile. After the building was torn down, the *Carmel Pine Cone* noted that the proposed new building would be a "much more Carmelish style."¹ Groundbreaking took place in May, 1972 and construction was completed in September.

The building has changed very little over time. There were interior remodels in 1978, 2013 and 2018. There was a structural repair to a roof beam in 1986 and in 1999 Burde's signature orange beams were painted brown.

The Architects

Will Shaw (1924 – 1997) was born in Los Angeles. He attended UCLA and took graduate courses at UC Berkeley. While at Berkeley he was influenced by William Wurster and his non-doctrinaire approach to architecture. In Shaw's own designs he emphasized a building's compatibility with the natural environment and structural expressiveness. In 1955 he partnered with Walter Burde and Glenn Kearns

¹ *Carmel Pine Cone*, March 23, 1972, p. 24.

in their own architectural firm, located on Monte Verde, between Ocean and Seventh. In 1969 they opened a second office in Monterey.

Shaw designed a number of homes and businesses on the Monterey Peninsula, including the Buddhist Temple in Seaside. He also designed the school of architecture at Cal Poly in San Luis Obispo, reconstructed the Highlands Inn, and was the project architect for the Custom House urban renewal area in the 1970s.

In 1964 Shaw co-founded with Ansel Adams the Foundation for Environmental Design, an organization that promoted architectural design that blended with the environment. He was a fellow in the American Institute of Architects and American Academy in Rome. He was awarded the Prix de Rome in 1967 for environmental design.

Walter Burde (1912 – 1997) was born in Toledo, Ohio and entered Miami University in Oxford, Ohio, in 1934. He was inspired by Wright, Neutra, and west coast architecture designed to fit into natural environments. After graduation he joined an architectural firm in Toledo but in 1947 made the move to Pasadena, California, where he worked for the Lockheed Aircraft Corporation. The following year he moved to Carmel, joining Robert Jones' architectural firm as Chief Designer. It was here that he met Will Shaw. In 1972 Burde opened a new firm, partnering with Eugene W. Bayol. Burde became an American Institute of Architects Fellow in 1969, received the Monterey Bay Chapter AIA Award of Merit in 1959 and 1973, and received the Governor's design award in 1966 for the Shell Gas Station located on the corner of San Carlos and Fifth. He is known for several buildings in Monterey County most notably the Christian Science Church in Carmel, the original Monterey Airport Terminal and Tower, and Saint Paul's Episcopal Church in Salinas.

Both Will Shaw and Walter Burde are listed in the Carmel Context Statement as prominent architects.

Building Description

The Palo Alto Savings and Loan complex is described as follows in *The Architecture of the Monterey Peninsula*:

"The Northern California Savings and Loan building, on Dolores and Seventh Avenue, illustrates Shaw's ability to artistically fit this building into its environment and effectively and functionally use space. Shaw had a small lot to work with, but he used the space to its best advantage, by putting the rectangular building on the front corner of the lot and wrapping the parking area around the rear of the building. He effectively created the illusion of spaciousness with the building by using a steep, high, shed-type roof, redwood, mosaic stones, and glass gives the building a natural feeling compatible with the environment."

The description in *Carmel, A History in Architecture* reiterates these observations:

"The Northern California Savings and Loan building is an excellent example of Second Bay Area Regionalist design by Walter Burde and Will Shaw. It exhibits the use of natural materials, exposed roof framing, dramatic structural innovation, and the simple open plan characteristic of the style. Burde's work combines tradition and the elements of industry seeking to unite formal, technical, and social ideas."

In a letter dated April 26, 2006, State Historic Preservation Officer Milford Wayne Donaldson stated that the Palo Alto Savings and Loan complex represents an important period in the City's architectural heritage, writing:

"The Palo Alto Savings Building is one of a handful of buildings built in the Carmel commercial district in the latter half of the 20th century of architectural merit.

