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CALIFORNIA COASTAL COMMISSION

South Coast Area Office
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Filed: 7/15/97
49th Day: 9/2/97
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Staff: Padilla-LB
Staff Report: 8/20/97
Hearing Date: 11/4-7/97
Commission Action:

**RECORD PACKET COPY**STAFF REPORT: REGULAR CALENDAR

APPLICATION NO.: 5-97-182

APPLICANT: Community Corporation of Santa Monica and
City of Santa Monica

AGENT: Pamela Gach

PROJECT LOCATION: 1136 -1144 Fourth Street, Santa Monica

PROJECT DESCRIPTION: Construction of a 40 foot high, 66-unit low-income senior citizen housing development with 30 on-site support parking spaces, and a 165 surface and semi-subterranean parking garage, to replace the City owned surface parking lot currently located on the site; and create 42 temporary on-street metered parking spaces by restriping Third and Fourth Streets between Wilshire Boulevard and California Avenue.

Lot area:	45,000 square feet
Building coverage:	25, 857 square feet
Pavement coverage:	9,836 square feet
Landscape coverage:	13, 664 square feet
Parking spaces:	165 public/30 residential
Zoning:	R-3 Northwest Overlay
Plan designation:	Residential
Project density:	63.8 Du/ac
Ht abv fin grade:	40 feet

LOCAL APPROVALS RECEIVED: Approval-in-Concept; Variance #95-015; Conditional Use Permit #97-002; Development Review #95-002

SUBSTANTIVE FILE DOCUMENTS: City of Santa Monica certified Land Use Plan; CDPs 5-96-229 (Community Corporation of Santa Monica, 5-88-187 (Santa Monica RHF Housing Inc.), 5-91-325 (Community Corp. of Santa Monica), 5-91-843 (Step Up Housing), 5-96-062 (Project New Hope).

SUMMARY OF STAFF RECOMMENDATION:

Staff recommends approval with no special conditions.

STAFF RECOMMENDATION:

The staff recommends that the Commission adopt the following resolution:

I. Approval with Conditions.

The Commission hereby grants a permit for the proposed development on the grounds that the development will be in conformity with the provisions of Chapter 3 of the California Coastal Act of 1976, will not prejudice the ability of the local government having jurisdiction over the area to prepare a Local Coastal Program conforming to the provisions of Chapter 3 of the Coastal Act and is in conformance with the public access and public recreation policies of Chapter 3 of the Coastal Act, and will not have any significant adverse impacts on the environment within the meaning of the California Environmental Quality Act.

II. Standard Conditions.

1. Notice of Receipt and Acknowledgement. The permit is not valid and construction shall not commence until a copy of the permit, signed by the permittee or authorized agent, acknowledging receipt of the permit and acceptance of the terms and conditions, is returned to the Commission office.
2. Expiration. If construction has not commenced, the permit will expire two years from the date on which the Commission voted on the application, or in the case of administrative permits, the date on which the permit is reported to the Commission. Construction shall be pursued in a diligent manner and completed in a reasonable period of time. Application for extension of the permit must be made prior to the expiration date.
3. Compliance. All construction must occur in strict compliance with the proposal as set forth in the application for permit, subject to any special conditions set forth below. Any deviation from the approved plans must be reviewed and approved by the staff and may require Commission approval.
4. Interpretation. Any questions of intent or interpretation of any condition will be resolved by the Executive Director of the Commission.
5. Inspections. The Commission staff shall be allowed to inspect the site and the development during construction, subject to 24-hour advance notice.
6. Assignment. The permit may be assigned to any qualified person, provided assignee files with the Commission an affidavit accepting all terms and conditions of the permit.
7. Terms and Conditions Run with the Land. These terms and conditions shall be perpetual, and it is the intention of the Commission and the permittee to bind all future owners and possessors of the subject property to the terms and conditions.

III. Special Conditions.

None

IV. Findings and Declarations.

The Commission hereby finds and declares as follows:

A. Project Description and Background

The applicant proposes to construct a 40-foot high, 66-unit low-income senior citizen housing development with 30 on-site support parking spaces, and a 165 surface and semi-subterranean parking garage, to replace the City owned surface parking lot currently located on the site; and create 42 temporary on-street metered parking spaces by restriping Third and Fourth Streets between Wilshire Boulevard and California Avenue.

The units would be deed-restricted by the City for rental to seniors whose incomes do not exceed 50% of the area median income. The median income is currently \$17,944 for a one-person household and \$20,520 for a two-person household based on 1996 HUD median income estimates.

The proposed project will occupy approximately 25,857 square feet of the 45,000 square foot lot, or approximately 57% of the site. The proposed site is located on Fourth Street between Wilshire Boulevard and California Avenue (see Exhibit #1 & 2).

The site is currently improved with a City owned metered surface parking lot with 165 parking spaces. The surrounding area consists of a mixture of residential, office, and retail uses. Immediately to the west of the site, across the alley, is a six story senior citizen housing project above a parking structure, built in 1990.

The proposed project was scheduled for the September 1997 Commission hearing in Eureka but was postponed by the applicant in order for the project to be heard at a local hearing. It was the applicant's first postponement.

B. Public Comments

Staff has received correspondence from a Mr. Richard Caruso objecting to the City's approval of the project and requesting that the Commission deny the project. Mr. Caruso objects to the City's approval process in approving the Final Mitigative Declaration; Variance, Conditional Use Permit; Development Review Permit, and the project's impact on parking, particularly impacts during construction.

The applicant has submitted all necessary local approvals. Staff has reviewed the City's approvals granted to this project and the project's parking impacts. The City's approvals and the parking impacts are addressed in the subsequent sections.

