

SECTION 3:  
DESIGN GOALS  
AND PROGRAM



# CHAPTER 2

## DESIGN GOALS

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Cannery Row Conservation District is a special area with a diversity of buildings, spaces and site features that convey its changing role in the city's history. Citizens of Monterey value this character and wish to protect it. At the same time, they recognize that this is a dynamic place that continues to respond to economic and cultural trends as it remains a vital part of the community. Just as it boomed in response to earlier economic opportunities, it must continue to meet new markets. More recent policies and regulations, including coastal access goals, historic zoning, a cultural resource survey, the California Environmental Quality Act and new building codes and accessibility requirements also apply pressures for change. The challenge is: How can the desire to protect heritage be balanced with responding to new needs?

A conservation district is often used to provide a degree of design review for an area of special character, which may include historic resources but is also defined by other features that may not have historic significance. These features typically contribute to an overall "sense of time and place" and merit consideration when alterations and new construction occur.

Four different categories of building conditions exist within the Cannery Row neighborhood. First, there are historic buildings and site features or sites, that have been identified as significant in a survey of cultural resources. Second, there are contributor properties that are associated with the history of the area but do not in themselves meet certain criteria for significance. Third, there are more recently

constructed buildings. Fourth, vacant sites exist where new "infill" may occur. These are sites where new buildings could be designed to be compatible with the design traditions of the Cannery Row area without creating a false history.



*During its history, Cannery Row has had a mix of residential, commercial, warehouse and cannery building types. - Photography by Ted McKay, from the Pat Hathaway collection*

The design guidelines presented in this document convey community policies about the design of alterations to existing structures, additions, new buildings, streetscape and site work in the Cannery Row Conservation District. As such, they provide a common basis for making decisions about changes that may affect the appearance of individual properties or the overall character of the area, but they do not dictate solutions. Instead, the guidelines define a range of appropriate responses to a variety of specific design issues. The degree to which each relevant guideline can be met will vary; in that regard, compliance is a balancing act, influenced by those features of a project that are key to compatibility and

appropriateness with considerations of what is feasible, both in terms of economics and physical and programmatic constraints.

The purpose of the program and the review process through which they are administered is to preserve the unique character of Cannery Row, promote the tourism economy of the area, conserve and enhance property values, and foster and encourage preservation.

### **Specific Design Goals:**

1. Maintain traditional character
2. Accommodate compatible changes
3. Preserve historic resources
4. Strengthen overall identity while respecting differing contexts

## **DESIGN PRINCIPLES**

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### **Principle 1. Respond to traditional design features of the surrounding Character Area.**

This includes consideration of the mass, scale and form of buildings, the arrangement of open space, setbacks, landscaping and view opportunities.

### **Principle 2. Enhance the street level as an inviting place for pedestrians.**

Providing features that are visually interesting and that are in human scale is essential. Features may include windows, display cases, art, plazas, landscaping, interpretive signage and lighting.



*The Enterprise Cannery Warehouse is rated H-2 eligible in the city's survey.*

### **Principle 3. Install landscaping that is simple and in keeping with the character area throughout the Cannery Row Conservation District.**

Parts of the Cannery Row Conservation District are filled with mature landscaping and trees. New landscaping should be simple in keeping with the waterfront setting. Succulents and shrubs in character with the Northern California Coast are appropriate. Cypressess should be the dominant tree. Landscaping should be done in clumps and not continuously. (Refer to Cannery Row Land Use Plan)

### **Principle 4. Relate to the eclectic nature of the traditional buildings that existed during the period of focus in the surrounding Character Area.**

The eclectic nature of the Cannery Row area's structures establishes a sense of the neighborhood's character. Continuing to build structures that reflect these various designs should reinforce the character while also accommodating variety in design and detail. As properties are improved, they should enhance the overall image of the area. Each building can help contribute to this visual continuity while also meeting an individual owner's needs.

### **Principle 5. Reflect the mass and scale of traditional buildings found in the Cannery Row Conservation District during the period of focus.**

Traditionally buildings have been predominantly one to three stories. New buildings should include elements that convey this range of heights.

### **Principle 6. Respect the earlier character of historic structures.**

Preservation of the Cannery Row area's heritage is important to its sense of community and its economic development. A number of structures in the Cannery Row Conservation District have historic value, even some that have experienced alterations. It is important to consider a building's character-defining features, including basic forms, materials and details, when planning improvements.

## **Principle 7. Consider view opportunities throughout the Cannery Row Conservation District.**

Variations in building heights, roof forms and the location of open space on a site, including view cones, shall be taken into consideration to provide view opportunities.

