

## CALIFORNIA COASTAL COMMISSION

CENTRAL COAST DISTRICT OFFICE

725 FRONT STREET, SUITE 300

SANTA CRUZ, CA 95060

427-4863

Th3d



## RECORD PACKET COPY

**ADMINISTRATIVE PERMIT NUMBER 3-00-096**

**Applicant**.....City of Carmel-by-the-Sea, Attn: Brian Roseth  
**Agent**.....Davis Langdon Adamson, William J. Camile  
**Project Location** .....San Carlos Street, between Eighth and Tenth Avenues (APN 010-143-001 and 010-151-001).  
**Project Description**.....Renovation of Sunset Center, to include: partial demolition and expansion of stage house, new theater entrance and expanded lobby, new entrance courtyard, reconfigured central parking area, interior seating, and sight line improvements and expanded backstage area.  
**Local Approvals**.....Monterey County Historic Preservation Committee and Planning Commission Approval (Approved May 18, 2000); Environmental Impact Report (Certified May 14, 1999).

**Note:** Public Resources Code Section 30624 provides that this permit shall not become effective until it is reported to the Commission at its next meeting. If one-third or more of the appointed membership of the Commission so request, the application will be removed from the administrative calendar and set for public hearing at a subsequent Commission meeting. Our office will notify you if such removal occurs. This permit will be reported to the Commission at the following location:

September 14, 2000

Eureka Inn  
7<sup>th</sup> and "F" Streets  
Eureka, CA 95501  
(707) 442-6441

**IMPORTANT:** Before you may proceed with development, the following must occur: You must sign the enclosed duplicate copy acknowledging the permit's receipt and accepting its contents, including all conditions, and return to our office (Title 14, California Code of Regulations, Sections 13150(b) and 13158). Following the Commission's meeting, and once we have received the signed acknowledgment and evidence of compliance with all special conditions, if applicable, we will send you a Notice of Administrative Permit Effectiveness. Before you can proceed with development, you must have received both your administrative permit and the notice of permit effectiveness from this office.

**PETER DOUGLAS**

Executive Director

By: *Charles Lester*  
Charles Lester  
District Manager

**Executive Director's Determination:** The findings for this determination, and for any special conditions, appear on subsequent pages.



California Coastal Commission  
September 14, 2000 Meeting in Eureka,  
Staff: K. Cuffe, Approved by: *10/8/24/00*

## **STANDARD CONDITIONS**

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1. **Notice of Receipt and Acknowledgment.** The permit is not valid and development 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 development has not commenced, the permit will expire two years from the date on which the Commission voted on the application. Development 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. **Interpretation.** Any questions of intent or interpretation of any condition will be resolved by the Executive Director or the Commission.
4. **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.
5. **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.

## **SPECIAL CONDITIONS**

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1. **Final Project Plans.** The applicant shall submit final design, drainage plan and landscaping plans for Executive Director review and approval to ensure that final parking plan does not displace any additional on-street parking, drainage improvements and protocol are implemented, and additional landscaping elements (in the courtyard area, along San Carlos Street and along Mission Street) are incorporated into the final design.
2. **Handling of Trees affected by Pine Pitch Canker Disease.** In order to minimize the risk of native pine forest extinction due to the spread of Pine Pitch Canker Disease, the following measures shall be applied whenever new development will result in the removal of native Monterey Pine: To prevent or reduce the spread of disease from pitch canker, bark beetles, or other diseases affecting trees on the Sunset Center site, the following measures shall be followed:
  - a. Cutting or pruning tools shall be cleaned with a disinfectant prior to using them on uninfected branches or other trees.
  - b. Prior to the cutting or removal of infected trees, the Permittee shall submit a plan, for review and approval by the Executive Director, for the transportation and relocation of the diseased material. The plan shall identify the chosen site to which the material will be relocated (areas free of the disease are prohibited) and shall ensure that any material taken off site will be covered or enclosed to avoid dispersal of contaminated bark beetles.



- c. Trees proposed for removal as a result of development shall be cut into small logs and tree parts (small branches, twigs). If the material cannot be properly disposed of directly after cutting, it shall be stored on-site, under a clear plastic tarp. Tree parts shall be chipped and left as a thin layer on-site. Small logs shall be stored on site, under a clear plastic tarp, until necessary preparations have been made for their removal.
- d. Trees proposed for transplanting shall be relocated to a suitable location on-site and thereafter, a reasonable ongoing effort shall be made to ensure that is successfully established at its new location.
- e. Any trees removed (diseased or otherwise) shall be replaced (with resistant/tolerant stock as available) using a 1:1 or better replacement ratio.

**3. Drainage Plan.** PRIOR TO CONSTRUCTION, the Permittee shall submit a Drainage Plan to the Executive Director for review and approval. The Plan shall provide for the installation of an engineered filtration mechanism on- or off-site, specifically designed to remove vehicular contaminants and other typical urban runoff pollutants before discharge from the storm drain into the Monterey Bay. The Drainage Plan shall account for the following:

- a. The drainage system shall be designed to filter and/or treat the volume of runoff produced from each and every storm event up to and including the 85th percentile 24-hour runoff event prior to its discharge to the Monterey Bay. The drainage system and its individual components (such as drop inlets and filtration mechanisms) shall be sized according to the specifications identified in the current edition of the California Storm Water Best Management Practice Municipal Handbook (California Storm Water Management Task Force) available at the time of construction;
- b. All vehicular traffic and parking areas shall be swept and/or vacuumed at regular intervals and at least once prior to the first storm event of the year, or no later than November 15th. Any oily spots shall be cleaned with appropriate absorbent materials. All debris, trash and soiled absorbent materials shall be disposed of in a proper manner. If wet cleanup of any of these areas is absolutely necessary, all debris shall first be removed by sweeping and/or vacuuming, all storm drains inlets shall be sealed, and wash water pumped to a holding tank to be disposed of properly and/or into a sanitary sewer system.
- c. All drainage system elements shall be permanently operated and maintained. At a minimum:
  - 1. All storm drain inlets, traps/separators, and/or filters shall be inspected to determine if they need to be cleaned out or repaired at the following minimum frequencies: (1) prior to November 15th each year; and (2) prior to May 15th each year. Clean-out and repairs (if necessary) shall be done as part of these inspections. At a minimum, all traps/separators and/or filters must be cleaned prior to the onset of the first storm event, no later than November 15th of each year;



2. Debris and other water pollutants removed from filter device(s) during clean-out shall be contained and disposed of in a proper manner; and
3. A log of all inspection, maintenance and clean out activities shall be maintained by the City and shall be available for review upon request of the Executive Director.

### **EXECUTIVE DIRECTOR'S DETERMINATION**

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The Executive Director hereby determines that the proposed development is a category of development that qualifies for approval by the Executive Director through the issuance of an administrative permit (Public Resources Code Section 30624). Subject to Standard and Special conditions as attached, said development is in conformity with the provisions of Chapter 3 of the Coastal Act of 1976, will not prejudice the ability of the City of Carmel-by-the-Sea to implement a Local Coastal Program that is in conformity with the provisions of Chapter 3, and will not have any significant adverse effects on the environment within the meaning of the California Environmental Quality Act.

### **FINDINGS FOR EXECUTIVE DIRECTOR'S DETERMINATION**

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#### **PROJECT DESCRIPTION**

The applicant proposes to renovate and expand the Sunset Community and Cultural Center (Sunset Center), an existing historic building that houses a performing arts theatre, gymnasium and community center. The Sunset Center is located on a 3.94-acre parcel owned by the City of Carmel-by-the-Sea. The two-block long parcel (APN 010-143-001 and 010-151-001) is bounded to the north and south by Eighth and Tenth Avenues, respectively, on the west by San Carlos Street, and on the east by Mission Street. Please see Exhibit A for a regional map and Exhibit B for a site location map. The main entrance to the Sunset Center Theater is from San Carlos Street; parking is provided on site with entrances located on San Carlos Street and 8<sup>th</sup> and 10<sup>th</sup> Avenues. Street parking is also located around the perimeter of the site. The City of Carmel-by-the-Sea Zoning Code (Title 17) designates the area in which the project is located as District A-2 (Community and Cultural Center). The land use designation is Cultural Theatrical District/Community and Cultural Center. The main permitted uses for this zoning district include performing arts, displays, workshops and community activities, including recreation, youth activities, meetings, forums and lectures.

