



CARMEL-BY-THE-SEA

PRELIMINARY DETERMINATION OF INELIGIBILITY

For the Carmel Historic Resources Inventory

On April 5, 2021 the Department of Community Planning & 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: 010-287-003
Current Owner: Shirley & Guy Cuccia
Block/Lot: Z / 11
Street Location: Carmelo 3 SW of 13th
Lot size: 4,000 square feet
Original Date of Construction: 1948

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 April 6, 2021 and ending at 5:00 P.M. on April 16, 2021. If no requests for further review are received during this period, the determination shall become final and shall remain valid for a period of 5 years.

Marnie R Waffle

Marnie R. Waffle, AICP
Senior Planner

HE 21-045 (Cuccia) Historic Evaluation

Date of Site Visit: February 16, 2021
Assessor's Parcel Number: 010-287-003
Current Owner: Shirley & Guy Cuccia
Block/Lot: Z / 11
Street Location: Carmelo 3 SW of Thirteenth
Lot size: 4,000 square feet (40' x 100')
Date of Construction: 1948

1. Land Use & Community Character Element, Subdivision Chronology Map: 1908
2. Is the property listed on the Carmel Inventory? No
3. Has the property been reviewed previously for historical significance? Yes

In a letter dated May 7, 2004, from Mr. Kent Seavey to Mr. Brian Roseth, Principal Planner, Mr. Seavey evaluated the post-war Minimal Traditional style house designed by modernist architect Thomas Elston for historical significance. Mr. Seavey concluded that the house was not eligible as a historic resource for the following reasons, the architectural style was common; the Historic Context Statement did not adequately address modern architecture; and, an "unsympathetic skylight...has adversely affected the character and physical integrity of the house".

All determinations of ineligibility are valid for a period of five (5) years (Ref: CMC 17.32.060.D.4). The determination issued in 2004 expired in 2009 and since that time the Historic Context Statement has been updated.

The Historic Context Statement recognizes Thomas Elston as a notable modern architect, usually in concert with William Cranston. In 1948, the same year that the subject residence was constructed, the pair formed the firm of Elston & Cranston. Together, they designed the Carmel Ballet Academy located on the east side of Mission between Seventh & Eighth Avenues.

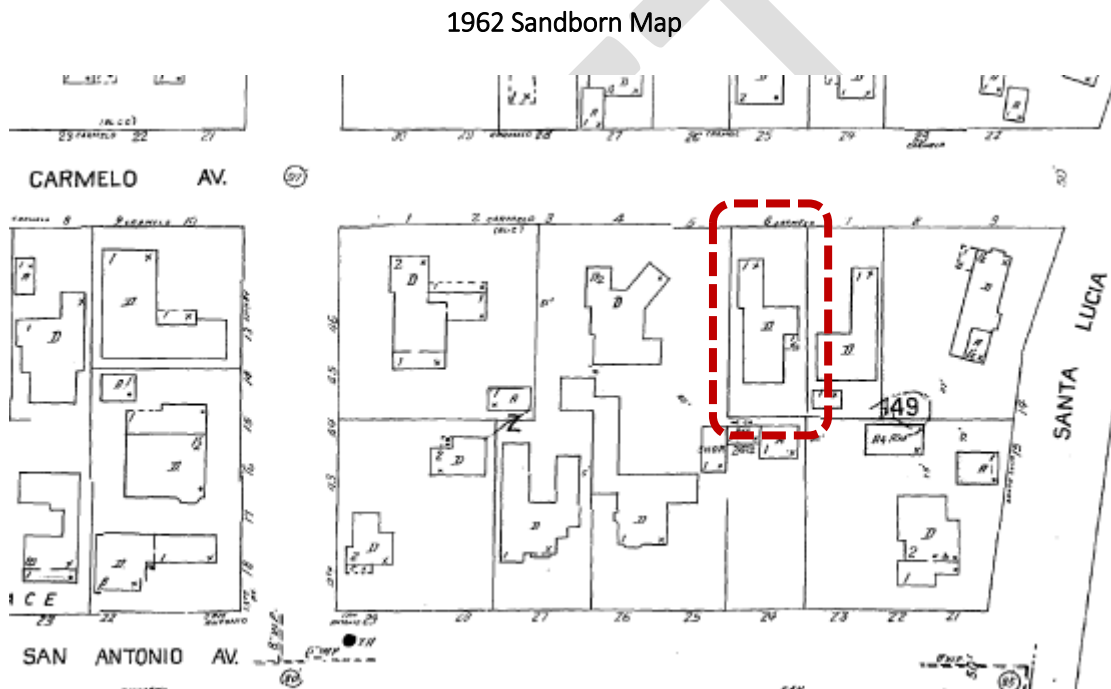
The Carmel Historic Inventory currently contains seven Minimal Traditional style historic resources (listed below), none of which were designed by Mr. Elston. Staff also notes that five of seven houses were constructed during the Depression era (1935-1940) while only one is a post-war Minimal Traditional (1946-1949)¹.