C. Development

Section 30250 of the Coastal Act states in part that:

(a) New residential, commercial, or industrial development, except as otherwise provided in this division, shall be located within, contiguous with, or in close proximity to, existing developed areas able to accommodate it or, where such areas are not able to accommodate it, in other areas with adequate public services and where it will not have a significant adverse effects, either individually or cumulatively, on coastal resources.

Section 30251 of the Coastal Act states in part that:

The scenic and visual qualities of coastal areas shall be considered and protected as a resource of public importance. Permitted development shall be sited and designed to protect views to and along the ocean and scenic coastal areas, to minimize the alteration of natural landforms, to be visually compatible with the character surrounding areas, and, where feasible, to restore and enhance visual quality in visually degraded areas.

The proposed project is located over 1/4 mile from the beach. In this portion of Santa Monica Fourth Street is the Coastal Zone boundary. In the general vicinity of the project site the area is developed with a mix of residential, commercial and office development. The immediate neighborhood is a transition area between the commercial retail uses along Wilshire Boulevard and to the south, and the multi-family residential area just north of Wilshire Boulevard.

Height of surrounding development varies from one to six stories. The certified LUP states that development shall not exceed four stories, 45-feet in height. The proposed project will be four-stories, 40-feet high, as measured from existing grade.

The project was granted a variance allowing parcel coverage of excess of 50%. The variance conforms to State density bonus guidelines that allow encroachments into no more than 15% of one side yard setback, into no more than 15% of either the front or rear yard, and an increase in parcel coverage by no more than 10% of the parcel area. The variance allows the project to increase parcel coverage by 6% with sideyard setback of 19.5 feet in lieu of the required 23 foot setback.

The proposed parking garage, with one below ground and one above ground parking level, is conditionally permitted within the subject district. The City has granted a Conditional Use Permit for the project.

The proposed project will provide uses which are compatible to the area. The proposed public parking structure will replace an existing surface public parking lot and will continue to provide parking in support of the nearby commercial uses. The proposed residential portion of the project will also be compatible with the surrounding residential uses. The Commission, therefore, finds that the proposed project will be compatible with the character and scale of the surrounding uses and with the certified LUP.

The Commission notes that any change from the proposed low-income rental units to higher income rentals or to a market rate residential project would constitute "development", as defined in Section 30106 to include any change in the intensity of use of land or water, "or access thereto". Therefore, pursuant to Section 30600 requirements that a coastal permit is needed for any development, any such conversion of these units to a higher income requirement would require a coastal permit, with approval findings that demonstrate that

parking impacts on coastal access recreation are mitigated.

D. Parking

Section 30252 of the Coastal Act states in Part:

The location and amount of new development should maintain and enhance public access to the coast by... (4) providing adequate parking facilities or providing substitute means of serving the development with public transportation...

In addition, policy #20 of the Santa Monica certified Land Use Plan states in part that:

New development shall provide adequate parking to meet all demands created by the development...

The applicant proposes to replace the existing 165 public metered spaces with parking spaces located within a proposed parking structure plus provide 30 parking spaces for residential use by the 66-unit senior citizen project proposed above the parking structure.

Through past Commission permit action the Commission has established for multi-family residential development a parking ratio of 2 parking spaces per unit, plus 1 guest parking per every seven units. Based on this parking ration the 66-unit project would require 141 parking spaces. However, because the project will be a very low-income housing project (less than 59% of average median income) it is expected that the parking demand will be less than market rate residential.

The Commission, in past permit actions, has found that under certain circumstances the parking demand generated by residential projects that provide low-income housing is less than that generated by market-rate units. The Commission has found that with the location of bus stops, service routes, shopping areas, and medical facilities within close proximity to senior and low income housing project there would be greater use of public transportation and less demand for car ownership for such development.

In past Commission permit action the Commission has approved five housing projects over the past eight years in the City of Santa Monica with reduced parking. These past projects include two senior citizen housing project, single-room occupancy housing projects, and one housing project for tenants with HIV/Aids.

In 1988 the Commission approved a senior citizen housing project [#5-88-187 (Santa Monica RHF Housing Inc.)]. The project was located at 1121-1135 3rd Street. The project consisted of 72-unit senior citizen units with 27 parking spaces reserved for tenants. The project was deficient 127 parking spaces based on the parking standard of 2 spaces per unit established by the Commission through past Commission permit action. The project provided .35 parking spaces per unit. The Commission found that the low-income senior housing project was in close proximity to the downtown area and main public transit lines and the low-income tenants would require less parking than market rate residential.

In 1991 the Commission approved two single room occupancy (SRO) housing projects [#55-91-325 (Community Corp.); #5-91-843 (Step Up Housing)]. Permit #5-91-325 was for a mixed use project with 43 SRO units. Permit #5-91-843 was for a 36 unit SRO project. Both projects were located in the City's Downtown Parking District. Parking within the Parking District is provided by six parking structures. Project within the District are not required to provide on-site parking. However, the parking supply within the district must be adequate to support the demand generated by existing and new development that do not provide on-site parking. Because of the proximity of the District to the beach and other coastal recreational destinations, such as Palisades Park and the Pier, the adequate provision of parking within the District is important in maintaining available parking in the area for beach and recreational users. In both projects the Commission found that single room occupancy units because of their small size are rented to one person and typically are rented to persons with low or moderate incomes and to senior citizens. As such the parking demand is less than that of full size market rate residential units. Therefore, the Commission approved the two SRO projects with a parking ratio of .5 parking spaces per unit, consistent with the City's approval.

In 1995 the Commission approved a 25-unit affordable housing project serving HIV positive/AIDS challenged individuals, with 25 parking spaces [5-96-062 (Project New Hope)]. The applicant submitted evidence showing that similar housing projects required less parking than typical market rate housing projects. Furthermore, the project was within close proximity to bus stops, shopping areas and medical facilities which would help ensure greater use of public transportation.