The City of Carmel proposes improvements and enhancements to the Sunset Center Theater and related facilities in order to improve performing arts and community center facilities on site while retaining the major character-defining features of the existing historically significant building. Proposed improvements include expanding the existing theater lobby and creating a new theater entrance, creating a new entrance courtyard, reconfiguring the existing central parking area, constructing stage right and stage left additions, and enclosing existing promenade



areas along the west and southern walls of the existing theatre to expand the backstage area and improve backstage facilities. Improvements to the theater will require the partial demolition and reconstruction of the existing stage house, with a 15 x 45 foot eastern addition at stage right, and a 40 x 45 foot western addition at stage left. The main stage area will also be increased in height and designed to include a new cross-gabled roofline to accommodate a fly space and single-purchase counter weight rigging system to improve stage functionality. Project improvements generally conform to the City's Adaptive Reuse Plan as defined in City Council Resolution 99-64, except that the community center proposed in place of the gymnasium and the optional tower proposed along the cross gabled roofline have been removed from the project design.

The new Sunset Center theater entrance will extend west of the existing entrance and will allow the original double-arched entrance and west wall to be viewed through one enlarged glass archway. The backstage area will be expanded by enclosing the existing promenades with glass walls set immediately behind the existing railing and between the supporting columns along the length of the promenades. These glass walls and the new entrance have been designed to preserve the architectural elements along the exterior walls of the existing building. All other backstage area improvements will be made within the exterior walls of the existing building.

The project also proposes significant interior remodeling, including installation of two elevators (one in the lobby and one backstage) and ramp ways to provide universal access (ADA access), expansion of public and backstage restroom facilities, more comfortable theater seating and sight line enhancements, a new cooling tower, relocated trash enclosure, and new HVAC (heating, ventilation, and air conditioning) system. Project plans are attached to this report as Exhibit C.

The Sunset Center Renovation project was reviewed by the City Administrator and was required to have Design/Architectural Review approval from the Community Planning and Building Department. The project design was amended and approved by this body on May 18, 2000 (Exhibit D). The project was also required to have an Environmental Impact Report completed, for which the final EIR (dated August 1996) and Addendum (dated February 11, 1999) was certified by the City Council on May 14, 1999.

## STANDARD OF REVIEW

The entire City of Carmel-by-the-Sea falls within the coastal zone. However, since Carmel does not have a certified LCP, the standard of review for this project is the Coastal Act of 1976. Categorical Exclusion E-77-13 excludes most development in Carmel, but not any development in the block containing the Sunset Center (See Exhibit E). Therefore, the Sunset Center Theater Project does require a coastal development permit.

Coastal resource issues raised by the project include protecting the historic and community character of the area, visual resource protection, and protection of water quality. The project proposes changes to both the interior and exterior of the existing building, as well as partial demolition and reconstruction of the main stage house. Public views may be affected by the structural additions to stage house area (stage right and stage left additions), and temporary loss of landscape screening due to tree removal required for the project. While the project provides a temporary loss of four parking spaces, it has been conditioned to provide these four spaces



elsewhere on the site. Drainage from the site is via the City's storm sewer system, which ultimately drains to the beach and to Monterey Bay.

Neither coastal access nor recreation are relevant issues with regard to this project because the site is not between the sea and the first public road, is not an oceanfront parcel and is not otherwise suitable for coastal recreational uses. Interior renovation does include retaining the gymnasium located on the lower floor, which will provide continued use for indoor recreational activities.

### HISTORIC RESOURCES AND COMMUNITY CHARACTER

The main issue raised by demolition and development projects in Carmel is the preservation of community character. Section 30253 of the Coastal Act address the issue of preserving the character of special communities such as Carmel:

*30253(5): New development shall where appropriate, protect special communities and neighborhoods, which, because of their unique characteristics, are popular visitor destination points for recreational uses.*

This section of the Coastal Act requires the protection of the unique community and visual character of Carmel. The City of Carmel is a very popular visitor destination as much for its quaint residential architecture as its renowned commercial shopping areas, cultural and performing arts events and white sand beaches. Carmel is made special by the style and character of much of the development within the City limits.

The Sunset Center, originally built in 1925 and expanded in 1931, was used as Carmel's first elementary school until 1964. It was then purchased and developed by the City of Carmel-by-the-Sea for use as a cultural and community center. The original u-shaped classroom-library-office building was constructed in what is described as Tudor Revival style (John J. Donovan, architect). The later addition, which included a long annex containing an auditorium, was designed in a more Gothic Revival style (Charles J. Ryland, architect), based on early English building traditions. Many of the buildings constructed in Carmel between 1880 and 1940 are built using these similar English design styles.

The Sunset Center currently functions as both landlord and presenter, providing office and performance space, classrooms, multipurpose meeting rooms for local government and community use, two art galleries, and administrative offices. The Sunset Center Theater is used for several purposes including the Monterey County Symphony, the Festival of Firsts, Performance Carmel, and the Carmel Bach Festival.

The Sunset Center was placed on the National Register of Historic Places and the California Register of Historical Resources in January of 1998. The qualifying criteria used for placing the property on the National Register are that 1) the property is associated with events that have made a significant contribution to the broad patterns of our history; and 2) the property embodies the distinctive characteristics of a type, period, or method of construction in Carmel. Photographs of the existing site are included in Exhibit G.



The proposed project has been specifically developed to improve theater functions while also avoiding or minimizing significant effects on historic resources. Specific elements of the project that preserve historically significant architectural elements of the existing building include the new entrance and 36 by 36 foot lobby addition that preserves the double gothic archways of the existing entrance; the glass enclosure along the west wall that preserves the structural buttresses and original exterior wall, and the glass enclosure along the south promenade that preserves the original supports and roof.

Construction of the cross-gabled stage house addition (including the stage right and stage left additions) required to improve theater function, will alter the roofline of the existing building, diminish the historic integrity of the building and add new architectural features to the Mission Street and San Carlos Street elevations. However, the project has been conditioned by the City to include mitigation measures to ensure that historical resources and character are preserved to the greatest extent possible, while meeting the objectives of improving theater function for contemporary use. These mitigation measures include minimizing the stage right addition (along Mission Street) to that necessary to house the single-purchase counterweight rigging system and to retain, but not enlarge, the existing amount of wing space, and to preserve, document, and interpret the historically significant contributing features of the existing building. Improvements to theater seating and viewing sight lines in both the lower level and the balcony will provide a total seating capacity of 724 seats (nine less than currently exists).

Project construction will result in a temporary loss of four parking spaces due to the stage right extension toward Mission Street, construction of gymnasium drop-off area, and reconfiguration of west and south parking lot areas. However, the project has been conditioned to provide four additional parking spaces on the rest of the site, so that no net change will occur as a result of the project. The base level of parking required by the City Master Plan is 219 spaces; the project provides 222 standard parking spaces. The traffic study included in the Addendum to the Sunset Center EIR states that while a small increase over the current peak parking deficit may occur (on only about six to twelve days each year), this deficiency can be met by on-street parking within two blocks during most event times. Surplus on-street parking is located on Ocean Street, two blocks to the north, which, after commercial and retail businesses are closed, can be used to satisfy these infrequent peak parking demands. Otherwise, the project produces no adverse impacts to typical parking demand (which is forecast to provide a surplus of approximately 41 parking spaces).

As described, the project design, and mitigation measures required by the City, ensures that the project minimizes the amount of demolition of the existing structure, and thereby minimizes the significant effects of the project on historic resources and community character. The project will provide for continued use of the site for a variety of cultural and community activities, improve the theatrical function and capabilities of the theater, as well as the use and enjoyment of the facility by the public. The project is not expected to increase parking demand during typical use, which is adequately provided for onsite, as no increase in seating is proposed. Parking during peak use times (six to twelve times per year) can be met by on-street parking within two blocks. No new uses are proposed for the site that would impact the surrounding neighborhood. Therefore, the project as proposed and conditioned by City Council Resolution 99-64, and special conditions of this permit, does conform to Section 30253(5) of the Coastal Act.



## VISUAL RESOURCES

Section 30251 of the Coastal Act address the issue of preserving the scenic and visual qualities of coastal areas and special communities such as Carmel:

*30251: 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 land forms, to be visually compatible with the character of surrounding areas, and, where feasible, to restore and enhance visual quality on visually degraded areas. New development in highly scenic areas such as those designated in the California Coastline Preservation and Recreation Plan prepared by the Department of Parks and Recreation and by local government shall be subordinate to the character of its setting.*

The Sunset Center Theater project will enlarge the scale and massing of the Sunset Center Theater by increasing the structural coverage of the building, by extending the stage right area east toward Mission Street, and by reconfiguring the central parking area which requires the removal of up to 39 trees.

