

**National Trust for Historic Preservation
Preservation Leadership Training Institute
Monterey Peninsula, CA**

Team Project

The Carmel mission was founded by Father Junipero Serra in 1771. In the late 1890s and early 1900s, artists, actors and Stanford professors built small vacation cottages in Carmel. When the 1906 San Francisco earthquake and fire left a group of artists, writers and musicians homeless, Carmel experienced accelerated growth. This set the future pattern for the development of Carmel as a cultural community inhabited by people generally wishing to preserve the natural beauty of their surroundings and the unique charm of a village in a forest above a white sand beach. California architects Henry Hill, Bernard Maybeck and Charles Greene and local designer-builders M.J. Murphy and Hugh Comstock were among those who designed quaint "fairy-land" and low Spanish Colonial Revival shops on and around Ocean Avenue and small board and batten or stucco and stone cottages in the residential areas along the ocean and in the forest.

In 1990, Carmel's population was 4241 and the population of the surrounding Monterey Peninsula was approximately 130,000-140,000. The incorporated town of Carmel-by-the-Sea is one square mile. Although the Monterey Peninsula has experienced moderate growth over the past decade resulting from an unparalleled environmental setting and an expansion of the tourist industry, Carmel's population has remained relatively stable. In fact, Carmel was the only city on the Monterey Peninsula to actually experience negative growth over the past decade. The 11% decrease in Carmel's population since 1980 reflects an increase in absentee ownership and an increasingly elderly population.

With the decreasing household size and increasing reliance on tourism within the Monterey Peninsula and the recent shift in population within the city, Carmel must achieve a critical balance between the needs of the permanent residents and the needs of the transient residents. Monterey Peninsula communities heavily promote historic resources and community character as their leading attractions when marketing themselves to increasing numbers of tourists. Yet, there is no direct link between the economic benefits historic resources provide to Peninsula towns and economic incentives to rehabilitate and maintain these highly marketable assets.

To address these issues, four team topics have been outlined for Preservation Leadership Training (PLT) program participants. Each PLT team will address a specific area of concern and develop a public presentation and report on its findings and recommendations. The following issues will be examined:

2. Residential Character

As Carmel's popularity grows and its population changes, significant alterations are visible in its residential areas. As the village has developed over time, efforts have been made to integrate man-made elements with underlying natural elements. Therefore, many historic buildings were designed with natural materials, open spaces and abundant landscaping. In residential districts, roads were typically not built to full width, and they curve to follow the topography and retain mature trees. Distinctive customs such as no mail delivery, no street lighting, no residential sidewalks, and preservation of upper canopy trees also contribute to Carmel's character. Although the original subdivision of the town was with 4000 square foot lots as the standard, many cottages and homes were built on two or more lots. This provided open areas in scale with the houses.

Now, not only are the typically 1200 square foot cottages being replaced by large homes, but often a parcel is divided back to the original lot of record so that an additional structure can be built. Vacant 4000 square foot lots can sell for \$350,000-\$500,000 depending on the location. Increasingly, developers are buying these properties, demolishing the historic cottages and erecting larger "suburban" homes in their place. There is even an escalating demand by resident buyers for larger homes and the ability to maximize their real estate investment. As a result, Carmel is experiencing incremental loss of the very features that have given the village its unique residential character in the past.

TEAM TASKS:

Illustrate the present and potential impacts of new residential development under current regulations. Identify the design issues affecting new development and rehabilitation in residential areas under current city regulations. Is there a difference between preserving Carmel's character and "restoring" its historic homes? Is there a difference between the goals of historic preservation and neighborhood conservation? Should the distinctive customs in Carmel be considered a historic issue? Evaluate the factors which would cause loss of distinctive customs. Identify methods and potential economic incentives to protect residential community character and preserve historic buildings. Identify opportunities for creating affordable housing.

4. Role of the Nonprofit Sector

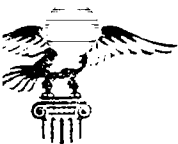
The nonprofit sector -- preservation, historical, arts and social service organizations -- advocates for and helps shape public policy, builds community awareness, and supports or supplements public programs. However, Carmel home and business owners have few resources to rely on for education about the attributes that contribute to livability and village character. Often new residents bring design ideas that are different or incompatible with the context of existing neighborhoods and features that have historically given Carmel its special character. While regulations exist to help insure preservation of community character, there are no financial assistance programs in place to aid in rehabilitation or public education.

