

SECTION I: INTRODUCTION

INTRODUCTION

Purpose of this document

The City of Monterey has determined that its Cannery Row area has both historical and literary significance. (The City of Monterey is not proposing to recreate the fictional setting of the novel, *Cannery Row*.) While many of its historic structures have decayed or been destroyed, many survive, and Cannery Row remains a destination for people interested in both the actual history of the area and the fictionalized setting of John Steinbeck's novels.

Citizens of Monterey, Cannery Row property owners, and visitors alike want to see the historical setting respected and preserved when feasible. This document was created to establish a framework for allowing Cannery Row to grow and change while retaining its ambiance and historical context.

This design program applies to improvement projects in the Cannery Row Conservation District, including new buildings and alterations to existing structures. While respecting the traditional character of the area is emphasized, change is anticipated; Cannery Row is not intended to be "frozen" in time. Alterations and new construction will respect the traditional design context. These guidelines are based on that policy.

The Conservation District includes a variety of design settings, or "contexts." Some of these are defined by concentrations of historic properties, some are relatively undeveloped, and others are primarily new construction. The guidelines address these differing contexts as well as the range of building types that were seen traditionally.

The traditional character of each setting should be maintained. When new building occurs, or an existing structure is altered, it should be in a manner that reinforces the basic character-defining features of the area. Such features include the way in which a building is located on its site, the manner in which it faces the street, its materials and the general alignment of architectural elements and details along a block. When these design variables are arranged in a new building in a similar way to those seen traditionally in the area, visual compatibility results. Even so, new design approaches will be accommodated when they respect these basic historic features that are valued by the community.

Use of the term, "Traditional"

In this document, the term "traditional" is used frequently. It refers to a range of building types, sites and structures which are precedents that influence the present. In many cases, these are features that also have historic significance, but others are simply part of the overall character of Cannery Row that the community values. Among these are buildings that have a form, massing, and scale that are in keeping with those seen during the period of focus, 1930 - 1955. Many of the buildings that currently convey this traditional character date from these earlier periods, but others are more recent, yet still maintain these design traditions. The term is used because in a conservation district, the focus is on maintaining this broader character in addition to respecting historic resources that remain in the area.

Period of Focus

The term, "period of focus" refers to the time period of 1930-1955 when Ocean View Avenue (now Cannery Row) was home to the local sea food products industry. The goals and policies in this document encourage that new infill construction draw upon the architectural form, style, and details of buildings located in the Cannery Row area during the period of focus (1930-1955). The City is not proposing that replicas be constructed.

These design guidelines implement and amplify the provisions of the City of Monterey General Plan, the Cannery Row Land Use Plan, the City of Monterey Zoning Ordinance, the Cannery Row Streetscape Study and the Monterey Peninsula Recreation Trail Policies and Standards for Adjacent Development as they apply to the Cannery Row area.

The **General Plan** (adopted 1983 with subsequent amendments) establishes overall goals and policies for the City regarding a variety of subjects including land use, circulation, housing, etc. Cannery Row is only a small portion of the entire City addressed in this policy document.

The **Cannery Row Land Use Plan** (approved 1981 with subsequent amendments) is part of the City's coastal plan and is required per the California Coastal Act. The Land Use Plan provides more detail regarding marine resources, visual resources, water, natural hazards, public access, public recreation, coastal dependent activities, visitor-serving commercial uses, parking, circulation, housing, land use, and housing goals in Cannery Row.

The **Zoning Ordinance** (adopted 1991 with subsequent amendments) specifies how a specific property can be developed. It answers basic questions on how tall and large a building can be. The Cannery Row Land Use Plan has some additional standards. The Cannery Row Streetscape Study (1994) contains goals for parking, sidewalks, street furnishings, traffic and circulation, and the recreation trail.

The **Monterey Peninsula Recreation Trail Policies and Standards for Adjacent Development** contain standards for development adjacent to the trail. It includes information on access, pedestrian bridges, encroachments, landscaping, drainage, signs, lighting, bicycle parking, and construction standards.

The **Cannery Row Conservation District** (2004) contains design guidelines that build upon the those contained in the Cannery Row Land Use Plan, Cannery Row Streetscape Study, and Zoning Ordinance for historic resources and new construction.

The Conservation District Boundary

The boundary of the Cannery Row Conservation district extends approximately from the city limit at David Avenue on the north, to an alignment with the breakwater at Reeside Avenue to the south, to the Monterey Bay to the east, and to the rear of properties on the western side of Wave Street to the west. (See map on the following page.)

The district contains many of the properties associated with the historic development of the area, including those along Cannery Row itself (formerly known as Ocean View Avenue) as well as some properties along Wave Street.