The City of Carmel-by-the-Sea Community Planning and Building Department amended and approved the Design Review of the Sunset Center Theater Project (DR 00-03) on May 18, 2000, with 14 special conditions intended to protect the visual, historic and community character of the site (see Exhibit D). Design approval included recommendations to improve the visual appearance of large blank stucco wall of the stage right addition along Mission Street, to include landscaping delineating the south end of the new central courtyard area, and to extend on-site landscaping westward and into the sidewalk area along San Carlos Street to enhance the streetscape and further define the visual buffer. The project design also includes construction of two decomposed granite planting islands on the east side of the building to enhance the streetscape along Mission Street.

Through redesign of the project, the City has reduced the number of trees proposed for removal in the Adaptive Reuse Plan from 80 to 39. See Exhibit F for the type and diameter of the trees planned for removal. Twenty four of the trees to be removed are Monterey Pines. The tree survey conducted for the project notes that some of the larger pines are mature to over mature with an abundance of dead branches. Other pines are immature to mature and are "...in generally good health except that almost all have very minor amounts of dead foliage tips indicating infestation with the pine pitch canker disease." The Commission has conditioned the project to incorporate tree removal and rehandling methods for dealing with any trees that may have pine pitch canker disease.

The project has been designed by the City to minimize tree removal to the fullest extent possible, to protect trees not planned for removal from damage during construction, and to make efforts to





transplant some of the trees marked for removal into the revised landscaping. The project has also been designed by the City to provide a 1:1 or better tree replacement ratio. Final design and landscaping plans shall be submitted to the City Council and to the Executive Director for review and approval.

With the design elements related to protection of visual resources described above, and the 14 special conditions placed on the City's Design Review approval, the project does minimize the alteration of natural land forms, includes elements that make the development visually compatible with the character of surrounding areas, and enhances the visual quality of the project. Therefore, the project, as designed and conditioned by the City and by conditions of this permit does conform to Coastal Act Section 30251.

#### **WATER QUALITY**

Section 30231 of the Coastal Act states in part that the quality of coastal waters shall be maintained through, among other means, minimizing adverse effects of waste water discharges and controlling runoff.

In this case, the existing Sunset Center Community Center already exists in a developed urban area. Drainage from the site is via the City's storm sewer system, which ultimately drains to the Carmel Beach and Monterey Bay. Exterior changes, though relatively minor, may affect runoff, and the existing parking areas may contribute material that would adversely affect the quality of coastal waters. Additionally, the proposed project design will result in a small relative increase in the amount of impervious coverage due to the reconfiguration of the central parking lot.

Storm water pollution prevention can be improved by conducting a first flush maintenance program designed to remove vehicular contaminants and other typical urban runoff pollutants before discharge into the storm drain.

As conditioned by this permit to require a drainage plan that incorporates filtration and treatment of stormwater runoff, street sweeping/vacuuming of all vehicular and parking areas, and inspection, maintenance and clean out of all storm drain inlets, the project does conform to Coastal Act Section 30231.

#### **CITY OF CARMEL LOCAL COASTAL PROGRAM**

Section 30604 of the Coastal Act states in part that a coastal development permit shall be granted if the Commission finds that the development will not prejudice the local government's ability to prepare a Local Coastal Program (LCP) in conformity with the resource protection policies of the Coastal Act.

Approximately twenty years ago, the City submitted the Land Use Plan (LUP) portion of its LCP for review by the Coastal Commission. On April 1, 1981, the Commission certified part of the LUP as submitted and part of the LUP with suggested modifications regarding beach-fronting property. The City resubmitted an amended LUP which addressed the beach-fronting properties provisions, but which omitted the previously certified portion of the document protecting significant buildings within the City. On April 27, 1984, the Commission certified the amended



LUP with suggested modifications to reinstate provisions for protecting significant structures. However, the City never accepted the Commission's suggested modifications. The City is currently working under a grant from the Commission to complete a new LUP submittal; the grant deadline for submittal is April 15, 2001. The City's work plan proposes to examine a number of issues including community character. It will be important for the City to assess development trends, including demolitions and associated new construction, since the approval of the Categorical Exclusion in 1977 and the relationship of those development trends to community character. Commission staff will be meeting with City staff to discuss measures to ensure that the issue of community character is adequately addressed.

The zoning or Coastal Implementation Plan (CIP) was certified with suggested modifications on April 27, 1984. The City did not accept the suggested modifications and so the IP remains uncertified. The City is presently working on a new CIP submittal.

Approval of the proposed project will not prejudice the ability of the City to complete its LCP in accordance with Coastal Act requirements.

#### **CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)**

Section 13096 of the California Code of Regulations requires that a specific finding be made in conjunction with coastal development permit applications showing the application to be consistent with any applicable requirements of 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 effect which the activity may have on the environment. The Coastal Commission's review and analysis of land use proposals has been certified by the Secretary of Resources as being the functional equivalent of environmental review under CEQA. This report has examined the relevant issues in connection with the environmental impacts of this proposal. The Commission finds that, for the reasons stated above, the proposed project will not have any significant adverse effects on the environment within the meaning of CEQA.

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#### **ACKNOWLEDGMENT OF PERMIT RECEIPT/ACCEPTANCE OF CONTENTS**

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I/We acknowledge that I/we have received a copy of this permit and have accepted its contents including all conditions.

