



**CARMEL-BY-THE-SEA**  
**PRELIMINARY DETERMINATION**  
**OF INELIGIBILITY**

**For the Carmel Historic Resources Inventory**

---

On May 7, 2020, the Department of Community Planning and Building made a preliminary determination that the property identified below does not constitute an historic resource and is therefore ineligible for the Carmel Inventory of Historic Resources.

Assessor's Parcel Number: 010-291-011  
Current Owner: Halcyon Days LLC  
Block/Lot(s): A4/5B  
Street Location: Scenic 5 SE 11th  
Date of Construction: 1955

The basis for this determination is:

- The property lacks sufficient age to be considered historic.
- ✓ The property has substantially lost its historic integrity through alterations, additions, deterioration, changes in the surrounding environment or other causes.
- ✓ The property does not relate to historic themes or property types established in the Historic Context Statement for Carmel-by-the-Sea.
- ✓ The property has no association with important events, people or architecture that are identified in the Historic Context Statement or that represent the historical/cultural evolution of Carmel-by-the-Sea.
- There are other better examples of the builder's work in the city.

This preliminary determination will be circulated for a 10 calendar day public review period beginning on May 7, 2020, and ending at 5:00 p.m. on Monday, May 18, 2020. If no requests for further review are received during this period, the determination shall become final and shall remain valid for a period of five (5) years.



Evan Kort, Associate Planner

P A S T  
CONSULTANTS LLC



Seth A. Bergstein  
415.515.6224  
seth@pastconsultants.com

---

April 23, 2020

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

Re: Historic Assessment for Scenic Rd. 5S of 11<sup>th</sup> Ave., Carmel-by-the-Sea, CA  
APN. 010-291-011-000; DS 20-038 (Halcyon)

Dear Mr. Kort:

This letter states the findings of historic significance, based on our research and conditions assessment of the property located at Scenic Road, 5S of 11<sup>th</sup> Avenue, Carmel-by-the-Sea, California. Located on Block A4, Lot 5B, the property contains a single-family house.

The subject property contains a modified, single-story house (circa-1955), constructed in the Mid-Century Modern style. The house features low-pitched hipped roofs with cantilevered overhangs, a garage below the living quarters, a side entrance, replaced fixed and metal-casement windows, a brick chimney and vertical-board wood wall cladding (**Figures 1 and 2**).



**Figures 1 and 2.** Left image shows the front (west) elevation facing the street. Right image details the north and west elevations, showing the brick chimney and replaced windows.

Original windows and doors have been replaced in a 2001 interior remodeling campaign. The replacement windows are a combination of fixed sash and metal casements. On the rear elevation, window configurations and locations have been modified (**Figures 3 and 4**).



**Figures 3 and 4.** Left image details the side entrance on the south elevation. All original windows have been replaced with metal casements or fixed glass as part of a 2001 remodeling campaign. Right image shows the rear elevation.

### **Building Chronology**

The following lists the permits available for the property:

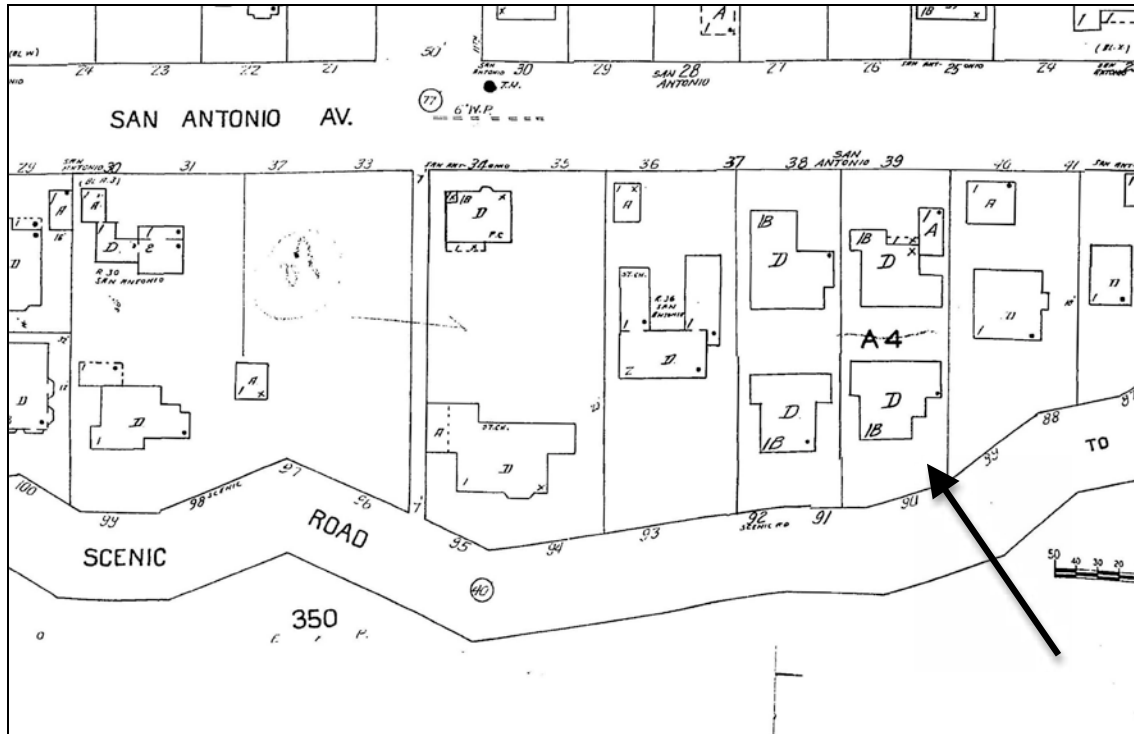
- Permit #2562, 1954. Construct house for Floyd O. Carter.
- Permit #00-252, 2000. Replace roofing material.
- Permit # 01-43, 2001: Replace original windows/doors as part of remodeling permit. Carver and Schicketanz, architects.