TEAM TASKS:

Describe the nonprofit sector's role in the development and preservation of Carmel. Identify the range of nonprofits on the Monterey Peninsula that contribute to this issue. What is each nonprofit's vision for Carmel and is there a common vision? Identify any gaps in the network and recommend ways to fill the gaps. How can competing nonprofits be brought together? In light of changing demographics, how can a common vision be shaped and an understanding and appreciation of local history be developed? Outline a process for reaching the varied public, determine who is going to accomplish this and suggest a strategy for broad public education. Define a relationship between preservation-related nonprofits and other agencies and organizations in the task of public education. Identify potential sources of private funds and describe how they could be used to develop a financial assistance program for historic preservation.



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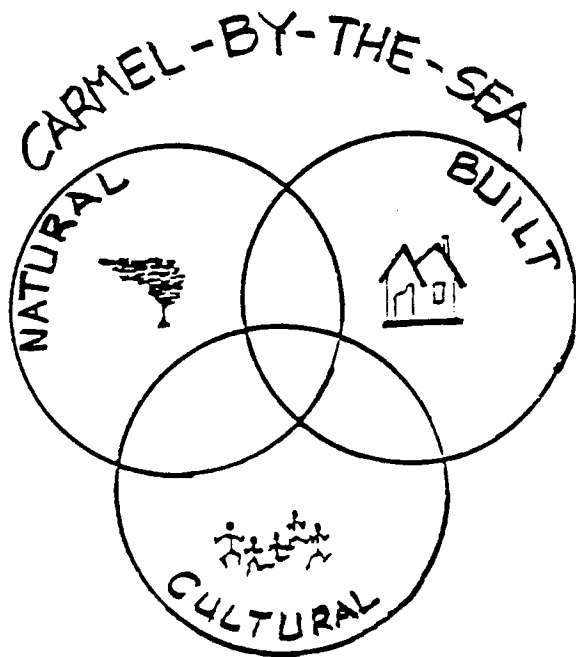
PRESERVATION LEADERSHIP TRAINING

Monterey Peninsula, CA

CARMEL-BY-THE-SEA

Team Project Report

January 25, 1993



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The National Trust for Historic Preservation

PRESERVATION LEADERSHIP TRAINING INSTITUTE

The Preservation Leadership Training (PLT) Institute held January 3-10, 1993 in Pacific Grove, California was the fifth in a series of national training institutes sponsored by the National Trust for Historic Preservation. The institute was aimed at volunteers and staff of private, nonprofit preservation organizations and public agencies who are in positions to influence preservation activities in their communities. Thirty-two people from 11 states participated in the PLT institute in Pacific Grove.

The goals for the Preservation Leadership Training Institute were:

1. To increase the capacity of local preservation organizations by identifying and training current and potential leaders who have the ability to dramatically increase the effectiveness of those organizations.
2. To empower grassroots organizations to achieve preservation successes in their local communities.
3. To create, maintain and support a national network of leaders of the grassroots preservation movement.
4. To heighten local understanding and awareness of the value of preservation and to explore and present new ideas for approaching local preservation issues in the host communities.

TEAM PROJECT GOALS

The Preservation Leadership Training Institute was an intensive one week program with an emphasis on providing a participatory experience in leadership and organizational development. The training included the most up-to-date and effective information on current preservation practices, issues and action strategies. Institute faculty used lectures, tours and participatory learning exercises. In addition, participants were called on to complete a "team project" using Carmel and the Monterey Peninsula as a preservation laboratory.