\_\_\_\_\_  
Applicant's signature

\_\_\_\_\_  
Date of signing



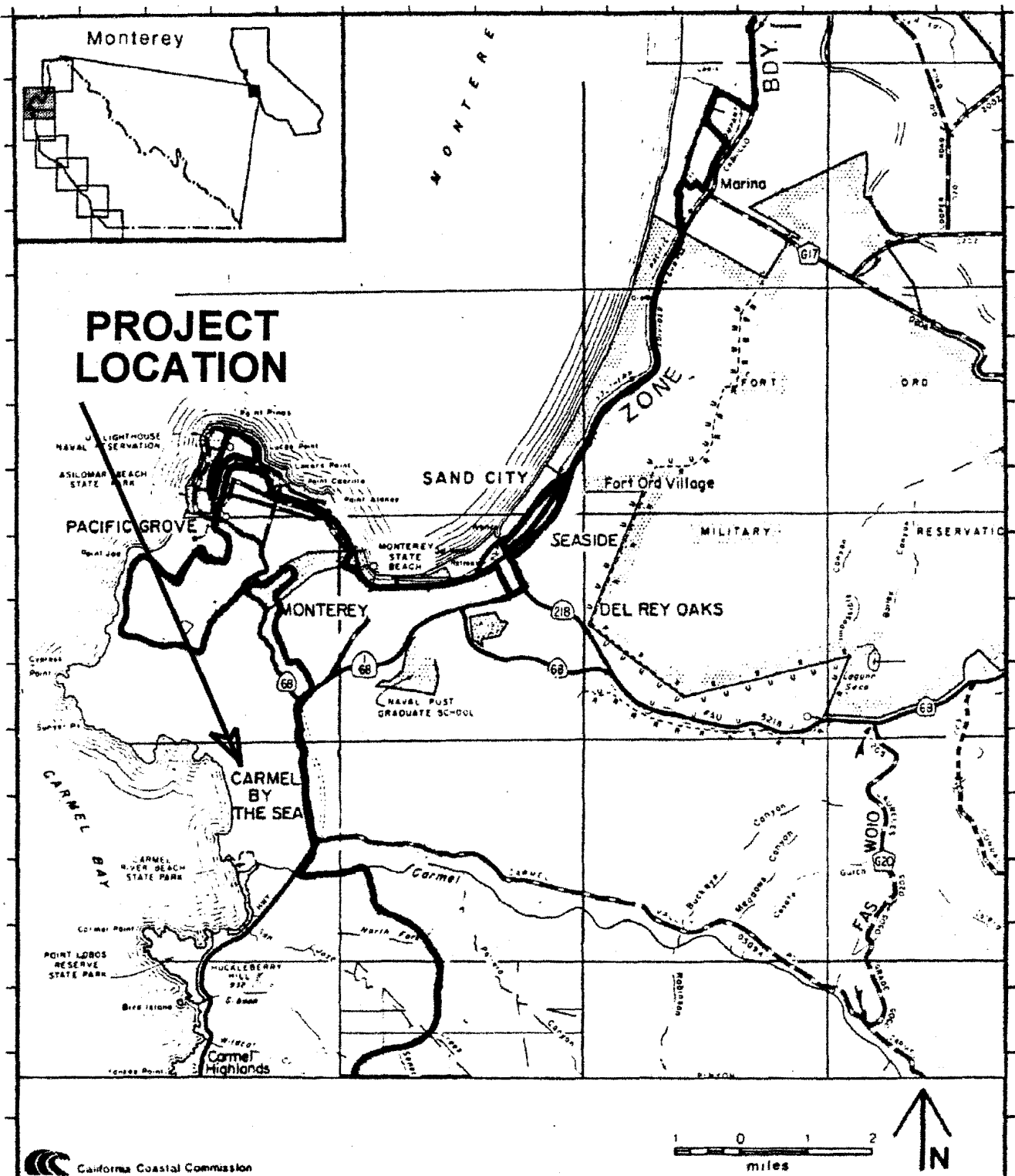


Exhibit A  
Regional Location Map  
Sunset Center Theater Project  
3-00-096

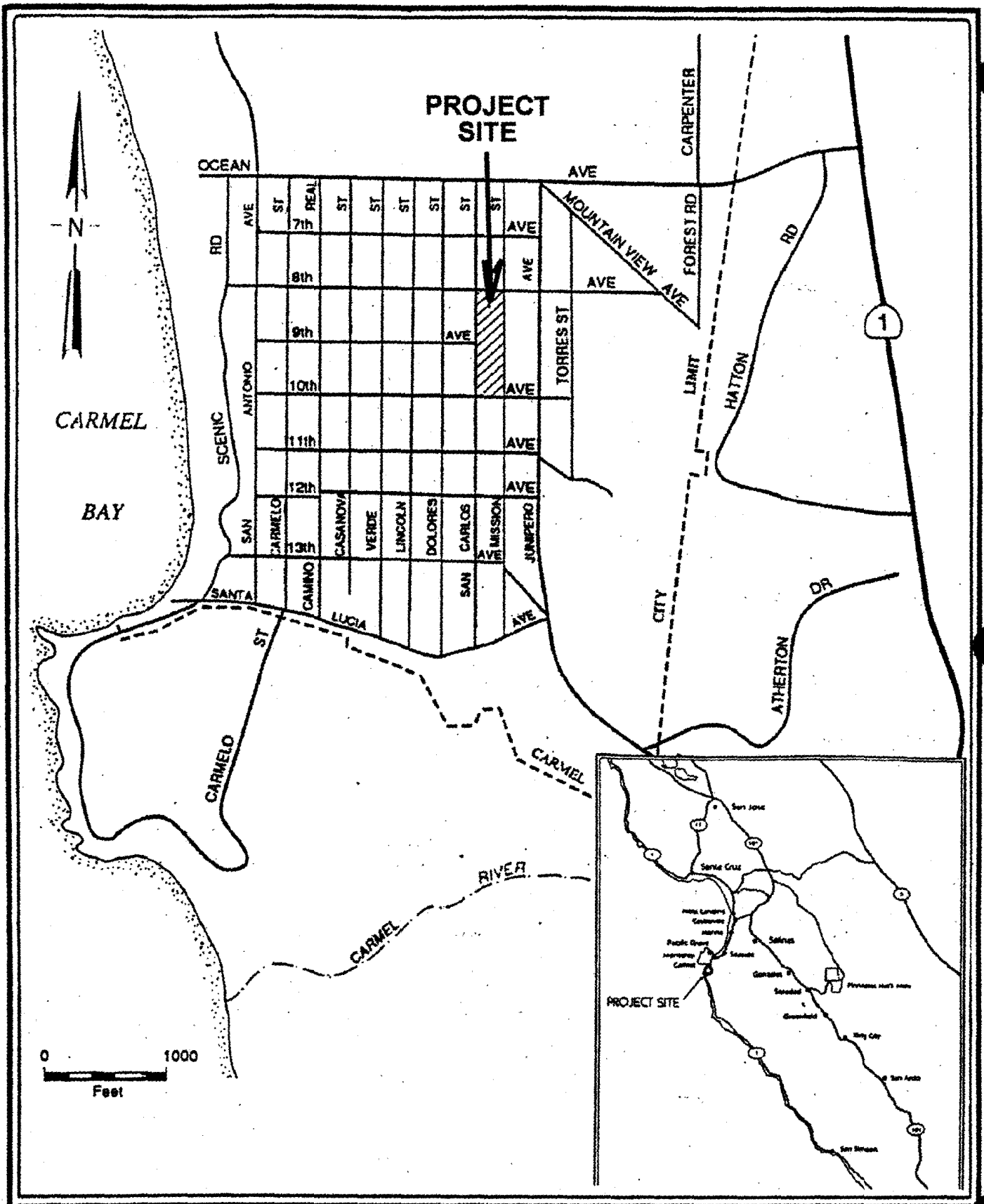
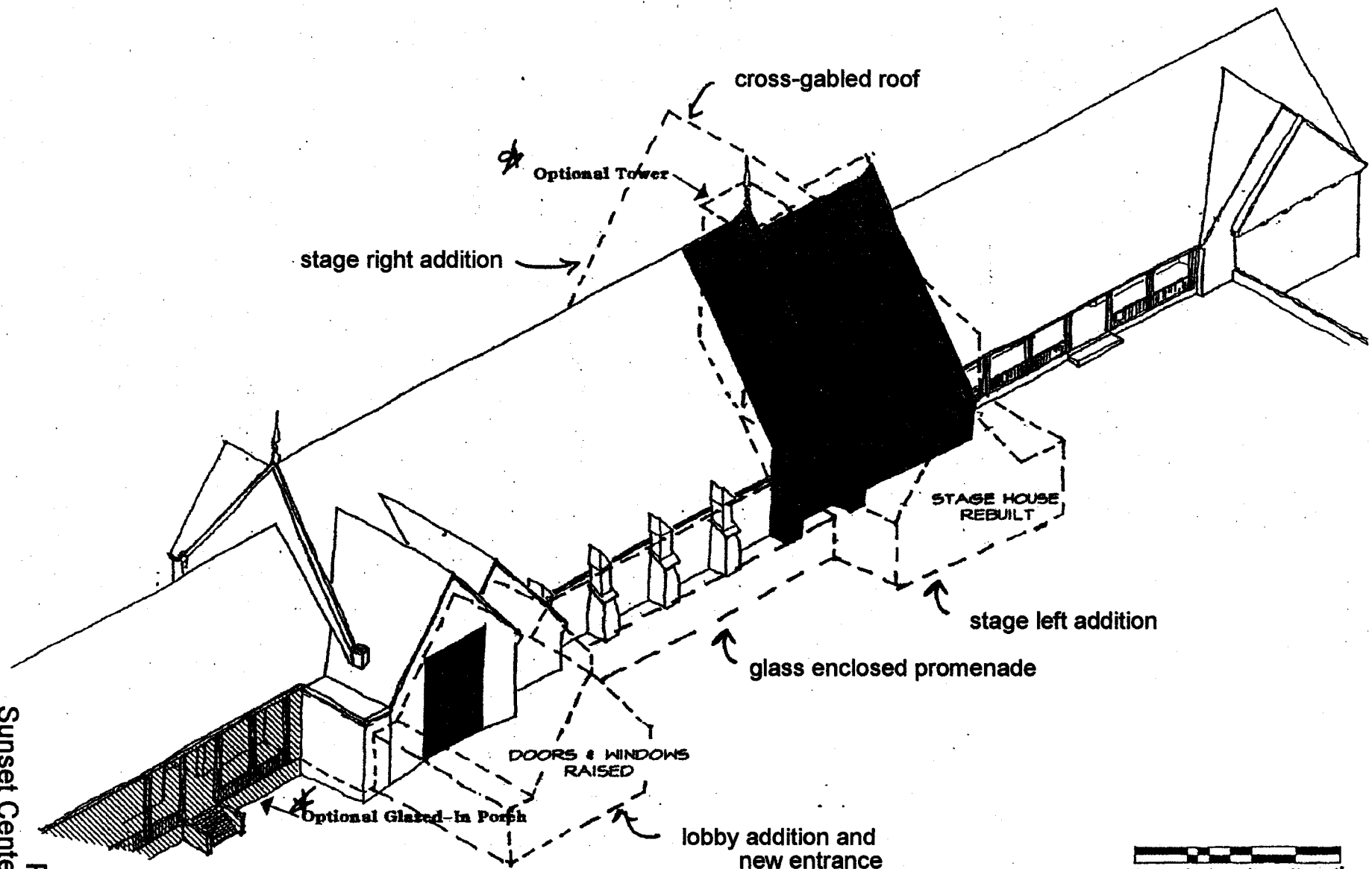


Exhibit B  
Site Location Map  
Sunset Center Theater Project  
3-00-096





\* optional tower and glazed in porch eliminated from project

Isometric View of Existing Building with Proposed Overlay  
(from Addendum to FEIR, Feb. 1999)

CITY OF CARMEL-BY-THE-SEA  
COMMUNITY PLANNING AND BUILDING  
AGENDA CHECKLIST

BLOCKS: 97 AND 110

MEETING DATE: 17/18 May 2000

AMENDED AND APPROVED

FIRST HEARING X

CONTINUED FROM:

ITEM NO: DR 00-03

OWNER: City of Carmel-by-the-Sea

ARCHITECT/DESIGNER: ARG

STREAMLINING DEADLINE: 6/21/00

SUBJECT:

Consideration of a Design Review application for the Sunset Center Theater Project.