It is also of special architectural importance as an example of the Bay Area Style, which only a few examples can be found in Carmel. Among the style's prominent features, rooted in Craftsman Style, were the expressive use of natural woods color, the blending of the exterior with the interior, and structural modularity. This building not only exemplifies the Bay Area Style, but also shows Burde's interest in Japanese design, evident in much of the architect's work."

Following is a final description from an unknown publication²:

"Walter Burde, the architect of the Palo Alto Savings and Loan building, has melded definitive conceptual styles to form a significant building which admirably expresses the essence of Carmel architecture at mid-century. It sets back from the street just enough to make a welcoming gesture to those walking by. The building is beautifully detailed and composed of fine materials of great quality. There is clean simplicity in the vertical heart redwood on the walls which contrasts admirably with the large beams and rafters which give the interior a feeling of soaring space. These beams, painted orange, have been likened to similar beams in the Maybeck designed Carmel library, by Burde himself. Large portions of all four walls are glass from floor to ceiling and relate the building significantly to the environment. Its verticality connects the building effectively with the modern movement, which is then modified by Craftsman-like, medium pitched, end gable roof with generous overhangs. The rear roof plane is pierced with a ribbon of windows in a high dormer, then descends over a low exterior wall, forming a long porch."

Today the Palo Alto Savings and Loan complex retains a high level of integrity.

The Historic Context

The *Carmel Historic Context Statement* identifies the Bay Region style as important substyle within the larger theme of Modern architecture, stating:

"The Bay Region style became somewhat formalized when this loosely-knit group of architects in California's San Francisco Bay Area redefined Modern designs to include natural, local materials. The plentiful stock of redwood in Northern California made this an obvious choice for structural and aesthetic elements. The result was a softer expression of Modernism that was sensitive to California's unique setting, yet still incorporated key principles of the Modern movement, such as clean lines, strong horizontals, and open and airy designs. For proponents of Bay Regionalism, the site – topography, vegetation, viewshed – drove both the form and materials of the building. A Bay Region building was viewed as an organic extension of nature. Large expanses of glass window walls, sliding doors and partitions, and lofty ceilings allowed the outdoors to flow flawlessly into interior living spaces. In a place like Carmel where the natural environment reigned supreme, the Bay Region was a perfect fit."

² This unreferenced description was found in the 7th and Dolores building file at the Carmel Planning Department.

The Palo Alto Savings and Loan complex is clearly an example of the Bay Region style and includes the following **Character Defining Features**:

- Shed roof and copper roofing
- Angular forms and irregular massing
- Plate glass window walls
- Traditional materials used within a Modern architecture vocabulary
- Integration of the building within its setting
- Integration of the outdoors with interior spaces
- Redwood siding and beams

Historical Evaluation

National Register Criterion C, California Register Criterion 3 and Carmel Register Criterion 3 state that properties eligible under these criteria must meet at least one of the following requirements:

- They embody the distinctive characteristics of a type, period, or method of construction, or
- They represent the work of a Master, or
- They possess high artistic values

The Palo Alto Savings and Loan complex, embodies the distinctive characteristics of a type and period, as evidenced by the building descriptions. In addition, the building represents the work of two Masters, who combined their creative energies to create a unified vision. The Palo Alto Savings and Loan complex is eligible for listing under National Register Criterion C and California Register Criterion 3.

Eligibility for the Carmel Inventory prescribes additional requirements, specifically that a potential resource:

- Represents at least one theme in the Historic Context Statement
Carmel's Context Statement includes the theme of architectural development through 1965 and the bank building postdates this theme and therefore is not a representative.
- Shall retain substantial integrity
The building retains substantial integrity.
- Should be a minimum of 50 years of age
The building is 47 years old.
- Shall meet at least one of the four criteria for listing in the California Register
The building meets Criterion 3 of the California Register.

The Palo Alto Savings and Loan complex meets some of the Carmel Inventory requirements but does not meet all of them, therefore it is not eligible for listing in the Carmel Inventory.

The Fifty-Year Rule

The Palo Alto Savings and Loan complex is 47 years old. National Register Criterion G states that, "A property achieving significance within the last fifty years is eligible if it is of exceptional importance."