The team project, using Carmel as a case study, was defined by the Local Steering Committee and National Trust staff. Its purpose was:

- *To supply some fresh ideas for addressing real local preservation issues in Carmel from outside, objective observers.
- *To provide institute participants an opportunity to apply lessons learned during the course of the week-long institute.
- *To build team work among institute participants.

replaced by large homes, but often a parcel is divided back to the original lot of record so that an additional structure can be built. Vacant 4000 square foot lots can sell for \$350,000-\$500,000 depending on the location. Increasingly, developers are buying these properties, demolishing the historic cottages and erecting larger "suburban" homes in their place. There is even an escalating demand by resident buyers for larger homes and the ability to maximize their real estate investment. As a result, Carmel is experiencing incremental loss of the very features that have given the village its unique residential character in the past.

Role of the Public Sector

As part of a network, each sector has a role in shaping the future of Carmel. The public sector -- elected officials, government staff and commissions -- sets policy and structures regulations and incentives. Proposals are often brought to the city without an awareness that they would damage historic character or remove elements of design that are treasured by the community. Decision makers experience frustration because standards for review provide no guidance in these cases. The conflict between private property interests and the public benefit of preservation has polarized this issue. In addition, while preservation-related regulations are in place there are no companion incentives to encourage historic preservation, as are found in many communities. Carmel's city government is facing a severe budget crisis which may effect its ability to provide assistance though potential sources of funding for incentives may exist.

Role of the Nonprofit Sector

The nonprofit sector -- preservation, historical, arts and social service organizations -- advocates for and helps shape public policy, builds community awareness, and supports or supplements public programs. However, Carmel home and business owners have few resources to rely on for education about the attributes that contribute to livability and village character. Often new residents bring design ideas that are different or incompatible with the context of existing neighborhoods and features that have historically given Carmel its special character. While regulations exist to help insure preservation of community character, there are no financial assistance programs in place to aid in rehabilitation or public education.

OBSERVATIONS AND RECOMMENDATIONS

Following are institute participants' suggestions, including graphic presentations, as presented to the community of Carmel in a public forum on January 10, 1993. It should be noted that the institute participants had a limited amount of time within the week-long institute in which to complete their research and develop ideas for their individual team assignments. The recommendations

enges. Some communities who are dealing with balancing
ased tourism with resident needs and increased growth include
olla, Laguna Beach, Ferndale, Nantucket, Monterey, Pacific
. Explore the National Main Street Approach program
iples.

Residents' values related to commercial downtown

y the same level of ordinance standards to the built
onment as to the landscape environment.

ease affordable housing base within commercial zone (one idea
apply mixed-use concept to artists' working/living space and
ry consignment space).

in CRS zone, in mixed-use facility, establish a city-operated
ent services/basic needs store. Provide guaranteed
titive prices.

in commercial zone establish a "discount" program for village
ents (e.g. 10 to 15%) to encourage shopping in downtown.

ublish a farmers' market and more community-oriented events.

City government

n city staff on preservation issues/hire a preservation
er.

vide resident services by having city-subsidized businesses and
ne with low cost housing.

y council and staff set clear lines of authority and follow

enforceable standards for the planning process.

rove communication and coordination between Planning Commission
orest and Beach Commission, complimenting the decision-making
ess.

ngthen the General Plan to incorporate the spirit, vision, and
cies of the 2016 Report and strengthen the Historic
ervation Ordinance.

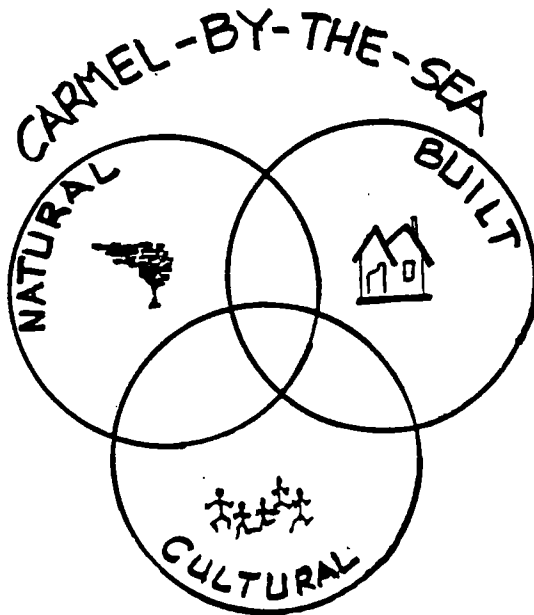
ate a Post Office substation at opposite end of the CRS zone to
ve congestion issues and increase foot traffic for other
nesses.