ENVIRONMENTAL REVIEW:

Certified Environmental Impact Report and Addendum

LOCATION:

ZONING:

Between San Carlos and Mission Streets  
and between 8th and 10th Avenues

A-2

ISSUES:

1. Is the proposed design consistent with the Public Facilities and Service Element of the General Plan, Municipal Code Chapter 17.32 (District A-2), Municipal Code Chapter 17.41 (Historic Preservation), and the Sunset Center Adaptive Reuse Plan EIR Addendum Mitigation Measures?
2. Is the proposed design consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties?

OPTIONS:

1. Approve the application as submitted with conditions.
2. Revise and approve the application with conditions.
3. Continue consideration with a request for additional information and/or design changes.
4. Deny the application and direct staff to prepare findings for denial.

RECOMMENDATION:

Option #1 (Approve the application as submitted with conditions).

ATTACHMENTS:

1. Staff Report dated 17/18 May 2000
2. Design Response to Mitigation Measures of the EIR Addendum.
3. Project summary and response to the Secretary of the Interior's Standards.
4. Application submittal materials.

STAFF CONTACT: Chip Rerig, Associate Planner

(Sunset Center)

EXHIBIT D

3-00-096

pg. 1 of 10

CITY OF CARMEL-BY-THE-SEA  
DEPARTMENT OF COMMUNITY PLANNING AND BUILDING  
STAFF REPORT

TO: CHAIRS AND MEMBERS OF THE:  
  
HISTORIC PRESERVATION COMMITTEE  
PLANNING COMMISSION

FROM: CHIP RERIG, ASSOCIATE PLANNER

DATE: 17/18 MAY 2000 AMENDED AND APPROVED 5/18/00

SUBJECT: DR 00-03/SUNSET CENTER THEATER PROJECT  
ALL OF BLOCKS 97 AND 110

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I. SUMMARY RECOMMENDATION

Approve the application subject to the attached conditions of approval.

II. PROJECT BACKGROUND

In early 1997, the City completed the environmental review for the Sunset Center Renovation Project. The EIR considered five (5) alternatives. The City Council certified the EIR based on the "preferred alternative," BOOR/A plan, in February of 1997. Later, the City Council requested that an alternative called the Sunset Center Adaptive Reuse Plan be studied. In January of 1998 the Sunset Center was placed on the National Register of Historic Places and the California Register of Historical Resources.

In December of 1998 the City Council authorized preparation of an EIR addendum to analyze the Adaptive Reuse Plan. The EIR Addendum built off the analysis developed in the 1996/97 Sunset Center Renovation Project EIR and focused on issues related to historic resources, parking, and visual impacts (trees, building massing, solar shading, and architectural compatibility).

In early 1999, the City Council certified the EIR Addendum, adopted Findings of



Overriding Consideration, incorporated mitigation measures, and approved and determined to carry out the Sunset Center Theater Project. The Council action was based on the recommendations of the Historic Preservation Committee, Community and Cultural Commission, Forest and Beach Commission, and Planning Commission.

Review and action on the project by the Planning Commission, as it has evolved, should consider the recommendations of the Historic Preservation Committee which acts in an advisory capacity on projects involving historic resources. Recommendations from the Historic Preservation Committee meeting on 17 May 2000 will be presented, orally, to the Planning Commission at the 18 May 2000 meeting.

### III. PROJECT DESCRIPTION

The Sunset Center Theater Project proposes to expand the existing lobby, create a new entrance and entrance courtyard, enclose an existing promenade (south porch), reconfigure existing parking, create a stage right as well as a stage left addition, and significantly remodel the interior of the building. Additional proposed improvements include: installation of universal access, expansion of bathroom and back-stage facilities, theater enhancements, and HVAC (heating, ventilation, and air conditioning) alterations. The most significant change in plans from the concept studied in the EIR Addendum is deletion of the community room.

Although the project architect provided a comprehensive summary on the front page of the plans as well as a summary dated 21 April 2000 (attached), the following includes several project highlights:

- a 7,300 square foot increase in floor area,
- a 6,400 square foot decrease in overall parking area (asphalt),
- a 3,600 square foot increase in hardscape (entrance courtyard/patio),
- a net loss of four (4) parking spaces including on and off-site,
  - a loss of three (3) parking spaces on the west side of Mission Street and the reconfiguration of the existing sidewalk to accommodate the stage right addition,
  - the loss of five (5) parking spaces through the creation of a gymnasium drop-off on the west side of Mission Street,
  - reconfiguration of the west and south parking lots which results in a four (4)

- parking space increase,
- universal access and the inclusion of a small dormer to house the elevator equipment,
- removal of 39 trees and replacement on a 1:1 basis,
- relocation of the entry drive and retaining wall along San Carlos Street,
- preservation of the existing double-arched entry which will be enclosed by the lobby addition yet remain visible through the new west elevation entry,
- a simplified cross-gable to house the rigging system and the elimination of the tower that was originally proposed,
- enclosure of the south porch and preservation of the unenclosed north porch,
- construction of a cooling tower, and enclosure, for the HVAC system located on the boiler room.

Review of this project is subject to the Public Facilities and Service Element of the General Plan, Municipal Code Chapter 17.32 (District A-2), Municipal Code Chapter 17.41 (Historic Preservation), and the Sunset Center Adaptive Reuse Plan EIR Addendum Mitigation Measures.

#### IV. STAFF REVIEW

##### Public Facilities and Service Element

The Public Facilities and Service Element of the General Plan makes two broad references to Sunset Center. Objective 4-4 requires the City to establish guidelines for the design and intensity of future development and Policy 4-12 requires the maintenance and improvement of Sunset Center. While this direction may appear vague, it establishes the obligation for alterations that are compatible with the architectural character and scale of the existing facility in order to protect its unique qualities. This General Plan direction was largely accomplished through the lengthy planning and concept development phase of this project. The needs assessment and discussions with user groups established the uses and facilities to be accommodated. The EIR analysis, mitigation measures, and work of the Building Committee set the design parameters. Staff also believes that Municipal Code Chapter 17.32 (District A-2) is a manifestation of the General Plan's guidance. Based on the guidance provided by these sources, the proposed alterations appear to meet the intent of the this element of the General Plan. The only caveat to this conclusion is that the loss of the

community room fails to achieve a project goal identified in the needs assessment.

### **Municipal Code Chapter 17.32 (A-2)**

Municipal Code Chapter 17.32 is specific to the two blocks that include Sunset Center and provides that any alteration follow the design review requirements as prescribed in Municipal Code Chapter 17.40. Chapter 17.32 also prohibits the floodlighting of any building on the site, requires review of a landscape plan when alterations are proposed, and maintains that all parking lots be landscaped to break up large expanses of paving and screen parked automobiles.

Overall, staff believes that the proposed design alterations are handsome and will contribute to the character of Sunset. Staff, however, has three concerns related to design. These are explained below along with suggestions to consider during design development and final design review:

1. At the approximate center of the west and east elevations a large gable is necessary for the stage house. The west and east elevations show an exterior design treatment for the gable ends that feature blank stucco surfaces. Preliminary designs proposed some form of grid similar to half-timbering (bindingsvaerk). Staff believes that any type of grid would appear busy and inconsistent compared to the relatively simple lines of the existing structure. The grid treatment may also compete, visually, with the remainder of the structure. Staff also believes that a blank stucco surface would appear monotonous and perhaps exaggerate the mass and scale of the element. Accordingly, staff recommends that an alternative treatment to the blank wall or grid be explored such as a pair of small windows, gothic arched vents, or some other feature to break the plane of stucco in these gable ends.
2. The site plan features a courtyard in front of the theater entry and the reconfigured parking lot south of the new courtyard. A hallmark of a successful courtyard/public space is a sense of enclosure. The proposed design achieves this in all directions except to the south. While staff recognizes that the design must allow for easy pedestrian movement and emergency vehicle access between the parking area and the courtyard, staff recommends that some minimal landscaping be added at the north and northeast boundary of the parking area. A raised finger(s) of landscaping, with trees, delineating the courtyard could achieve this.