In its most recent permit approval the commission approved a 20-unit low income residential building, with a 34 car subterranean parking garage [5-96-229 (Community Corporation of Santa Monica)]. The project was located on Pico Boulevard and over a 1/2 mile from the beach. The project was within close proximity to major bus routes and shopping areas and medical facilities were within close proximity or within easy access that would reduce the need of vehicle ownership.

In this particular permit application the applicant has submitted parking studies showing that low income senior citizens are less likely to own cars than higher income persons that would generate additional parking needs in the area. One of the studies was conducted by the Housing Division of the City of Santa Monica (February 21, 1989. See Exhibit #6). The City surveyed their own 585 affordable senior citizen and disabled housing units located throughout the City of Santa Monica. The ratio of vehicles per unit varied from .26 to .43, with an average of .31. The report also indicated that among various senior HUD-assisted projects in southern California, the average number of spaces per unit was .32. Furthermore, a survey conducted by the City of Los Angeles Housing Department (April 1993) of senior housing developments in Los Angeles indicates that the average parking occupancy is .31 for senior housing. The developer of the project, Menorah Housing Foundation, has also submitted a survey of 9 separate senior housing developments, a total of 613 units, that they developed throughout Los Angeles County. The survey shows that the average number of spaces per unit is .36 (see Exhibit #7).

According to the applicant the 72 unit senior housing project approved by the Commission in 1988 at 1121-1135 Third Street [5-88-187 (Santa Monica RHF

Housing Inc.)) has a current waiting list for parking spaces of 20 residents. If the waiting list is factored into the parking provided the actual demand increases to .65. However, based on the studies submitted by the applicant for low income housing within the City of Santa Monica, the City of Los Angeles, and other areas within Los Angeles County, this one project appears to be an exception or an anomaly for similar senior citizen housing projects.

In the proposed senior housing project the applicant will provide parking at a total ratio of .45 (30 spaces per 66 units). The amount of parking provided by this housing project exceeds the average parking ratio for similar projects approved by the Commission in this area and other senior citizen housing projects located in Santa Monica and the surrounding Los Angeles area.

The City of Santa Monica's zoning ordinance (revised 9/96) requires .25 spaces per unit, plus 1 guest parking per every five units. The proposed 30 parking spaces is consistent with the City's parking requirements. In light of the one housing project with a demand that exceeds the average of .32 for the area if this project's parking exceeds the 30 parking spaces assigned to the project the City will not usurp the public parking spaces within the public lot to meet the higher demand. Residents will have to secure private parking elsewhere within private lots and not within any of the City owned public lots. Although this project could generate a greater demand than calculated, based on the surveys of numerous other senior citizen projects a greater demand is not likely. If the parking demand does exceed the supply the impact to the public lots and to beach access will not be significant.

Furthermore, the project is located near public transportation lines and is within close proximity to the City's downtown commercial area. Therefore, necessary shopping areas, medical facilities and transportation facilities for tenants of this project are within close proximity or within easy access which will help reduce the need of vehicle ownership. Based on the parking studies submitted, the location of the project site, and on past Commission permit action the proposed 30 parking spaces for the 66-unit very low-income housing project will be sufficient to support the demand.

To mitigate the short term parking impacts caused by the temporary loss of public parking and construction activity the applicants (Community Corporation and the City of Santa Monica) are proposing to restrip Third and Fourth Street between Wilshire Boulevard and California Avenue for additional metered parking. In addition, the displaced permit parkers, who are currently parking on the surface lot on the proposed site, will be relocated within alternative parking sites.

The City will restrip 13 parallel parking spaces for diagonal parking along Third Street, creating 24 diagonal spaces, for a net gain of 11 new spaces. Along Fourth Street, 17 new curb-side parallel parking spaces will be created along the west side of the street and 14 parallel spaces on the east side. The addition of parking on Fourth Street will be accomplished by maintaining two southbound lanes and elimination of one northbound lane during construction to accommodate the street parking.

For permit parkers the City will re-issue 85 permits to those displaced during construction for use within three nearby City parking structures and within a private lot located at 606 Wilshire Boulevard or other selected lot within close proximity to the site. According to the Final Initial Study/Mitigated Negative Declaration the three nearby City parking structures have an adequate

supply of available parking spaces to accommodate the temporary increase in demand.

According to the Final Initial Study/Mitigated Negative Declaration the proposed project's long-term and short-term parking impacts will be adequately mitigated. The Commission, therefore, finds that the proposed project will not adversely impact access and will be consistent with Section 30252 of the Coastal Act.

Furthermore, according to the City, after construction the new street parking and restriping may or may not be removed depending upon future traffic conditions. This permit allows the placement of the meters and restriping of the street, however, if the City decides to remove the meters and striping after construction of the parking structure/residential project an amendment or new permit will be required.

E. Local Coastal Program

Section 30604(a) of the Coastal Act states that:

Prior to certification of the Local Coastal Program, a Coastal Development Permit shall be issued if the issuing agency, or the Commission on appeal, finds that the proposed development is in conformity with the provisions of Chapter 3 (commencing with Section 30200) of this division and that the permitted development will not prejudice the ability of the local government to prepare a Local Coastal Program that is in conformity with the provisions of Chapter 3 (commencing with Section 30200).

In August 1992, the Commission certified, with suggested modifications, the land use plan portion of the City of Santa Monica's Local Coastal Program, excluding the area west of Ocean Avenue and Neilson Way (Beach Overlay District), and the Santa Monica Pier. On September 15, 1992, the City of Santa Monica accepted the LUP with suggested modifications.

