COUNCIL MEETING: May 6, 2003

AGENDA ITEM: 6

CITY OF MONTEREY

TO:

City Manager

FROM:

Community Development Director

DATE:

April 24, 2003

SUBJECT:

424 Adams St (JACL Hall) - Recommendation of Planning Commission and Historic Preservation Commission to Rezone from C-2 (Community Commercial) to C-2-H-1 (Community Commercial with Historic Landmark Overlay); Applicant-Japanese American Citizen's League of the Monterey

Peninsula (Exempt from CEQA)

RECOMMENDATION

That the City Council pass to print the attached ordinance.

POLICY IMPLICATIONS

H-1 zoning is intended to identify and protect the most important historic resources in the City; generally those with statewide, national, or international historic significance where that significance would be recognized outside of the City.

DISCUSSION

The Historic Preservation Commission (HPC) unanimously recommended that the property be rezoned to H-1 historic landmark status. The HPC determined that the property should be zoned H-1 based on testimony that the last National JACL convention before World War II was held at the facility. Decisions made at that meeting in the JACL Hall were very important in establishing the support of the Japanese American community for governmental decisions and military involvement during World War II. It is the only JACL Hall in the region, and has nationally important connections to World War II, the internment camps, and the Civil Rights Act. The Planning Commission concurred in that recommendation.

Staff recommends that the City Council concur with the Planning Commission and Historic Preservation Commission and approve rezoning the JACL Hall to C-2-H-1.

For additional information, particularly whether the property should be rezoned to H-1 or H-2, please review the attached report to the Planning Commission.

Bill Worthowski

Community Development Director

BW/KM:cr

Attachments:

- 1. Ordinance for Rezone of 424 Adams Street
- 2. 4/08/03 PC Staff Report (contains 3/12/03 HPC Minutes and 3/12/03 HPC Staff Report)
- Planning Commission Chair
 Historic Preservation Commission Chair
 Neal Hotelling, 2916 Congress Road, Pebble Beach, CA 93953
 Japanese American Citizen's League, P.O. Box 664, Monterey, CA 93940
 Old Monterey Business Association, Rick Johnson, 321 Alvarado Street, Suite G,
 Monterey, CA 93940
 Kent Seavey, 310 Lighthouse Avenue, Pacific Grove, CA 93950

ORDINANCE NO.				
ORDINANCE REZONING JAPANESE AMERICAN CITIZENS LEAGUE (JACL) HALL LOCATED AT 424 ADAMS STREET FROM C-2 (COMMUNITY COMMERCIAL) TO C-2-H-1 (COMMUNITY COMMERICAL WITH LANDMARK OVERLAY ZONING)				
THE COUNCIL OF THE CITY OF MONTEREY DOES ORDAIN AS FOLLOWS:				
SECTION 1: It has been determined that the Japanese American Citizen's				

SECTION 1: It has been determined that the Japanese American Citizen's League (JACL) Hall, located at 424 Adams Street, is significant under National Register criteria A, in the area of history, as the first meeting place of the oldest continuously operating Japanese American cultural and social organization on the Monterey Peninsula. It is also significant under criteria C, in the area of architecture as one of the only remaining wood-framed Western False Front types of buildings in Monterey.

SECTION 2: The property located at 424 Adams Street, Assessor's Parcel Number 001-694-007, is hereby rezoned from C-2 to "C-2-H-1" as shown on Exhibit A.

SECTION 3: All ordinances and parts of ordinances in conflict herewith are hereby repealed.

SECTION 4: This ordinance shall be in full force and effect thirty (30) days from and after its final passage and adoption.

	PASSED AND ADOPTED BY THE COUNCIL OF THE CITY OF MONTEREY this of, 2003, by the following vote:
AYES:	COUNCILMEMBERS:
NOES:	COUNCILMEMBERS:
ABSEN	T: COUNCILMEMBERS:
	APPROVED:

/s/DANIEL ALBERT Mayor of said City of Monterey

ATTEST:

/s/BONNIE GAWF City Clerk thereof

Date of Publication

CITY OF MONTEREY

TO:

Planning Commission

FROM:

Kathy Molloy, Senior Planner

DATE:

March 28, 2003

SUBJECT:

424 ADAMS STREET (JACL HALL); HISTORIC REZONE 02-490; (Applicant / Property Owner - Japanese American Citizen's League of the Monterey Peninsula); Rezoning from C-2 (Community Commercial District) to C-2-H-1 (Community Commercial with Landmark Overlay Zoning); (Exempt from

CEQA Requirements).