## SECRETARY OF THE INTERIOR'S STANDARDS

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The U.S. Secretary of the Interior publishes a set of standards for the treatment of historic properties that forms the basis for many local preservation programs. The City of Monterey has adopted *The Secretary of the Interior's Standards* as a basis for its guidelines. (*The Secretary's Standards* are included in the Appendix.) The Park Service has also published a "layman's" summary of key principles in the standards, and these are presented in the following section to aid in understanding them.

Note that the Secretary's Standards are written to cover a wide range of conditions and are interpreted with flexibility; they are not prescriptive. Further guidance is also provided by the Park Service in a series of technical briefs.

The design policies for the Cannery Row Conservation District balance neighborhood character, urban design, coastal plan and historic preservation with economic development and livability for area residents.

For those properties that are potentially eligible for listing in the National Register, the Secretary of the Interior's Standards for Treatment of Historic Properties shall apply. These same standards will also apply to H-2 properties that are potentially eligible for the California Register only, with some greater flexibility.

The National Park Service, the division of the Department of the Interior that administers the federal preservation program, outlines four treatment options for buildings on the National Register. These options are organized in a clear hierarchical framework. That is, the first is the preferred course of action, the second is the next course of action, and so on. The following excerpt is from a Technical Bulletin published by the National Park Service, titled "Toward a Common

Language" and written by Kay D. Weeks, which outlines the four treatments:

The first treatment, **Preservation**, places a high premium on the retention of all historic fabric through conservation, maintenance and repair. It reflects a property's continuum over time, through successive occupancies, and the respectful changes and alterations that are made.

**Rehabilitation**, the second treatment, emphasizes the retention and repair of historic materials, but more latitude is provided for replacement because it is assumed the property is more deteriorated prior to work.

(Both Preservation and Rehabilitation standards focus attention on the preservation of those materials, features, finishes, spaces, and spatial relationships that, together, give a property its historic character.)

**Restoration**, the third treatment, focuses on the retention of materials from the most significant time in a property's history, while permitting the removal of materials from other periods.

**Reconstruction**, the fourth treatment, establishes limited opportunities to re-create a non-surviving site, landscape, building, structure, or object in all new materials.

## **Application of the Treatment Options to the Cannery Row Conservation District**

In terms of treatment of existing buildings with potential historic significance in the conservation district, the Rehabilitation approach is the primary standard, because it recognizes the broader span of time that each of these properties represents and acknowledges the inherent flexibility needed in addressing the individual circumstances of each property and allows for the preservation of the various layers of history that exist. There are, however, a few notable exceptions where this standard will not apply including; Ed Rickett's Laboratory, Wing Chong Market and the vacant lot at 807 Cannery Row. These properties have such a premier level of significance that the following standards apply:

- Ed Rickett's Lab - Preservation (interior and exterior)
- Wing Chong Market - Restoration
- Vacant Lot at 807 Cannery Row - Pursuit of a Conservation Easement

With respect to the other approaches, Preservation applies most directly to individual building features that survive and are in good condition, while

Restoration will be appropriate only for a unique property in which a specific point in time is to be conveyed.

Finally, Reconstruction is likely to have limited application in the district.

Where reconstruction is the standard,

- The Secretary’s Standards for Reconstruction should apply.
- The design should accurately convey the historic condition.
- Features may be repaired and replaced to replicate the historic character.
- Alterations to portions of the building that are not accurate reconstructions would be treated with more flexibility. (For example, the storefronts along the sides of the Monterey Canning Company building are not reconstructions of historic features.)
- Interpretive information that will help to explain that these properties are new should be provided.

## DESIGN POLICIES FOR HISTORIC BUILDINGS

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### **Policy:**

**The primary standard for historic buildings shall be Rehabilitation: The Secretary of the Interior’s Standards for the treatment of Historic Properties shall apply.**

There are two methods of application, as defined in the city’s preservation ordinance. First, for those that are zoned H-1 or H-2. Second, for properties subject to CEQA review as cultural resources.



*Kalisa’s is H-1 eligible. The facade has experienced alterations during its history.*

The treatment standards recognize that compatible alterations can occur while allowing for preservation of key features, restoration of some altered portions, and reconstruction of individual elements.

The Cannery Row Conservation District contains several buildings that are potentially eligible for listing in the National Register of Historic Places or the California Register.