National Register Bulletin 15 and National Register Bulletin 22³ do not define “exceptional importance”, however both emphasize that a context must be established in order to evaluate a potential resource. Bulletin 22 states:

“A thorough understanding of historic contexts for resources that have achieved significance in the past 50 years is essential for their evaluation. In evaluating and justifying exceptional importance, it is especially critical to identify the properties in a geographical area that portray the same values or associations and determine those that best illustrate or represent the architectural, cultural, or historical values being considered. Thus, the first step in evaluating properties of recent significance is to establish and describe the historic context applicable to the resource.”

Carmel’s Historic Preservation Ordinance was modeled on the National Register Criteria and states that to be eligible for the Carmel Inventory, a historic resource should be a minimum of 50 years of age. The current Carmel Context Statement covers the decades from Carmel’s earliest development through 1965. The theme of the Bay Region Style is mentioned but not expanded upon. The Context Statement does not identify the buildings that best exemplify this type of architecture in Carmel nor does it establish the necessary perspective to evaluate buildings from subsequent decades. The City of Carmel is in the process of updating the current Context Statement to include resources dating between 1966 – 1990, and undoubtedly the Palo Alto Savings and Loan complex will be found to be a strong representative of its context within the theme of architectural development.

The California Register does not require a resource to be “exceptionally important” to be eligible for listing. Rather, if it can be demonstrated that sufficient time has passed to obtain a scholarly perspective about the resource, it can be considered for listing. In addition, it does not need to be exceptionally important [CCR 4852 (d)(2)].⁴

In the case of the Palo Alto Savings and Loan complex, sufficient time has passed to understand its historical importance. This is demonstrated by the descriptions of the building in scholarly publications, a letter from a recognized expert, and its inclusion in a museum respective on modern architecture in Carmel.

Due to National Register Criterion G and regulations in the Carmel Historic Preservation Ordinance, the Palo Alto Savings and Loan complex is currently **not** eligible for the National Register or Carmel Inventory. Nonetheless, the building is **eligible for the California Register**. The Palo Alto Savings and Loan complex is a historic resource for the purposes of CEQA.

³ *Guidelines for Evaluating and Nominating Properties that Have Achieved Significance within the Past 50 Years*. National Park Service, 1998.

⁴ CEQA Case Studies. *CEQA and the California Register: Understanding the 50-Year Threshold*. California Office of Historic Preservation. September, 2015.

The Secretary of the Interior's Standards for Rehabilitation

Compliance Evaluation

Historic resources are subject to review under the California Environmental Quality Act (CEQA). 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 compliance of the proposed work at the Palo Alto Savings and Loan complex is reviewed below with respect to the *Rehabilitation Standards*. The Standards are listed in italics, with a response providing a discussion regarding the project's consistency or inconsistency with each Standard, and recommended changes if necessary.

Rehabilitation is defined as "the process of returning a building or buildings to a state of utility through repair or alteration, which makes possible an efficient use while preserving those portions of the building and its site and environment which are significant to its historic, architectural, or cultural values." (§36 CFR 67.2(b)).

The Project

The proposed project includes the construction of a new, two story apartment building on the adjacent lot which is currently a vacant parking lot. A 452 square foot addition would be constructed at the rear of the former Palo Alto Savings and Loan community room, which is considered a secondary building within the complex. The shed-roof building was constructed at the same time as the Seventh and Dolores bank building using the same copper roofing and redwood siding found in the main building. When constructed, the *Carmel Pine Cone* reported that the community room "would be open as a daytime reading room, with free coffee, cookies, magazines and the *Wall Street Journal*."⁵ The room was available in the evenings for the use of community groups free of charge. It currently is used in conjunction with the restaurant in the main building.

The proposal includes the construction of a parking garage under the new apartment building, necessitating the deconstruction of the community room. Existing exterior finishes and all structural elements of the building's walls and roof will be deconstructed and then reconstructed in the same location. Code required changes during the reconstruction will include additional tie-downs, the addition of structural steel, a new fire sprinkler system, and the use of dual glazed windows for energy efficiency.