The subject site is suitable for parking structure/residential development. As proposed the project will not adversely impact coastal resources or access. The Commission, therefore, finds that the proposed project will be consistent with the Chapter 3 policies of the Coastal Act and will not prejudice the ability of the City to prepare implementation for a Local Coastal Program consistent with the policies of Chapter 3 of the Coastal Act as required by Section 30604(a).

F. CEQA

Section 13096(a) of the Commission's administrative regulations requires Commission approval of Coastal Development Permit applications to be supported by a finding showing the application, as conditioned by any conditions of approval, to be consistent with any applicable requirements of the California Environmental Quality Act (CEQA). Section 21080.5(d)(2)(i) of CEQA prohibits a proposed development from being approved if there are feasible alternatives or feasible mitigation measures available which would substantially lessen any significant adverse impact which the activity may have on the environment.

There are no negative impacts caused by the proposed development which have

not been adequately mitigated. Therefore, the proposed project is found consistent with CEQA and the policies of the Coastal Act.

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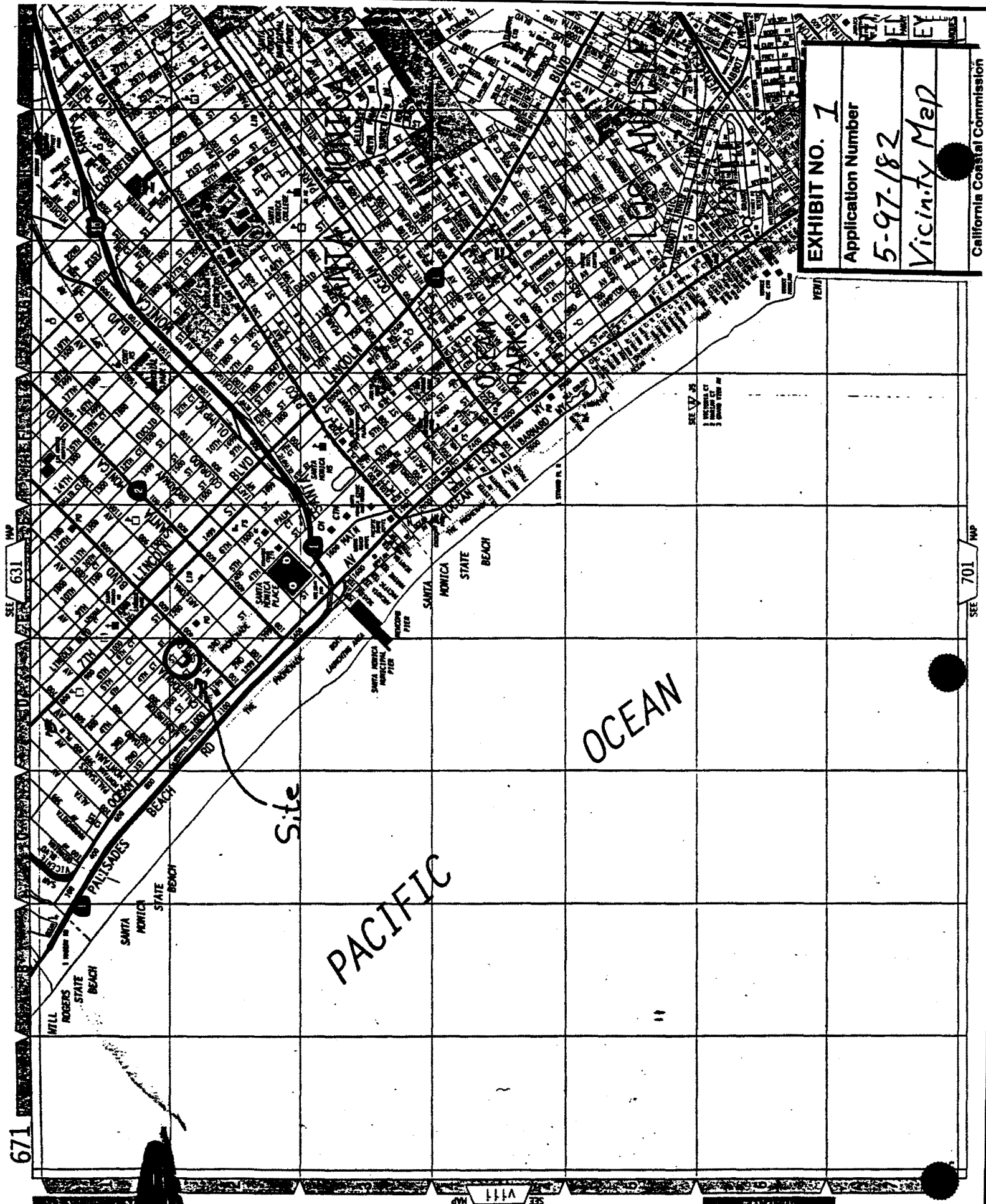