88/23, 25, 010-084-009, Comstock, 1934 (Depression era)
B/14, 010-195-010, Williams, 1939 (Depression era)
117/17, 19, 010-152-008, McEntire, 1939 (Depression era)

¹ 1935-1940 Great Depression housing; 1941-1945 Workforce housing for wartime production plants; 1946-1949 Housing for returning servicemen

9M/14, 009-382-010, Morgan, 1940 (Depression era)
22/12, 010-022-014, Stoney, 1940 (Depression era)
14/6, 010-101-017, Turner Jr., 1948 (Post war)
87/10, 010-082-011, Snyder, 1940s (Undetermined)

4. Is the property located within the Archaeological Overlay Zone? No
5. Is the property identified on the Sandborn Maps? The Sandborn Maps do not include a Lot 11 but rather identify Lots 1-9. However, based on the location description of 3 southwest of Thirteenth, that would place the property at Lot 6 as shown in the 1962 Sandborn Map. The building footprint matches the plans on file.



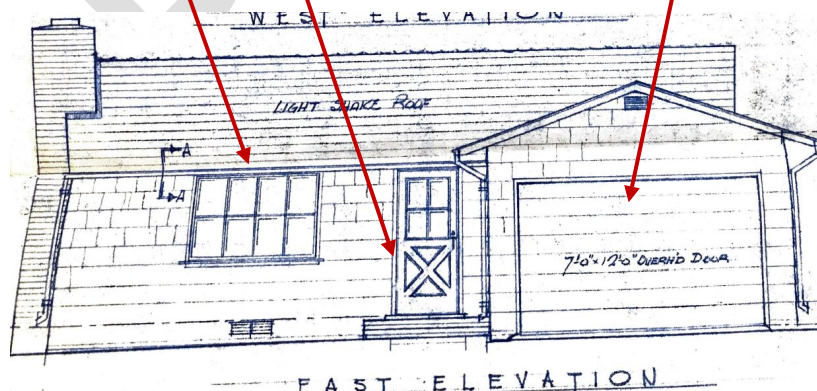
6. Date of original building permit:
 - a) August 1948. Permit 1672. Wood frame one-story single-family residence, 2-bedroom 1-bath (1,435 square feet) on 4,000 square-foot lot. Redwood shingle siding, light shake roof, and used brick chimney.
7. Original and subsequent ownership:
 - a) Fred Atkinson (1948) – Not listed in HCS
 - b) Mr. & Mrs. Ray Stroble (1978) – Not listed in HCS
 - c) Michael D. McGibney (1984) – Not listed in HCS
 - d) J. F. Preston (1986) – Not listed in HCS
 - e) Dr. Elias Hanna & Dr. Spowart (1995) – Not listed in HCS
 - f) Bonnie C & Roger H Badertscher (2004) – Not listed in HCS

8. Information on the original designer/builder: Thomas S. Elston JR., A.I.A.

9. Alterations and changes to the residence/property:

- a) November 21, 1978. Bathroom addition on rear (west) elevation, 103 square feet. Owner: Mr. & Mrs. Ray Stroble. Designer: Gardner C. Schetten.
- b) January 30, 1985. Permit 85-16. Addition of a skylight to existing residence. Polaroid of house on file.
- c) November 27, 1995. Permit 95-196. Reroof (comp shingle).
- d) March 6, 1996. Permit 96-42. New deck and hot tub.
- e) June 15, 2005. Permit DS 05-90. Move front fence to property line. Remove asphalt, replace with brick.
- f) November 17, 2017. Reroof (comp shingle). Photos on file.