3. Mitigations #12 and #13 address site/landscaping and specifically address the loss of the grove of trees between San Carlos Street and the parking lot. Project constraints, and parking mitigations, have made it difficult to fully satisfy these mitigations. Staff suggests that since a project of this scale typically includes new sand-set paver sidewalks and landscaping, this may afford an opportunity to enhance the landscaping and tree planting on San Carlos Street. Extending the on-site landscaping into the sidewalk area along San Carlos Street would add to the visual buffer, enhance the streetscape, and implement provisions of the adopted Policy and Standards for Public Way Design.

#### **Municipal Code Chapter 17.41 (Historic Preservation)**

Sunset Center was placed on the National Register and the California Register of Historic Resources in January 1998. While not required, staff believes that any proposed alterations should follow Municipal Code Section 17.41.060 which establishes specific criteria for alterations to historically designated structures. These criteria help ensure that proposed alterations will not adversely impact the historic integrity of significant structures. Staff believes that the proposed alterations are consistent and compatible with the existing structure and that the alterations will not eliminate elements that are required to maintain the essential form and character of the structure. Accordingly, the proposed alterations appear to meet both the intent and the purpose of the Code.

#### **Sunset Center Adaptive Reuse Plan EIR Addendum Mitigation Measures**

The EIR Addendum for the project included several mitigation measures to reduce identified impacts. Through the design development process, the project architect and Building Committee have significantly reduced those impacts. Attached is a design response to the mitigation measures as well as the specific actions the City will take to implement each mitigation measure. Staff believes that the revised design substantially addresses most of issues regarding historic/cultural resources and aesthetic resources identified in the EIR Addendum.

DR 00-03/Sunset Center Theater Project  
Staff Report  
17/18 May 2000  
Page Six

V. OTHER CONSIDERATIONS

**Secretary of the Interior's Standards for the Treatment of Historic Properties**

The City Council adopted Findings of Overriding Consideration and several mitigation measures for those impacts identified in the EIR Addendum that could not be reduced to "less than significant." During schematic design, discussion ensued regarding the potential for the alterations to comply with the Secretary of the Interior's Standards for the Treatment of Historic Properties. The project architect, who is listed with the California Office of Historic Preservation (a.k.a S.H.P.O.) as a consultant with the qualifications to perform historic evaluations in compliance with federal and state environmental laws, provided the attached correspondence regarding the Secretary of the Interior's Standards as they relate to the Sunset Center Theater Project. Staff concurs that the proposed project appears to meet all Standards, including building element scale and massing and addition differentiation.

VI. RECOMMENDATION

Approve the application subject to the attached conditions of approval.

CITY OF CARMEL-BY-THE SEA

DEPARTMENT OF COMMUNITY PLANNING AND BUILDING

SUNSET CENTER THEATER PROJECT CONDITIONS OF APPROVAL  
AMENDED AND APPROVED 5/18/00

DR 00-03/Sunset Center Theater Project  
Blocks 97 and 110

18 May 2000

CONSIDERATION: Approval of exterior alterations to an existing structure located in the A-2 District.

1. The project shall comply with the plans dated 21 April 2000, except as amended by any Special or Standard Conditions. Any future changes in the project may require rereview and approval by the Planning Commission with recommendations from the Historic Preservation Committee and/or the Forest and Beach Commission.
2. The project shall return to the Planning Commission for final design approval on exterior details such as colors, lighting, public way design, landscaping, decorative features, trash and recycling containers, and shall include an update of the mitigation reporting and monitoring plan.
3. The project shall place all utilities to serve the project including construction of off-site improvements, as necessary, to connect to existing utility facilities. All utilities shall be installed underground. Existing meters and vaults located in the sidewalk at the perimeter of the site shall be relocated on-site and shall be screened from the public right-of-way. All spaces shall be equipped with ultra-low flow water fixtures as defined by the Monterey Peninsula Water Management District. Any required Fire Department connections shall be concealed within an exterior wall so that only the heads are revealed. Any post indicator valves shall be concealed in a niche or behind landscaping.
4. The project shall obtain a Coastal Development Permit from the California Coastal Commission prior to issuance of any Building Permits for project demolition or construction and shall submit a copy of the approved permit and any conditions and staff reports prepared by the California Coastal Commission.
5. The project shall obtain a Building Permit authorizing any demolition or construction prior to commencing any demolition or construction. The project shall be constructed in conformance with all requirements of the Municipal Code. All adopted building and fire codes shall be adhered to in preparing the construction drawings.
6. All trees on the site shall be protected during demolition by methods approved by the City Forester.

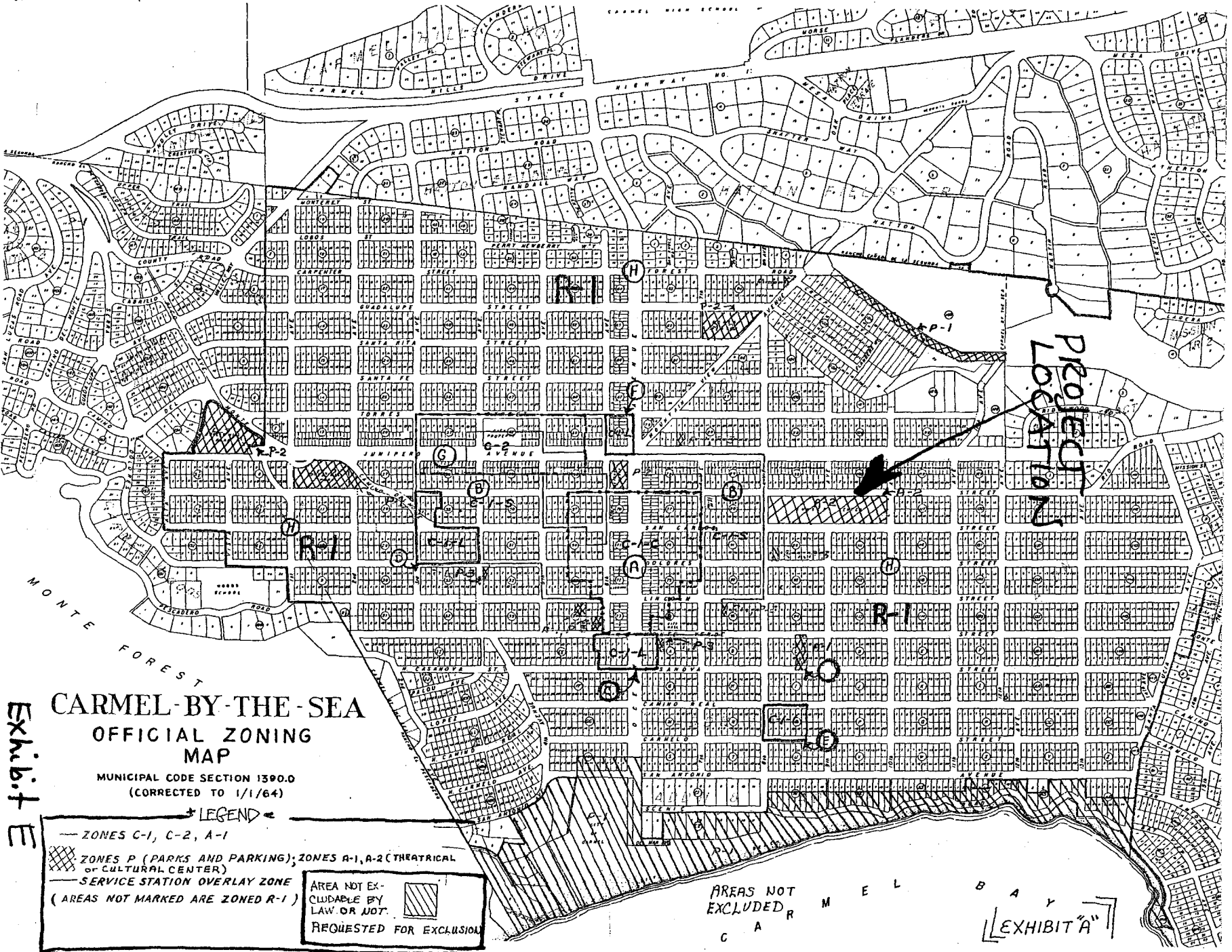
7. Any grading on site and any disposal of excavated materials from the site shall conform to a plan approved by Building Official.
8. No trees shall be removed on the site until the project has obtained approval from the Forest and Beach Commission. The removal of trees from the site shall not occur until a final landscaping plan has been approved by the Planning Commission.
9. The project shall incorporate all mitigation listed in the EIR Addendum (except the mitigation that is no longer required because of alterations to the project scope) as approved in City Council Resolution 99-64.
10. Exterior lighting shall be limited to 25 watts or less per fixture and installed to maintain public safety. No landscape lighting or architectural design lighting or up-lighting is permitted.
11. The project shall eliminate no more than one (1) parking space on the west side of Mission Street for a loading zone.
12. The final landscape plan shall specify proposed plant species, container size, irrigation system to be installed, courtyard materials, and walkway lighting.
13. The proposed chain link fence around the relocated garbage enclosure shall be replaced with a wood fence the design for which is consistent with the City's Residential Design Guidelines.
14. A sample of the proposed roof material, exterior color(s), railing(s) application, and Carmel stone wainscot lay-up pattern shall be available during final design review before the Planning Commission.