Placeholder page for map showing conservation district boundary

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CHARACTER AREAS

Today Cannery Row conveys a diverse character, resulting from a mix of building types, materials, forms and styles that have developed throughout its history. It reflects an evolving context that continues today. While some features are relatively consistent throughout the area, there are also smaller neighborhoods that reflect the differing historical development patterns that occurred, as well as the events of more recent development and loss of structures. These are termed “Character Areas,” and are as follows: (See map on following page.)

1. Cannery Row - Bay Side
2. Cannery Row - Inland Side
3. Monterey Bay Recreation Trail
4. Wave and Cross Streets

Cannery Row in General

Along Cannery Row itself, older buildings that historically had industrial uses are relatively large and define a distinct street edge. Cannery and warehouse type buildings now combine with hotels and newer commercial buildings in this setting. Older retail buildings also are found in this mix.

Buildings generally align at the sidewalk edge. Exceptions occur in occasional courtyards and walkways, and where large vacant lots exist. During the period of focus, building heights vary from one to three stories, this can be seen in the Sanborn insurance maps from the era. A few sections or appurtenances rise higher.

Roof forms are flat, gable and shed types along this street. Exceptions are occasional residential structures with hip forms. Bow string trusses and raised parapets are also present.



A photograph (ca. 1975) looking to the bay in the vicinity of the Pacific Biological Laboratories from Bruce Ariss Way documents a variety of roof forms with varying heights. - Photography by Pat Hathaway, from the Pat Hathaway collection

Buildings exhibit a diversity of uses, including commercial, residential, institutional and mixed use. Hotels, retail stores, restaurants and gift shops, for example, have display windows oriented to the street, while buildings that traditionally were canneries have a variety of openings, including large service doors and banks of multi-paned windows.



Buildings along the bay side that were traditionally a part of the cannery industry align at the sidewalk edge. Openings include large service doors. - Photography by Pat Hathaway, from the Pat Hathaway collection

Cannery Row - Bay Side

Although many features are similar along the entire Cannery Row corridor, the bay and inland sides differ to some extent. Along the bay side, greater diversity in building forms and roof lines are a part of the tradition, inspired by the range of residential, hotel and cannery buildings that existed there. There is a greater variety in building forms and setbacks along the waterfront itself. This is perhaps one of the most distinctive features of this Character Area.

Cannery Row - Inland Side

The inland side of Cannery Row also contains a mix of building types but is substantially influenced by the tradition of warehouses, which are generally simpler in form than the canneries across the street. Less variation in the street wall occurs here, as well, where there is continuity in development. Back sides of buildings in this area align along the Monterey



A contemporary hotel in the Cannery Row area reflects traditional industrial forms. (However, it does not align at the street edge, as most of its predecessors did).

Bay Recreation Trail (formerly the railway right of way). Rear facades are simpler, reflecting the tradition of the service side of these properties.

Monterey Bay Recreation Trail

The Monterey Bay Recreation Trail area consists of the historic railway right-of-way and remnant storage tanks. It is defined by the buildings that line it, which generally create a distinct edge. However, variations in the building wall do occur, and these open spaces add accent to this space.

Wave Street and Cross Streets

Wave Street and the abutting cross streets exhibit a mixed-use character that derives from the residential buildings and occasional industrial structures that appeared there historically, combined with more recent residential and commercial development. Most buildings are one to two stories in height, and some three-story buildings appear. Traditional residential buildings are set back from the street, with front and side yards. Industrial-era buildings and more recent



Traditional houses have front yard setbacks and porches that face the street.



Monterey Bay Aquarium



View to the Monterey Bay from the Cannery Row area.

parking structures are built to the sidewalk edge. Open space and landscaped areas therefore are a part of the scene.

On the cross streets, a stair-step effect results because buildings of similar height follow the topography. This is distinctly different from the comparatively level alignment of building elements that occurs on Wave Street itself.

Placeholder page for map showing character area boundaries of the district

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THE CONSERVATION DISTRICT PROGRAM

Four specific tools combine to form the Conservation District Program and were adopted when the city established the district. These are:

- Design Program
- Incentives menu
- H-1 & H-2 Zoning of some properties

Design Program

The design program is presented in this document.

Incentives Menu

At the time that the conservation district was established, a set of incentive policies was also adopted. This document provides guidance about the priorities for application of incentives in the conservation district. Some of these incentives are presently offered by the city as a part of its historic preservation program, others are new.

H-1 Zoning

H-1 zoning is intended to identify and protect the most important historic resources in the City, generally including properties with statewide, national, or international historic significance where that significance would be recognized outside of the City. The City recognizes its responsibility for preserving these resources for a national and international public, and the H-1 zone may be established without owner consent in order to fulfill that responsibility. The H-1 zone includes a strong series of incentives to support and encourage preservation of the historic resources. (Refer to Appendix D: Glossary.)

Several properties have been identified in cultural resource surveys as having historic significance and as meeting criteria for zoning as H-1 under the city's preservation ordinance. All of these properties will be designated after adoption of the conservation district.