10. Current Photographs of Residence: Based on a visual inspection of the property, the house is largely intact and the rear bathroom addition appears to have been carried out in accordance with the Secretary's Standards (siding and window differentiation). Many of the windows and doors throughout the house, including the garage door, have been replaced but all appear to be within the original openings. The original windows were all identified as double hung; however, the divided light pattern differs. Additionally, while the original plans do not indicate shutters or a bay window on the primary elevation, these features have been found on the Minimal Traditional style house.



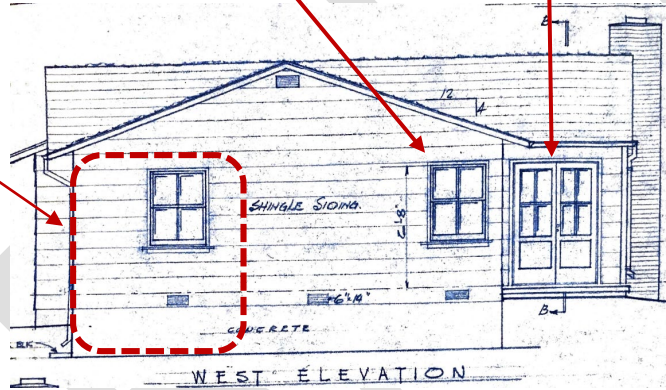


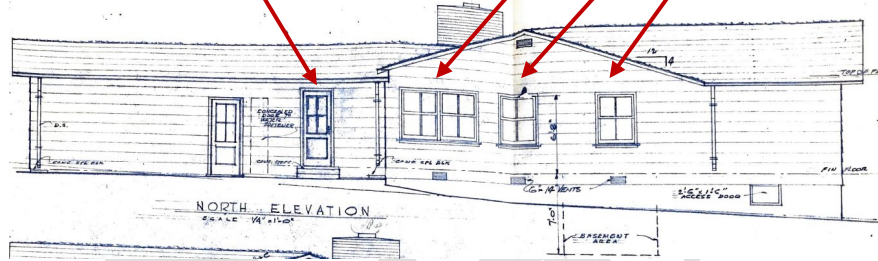
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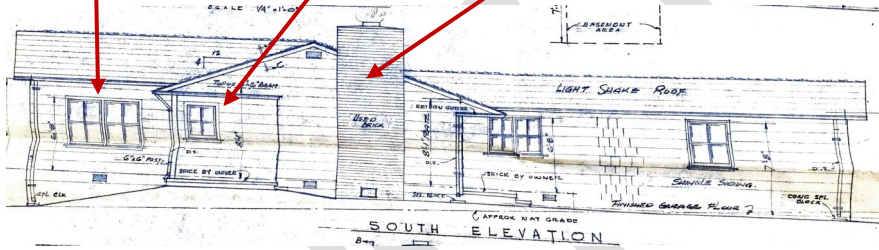
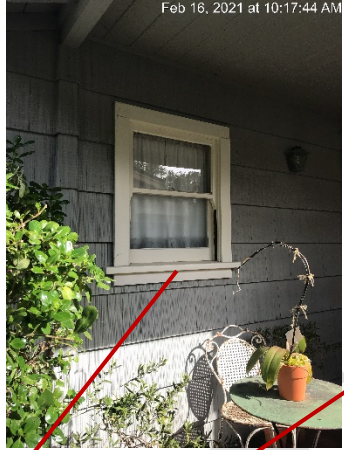
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1978 Rear bathroom addition.





DRAFT



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March 26, 2021

Marnie Waffle, Senior Planner
City of Carmel-by-the-Sea
PO Box CC
Carmel, CA 93921

Re: Historic Assessment for Carmelo St. 3 SW of 13th Ave., Carmel-by-the-Sea, CA
APN. 010-287-003-000; HE 21- 045 (Cuccia)

Dear Ms. Waffle:

This letter states the findings of historic significance, based on our research and conditions assessment of the property located at Carmelo Street 3 SW of 13th Avenue, Carmel-by-the-Sea, California. Located on Block Z, Lot 11, the property contains a modified single-story, wood-framed house constructed in the California Ranch style. The house features a T-shaped plan, with gable roofs, a street-facing garage, a south-elevation brick chimney and wood-shingle exterior wall cladding. Fenestration consists of several original, four-light double-hung sash windows, replaced multi-pane wood casement windows and bay window modifications on the front elevation (**Figures 1 - 4**).