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3-00-096 Sunset Center Theater

Exhibit E  
Exemption Map  
3-00-096



**CARMEL-BY-THE-SEA  
OFFICIAL ZONING  
MAP**

MUNICIPAL CODE SECTION 1390.0  
(CORRECTED TO 1/1/64)

**LEGEND**

- ZONES C-1, C-2, A-1
- ▨ ZONES P (PARKS AND PARKING); ZONES A-1, A-2 (THEATRICAL or CULTURAL CENTER)
- SERVICE STATION OVERLAY ZONE (AREAS NOT MARKED ARE ZONED R-1)
- ▨ AREA NOT EX-CLUDABLE BY LAW OR NOT REQUESTED FOR EXCLUSION

AREAS NOT  
EXCLUDED

EXHIBIT "A"

**Exhibit F**

**Tree Survey for Sunset Center Theater Project  
(Revised from Adaptive Reuse Plan)**

Diameter	Tree Type				Total
	Oak	Monterey Pine	Monterey Cypress	Other	
2-5		3	1		4
6-11	4	13		4	21
12-19		2		5	7
20-23		3			3
24-29		1			1
>29		2	1		3
Total	4	24	2	9	39

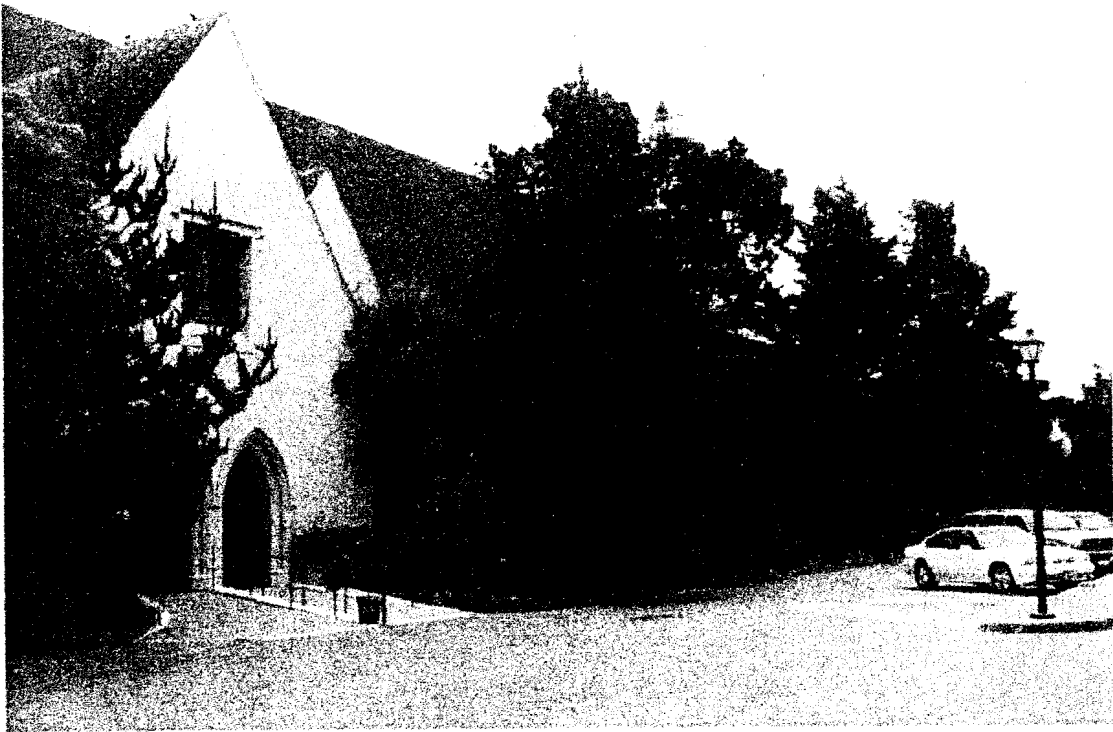


Photo 1. View of existing Sunset Center main entrance and central parking area.



Photo 2. View toward southern end of existing Sunset Center from central parking area.

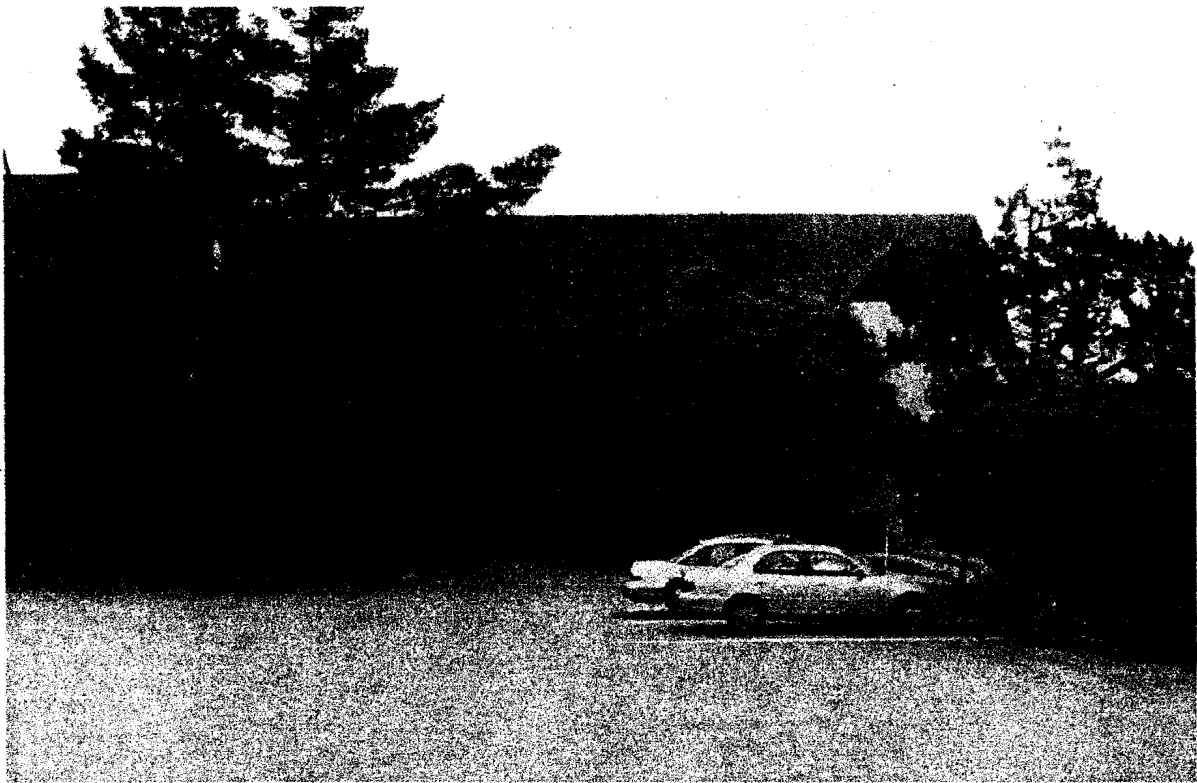


Photo 3. View of south end of Sunset Center (backstage area) from central parking area.



Photo 4. View of Sunset Center from Mission Street and 10th Avenue intersection (looking north).