Historic Preservation Commission recommendation that Planning Commission

recommend approval of rezoning to C-2-H-1.

RECOMMENDATION

That the Planning Commission recommend to the City Council that it adopt an ordinance rezoning the property from C-2 to C-2-H-1: Community Commercial with Historic Landmark Overlay Zoning.

POLICY IMPLICATIONS

The property owner is voluntarily requesting rezoning to H-1 Historic Landmark status. There is no question that the property is historic. However, there was some discussion at the HPC meeting of whether the property should be zoned "H-1", or "H-2".

H-1 zoning is intended to identify and protect the most important historic resources in the City; generally those with statewide, national, or international historic significance where that significance would be recognized outside of the City.

H-2 zoning is intended to identify and protect historic resources 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.

DISCUSSION

The HPC unanimously recommended that the Planning Commission recommend that the property be rezoned to H-1 historic landmark status. The HPC determined that the property should be zoned H-1 based on testimony that the last National JACL convention before World War II was held at the facility. Decisions made at that meeting in the JACL Hall were very important in establishing the support of the Japanese American community for governmental decisions and military involvement during World War II. It is the only JACL Hall in the region, and has nationally-important connections to World War II, the internment camps, and the Civil Rights Act.

Staff recommends that the Planning Commission concur with Historic Preservation Commission and recommend to City Council rezoning the JACL Hall to C-2-H-1.

KM:ka

Attachments:

1. 3/12/03 HPC Minutes

2. 3/12/03 HPC Staff Report

 Japanese American Citizen's League, P.O. Box 664, Monterey, CA 93940
 Old Monterey Business Association, Rick Johnson, 321 Alvarado Street, Suite G, Monterey, CA 93940
 Kent Seavey, 310 Lighthouse Avenue, Pacific Grove, CA 93950



Ms. Molloy said she spoke with someone who is interested in rehabilitating the Sherman Rose Inn, but didn't know what use was intended for it. Commissioner Thorngate requested more information on it be brought back to the HPC. Ms. Molloy said that she would retrieve the past HPC recommendations on the Cole House, communicate with the property owners, and report back to the HPC.

PUBLIC HEARINGS/PUBLIC APPEARANCE

1. 424 ADAMS STREET (JACL HALL); HISTORIC REZONE 02-490; (Applicant/Property Owner – Japanese American Citizens' League of the Monterey Peninsula); C-2 Zoning District; (Exempt from CEQA requirements.) Rezone property from C-2 (Community Commercial District) to C-2-H-1 (Community Commercial with Landmark Overlay Zoning).

Ms. Molloy presented the report, adding that the Community Development Director questioned the H-1 designation as opposed to H-2. She relayed that message to the author of the Department of Parks and Recreation Report, Kent Seavey, who agreed that the property had more local significance than National and probably should be designated H-2.

Larry Oda, President of the Japanese American Citizens' League, asked for consideration of the historic designation.

Neal Hotelling said he believes, based on the criteria in the Historic Preservation Ordinance, that the property is National Register eligible because it is the first, last or one of a rare breed of Japanese structures for a social gathering, which qualifies it for H-1.

Ms. Molloy read from the DPR Report and the Historic Ordinance criteria for H-1 and H-2 designation.

Gordon Nakagawa, a professor at the Naval Postgraduate School, said he believes the last National JACL Convention just prior to World War II was held here in Monterey. He said it was a meeting at which the organization decided to be very supportive of any decisions that America made regarding war against Japan, which was the beginning of providing military support to the United States. He said he thought it had national significance because it was very instrumental as a meeting place at which decisions were made that led to the support that the Japanese community provided during World War II.

Commissioner Castagna said Mr. Seavey's report mentions important connections such as the internment camps, preparation and promotion of the Civil Rights Act done by the JACL, and that the building was used as an armory by the National Guard during the internment, which has national connections, which he felt qualified it for the H-1 designation. He added that he looked at the building and noticed there was no signage or identification of the historical importance of the building, which should be addressed.