The plan and massing of the building remain unchanged, with the chimney remaining on the north elevation. However, all fenestration, including all windows on the primary (west) elevation have been replaced, impacting historic integrity of design, materials and workmanship.

### **Property History**

The subject property was constructed for Floyd O. Carter, a Carmel contractor. While the original plans do not list an architect's name, the building was likely designed and built by Floyd O. Carter, using fairly standardized Mid-Century Modern plans – a common occurrence during the postwar development period in Carmel. Research did not reveal Floyd Oscar Carter (1902-1979) as a significant designer or builder in the region and he is not listed in the Carmel-by-the-Sea historic context statement.

The property appears on the 1930 (updated 1962) Sanborn map (**Figure 5**).



**Figure 5.** Cropped image of the 1930 (updated 1962) Sanborn map, showing the subject property with an arrow.

### **Regulatory Framework: National Register, California Register and City of Carmel-by-the-Sea Historic Significance**

#### **National Register of Historic Places (National Register)**

The National Historic Preservation Act of 1966 authorized the Secretary of the Interior to create the National Register of Historic Places. Districts, sites, buildings, structures, and objects significant in American history, architecture, archeology, engineering and culture are eligible for listing if they meet at least one of four criteria.<sup>1</sup> Eligible resources are those

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

<sup>1</sup> 16 U.S.C. 470, *et seq.*, as amended. 36 C.F.R. § 60.1(a).

Eligible resources must also retain sufficient integrity of location, design, setting, materials, workmanship, feeling, and association to convey the relevant historic significance.<sup>2</sup> The seven aspects of integrity are described in a separate section below.

### **California Register of Historical Resources (California Register)**

A resource is eligible for listing in the California Register of Historical Resources if it:

1. Is associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage.
2. Is associated with the lives of persons important in our past.
3. Embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual, or possesses high artistic values.
4. Has yielded, or may be likely to yield, information important in prehistory or history.<sup>3</sup>

The California Code of Regulations notes that integrity is the authenticity of a historical resource's physical identity evidenced by the survival of characteristics that existed during the resource's period of significance. Resources eligible for listing in the California Register must retain enough of their historic character or appearance to be recognizable as historic resources and convey the reasons for their significance.

The same seven aspects of integrity are considered when evaluating resources for listing on the National Register and California Register: location, design, setting, materials, workmanship, feeling, and association. Alterations over time may themselves be significant.

### **Historic Integrity**

*National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation* defines **historic integrity** as "the ability of a property to convey its significance." Historic properties either retain their integrity or they do not. To retain integrity, a resource should retain most of the seven aspects of integrity:

1. **Location:** the place where the historic property was constructed or the place where the historic event occurred.
2. **Design:** the combination of elements that create the form, plan, space, structure, and style of a property.
3. **Setting:** the physical environment of a historic property.
4. **Materials:** the physical elements that were combined or deposited during a particular period of time and in a particular pattern or configuration to form a historic property.
5. **Workmanship:** the physical evidence of the crafts of a particular culture or people during any given period in history or prehistory.
6. **Feeling:** a property's expression of the aesthetic or historic sense of a particular period of time.

---

<sup>2</sup> 36 C.F.R. § 60.4.

<sup>3</sup> California Public Resources Code § 5024.1(c).

- 7. Association:** the direct link between an important historic event or person and a historic property.

*National Register Bulletin 15* notes that evaluating historic integrity may be a subjective analysis, but is always based on understanding the property's physical features and how they relate to the property's historic significance. After establishing the property's historic significance, the evaluator assesses integrity using *National Register Bulletin 15*'s four-step approach:

1. Define the essential physical features that must be present for a property to represent its significance.
2. Determine whether the essential physical features are visible enough to convey their significance.
3. Determine whether the property needs to be compared with similar properties. And,
4. Determine, based on the significance and essential physical features, which aspects of integrity are particularly vital to the property being nominated and if they are present.