Corrcial/Visitor support issues

rove economic viability of resident retail and services
ategies might include increasing resident-serving businesses,
dent discount program, Main Street Program "four point

entire community. Since Carmel's beginning, the residential atmosphere has primarily defined the character of the village. Many of the existing public policies and regulations begin to reflect this. For example, the recently adopted Historic Preservation Ordinance is the newest component. We applaud this latest effort in dealing with the forces of growth.

In our brief analysis, we recognize that achievements have been made. In this spirit, we have the following recommendations for each of the three components. We feel these recommendations should be implemented over a number of years. Also, we propose that the recommendations be further developed and ultimately incorporated into a comprehensive Historic Preservation Element which would then be adopted as part of the official General Plan.



1) Natural Environment

- *Integrate the natural environment with the built setting.
- *Protect the canopy of trees and continue the reforestation of Carmel by broadening and strengthening the existing tree ordinance.
- *Include landscape standards in the design review ordinance to complement the existing tree ordinance.
- *Educate residents on the importance of collective tree protection.

2) Built Environment

- *Make compliance with the Historic Preservation Ordinance mandatory rather than voluntary to assure that future development within the residential district preserves the historic character.
- *Establish an independent Design Review Board with discretionary

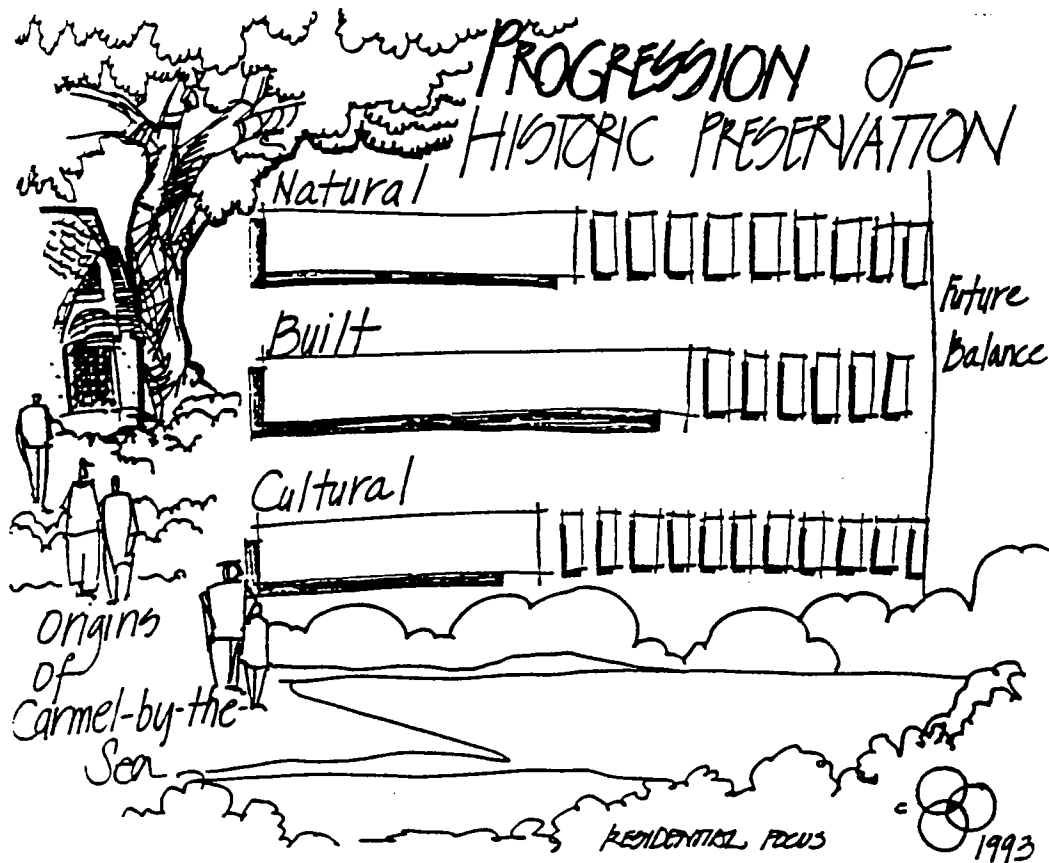
honoring your noteworthy writing pioneers like Sinclair Lewis.