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 community room is now part of the Seventh and Dolores restaurant. When the apartment complex is completed, it will be converted into a grocery store. There will be no change to the copper roof and

⁵ *The Carmel Pine Cone*. August 10, 1972.

redwood siding, both distinctive materials. The rear addition will not change features, spaces, or spatial relationships. The proposed work is consistent with Standard One.

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 proposed addition to the community room will retain and preserve the historic character of both the main bank building and community room. Distinctive materials will not be removed. No features, spaces, or spatial relationships will be affected by the new addition. The proposed work is 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 changes will be made to the community room that will create a false sense of historical development. The proposed work is consistent with Standard Three.

Standard Four

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

There have been no changes over time to the community room, therefore Standard four 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 deconstructed by hand, photographed, categorized, and numbered to track exact placement and location of building elements. These elements will be transferred to a local storage area, cleaned, and protected for the duration of the parking garage construction. Once the parking garage is complete, the community room will be reassembled in its entirety on-site to meet current building and seismic code requirements. The exterior materials, including the redwood siding and trim, and the copper roofing – all character defining features – will be re-used.

The addition will be constructed on the rear elevation of the community room which is a non-character-defining elevation. The proposed work is consistent with Standard Five.

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.

The community room does not have any deteriorated features that require repair or replacement. The proposed work is consistent with Standard 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.

The plans do not call for any chemical or physical treatments. The proposed work is consistent with Standard Seven.

Standard Eight

Archeological resources will be protected and preserved in place.

No archeological resources have been located on the site. Standard Eight is not applicable.

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.

Preservation Brief 14⁶ provides guidance for the application of Standard Nine with the following points:

- *A new addition should be simple and unobtrusive in design, and should be distinguished from the historic building.*
The proposed addition is simple and unobtrusive in design. It is distinguished from the community room through the use of formed in place concrete walls.
- *A new addition should not be highly visible from the public right of way; a rear or secondary elevation is usually the best location for a new addition.*
The new addition is not visible from Dolores Street, as it is located at the rear of the community room.
- *The construction materials and the color of the new addition should be harmonious with the historic building materials.*
Contemporary design and materials are not precluded from an addition to a historic building. Although the new addition is sided with concrete, the walls are not visible from the public right of way and do not detract from the primary elevation.
- *The new addition should be smaller than the historic building – it should be subordinate in both size and design to the historic building.*
The new addition is subordinate to the community room.

⁶ Preservation Brief 14. *New Exterior Additions to Historic Buildings: Preservation Concerns*. National Park Service. 2010.

- *The new addition should preserve significant historic materials, features, and form.*
The proposed work includes changing the facade fenestration. The fenestration is currently located to one side of the facade and consists of one plate glass window flanked by a sidelight. Plans call for centering the windows which will be changed to two plate glass windows. Unlike the main bank building, the community room windows are not character defining features as they do not fulfill the design function of integrating the outdoors with interior spaces.

The proposed work is 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.

The new addition acts as a “hyphen” connection between the community room and the proposed new apartment building. If removed in the future the essential form and integrity of the historic property would be unimpaired. The proposed work is consistent with Standard Ten.

Summary

The Palo Alto Savings and Loan complex is currently eligible for listing on the California Register of Historic Resources and is a historic resource for the purposes of CEQA. In 2022, the complex will be eligible for listing in the Carmel Inventory.

The proposed project meets the Secretary of the Interior’s Standards for Rehabilitation. As a result, the project can be considered as having less than a significant level of impact on the historic resource.

Respectfully Submitted,



Margaret Clovis

MINUTES
CITY OF CARMEL-BY-THE-SEA
HISTORIC RESOURCES BOARD
Monday, November 18, 2019

City Hall Council Chambers
East side of Monte Verde Street
Between Ocean and Seventh Avenues

A. CALL TO ORDER AND ROLL CALL

The meeting was called to order by Chair Dyar at 3:03 p.m.