# 1 Pine Cone

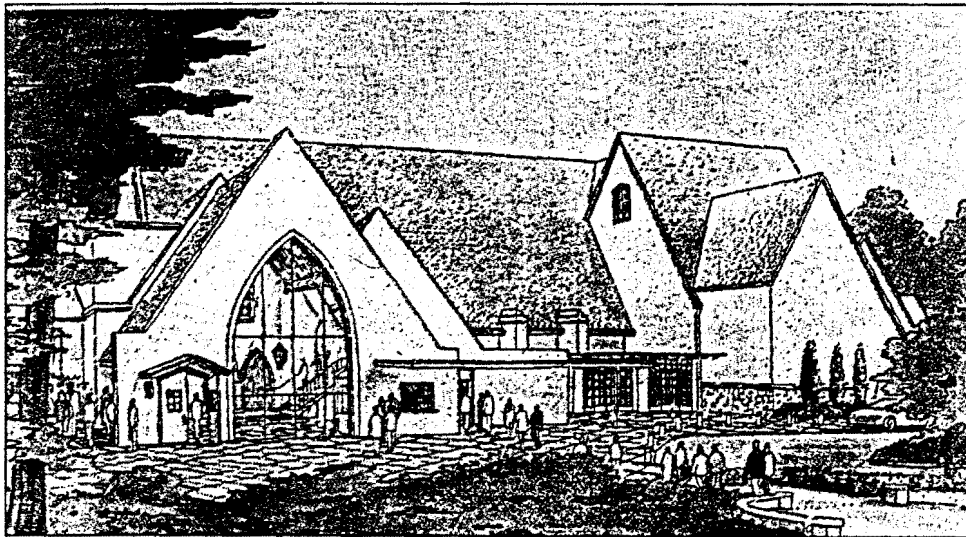
w.carmelpinecone.com

PAID  
CARMEL, CA  
Permit No. 149

August 4-10, 2000

ARTS AND OPINION SINCE 1915

## Sunset Theater funding nears \$16.5 million goal



The Sunset Theater renovation as it is expected to look in the year 2002. Entrance from a paved and landscaped forecourt will be through a new lobby extended 39 feet from the historic double doors. The arches leading into the theater will be framed dramatically by the new foyer's large proscenium arch-shaped window (at left, above.)

### *Final contributions needed as town gets first look at new theater's details*

By MARGOT PETIT NICHOLS

FUNDRAISING FOR renovation of the tattered Sunset Theater has now reached nearly 80 percent of its \$16.5 million goal.

With evident pleasure, William Doolittle this week showed the first color renderings of the building's proposed exterior and expanded lobby, even as he announced that \$13.1 million is now in hand or pledged toward the project just 12 months into the fundraising campaign.

Doolittle, chairman of the Campaign for Sunset committee for Sunset Center for the Arts — the private nonprofit organization formed to raise renovation funds — told The Pine Cone, "Our goal now is to have commitments for the balance of the money,

which is about \$3.4 million, prior to the start of construction in mid-2001."

Doolittle said an outright gift of \$1 million plus a \$2 million challenge grant from The David and Lucile Packard Foundation was responsible for getting the the campaign going. The challenge has been met and added to the \$5.1 million raised from individuals and other local foundations. Five million dollars from the City of Carmel-by-the-Sea bring the total to \$13.1 million.

Doolittle said the committee will now begin work on matching a \$400,000 challenge grant from an anonymous Carmel philanthropist, adding, "It's exciting to have such confidence expressed in this theater project."

The announcement came as The Carmel Bach Festival — which uses the Sunset Theater as its prime performance venue — entered its final week. Half of the its audience comprises dedicated festival-goers from out of town. Davis Factor, chairman of the leadership division of the fundraising

See *SUNSET CENTER* page 6A

Exhibit H  
Pg 1 of 2  
News Clippings  
3-00-096

# SUNSET CENTER

From page 1A

campaign, said that having them in town is "the perfect opportunity to match the \$400,000 challenge."

## A facility to match the artistry

"Once this project is finished," Doolittle said, "we will have a facility, a home [for the performing arts] that matches the artistry. We have world-class performances here, and we will have a facility we will be proud of and the artists will be proud of using; it will be user-friendly from both the performers' and the audiences' points of view."

While the Carmel Bach Festival has been performing in the Sunset theater since 1935 when it was still the city's elementary school auditorium, the Carmel Music Society presentations there predate Bach performances by four years; as soon as the auditorium was built in 1931 the music society began bringing in world-renowned musicians, singers and other performers to appear there. The Monterey Symphony has performed in Sunset Theater continuously since 1945, Chamber Music Monterey Bay since 1967 and Performance Carmel since 1991. More recently, the three-year-old Carmel Performing Arts Festival has used the theater

for many of its presentations.

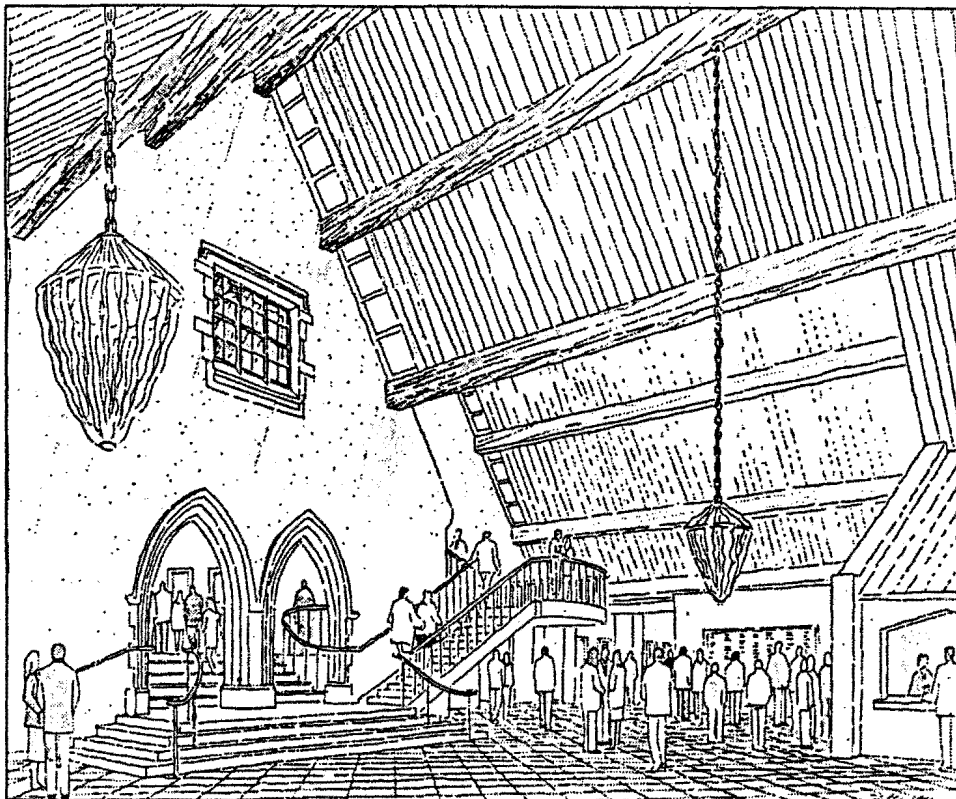
Other area groups that rely on Sunset Theater include the Mozart Society of the Monterey Peninsula, Carmel Ballet Academy, Carmel Unified School District and Ariel Productions.

## New venue during renovation

Construction of the new Sunset Center theater will take about a year and a half. Festival organizers have completed a deal to rent the Naval Postgraduate School's Barbara McNitt ballroom in Monterey for five weeks in 2001 and 2002, accommodating rehearsal time and the three-week festival of performances.

Maestro Bruno Weil — who leaves his native Germany each year to preside over the Carmel Bach Festival as music director and conductor — said because the Bach repertoire is basically written for the church, "the sound [in the ballroom] will be wonderful for the next two years. It won't be a hardship." He said he was pleased with a rehearsal held there recently and that a stage will be built in the ballroom and a shell installed to focus the sound.

Nancy Doolittle, president of Sunset Center for the Arts, said that the last performances scheduled in Sunset Theater are at the end of April 2001. Reconstruction can begin at that time if the funds have been raised and the construction documents finished.



RENDERINGS BY ARCHITECTURAL RESOURCES GROUP

Inside the spacious foyer with exposed-timber ceiling, visitors will enter the theater proper through the arched doors, as they have done for the past 69 years. The balcony will be accessible from the foyer through a graceful staircase and via an elevator situated to the far left (not shown). Foot-wide skylights — at the juncture of the old wall and the new lobby — will illuminate the historic double-arched doors, making them the foyer focal point.

Exhibit H  
Pg 2 of 2  
News Clippings  
3-00-096