EXHIBIT NO. 1
Application Number
5-97-182
Vicinity Map

California Coastal Commission

671

701

SEE 671 WP

SEE 671 WP

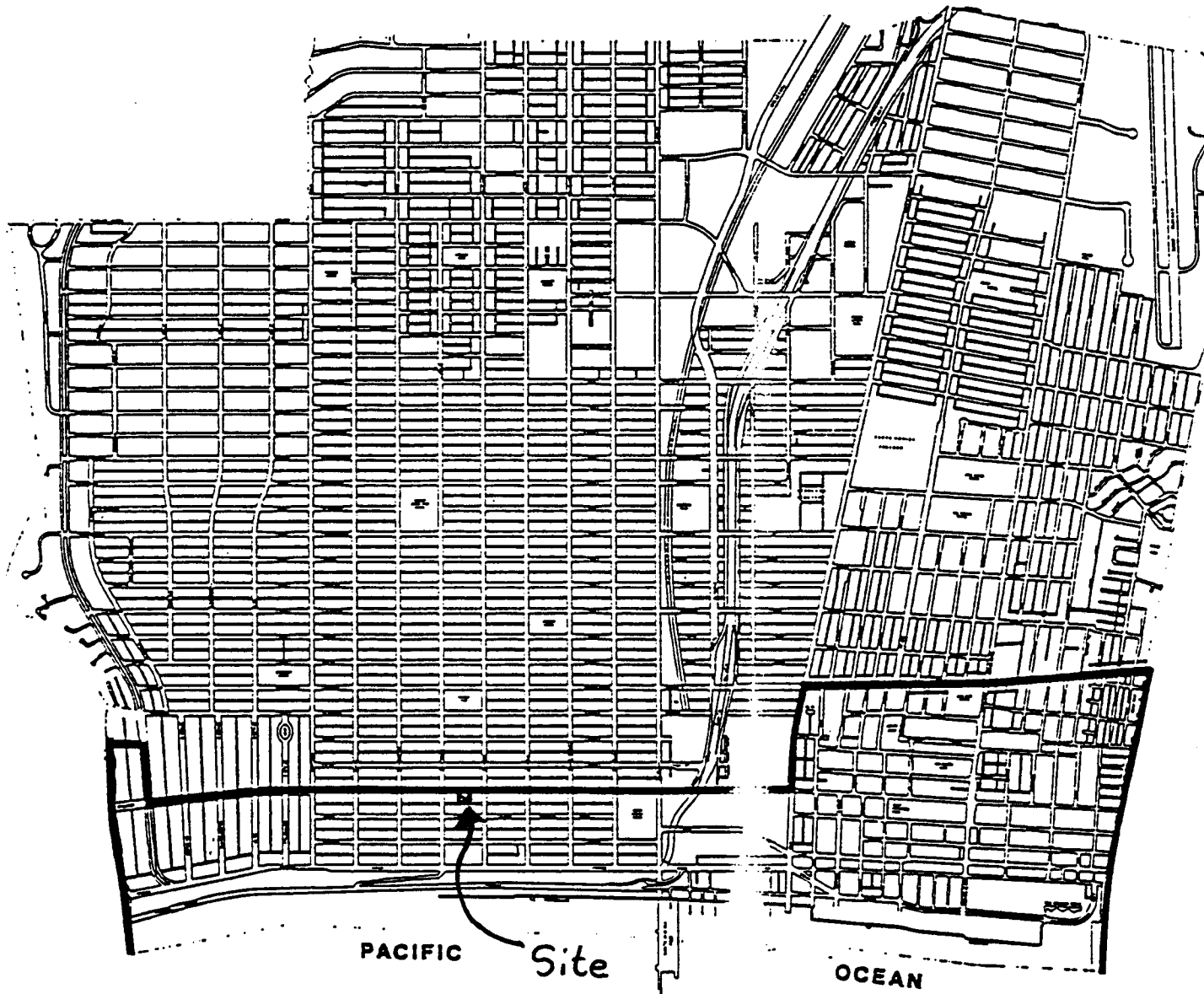



EXHIBIT NO. 2
APPLICATION NO. 5-97-182
Coastal Zone Boundary and Site Location
 California Coastal Commission