PRESENT: Erik Dyar, Chair
Kathryn Gualtieri, Vice Chair
Jordan Chroman
Thomas Hood
Karyl Hall

ABSENT: N/A

STAFF PRESENT: Marc Wiener, Community Planning & Building Director
Marnie Waffle, Senior Planner
Catherine Tarone, Assistant Planner
Safarina Maluki, Historic Resources Board Secretary

B. TOUR OF INSPECTION

Tour of Inspection convened at 3:05 p.m. then toured the following sites:

- DR 19-389 (Loewy), SWC Mission & 1st, Blk: 11; Lot (s): 1 & 3
- HE 19-366 (Vollmer), San Carlos, 6 SW of 8th, Blk: 96; Lot (s): 11
- HE 19-367 (CPines 7, LLC) SEC of Dolores and 7th Avenue, Blk: 91 Lot (s): 2,4,6 & 8

C. ROLL CALL

The meeting was called to order by Chair Dyer at 4:00 p.m.

D. PLEDGE OF ALLEGIANCE

Members of the audience joined the Board in the Pledge of Allegiance.

E. PUBLIC APPEARANCES

N/A

F. CONSENT AGENDA

1. Adopt the Meeting Minutes of the October 21, 2019 Meeting.
2. Adopt the 2020 Historic Resources Board Meeting Calendar

Board Member Gualtieri motioned to accept the October 21, 2019 meeting minutes as presented. Motion seconded by Board Member Hall and carried by the following vote: 4-0-0-1.

AYES: COMMISSIONERS: HALL, HOOD, CHROMAN & GUALTIERI
NOES: COMMISSIONERS: NONE
ABSENT: COMMISSIONERS: NONE
ABSTAIN: COMMISSIONERS: DYAR – abstaining due to absence at the previous HRB Meeting.

Board Member Gualtieri motioned to accept the 2020 meeting calendar as presented. Motion seconded by Board Member Chroman and carried by the following vote: 5-0-0-0.

AYES: COMMISSIONERS: HALL, HOOD, CHROMAN & GUALTIERI & DYAR
NOES: COMMISSIONERS: NONE
ABSENT: COMMISSIONERS: NONE
ABSTAIN: COMMISSIONERS: NONE

***Board Member Chroman advised that he would be absent from the March 2020 HRB Meeting.**

G. ITEMS

3. DS 19-288/HE 19-366 (Vollmer) Wanda Vollmer, Owner San Carlos, 6 SW of 8th Block: 11; Lot(s): 11 APN: 010-144-021	Review for consistency with the Secretary of the Interior's Standards for construction of a detached garage in the front setback. The subject property is located on San Carlos Street, 6 SW of 8 th Avenue in the single-Family Residential (R-1) Zoning District.
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Catherine Tarone, Assistant Planner presented staff report and recommended the issuance of a Determination of Consistency.

Speaker #1: Buck Blackwell – Applicant/Consultant advised that Board that he agrees with the conditions.

There were no speakers from the public.

Board held discussion.

Board Member Chroman motioned to approve DS 19-288/HE 19-366 (Vollmer) and issue a Determination of Consistency with the Secretary of the Interior's Standards for the proposed construction of a detached garage in front of the residence subject to the

attached findings and conditions. Motion was seconded by Board Member Gualtieri and carried the following roll call vote: 5-0-0-0.

AYES: COMMISSIONERS: HALL, HOOD, CHROMAN, GUALTIERI & DYAR
NOES: COMMISSIONERS: NONE
ABSENT: COMMISSIONERS: NONE
ABSTAIN: COMMISSIONERS: NONE

4. DS 19-389 (Loewy)	Consideration of a Design Study (DS 19-389)
Hastings Construction, Contractor	to paint a historic residence located at the
SWC Mission & 1st	southwest corner of Mission and First in the
Block: 11; Lot(s): 1 & 3	Single-Family Residential (R-1) Zoning District.
APN: 010-121-011	

Board Members Chroman and Hall recused due to proximity 500 ft.

Marnie Waffle, Senior Planner presented staff report and recommended that the Board adopt a Determination of Consistency with the Secretary's Standards for the Treatment of Historic Properties.