Figures 1 and 2. Left image shows the front (east) elevation. An original window exists on the south wall of the garage wing. Right image details the street-facing garage with replaced garage door.

The original house has been altered. Bay windows with shutters have replaced the original wood-sash windows on the front elevation (**Figure 3**). A rear bathroom addition was installed in 1978 (**Figure 4**). A skylight was added to the front-elevation roof in 1985.



Figures 3 and 4. Left image details the front elevation entrance. The bay windows and window shutters were likely added in the 1960s (arrows). The skylight was added in 1985. Right image details the rear elevation and the 1978 bathroom addition (arrow).

Building Chronology

The following lists the permits available for the property:

- Permit No. 1672, 8/1948: Construct house. Architect: Thomas S. Elston, Jr.
- Permit No. 78-209, 1/1978: Install rear bathroom addition.
- Estimated Date, circa-1960s: Add bay windows to front elevation.
- Permit No. 85-16, 1/1985: Add skylight to front-elevation roof.
- Permit No. 95-196, 11/1995. Reroof building.
- Permit No. 96-42, 3/96: Add rear deck and hot tub.
- No Permit No., 11/2017: Reroof building

Summary Property History

In 1948, Fred Atkinson, the original owner, commissioned local architect Thomas S. Elston, AIA, to design a house on the subject property. On file at the Carmel Planning department, the original Elston plans show a California Ranch-style house oriented in the direction of the deep lot, with a projecting, street-facing gable end containing the garage, a central gable oriented perpendicular to the street containing the living spaces and a rear, gable-roofed wing containing bedrooms.

The house appears on the 1962 update of the 1930 Sanborn map (**Figure 5**).

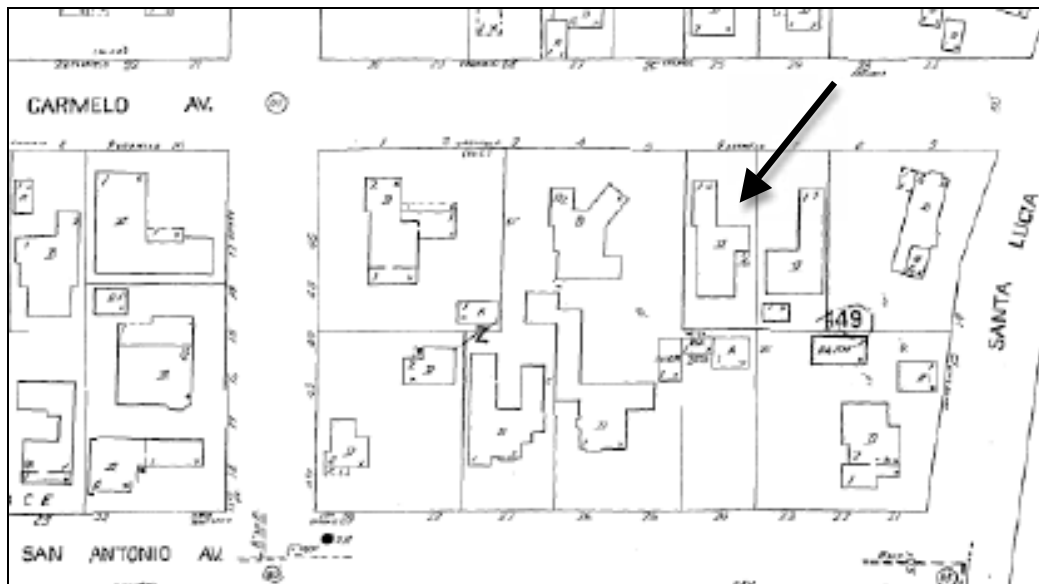


Figure 5. 1962 Sanborn map showing the subject property with an arrow.

Local city directories list Frederick L. Atkinson in Carmel by 1947.¹ Searches in the Carmel Pine Cone index at in local repositories did not reveal any biographical information on Fred L. Atkinson that would establish him as a significant person in national, California or Carmel history.² Fred L. Atkinson occupied the property until 1978 when it was purchased by Ray Stroble.