*Continue town meetings and other methods for arriving at a shared vision.

*Establish an education program which heightens public awareness of the significance of, and appreciation for, all of these components -- natural, built & cultural. This would be an internal program for residents and other groups in the community.

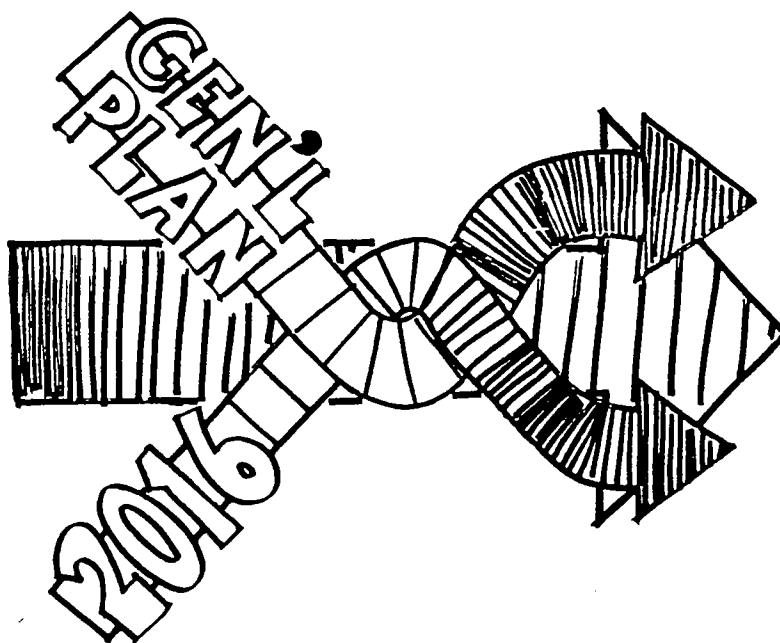
*Establish an historically oriented public relations campaign for Carmel-by-the-Sea which focuses on the defining characteristics of the village. Such a PR campaign would target regional and national audiences. PR materials would be especially great for educating potential residents and should be in all real estate offices.

In summary, we realize that every community is experiencing change. Carmel-by-the-Sea could develop in several ways. With the increasing residential development pressures, the village could lose its uniqueness and historical significance. In order to reverse this trend and preserve the balance of the natural, built and cultural environments, Carmel-by-the-Sea must halt the incremental loss of the very features that have given the village its unique residential character. This unique character is the reason why most of you chose to live in Carmel. We hope that our recommendations will challenge you to build community consensus to preserve and reinforce the unique natural, built and cultural attributes of Carmel-by-the-Sea.



historic character of this community. Use of this approach will provide maximum flexibility in the design of new construction while ensuring a compatible character and cohesion to the village. The historic styles and types of construction identified in the survey present a variety of visual images and patterns from which to extrapolate a new, yet incremental, approach for the next century.

At the present time, visions for the community are somewhat fragmented with portions of the approach divided between the General Plan and the 2016 Report. The two contain excellent language regarding the character of the community both with reference to the past and the future. One of the first tasks then is to unify these plans. While the documents have different uses, the common philosophy and implementation of the guiding principles should be identified and carefully articulated.



Additionally, it is important that the city adopt realistic policies regarding the role tourism will play in future development. Carmel is a tourist destination, and the economy derives much of its vitality from this source. Careful balance of resident and tourist services must be achieved, however, in order to keep the community viable. We recommend that the tourism policy articulated in Ordinance 96 be expanded and the General Plan revised to include the effects of one of the community's major issues. The careful management of visitors with its attendant congestion will affect the character of the City as outlined in the General Plan and the 2016 Report.

The Zoning Ordinance, including the newly-adopted Ordinance 93-03 (Historic Preservation), furthers the goals of historic preservation and the preservation of community character. There are issues associated with its implementation, the key to the