These are described as H-1 and H-2 in a September 9, 1999 survey, adopted March, 2000. In general, those properties listed as H-1 have a higher degree of significance and retain more of their integrity and are potentially eligible for listing in the National Register. H-2 properties have a lesser level of significance and integrity and are designated with the owner’s consent. (See p. 9 for definitions of H-1 and H-2 properties.) Some may be eligible for the National Register, while others are only eligible for the California Register of Historical Resources. In addition, there are some properties identified in city surveys as potential contributors to a historic district. These also are addressed in the guidelines.

## DESIGN POLICIES FOR CONTRIBUTOR PROPERTIES

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### **Policy:**

**Special guidelines shall apply to “Contributor” properties that reflect the different types within this category.**

These guidelines should provide flexibility to respond to changing needs and should focus on conveying the continuum of development through interpretive programs and by retaining key features, when feasible.

A separate category of properties includes structures that are associated with the history of the area but lack sufficient integrity to be considered for separate listing in the National Register or the California Register. These properties are defined as “Contributor,” in that they add to the character of the area in the context of other, more intact, properties, even though on their own they may not be eligible for register listing. Within this category, four property types are included (described below). (Chapter 5 contains specific guidelines.)



*Storage tanks are representative of category “C” of Contributing properties.*

### **A. Complete Buildings**

A few buildings exist that are “Conservation District Contributors.” The Secretary of the Interior’s Standards guidelines for Rehabilitation of historic properties shall apply.

### **B. Components of Older Buildings**

These are components surviving of buildings associated with the history of the area. An example is the structural frame of a portion of the Hovden Cannery that survives as a part of the Monterey Bay Aquarium. It is understood that these cannot always be preserved, but efforts should be made to do so whenever feasible.

### **C. Components of Older Site Features and Industrial Structures**

Items in this category include site walls and foundations, as well as metal tanks. Many of these features may be altered or even removed when new development occurs. However, to the extent feasible, they should be retained and incorporated into new developments. (This may be limited where these features obstruct reasonable development, or where hazardous conditions exist.) Emphasis should be on providing effective interpretation programs that convey the earlier character and history of the site.

### **D. New Buildings that are Compatible with the Traditional Character of the Area**

This category includes properties that convey the basic scale and massing of traditional buildings in new construction. An example is the main Monterey

Bay Aquarium building, which was constructed in the 1980s in a design that draws upon traditional building forms and materials but is distinguishable as new.

## **DESIGN POLICIES FOR NEW CONSTRUCTION**

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### **Policy:**

**New buildings shall respect the traditional character of the area.**

With respect to Cannery Row, a policy that seeks to preserve historic properties while accommodating new, compatible, but contemporary construction, is the appropriate approach. Given that the area has continued to evolve, it is the only way in which historic resources can be preserved while accommodating new development on a variety of properties.

With this approach, several historic themes can be represented. Even though the cannery industry is the primary attraction, a conservation approach that reflects evolution and change permits all historic events to be included. This accommodates older historic themes and also the new, emerging theme of the adaptive reuse era, which focuses on tourism.

Substantial portions of the area are now vacant and could redevelop. To require that these areas be fake historic buildings would compromise the genuine history of the area. This is especially relevant to the “gaps” that exist between sets of buildings that do convey a historic setting.

This means that a reasonable degree of flexibility in building forms, materials and detailing should be permitted, while still assuring that these new buildings will be compatible with, but not imitate, their older neighbors.

With respect to new construction, the fundamental principle is to yield buildings that support the design character of the district, of the particular Character Area and the period of focus.

*The Secretary of Interior's Standards for Rehabilitation* provides some guidance. Two of the standards are particularly relevant:

**Rehabilitation Standard #3:**

“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 historic properties, will not be undertaken.”

While written to address historic buildings themselves, the philosophy underlying this standard carries over to new construction in a historic context. It implies that a new building should not mislead one in interpreting the age and history of a structure. Replicas are discouraged.

**Rehabilitation Standard #9:**

“New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work will 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.”

Compatible, contemporary designs shall be encouraged and permitted especially to fill gaps that exist today but not historically. The overall character of the area shall be retained through the following principles:

- Reflect evolving character of the area.
- Recognize historic resources from all periods of significance.
- Use historic resources and other traditional buildings to provide the context for new construction in terms of form, materials, etc.
- Express the true age of new buildings, but by drawing upon basic design relationships that are essential to the area to ensure compatibility with the historic context.

The design for a new building shall include features that are similar to those of historic structures, but the results should not literally mimic historic styles. The design can be compatible in mass, scale and character, but subtle differences in stylistic treatment shall make the building distinguishable as new construction and a part of its own time. In this way, one can read the evolution and change of the district, while also retaining a visually compatible sense of time and place.