MAP 3

San Monica Coastal Zone

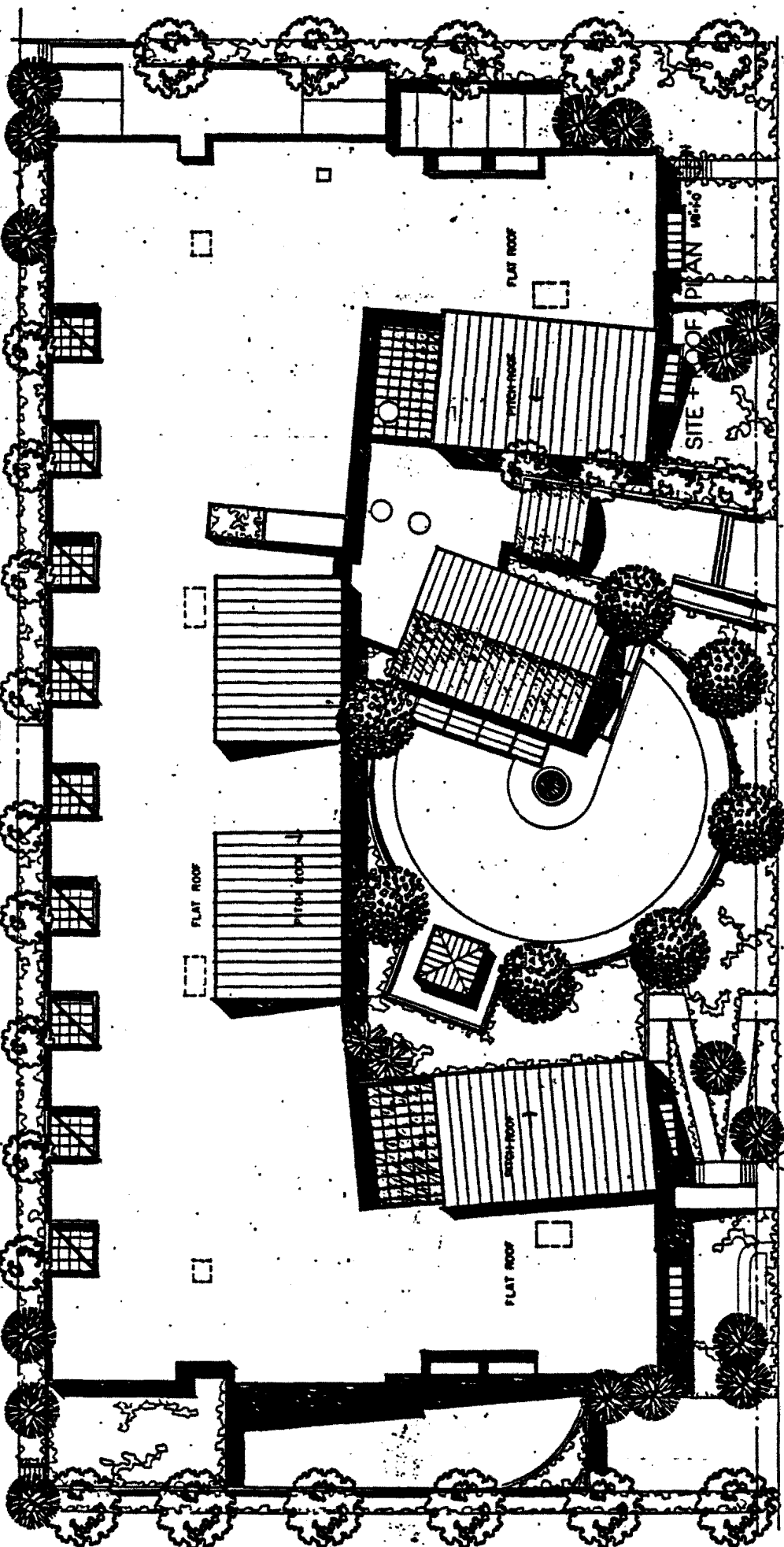
SANTA MONICA LOCAL COASTAL PROGRAM

Feet

0 2000 Ft



ALLEY



RECEIVED
JUN 18 1982
CALIFORNIA COASTAL COMMISSION

5-97-182

A 66 UNIT SENIOR RENTAL PROJECT AND
PUBLIC PARKING STRUCTURE
1138-1144 FOURTH STREET, SANTA MONICA, CALIF.

SPONSORED BY THE
JEWISH FEDERATION COUNCIL
8000 WILSHIRE BLVD. LOS ANGELES, CALIF. 90048
H.O. PROJECT # 122-ED046-NW-HAP

EXHIBIT NO. 3

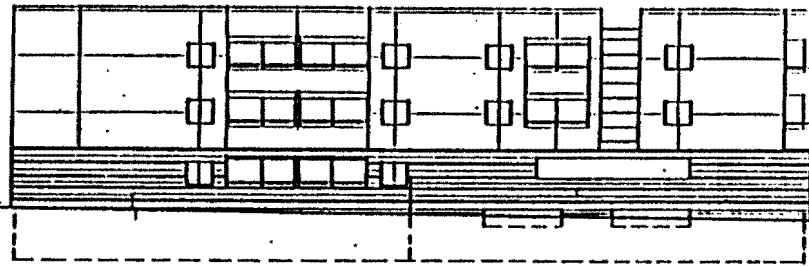
Application Number

5-97-182

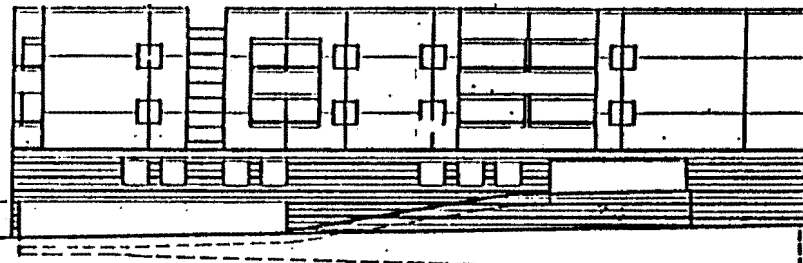
Site Plan

California Coastal Commission

Figure 2-5 Elevations

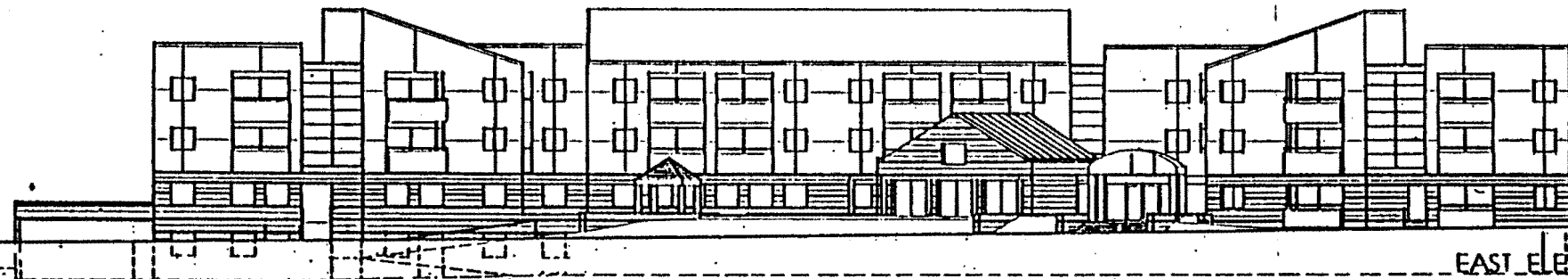


NORTH ELEV.