Commissioner O'Neil said that area has been identified as the Japanese community and should be interpreted in the future.

Commissioner Swett asked staff what the advantages and disadvantages are with the proposed historic designation. Ms. Molloy said the incentive packages are similar - the H-1 allows the City to designate without the owner's consent, while the H-2 is voluntary. Commissioner Swett asked if it would be of value to ask the applicant to do some research on other JACL buildings in other cities, which the HPC could use as a basis for their decision. Commissioner O'Neil said if it is the best or one of the few remaining, that might be the deciding factor.

Ms. Molloy suggested asking the applicant whether they have strong feelings about being zoned H-1 versus H-2.

Commissioner Thorngate said the applicant has already requested H-1 zoning according to the staff report. Commissioner Lucido said she agreed with Commissioner Castagna and that just from what was indicated on the 3rd page of Mr. Seavey's report, it seems obvious to her that it does have more significance than just on the Monterey Peninsula, warranting the H-1 designation.

Commissioner Beal said the staff report states that the building must be the first, last, only, or most significant resource of its type in the region, which indicates H-1 includes regional designation. Ms. Molloy said it can go either way, but that it should be a carefully considered decision, and again read the definition of the Landmark Designation.

MOTION

Commissioner Castagna made a motion to approve the H-1 designation for the JACL Hall. Commissioner Lucido seconded the motion.

The motion passed by the following vote:

AYES:

COMMISSIONERS: Thorngate, Beal, Castagna, Lucido, O'Neil, Swett

NOES:

0 **COMMISSIONERS: None**

ABSENT:

COMMISSIONERS: McLain

886 CANNERY ROW (MONTEREY BAY AQUARIUM); HISTORIC DOCUMENTATION PROGRAM; (Applicant/Owner - Monterey Bay Aquarium); (Exempt from CEQA requirements.) Review Historic Documentation Program proposed by Monterey Bay Aquarium to satisfy Condition of Approval.

Ms. Molloy presented the report. Commissioner Beal asked if the Aquarium has complied with Items 5, 10, and 13 of the Documentation Program. Ms. Molloy said staff was not given the materials in advance, so everyone was seeing it for the first time. Commissioner Beal said with no written documentation to review, she felt a decision could not be made tonight and suggested continuation until after the material is reviewed. Commissioner O'Neil suggested the applicant make their presentation as an introduction to what is coming.

Hank Armstrong, Vice President of Communications at the Monterey Bay Aquarium, asked for clarification of the documentation requested. Ms. Molloy pointed out Items 5, 10 and 13. Mr. Armstrong said they would address that later in the presentation. He said the plan's goals are 1) interpreting the history of the Aquarium site and the Hovden Cannery and, 2) interpreting the boilers and other sardine cannery equipment. He introduced two Aquarium staff members who presented a brief overview.

Jenny Sayre Ramberg introduced the topics of the exhibit, which includes the Hovden Cannery, sardine fishing and its early history, the sardine canning process, the market for the sardines and fish meal, and the wonders of Monterey Bay.

Jody Stebben, exhibit designer, who was involved with the original restoration of the Hovden boilers, displayed drawings of the plans for the boiler courtyard where the historic interpretation concentrates. She indicated where the entry way leads to the exhibits, with an introductory panel at each end. The exhibits explaining the process will include historic photos, murals, artifacts, cannery videos, and possible model reproductions of the cannery features. A retort structure will be recreated to give a sense of how massive that equipment was.

Comprissioner Thorngate inquired about the retort area. Ms. Stebben said historic photos will be displayed to show the retort area, but they do want to create one large retort, which would be a section of



COMMISSION MEETING DATE: March 12, 2003

Agenda Item: 1

CITY OF MONTEREY

TO:

Historic Preservation Commission

FROM:

Senior Planner Kathy Molloy

DATE:

March 5, 2003

SUBJECT:

424 ADAMS STREET (JACL HALL); HISTORIC REZONE 02-490 TO REZONE

PROPERTY FROM C-2 (COMMUNITY COMMERCIAL DISTRICT) TO C-2-H-1

(COMMUNITY COMMERCIAL WITH LANDMARK OVERLAY ZONING:

(Applicant/Property Owner – Japanese Americal Citizen's League of the Monterey Peninsula; Exempt from CEQA Requirements).