For each project, defining the key, underlying features of the area is important, and basic neighborhood characteristics of mass, scale and materials must be respected in new construction.

# CHAPTER 3

## THE DESIGN REVIEW PROCESS

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### PURPOSE OF THE DESIGN GUIDELINES

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This section provides guidance for improvements to properties within the Cannery Row Conservation District in Monterey, California. The guidelines are for property owners planning exterior alterations to, additions to or rehabilitation of existing buildings. They also apply to the design of new infill buildings and site improvements.

The guidelines will be used by City staff, committee and commissions when making decisions about the appropriateness and compatibility of proposed improvements.

While the design guidelines are written such that they can be used by the layman to plan improvements, property owners are strongly encouraged to enlist the assistance of qualified design and planning professionals, including architects and preservation consultants.

### THE REVIEW PROCESS

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The City's application review process is intended to streamline project review and avoid multiple meetings.

#### **The process is:**

##### **Joint Meetings (HPC and ARC Joint Review):**

Joint meetings with the Historic Preservation Commission (HPC) and Architectural Review Committee (ARC) are required for the following projects – projects that require multiple permits, major additions (new construction projects over 5,000 square feet), and projects that are adjacent to historic properties.

##### **Historic Preservation Commission Review (Only):**

Historic building rehabilitation, restoration and preservation projects and minor additions will be

reviewed only by the Historic Preservation Commission. Minor additions would generally include new sheds and buildings of less than 5,000 square feet. There would be no Architectural Review for these buildings. Appeals of HPC decisions will be reviewed by the Planning Commission.

The Commission can also adopt a Historic Preservation Report for a property to guide building rehabilitation, restoration or preservation. Once adopted, follow-up building renovation can be assigned to City staff.

#### **Architectural Review Committee Review**

##### **(Only):**

The ARC will continue to review those projects that do not require a joint meeting. The review process will continue to include both concept and preliminary review. Final project review of the construction drawings is designated to staff. Appeals of ARC decisions will be reviewed by the Planning Commission.

##### **Staff Review (Only):**

Staff will continue to review minor exterior alterations as deemed appropriate, such as but not limited to, replacement business signs, landscaping changes, and minor façade alterations.

# WHICH GUIDELINES APPLY TO A PROJECT?

The Cannery Row Conservation District Design program contains six sections. General background information is located in Sections 1-3, these chapters provide a good overview of the document's purpose and the historical development of the Cannery Row area. Section 4 contains design guidelines for historic buildings, Section 5 specifies guidelines for new construction and Section 6 provides direction for public infrastructure and improvements.

A list of candidate historic properties and the appropriate section reference follows.