*National Register Bulletin 15* emphasizes that "ultimately, the question of integrity is answered by whether or not the property retains the identity for which it is significant."<sup>4</sup>

### **Carmel-by-the-Sea Historic Significance**

The City of Carmel-by-the-Sea's historic preservation ordinance is contained in the Municipal Code, *Chapter 17.32 – Historic Preservation*. The criteria for eligibility for listing on the City's Historic Resources Inventory (HRI) are:

- A. Should be representative of at least one theme included in the Historic Context Statement.
- B. Shall retain substantial integrity according to the Federal definition and evaluation methodology for historic integrity as detailed in *National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation*.
- C. Should be a minimum of 50 years of age and shall meet at least one of the four criteria for listing on the California Register at a national or statewide level of significance (primary resource) or at a regional or local level of significance (local resource) per CEQA Guidelines Section 15064.5(a)(3).
- D. To qualify for the Carmel Inventory, an historic resource eligible under California Register Criterion No. 3 (subsection (C)(3) of this section) only, should:
  1. Have been designed and/or constructed by an architect, designer/builder or contractor whose work has contributed to the unique sense of time and place recognized as significant in the Historic Context Statement; or
  2. Have been designed and/or constructed by a previously unknown architect, designer/builder or contractor if there is substantial, factual evidence that the architect, designer/builder or contractor contributed to one or more of the historic contexts of the City to an extent

---

<sup>4</sup> U.S. Department of the Interior, National Park Service, *National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation* (Washington, D.C.: National Park Service, U.S. Department of the Interior, 1997).

- consistent with other architects, designer/builders or contractors identified within the Historic Context Statement; or
3. Be a good example of an architectural style or type of construction recognized as significant in the Historic Context Statement; or
  4. Display a rare style or type for which special consideration should be given. Properties that display particularly rare architectural styles and vernacular/utilitarian types shall be given special consideration due to their particularly unusual qualities. Such rare examples, which contribute to diversity in the community, need not have been designed by known architects, designer/builders or contractors. Rather, rare styles and types that contribute to Carmel's unique sense of time and place shall be deemed significant.

## **Evaluation of Historic Significance**

### **National and California Register Significance**

The National (NR) and California (CR) registers have the same four-part criteria. The criteria break down into Association with a *significant event* (NR - A; CR – 1); Association with a *significant person* (NR - B; CR – 2); Association with *architectural design and/or construction method* (NR - C; CR – 3); and *Information potential* (NR - D; CR – 4).

The subject property did not develop as the result of a significant event (NR-A; CR-1). The subject property was constructed by a local contractor as an infill lot along Scenic Road in the 1950s. While the postwar development boom impacted all of the United States including Carmel, the event of postwar housing expansion is not considered a significant event, as this event would apply to numerous buildings constructed in the region following World War II. The subject property is not eligible under this Criterion.

The subject property is not associated with a significant person (NR - B; CR – 2). The property was owned by Floyd O. Carter, a local Carmel builder during the 1930s-1950s. Research did not reveal any significant contributions by Floyd Oscar Carter to national, California or Carmel history. Floyd O. Carter is not listed as a significant builder in the Carmel Historic Context Statement. The property is not eligible under this Criterion.

The subject property is not considered an outstanding example of Mid-Century Modern design as compared to other regional designs and is not eligible under this Criterion (NR - C; CR – 3). The subject property is a relatively simplified Mid-Century Modern Design, which has been altered with window and roofing replacements. Both the National Register and the California Register eligibility criteria stress that a potential historic resource must possess both historic significance and historic integrity. In addition to the relatively generic design of the subject building, the fenestration alterations have compromised historic integrity, making the subject property ineligible under National Register- and California Register-criteria.

Given the disturbed nature of the site and development of the area, the subject property does not appear to qualify under the fourth criterion, archaeological/informational potential (NR - D; CR –

4). An archaeological study is out of the scope of work for this report and would be addressed by the City of Carmel, if deemed necessary.

### **Historic Integrity Analysis**

The following lists the seven aspects of historic integrity with a response in italics:

1. **Location.** The house is in its original location and maintains integrity of location.
2. **Design.** The fenestration modifications on all elevations have compromised the original house's integrity of design.
3. **Setting.** The house retains integrity of setting among the residential buildings on Scenic Road in Carmel.
4. **Materials.** The fenestration and door replacements have compromised the integrity of materials.
5. **Workmanship.** The fenestration and door replacements have compromised the integrity of workmanship.
6. **Feeling.** The house retains integrity of feeling as a Mid-Century Modern design.
7. **Association.** Since the house has no historical associations, integrity of association does not apply in this case.

### **Carmel-by-the-Sea Historic Significance**

In addition to the integrity issues present, the subject building would likely not qualify for the Carmel-by-the-Sea Historic Resources Inventory (HRI) under the theme *Architectural Development in Carmel (1888-1965)* because it is a common Mid-Century Modern design by an unknown architect/builder, as Floyd O. Carter is not a significant architect or builder according to the Carmel Historic Context Statement. The subject property is not eligible for the Carmel-By-the-Sea HRI.

### **Conclusions**

In conclusion, the property located at Scenic Drive 5S of 11<sup>th</sup> Avenue does not qualify as an individual historic resource under National- or State of California-register criteria; nor does it qualify for inclusion on the Carmel-by-the-Sea Historic Resources Inventory. A Determination of Ineligibility is recommended for the subject property.

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

Sincerely,



Seth A. Bergstein, Principal