RECOMMENDATION

That the Historic Preservation Commission recommend approval of the rezoning to the City Council.

POLICY IMPLICATIONS

The City of Monterey revised its Historic Zoning Ordinance in March 2000. This ordinance established two levels of historic zoning: "H-1" (Landmark Overlay Zoning) and "H-2" (City Historic Overlay 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. In addition, the structure must be the first, last, only, or most significant resource of its type in the region. 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 proposed rezoning does not change any regulations of the underlying zoning of the property.

DISCUSSION

A DPR Historic Record prepared by Kent Seavey is attached. It finds that the Monterey Peninsula Japanese American Citizen's League Hall is significant under National Register criteria A, in the area of history, as the first meeting place of the oldest continuously operating Japanese American cultural and social organization on the Monterey Peninsula. It is also significant under criteria C, in the area of architecture as one of the only remaining wood-framed Western False Front types of buildings in Monterey.

The property owners have requested the proposed rezoning.

ENVIRONMENTAL DETERMINATION

The project is exempt from CEQA.

Attachments:1. DRAFT Ordinance Rezoning 424 Adams Street

2. Kent Seavey DPR dated 2/20/03

Japanese American Citizen's League, P.O. Box 664, Monterey, CA 93940



DRAFT

ORDINANCE	NO.
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ORDINANCE REZONING JAPANESE AMERICAN CITIZENS LEAGUE (JACL)
HALLLOCATED AT 424 ADAMS STREET FROM C-2 (COMMUNITY COMMERCIAL)
TO C-2-H-1 (COMMUNITY COMMERICAL WITH LANDMARK OVERLAY ZONING)

THE COUNCIL OF THE CITY OF MONTEREY DOES ORDAIN AS FOLLOWS:

SECTION 1: It has been determined that the Japanese American Citizen's League (JACL) Hall, located at 424 Adams Street, is significant under National Register criteria A, in the area of history, as the first meeting place of the oldest continuously operating Japanese American cultural and social organization on the Monterey Peninsula. It is also significant under criteria C, in the area of architecture as one of the only remaining wood-framed Western False Front types of buildings in Monterey.

SECTION 2: The property located at 424 Adams Street, Assessor's Parcel Number 001-694-007, is hereby rezoned from C-2 to "C-2-H-1" as shown on Exhibit A.

SECTION 3: All ordinances and parts of ordinances in conflict herewith are hereby repealed.

SECTION 4: This ordinance shall be in full force and effect thirty (30) days from and after its final passage and adoption.

PASSE day of	D AND ADOPTED BY THE COUNCIL OF THE CITY OF MONTEREY this, 2003, by the following vote:
AYES:	COUNCILMEMBERS:
NOES:	COUNCILMEMBERS:
ABSENT:	COUNCILMEMBERS:

APPROVED:

/s/DANIEL ALBERT
Mayor of said City of Monterey

ATTEST:

/s/BONNIE GAWF City Clerk thereof

Date of Publication



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b. USGS 7.5' Quad	Date T	; R ; 1/4	of 1/4 of Sec ; B.M.
c. Address: 424 Adam	ns Street	City Monterey	Zip <i>93940</i>
d. UTM: (Give more than one for large	e and/linear resources)	:	mE/ mN
e. Other Locational Data (Enter Parc		s to resource, elevation, e	****
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P3. Description (Describeresourceandism	najorelements. Include design, materials, o	condition, atterations, size, setting,	andboundaries)
is a wooden flag pole, centered in the	of open, concrete steps w/two s g was raised a few feet on its for the facade is symetrical. The for indows on the first floor, two on e wever, the aluminum sash replica e stepped parapet of the false from second floor mezzanine, and extering the classrooms at the rear iter tails. The roof is covered in a	simple metal rails, leading undation in the early 1930 ur ranked second floor will each side of the central entes the visual appearance ont. The roof system inclutends over the main meetiful (west) of the building. The composition shingle. The	to a recessed, opening w/paired, is because of regular flooding during indows have their original 1/1 http:// have been changed to of the original wood windows. There ides a low-pitched front gabled roof ing hall and stage. It again steps down it is slightly overhanging eaves of all items.
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P3b. Resource Attributes: (List attr		-	III HP36 - Ethnic minority property
P4. Resources Present 🗵 Building			,
P5a. Photograph or Drawing (Photograph requ	ired for buildings, structures, and objectives		scription of Photo: (View, date, accession#) IW at the E/facing facade & S/side elev., 86453-3A
			te Constructed/Age and Sources
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		A TO THE PROPERTY OF THE PARTY	Iner and Address American Citizens League of Monterey
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		Monterey	CA 93940
		Kent L Se Preservat 310 Lighth	ion Consultant
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P11. Report Citation: (Cite survey report and oth None	ner sources, or enter "none")		
Attachments NONE Continuation	icture, and Object Record 🔲 Linear F	Record	pard
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BUILDING, ST	RUCTURE, AND OBJECT	RECORD	HRI#	
Page 2 of 3		NRHP S	Status Code	<i>3</i> S
	Resource Name or	#: (Assigned by recorder) Japanese Americ	an Citizens League Hall
B1. Historic Name:	Nihonjinkai, Japanese Association Ha	<i>II</i>	•	
B2. Common Name:	JACL Hall			
B3. Original Use:	community cntr./social hall	B4. Present Use:	community cntr./s	social hall
B5. Architectural	Style: Western False Front (comm		*	
B6. Construction	History: (Construction date, alteration	s, and date of alterations)		
Constructed 192	6, Building raised about 3 feet because o	f periodic flooding, early 19	930s; roof repair 194	48 (MBP# 48-282); major
rehabilitation 198	2, wood exterior staircases replaced in k	ind, many wood windows i	eplaced w/vinyl sas	h 1981 (MBP# 81-212)
	m 1982 (MBP# 82-236): new electrical se	ervice 1984 (MBP# 84-54)		•
B7. Moved?⊠No	Yes Unknown Date:	Original Location	on:	
B8. Related Feat	ures:			

(Discuss importance in terms of historical or architectural context as defined by theme, period and geographic scope. Also address integrity.)

The Monterey Peninsula Japanese American Citizens League Hall is significant under National Register criteria A, in the area of history, as the first meeting place of the oldest continuously operating Japanese American cultural and social organization on the Monterey Peninsula. It is also significant under criteria C, in the area of architecture as one of the only remaining

The Japanese first came to Monterey during the 1890s, and immediatly established a thriving abalone fishing and processing industry, with direct trade with their native Japan. The Japanese divers introduced modern diving equipment to the industry, including the use of hard-hat diving suits. Aside from commercial fishing there were many Japanese working in agriculture in the region. The Japanese were early entrants in the Salmon and Sardine packing industry along Cannery Row. They expanded their influence in the industry when it replaced the North Sea fishery during WWI, and later were well represented in the fresh fish markets on Monterey's Wharf #1. The Japnese developed a small working class neighborhood in the area between Del Monte

In 1926 the Nihonjinkai (Japanese Association) constructed a cultural and social center at 424 Adams Street. The False Fronted wood frame building was quite similar in design to the buildings of the Sea Pride Cannery, of Tsunekichi Oda, one of the respected leaders of the Association. In fact, it is probable that Charles Todd, who had helped design the Sea Pride Cannery, and Mr. Oda's own home, may have been involved in developing the plans for the Association Hall. Other prominent Japanese leaders involved in establishing the organization included Ikutaro Takigawa, Setsuji Kodama, Kenji Ogawa, Torakichi Tabata,

Tonosuke Esaki, Unosuke Higashi, and Tajuro Watanabe.

B12. References:

Monterey bldg. records, Monterey Building Dept., City Hall, Monterey Monterey Historic master Plan, 1999

B11. Additional Resource Attributes: (List attributes and codes)

Yamada, David, *The Japanese of the Monterey Peninsula*, Monterey Peninsula Japanese American Citizens League:Monterey, 1995 Sanbom insurance maps, 1926-1962

B9a. Architect: designer/ Charles Todd (?)

Significance: Theme: Population & Cultural groups

wood-framed Western False front types of building in Monterey.

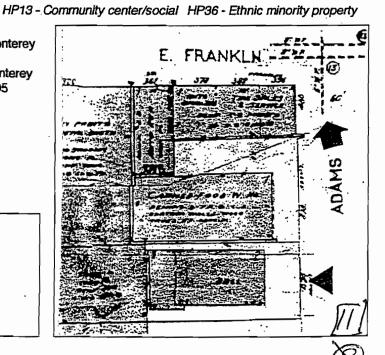
Ave., and Pearl Street, along Washington and Adams Streets.