Parcel #	Address	Current Name	Historic Name	Guideline Reference Page
<b>CANNERY ROW</b>				
001-032-004	225 Cannery Row	Monterey Bay Dive Center	Enterprise Cannery Warehouse	See Section 4, Guidelines for H-1 and H-2 Properties
001-031-005	270 Cannery Row	Facade and foundations remain	Ronada Fisheries/Magnolia	See Section 4, Contributor Properties
001-031-004	284 Cannery Row	Vacant building	Central Packing Co. Reduction Plant	See Section 4, Guidelines for
001-032-001	299 Cannery Row	Aeneas Sardine Packing Co. Warehouse	Aeneas Sardine Packing Co. Warehouse	H-1 and H-2 Properties
001-031-003	300 Cannery Row	Aeneas Sardine Packing Co. Cannery	Aeneas Sardine Packing Co. Cannery	
001-022-021	417 Cannery Row	Crispo Inc.	Tevis Estate Cottage	
001-022-021	425 Cannery Row	Crispo Antiques	Tevis Estate Cottage	
001-022-004	435 Cannery Row	Foundation ruins, tanks and RR car tank	Site of San Xavier Warehouse	See Section 4, Contributor Properties
001-021-007	480 Cannery Row	Cannery ruins remain & ruins of Tevis wall	Site of San Xavier Cannery	
001-021-007	484 Cannery Row	Stohan's, tanks and foundations	San Xavier Reduction Plant	See Section 4, Guidelines for H-1 and H-2 Properties
001-021-006	570 Cannery Row	Ruins remain	Site of Pac Fish/Cal-Pac/Mont Fish and Can Co	See Section 4, Contributor Properties
001-023-016	647 Cannery Row	Bear Flag Building	Bear Flag Building	See Section 4, Guidelines for H-1 and H-2 Properties
001-021-002	McAbee Beach	McAbee Beach	McAbee Beach	See Section 4, Contributor Properties
001-011-008	700-18 Cannery Row	Monterey Canning Company Cannery	Monterey Canning Company Cannery	See Section 4, Guidelines for H-1 and H-2 Properties
001-011-008	720 Cannery Row	Bubba Gumps Shrimp Co.	Sun Gate / West Harbor Cannery	
001-012-015/16	723-25 Cannery Row	Monterey Canning Company Warehouse	Monterey Canning Company Warehouse	
NA	Bruce Ariss Way	Bruce Ariss Way / Chicken Walk	Bruce Ariss Way / Chicken Walk	See Section 4, Contributor Properties
NA	Bruce Ariss Way	Bruce Ariss Way/Workers Shacks	Bruce Ariss Way / Workers Shacks	See Section 4, Guidelines for H-1 and H-2 Properties
001-012-001	799 Cannery Row	Mackerel Jack's	Site of Flora Woods Cafe and Mont Fish Co	
001-011-005	800 Cannery Row	Pacific Biological Lab.	Pacific Biological Lab (1)	Secretary of Interior's Standards for Preservation
001-013-003	807 Cannery Row	Cannery Row Trading Co	Sea Pride Canning Company Warehouse	
001-013-003	807 Cannery Row	Vacant lot with tree	Black Cypress Site (2)	Conservation Easement should be pursued
001-011-004	810 Cannery Row	Sea Otter Shirts	Del Vista Packing Company	See Section 4, Guidelines for H-1 and H-2 Properties
001-013-011	835 Cannery Row	Wing Chong Building	Wing Chong Building (3)	Secretary of Interior's Standards for Restoration
001-013-010	851 Cannery Row	Kalisa's	La Ida Cafe	
001-011-001	886 Cannery Row	Monterey Bay Aquarium	Site of Hovden Cannery	See Section 4, Contributor Properties
<b>WAVE STREET</b>				
001-022-018	470 Wave	Residence	Residence	See Section 4, Contributor Properties
001-026-002	471 Wave	Antique Mall	Carmel Canning Company Warehouse	See Section 4, Guidelines for H-1 and H-2 Buildings
001-022-010	484 Wave	Residence	Residence	See Section 4, Contributor Properties
001-022-011	498 Wave	Residence	Residence	
001-026-001	499 Wave	Residence	Enokida / Euogida Residence	
001-022-012/13	502 Wave	Tank Site	Cal-Pac or San Xavier Fish Oil Tanks	
001-025-007	503 Wave	Architects Office	Residence	
001-025-006	515 Wave	Residence	Tanaka / Canepa Residence	
001-025-005	529 Wave	Residence	Marks / Hernandez Residence	
001-023-010	638 Wave	Restaurant	Jung Residence	See Section 4, Guidelines for H-1 and H-2 Buildings
001-023-011	640 Wave	Restaurants / Retail - addition	Edgewater Packing Company	
001-023-011	698 Wave	Restaurants / Retail - brick bldg	Edgewater Packing Company	
001-012-008	774 Wave	Residence	Jone Residence	See Section 4, Contributor Properties
001-012-009	786 Wave	Residence	Longueira / Quiones Residence	
001-012-014	798 Wave	Vacant	Palace Flophouse site	
<b>McCLELLAN AVENUE</b>				
001-025-008	140 McClellan	Residence	Residence	
001-026-001	141 McClellan	Residence	Residence	

- 1) Secretary of Interior's Standards for Preservation shall apply due to the property's significance.
- 2) A conservation easement should be pursued to retain the lot as a vacant lot.
- 3) Secretary of Interior's Standards for Restoration shall apply due to the property's significance.

# DESIGN GUIDELINES FORMAT

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## Each design guideline contains the following five components:

1. **Design Topic**
2. **Background Statement** - Each design topic has an introductory statement that provides an understanding of key issues and policies related to it.
3. **Design Guideline** - A specific design guideline is presented as a numbered statement under a design topic. The numbering indicates the guideline's relative position within the organization of the document and aids in specific referencing during the design review process. The numbering system does not reflect a prioritization of the design guidelines. The City may grant exceptions to the specific requirements of individual Design Guidelines if a finding is made that its intent has been met if the project is found to comply with all other Design Review requirements.
4. **Additional Information** - Provided with each design guideline are supplementary statements that clarify the primary design guideline statement, or provide additional information that may suggest specific methods for complying with it.
5. **Illustrations** - In some cases, a sketch or photograph is provided to clarify the intent of a design guideline or its supplementary information.

All five of these components comprise the criteria by which the City will evaluate a project.