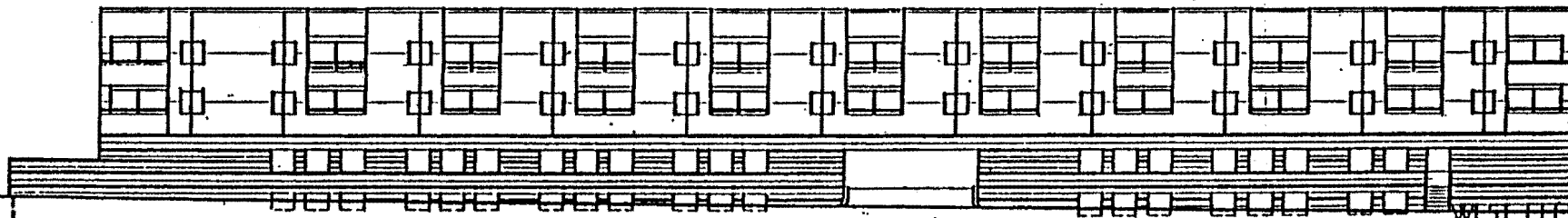
SOUTH ELEV.

ROOF
THIRD FL.
SECOND FL.
GROUND FL.
LOW FL.



EAST ELEVATION

ROOF 41'0"
PARAPET 30'0"
ROOF 34'0"
THIRD FL. 22'0"
SECOND FL. 15'6"
GROUND FL. 20'
AVG. MAX. GRADE 101' 0"
LOW FL. 2'6"



WEST ELEVATION

ROOF
THIRD FL.
SECOND FL.
GROUND FL.
LOW FL.

JOHN OLIVER COTTON FAIA ARCHITECTS
3151 DONALD DOUGLAS LOOP SO. SANTA MONICA 390-5776

A 66 UNIT SENIOR RENTAL PROJECT AND
PUBLIC PARKING STRUCTURE
1136-1144 FOURTH STREET, SANTA MONICA, CALIF.
SPONSORED BY THE
JEWISH FEDERATION COUNCIL
6505 WILSHIRE BLVD. LOS ANGELES, CALIF. 90048 213-852-123
HUD PROJECT # 122-EE045-WAH-1P

EXHIBIT NO.

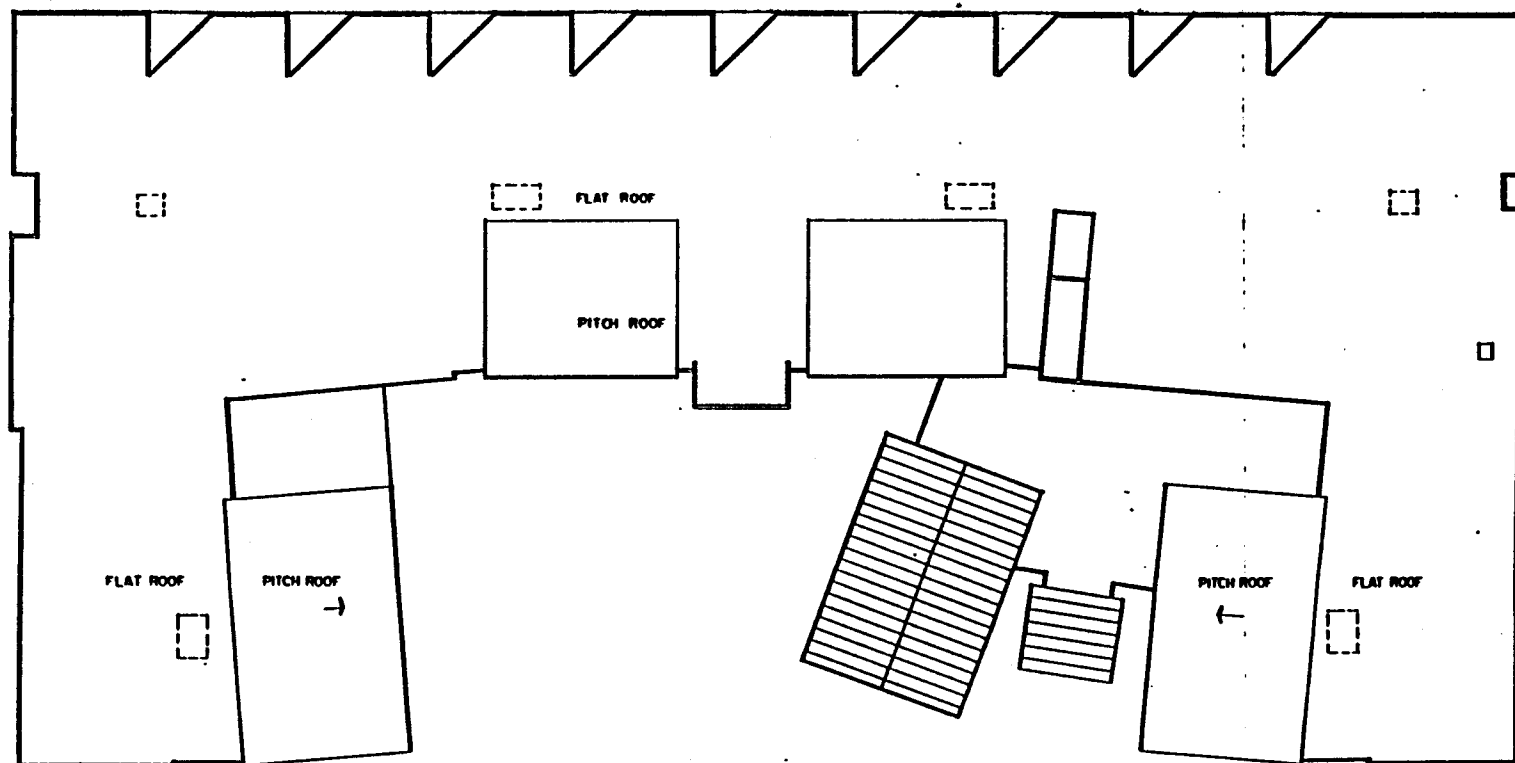
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Application Number