Period of Significance: 1926-present Property Type: community cntr./social hall

B13, Remarks: Zoning C2-A

B14. Evaluator: Kent L. Seavey Date of Evaluation: 2/20/2003

(This space reserved for official comments.)



b. Builder: Japanese Association membership

Applicable Criteria: NRA.C

Area: Monterey

State of Californ	ia - The Resource	s Agency
DEPARTMENT	OF PARKS AND	RECREATION

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Resource Name or #: (Assigned by recorder) Japanese American Citizens League Hall Page 3 of 3

Recorded by: Kent L. Seavey

Date 2/20/2003

□ Continuation □ Update

P3. The second, about midway along the south side-elevation leads to the meeting hall, and the third, toward the rear (west) of the building leads to the upper classrooms, behind the stage. All have simple open wood rails w/balusters. The north side-elevation also has a series of three wood side-approach staircases. One near the front (east) has open steps, w/a simple wood rail, and leads to the first floor fover, the second, similar in design and materials to the first, leads into the meeting hall. The third, at the rear of the north side-elevation, and similar in design and materials to those on the south side-elevation, leads to the upper classrooms. Fenestration. otherwise is irregular, w/a combination of single & paired 1/1 double-hung wood & aluminum sash, fixed single windows and paired wood sliders. The property sits slightly back from Adams Street behind a concrete patio, broken up by planting beds w/ low hedges and Cherry trees, and several matureCherry trees, to the south.

B10. The Nihonjinkai was an organization based on common social and cultural interests. As Dr. David Yamada noted in his excellent book, The Japanese of the Monterey Peninsula, There were no dues or regular meetings. It was a place were the Issei (first generation Japanese) could get togather and socialize. The organization had operated for some time, prior to a visit to Monterey by the Japanese Crown Prince Asaka, his wife and members of Japan's royal family in 1925. So pleased was Prince Asaka with his reception by the Monterey Japanese community, that he made a generous donation toward building the meeting hall. Local Japanese leaders followed his example, and construction occurred in 1926. The new hall hosted a wide variety of events and services, including presentations of traditional Kabuki theater, Japanese language movies, weddings and funeral services, and youth activities featuring the first Japanese Language School on the Monterey Peninsula. One of the most popular annual events established in the 1920s was, and is an annual Japanese Community Picnic. Shortly after the outbreak of WWII, the Japanese Association transfered title of the social hall to the Monterey chapter of the Japanese American Citizens League (JACL), to assure that it would remain in the Japanese community, through ownership by U.S. citizens. The national JACL was established in 1930 as a service and civil rights organization! The Monterey chapter was formed in 1932. The local chapter of the JACL assisted the Issei with alien registration, tax filings, property issues and citizenship. Over time it expanded its services to provide a wide range of cultural, educational, health and social programs for the Japanese American community. During the mid-1930s the JACL fought against discriminatory state legislation in the fishing industery. With Japanese interment at the outset of WWII, the JACL Hall was used by the California National Guard as an armory. At the end of hostilities, in 1945, it functioned for a time as a hostel, providing housing for returning detainees. From 1947 to 1949 the organization assisted members in filing compensation claims against the U.S. government, under the Japanese American Evacuation Claims Act of 1948. The JACL has been active over time in persuing legislative action to redress the wartime relocation of Japanese Americans. This movement, in part, resulted in the Civil Liberties Act of 1988. While somewhat diminished in membership size, the JACL continues its broad range of positive programs, continuing the traditions of the Nihonjinkai, in the original 1926 Japanese American Hall, as the oldest continuously operating Japanese American cultual and social organization on the Monterey Peninsula. The organization and its social hall clearly reflect the findings of, and are consistant with the 1999 Monterey Historic Master Plan, under the theme of population and cultural groups.

Supplemental Photograph or Drawing

Description of Photo: (View, date, accession#) Looking NW at the east tacing facade facade, & adjacent Higashi Hotel to the south, Ted McKay Photo. ca. 1939, Pat Hathaway, Historic California Views.