Thomas S. Elston, Jr., AIA began his architectural career as a speculative building designer in Carmel. In 1948 he teamed with architect William L. Cranston (1918-1986), who arrived in Carmel after World War II. William L. Cranston began his work designing speculative housing for developer Frank Lloyd, but quickly teamed with partner, Thomas S. Elston. The firm of Elston & Cranston designed a number of postwar buildings in Carmel, generally along modernist lines, including the Carmel Ballet Academy (1954) on the east side of Mission Street, between 7th and 8th avenues.³

Thomas Sidney Elston, Jr. (1912-1992) was born in Berkeley, California in 1912. He attended the University of California, Berkeley and graduated with a degree in architecture in 1935. He served in the army during World War II. Following the war, Thomas S. Elston moved to the Monterey Peninsula, first working for regional architect Robert S. Jones in 1947. He teamed with William L. Cranston in 1948 and the partnership designed numerous Monterey-peninsula buildings, including the Pioneer Savings Building (1952), the Fort Ord Elementary School (1953), and the Carmel River School (1953). He served on the Monterey County Planning Commission in the 1950s.⁴

¹ Polk's Salinas, Monterey, Pacific Grove and Carmel City Directories: 1947-1970.

² Historic Context Statement, Carmel-by-the-Sea, 1996, 1997, 2008: Fred Atkinson is not listed in this document.

³ Ibid, 105.

⁴ Thomas S. Elston, Jr., AIA Directory of Historical Architects, http://content.aia.org/sites/default/files/2018-09/Bowker_1956_E.pdf.

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.⁵ 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.

Eligible resources must also retain sufficient integrity of location, design, setting, materials, workmanship, feeling, and association to convey the relevant historic significance.⁶ 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.⁷

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.

⁵ 16 U.S.C. 470, *et seq.*, as amended. 36 C.F.R. § 60.1(a).

⁶ 36 C.F.R. § 60.4.

⁷ California Public Resources Code § 5024.1(c).

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.
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.”⁸

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:

⁸ 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).

- 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 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 does not qualify for an association with a *significant event* (NR - A; CR - 1), because no historic events led to the property's development. The subject house was constructed at a time of substantial postwar population growth in Carmel and the region. The resulting housing boom was experienced throughout California as the state's population grew substantially during the prosperous periods following the war and would not be considered a significant event, as it would apply to numerous buildings constructed throughout California and the United States in the postwar period.

The subject property does not qualify under an association with a *significant person* (NR - B; CR – 2), as Fred L. Atkinson did not make any significant contributions to national, California or Carmel history. In addition, he is not listed as a significant person in the Carmel Historic Context Statement.

The subject property does not qualify under association with *architectural design and/or construction method* (NR - C; CR – 3) because the original Thomas S. Elston design has been modified with bay window modifications on the front and primary elevation, replacement of the original garage door, selective fenestration modifications and a rear addition. Also, the Thomas S. Elston design is a typical, early California Ranch-style design adapted to a deep lot. This design is common in the region and throughout California.

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 additions, including the non-compatible bay window inserts and shutters on the front elevation, the fenestration modifications, skylight addition and rear addition have compromised integrity of design.
3. **Setting.** The house retains integrity of setting among the residential buildings in Carmel.
4. **Materials.** The bay window and skylight additions use modern materials and architectural forms that are not consistent with the original design.
5. **Workmanship.** The various alterations have compromised integrity of workmanship from the original design.
6. **Feeling.** The house no longer retains integrity of feeling as an early California Ranch-style building, due to the alterations.
7. **Association.** The house does not have integrity of association as no historic association has been established for the subject property.

Carmel-by-the-Sea Historic Significance

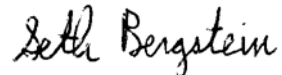
In addition to the integrity issues present, the subject building does not qualify for the Carmel-by-the-Sea Historic Resources Inventory (HRI) under the theme *Architectural Development in Carmel (1888-1965)* because of the alterations that have removed historic integrity from the original house. The subject property is not eligible for the Carmel-by-the-Sea HRI.

Conclusions

In conclusion, the property located at Carmelo Street 3 SW of 13th 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,

A handwritten signature in cursive script that reads "Seth Bergstein".

Seth A. Bergstein, Principal