5-97-182

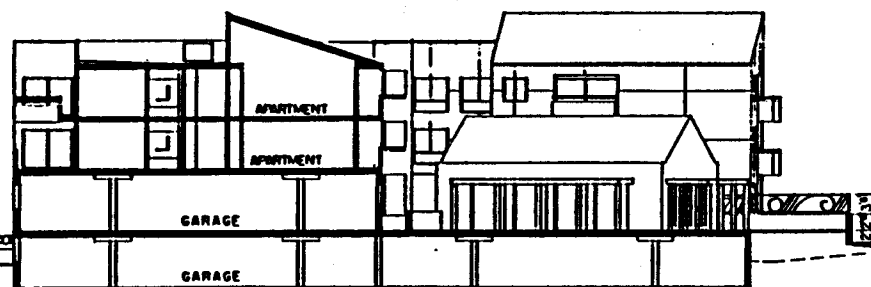
Elevations

California Coastal Commission



ROOF PLAN 1/8"=1'-0" N

RIDGE 40'-0"
 ROOF 3'-6"
 THIRD FLOOR 22'-6"
 SECOND FLOOR 13'-6"
 GROUND FLOOR 5'-0"
 AVG. NATURAL GRADE 0 ROAD
 ALLEY
 LOWER FLOOR -6'-6"



102'-0" 4TH STREET 1/8"=1'-0"

SECTION THRU COURT LOOKING NORTH

JOHN OLIVER COTTON FAIA ARCHITECTS

**A 66 UNIT SENIOR RENTAL PROJECT AND
PUBLIC PARKING STRUCTURE**

1138-1144 FOURTH STREET, SANTA MONICA, CALIF.

SPONSORED BY THE

JEWISH FEDERATION COUNCIL

8505 WILSHIRE BLVD. LOS ANGELES, CALIF. 90048 213-852-1234

HJD PROJECT # 122-EE045-WAH-HP

EXHIBIT NO. 5

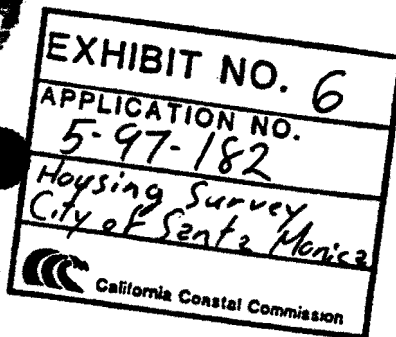
Application Number

5-97-182

Cross-Section 1

Roof Plan

California Coastal Commission



AFFORDABLE HOUSING PARKING SURVEY
Conducted by
Housing Division
Dept. of Community and Economic Development
City of Santa Monica
21 February 1939

CARS PER UNIT

PROGRAM: Rental Housing Construction Program - Family Units
Owned and operated by Housing Authority of County of Los Angeles

<u>Property</u>	<u>Cars Per Unit</u>
1855 9th Street : 11 units. 12 cars	= 1.09 cars per unit
1450 14th Street : 19 units. 10 cars	= .53 cars per unit
2006 20th Street : 11 units. 8 cars	= .73 cars per unit
Average	= .73 cars per unit

PROGRAM: Public Housing - Senior and Family Units
Owned and operated by Housing Authority of County of Los Angeles

<u>Property</u>	
175 Ocean Park Boulevard : 22 units. 15 cars	= .68 cars per unit

★ PROGRAM: Section 202 & 236 - Senior and Disabled Units
Owned and operated by private companies

"The Rotary Plaza"	
Culver City (202) : 100 units. 43 cars	= .43 cars per unit
"Westminster Towers"	
Santa Monica (202): 285 units. 73 cars	= .25 cars per unit
"Neilson Villas"	
Santa Monica (236): 100 units. 40 cars	= .40 cars per unit
"Geneva Plaza"	
Santa Monica (202): 100 units. 28 cars	= .28 cars per unit
Average	= .31 cars per unit

SPACES PROVIDED PER UNIT

SURVEY OF SENIOR HUD-ASSISTED PROJECTS



★ Various Southern

California Projects : 1.709 total units. 543 spaces = .32 spaces per unit
(see attached)

Various Projects


Nationwide : 3.169 total units. 1.231 spaces = .39 spaces per unit
(see attached)

pg 2

EXHIBIT NO. 6
APPLICATION NO. 
 California Coastal Commission

MENORAH HOUSING FOUNDATION
PARKING / POPULATION STATISTICS

PROJECT	NO OF UNITS	TOTAL SPACES	ASSIGNED SPACES	OPEN SPACES	BUILDING POPULATION
Menorah House 19206 Sherman Way Reseda, CA 91335	51	19	19	0	58
Menorah Terrace 1123 N. Fuller Ave. Los Angeles, Ca 90046	39	18	10	8	51
Beverly Hills Senior Housing 225 N. Crescent Dr. Beverly Hills, CA 90210	151	67	64	3	171
Pico Wooster Senior Housing 1425 Wooster St. Los Angeles, CA 90035	50	27	14	13	54
Sherman Way Senior Housing 15864 Sherman Way Van Nuys, CA 91406	74	37	35	2	82
Fuller Avenue Senior Housing 1627 N. Fuller Ave. Los Angeles, CA 90046	89	36	35	1	103
Mircle Mile Senior Housing 402 Cochran Ave. Los Angeles, CA 90036	28	12	9	3	39
Sherman Oaks Senior Housing 14567 Dickens Street Sherman Oaks, CA 91403	83	41	38	3	96
Culver City Senior Housing 5166 Sepulveda Blvd. Culver City, CA 90230	48	24	15	9	54

EXHIBIT NO. 7
APPLICATION NO. 5-97-182
Survey of Applicants Housing Projects
 California Coastal Commission