H-2 Zoning

H-2 zoning is intended to identify and protect historic resources in the City that would be recognized as resources with local historic importance and their historic importance would not generally be recognized outside the immediate area of the Monterey Peninsula. The City encourages the preservation of these resources with a strong set of incentives; however, the ultimate decision to rezone is left to the property owner. (Refer to Appendix D: Glossary)

Upon adoption of the conservation district, the City will contact property owners of potential H-2 buildings and encourage their designation by offering a package of incentives. Candidate H-2 properties will be designated with owner consent. The City will enter into development agreements with the property owners of all candidate H-2 properties, if desired.

Development of the Plan

These design guidelines are a product of a collaborative effort among neighborhood property owners, city agencies and elected officials, as well as community advocates for preservation, urban design and economic development.

The City Council appointed a project steering committee, which was composed of two representatives from the council, two members of the Planning Commission, two members of the Architectural Review Committee and two members of the Historic Preservation Commission. The steering committee held a series of work sessions from fall of 2002 through fall of 2003 to develop the conservation district strategy and craft the tools to establish it. These sessions were open to the public.

INCENTIVES MENU

The City of Monterey has prepared a menu of incentives. Some incentives may be more beneficial to a project than others and the combination of incentives may also be important to achieve preservation goals. Not all of these incentives can be available for projects at all times due to changing City finances. In the case where a development agreement contract is to be entered into, the City Council will make the final determination on what incentives apply to a project as part of the site's historic designation or as part of the site's historic designation or as part of the site's development agreement.

Incentive Menu:

1. Planning Fee Waiver – Planning fees can be waived for alterations, additions or other projects. Fees shall be waived at the time fees would customarily be due.
2. Historic Grant Eligibility – Historic preservation grants can be made available to owners of individual resources.
3. Mills Act Property Tax Contracts – The Mills Act Property Tax Contract can potentially reduce a site's property taxes depending on the site's current tax rate and date of purchase.

4. Building Fee 50% Reduction – The City can grant a 50% building fee reduction to projects that rehabilitate a historic resource. This fee waiver will not apply to additions to historic structures, new construction or general tenant improvements.
5. Historic Program Documentation Fund – The City’s Historic Documentation program requires that property owners interpret the history of a site when new projects are proposed. The City should consider developing a fund and the expertise to help with this program.
6. CEQA Historic Categorical Exemption – Projects that are consistent with Secretary of Interior’s Standards can be considered exempt under the California Environmental Quality Act if all other environmental issues are addressed.
7. Development Standards and Additional Uses Allowed Through Use Permit – The City’s Zoning Code allows additional uses to be considered on a historic site with approval of a use permit by the Planning Commission.
8. State Historical Building Code – The State Historical Building Code will be available for H-1, H-2 and Contributor sites.
9. Parking Adjustment Eligibility – Parking requirements for any continued occupancy, change or intensification in use within the Cannery Row Conservation District can be waived.
10. Parking Does Not Count As Floor Area Ratio – Development of parking uses shall not figure in FAR calculations within the Cannery Row Conservation District boundary. This is a current exemption.
11. Streamlined Permit Review – Planning and building permit review of projects within the Cannery Row Conservation District shall be streamlined utilizing the staff Development Review Committee process. Individual staff representing all applicable departments and divisions shall participate on project specific Development Review Committees. The Community Development Director shall identify and appoint “case managers” to represent the City of Monterey in review of the projects. The case managers shall serve as clearing-houses for receipt and dissemination of information concerning projects assigned to them. Public hearings shall be expedited. Case managers shall be responsible for coordinating and reconciling comments from all departments and divisions and shall oversee projects from inception to completion.
12. Conservation Easements – Conservation Easements may, with the consent of the property owner, be utilized to preserve individual resources. Conservation easements shall identify the qualities of a property to be protected, including character-defining features of individual resources.
13. Historic Rehabilitation 20% Tax Credit – The 20% rehabilitation tax credit applies to any project that the Secretary of the Interior designates a certified rehabilitation of a certified historic structure. This program is intended to reward private investment in rehabilitating historic properties for commercial, industrial, agricultural, or rental residential purposes, but it is not available for properties used exclusively as the owner’s private residence.
14. Transfer of Floor Area Eligibility – The City can consider allowing a transfer of floor area ratio for projects consistent with Cannery Row Conservation District design guidelines for individual resources. The floor area transfer can be allowed by purchase and sale, or other means by grant deed to any other site within the conservation district to increase allowable floor area on a receiver site. Receiver sites may be located outside the conservation district boundary. Development of floor area on the donor site shall be restricted in perpetuity as a result of the transfer of excess floor area ratio to the receiver site. The City Council shall approve all transfer of floor area ratio proposals.

The City can also consider new incentives in the future as deemed appropriate by the City Council. Although not currently available, possible future incentives to consider could include tideland lease money and priority water allocation. The current priority for tideland lease money is completion of the Window on the Bay.