Speaker #1: Angie Phares, Applicant answered questions from the Board as related to termites and materials being used to combat water intrusion, rot and cracking problems.

There were no speakers from the public.

Board held discussion.

Board Member Hood motioned to approve DS 19-389 (Loewy) and adopt a Determination of Consistency with the Secretary's Standards for the Treatment of Historic Properties subject to the attached findings and conditions of approval; and bring back to the Board if materials used do not satisfy standards. Motion was seconded by Board Member Gualtieri and carried the following roll call vote: 3-0-0-2.

AYES: COMMISSIONERS: HOOD, GUALTIERI & DYAR
NOES: COMMISSIONERS: NONE
ABSENT: COMMISSIONERS: NONE
ABSTAIN: COMMISSIONERS: HALL & CHROMAN

5. HE 19-367/DR 19-463 (CPines 7, LLC)
Adam Jeselnick, Architect/Agent
SEC of Dolores and 7th Avenue
Block: 91; Lot(s): 2, 4, 6 & 8
APN: 010-145/020/023/024

Consideration of a Historic Evaluation application (HE 19-367) to add a property to the Carmel Historic Inventory and review for consistency with the Secretary of the Interior's standards for modifications to a building as proposed through Design Review (DR 19-463). The subject property is located at the southeast corner of Dolores Street and 7th Avenue.

Board Member Hood recused – has previously worked on this project.

Marc Wiener, Planning Director presented staff report, recommended the Historic Resources Board issue a Determination of Ineligibility, but with a condition that the complex be re-evaluation in 2022, once it is 50 years old. Staff also recommended the Board determine that the project is consistent with the Secretary of the Interior's Standards for Rehabilitation and condition that a more developed reconstruction plan be submitted to Community Planning & Building for approval.

Speaker #1: Adam Jeselnick, Applicant/Architect reviewed the main points of the project and answered questions from the Board.

There following members of the public spoke:

Fred Kern (Owner/Builder)
Brian Turlington

Board held discussion and will vote in two parts.

A. Board Member Gualtieri motioned to continue the Consistency of the Secretary of the Interior's Standards, evaluate the entire site and provide more detail on the deconstruction of the building. Board Member Hall seconded the motion and carried the following roll call vote: 4-0-0-1.

AYES:	COMMISSIONERS: HALL & CHROMAN GUALTIERI & DYAR
NOES:	COMMISSIONERS: NONE
ABSENT:	COMMISSIONERS: NONE
ABSTAIN:	COMMISSIONERS: HOOD

- B. Board Member Gualtieri motioned that based on the characteristics of achieving exceptional importance; both architects are listed in the Historic Context Statement, as outlined in the historian's report, the building has retained significant importance and is eligible for historic inventory. Board Member Hall seconded and carried the following roll call vote: 4-0-0-1.

AYES: COMMISSIONERS: HALL & CHROMAN GUALTIERI & DYAR
NOES: COMMISSIONERS: NONE
ABSENT: COMMISSIONERS: NONE
ABSTAIN: COMMISSIONERS: HOOD

6. Overview of Historic Context Statement provided by Senior Planner, Marnie Waffle and answered questions from the Board.

I. DIRECTOR'S REPORT

Planning Director, Marc Wiener did not additional items to report.

J. BOARD MEMBER ANNOUNCEMENTS

- Thomas Hood elected President to the Carmel Heritage Society
- Planning Director and City Administrator will be doing a presentation on the "Future of Carmel" at the Sunset Cultural Center (Carpenter Hall), Thursday, 11/21
- Climate Change Meeting – Council Chambers, Wednesday, 11/20

K. FUTURE AGENDA ITEMS

N/A

L. ADJOURNMENT

The next regular meeting date will be held on Monday, December 16, 2019 at 4:00 p.m. There being no further business to come before the Board, the meeting was adjourned at 5:46 p.m.

Safarina Maluki, Historic Resources Board Recording Secretary

ATTEST:

Erik Dyar, Historic Resources Board Chair