CALIFORNIA COASTAL COMMISSION

CENTRAL COAST DISTRICT OFFICE 725 FRONT STREET, SUITE 300 SANTA CRUZ, CA 95060 (831) 427-4863

Th6b



Corrected Report dated 1/24/02; please replace in your packet.

Filed: 180th day: Staff: Staff report: Hearing date:

10/16/01 04/14/02 MW-SC 01/16/02 02/07/02

RECORD PACKET COPY

COASTAL DEVELOPMENT PERMIT APPLICATION

Application number3-01-079, Lubic

Applicant......Michael Lubic

Project location......3 northeast of 13th on Lincoln (Block 136, Lots: part of 16 and 18), City of

Carmel-by-the-Sea, Monterey County (APN 010-171-09). See Exhibit 1.

Project descriptionDemolition of existing 790 square foot single-story residence and a 126 square

foot detached garage (916 sq ft total) on a 4,500 square foot lot, to facilitate construction of a one-story 1,980 square foot residence and detached garage.

File documents......Categorical Exclusion E-77-13 for City of Carmel-by-the-Sea; Design Study,

Demolition permit, and Variance findings: DS 01-28 / RE 01-26 / VA 01-5.

Staff recommendation ... Approval

Summary: Carmel is a very popular visitor destination as much for the style, scale, and rich history of its residential, commercial, and civic architecture, as for its renowned shopping area, forest canopy and white sand beach. Carmel is made particularly special by the character of the residential development within its City limits. Homes are nestled into the native Monterey pine/Coast live oak forest on a grid of streets that is executed in a way to yield to trees more than to engineering expediency. This is the context for Carmel's community life and its built character.

The proposal raises questions as to whether this project would protect Carmel's special community character consistent with the Coastal Act Section 30253(5). In particular, the project will result in a significant change in architectural character on the site and increase the overall site coverage. For example, the existing house (and garage) is a single-story 916 square foot residence of board and batten design. The existing house is 14.5 feet tall. The floor area ratio of the small cottage is roughly 20%. Site coverage is 1,418 square feet. The existing structures are surrounded by numerous coast live oaks, with two Monterey pines and one redwood in the public right-of-way along Lincoln. By contrast, the proposed replacement structure (and garage) is a single-story 1,980 square foot residence. The proposed floor area ratio is 45%, site coverage is 2,430 square feet, and overall height is 18 feet. Exterior materials are wood and stucco. The roof form is more complex than the existing structure, with numerous roof planes.

On-the-other-hand, the proposed replacement structure is also single-story and thus, will not appear large



California Coastal Commission February 7, 2002 Meeting in San Diego

Staff: Michael Watson Approved by: Color G:\Central Coast\STAFF REPORTS\2. CCC Meeting Packet\02\02\03-01-079 Lubic Demo.doc

or dominating as viewed from the west, Lincoln Street, elevation. Because of its unique design and use of space, the proposed new house will appear from the street to be cottage-like with moderately steep roof pitch, exposed rafter tails, a wood shake roof, and non-clad wood windows. Although the proposal results in an increase in height to 18' overall, the design uses the slope of the lot to absorb the height without the appearance of an overly large residence. Furthermore, even though the size of the replacement home and appurtenances represent a 116% increase in square footage and a 71% increase in site coverage, the design manages to preserve all but one of the trees. The trees are the most significant character feature of the lot. A variance to the front yard setback for the detached garage has been granted to avoid removing trees. Thus, although the proposed development will result in a change of character at this site, on balance the proposed design is sensitive to site characteristics and maintains the overall ambience of the site as viewed from Lincoln Street.

The cumulative impacts of demolitions like this are also a concern. In the past 16 months, staff has received and processed more than 40 applications for demolitions in Carmel. The Commission continues to receive 2 applications per month for demolitions in Carmel. By demolishing the subject structure as proposed, its overall contribution to community character will be forever lost. Similarly, because community character has not yet been clearly defined, the overall cumulative effect of demolitions on Carmel's character is unclear.

According to the Historic Evaluation Report prepared by William Salmon, a licensed historic architect, the existing cottage was built in 1923 at a cost of \$1,500. The exterior and interior of the house have been extensively modified over the years. Modifications include, additional bedrooms, a sun-room, laundry, and breakfast nook at the North, West and East elevations. As a result of these changes, the structure no longer retains enough of its original integrity to convey a sense of its historic past and context. The report also maintains that although built in 1923, it does not represent the early development of Carmel-by-the-Sea in any respect. In fact, most early residential development in Carmel was small in scale and unpretentious, just as this cottage is. The use of natural materials and uncomplicated architecture design are traits indicative of early residential development and the existing small cottage. Thus, though staff does not fully agree with the City's characterization of the existing cottage, it does acknowledge that the structure now reflects the many owners it has had since 1923. As such, the existing structure is not a good representative of the Arts & Crafts structures typical of the early 1900's.

Accordingly, the combination of design, use of natural materials, sensitivity to site characteristics, and architectural detail preserves much of the existing street ambience. Furthermore, the existing cottage has been modified extensively since its inception and thus, retains little of it original integrity. The project does not impact visual resources, or coastal access, nor will it prejudice the completion of an LCP consistent with the Coastal Act. Therefore, the project is consistent with the policies of Chapter 3 of the Coastal Act.



Staff Report Contents

1	Staff Recommendation on CDP Application	
· 2	Recommended Findings and Declarations	
- -	A. Project Location and Description	
	B. Standard of Review/LCP History	
	C. Community Character	
	Carmel's Community Character	
	Cumulative Community Character Impacts	
	Prejudice to LCP Planning Efforts	
	Specific Project Impacts and Coastal Act Consistency Analysis	
	Conclusion	
	D. California Environmental Quality Act (CEQA)	
3.	Exhibits	
	Exhibit 1: Site Maps	
	Exhibit 2: Site Photos	
	Exhibit 3: Site Plan and Elevations	
	Exhibit 4: Historic Evaluations	
	Exhibit 5: Correspondence	

1. Staff Recommendation on CDP Application

The staff recommends that the Commission, after public hearing, **approve** a coastal development permit for the proposed development subject to the standard conditions below.

Motion. I move that the Commission approve Coastal Development Permit Number 3-01-081 pursuant to the staff recommendation.

Staff Recommendation of Approval. Staff recommends a **YES** vote. Passage of this motion will result in approval of the coastal development permit as conditioned and adoption of the following resolution and findings. The motion passes only by affirmative vote of a majority of the Commissioners present.

Resolution to Approve a Coastal Development Permit. The Commission hereby approves the coastal development permit on the ground that the development as conditioned, will be in conformity with the policies of Chapter 3 of the Coastal Act. Approval of the coastal development permit complies with the California Environmental Quality Act because either: (1) feasible mitigation measures and/or alternatives have been incorporated to substantially lessen any significant adverse effects of the amended development on the environment; or (2) there are



no feasible mitigation measures or alternatives that would substantially lessen any significant adverse effects of the amended development on the environment.

2. Recommended Findings and Declarations

The Commission finds and declares as follows:

A.Project Location and Description

The applicant proposes to demolish an existing single-story residence and detached garage (916 square feet) and construct in its place, a one-story 1,980 square foot single family residence on a 4,500 square foot lot on the north east side of Lincoln between 12th & 13th Avenue in the City of Carmel-by-the-Sea. The proposal also includes 450 square feet of walkways, decks, patios, and porches. Overall height for the new structure is 18 feet. A 14'variance from the front yard setback requirement was necessary to accommodate the detached garage at the Lincoln Street elevation. Total site coverage is estimated at about 2,430 square feet. The proposed design of the structure incorporates varying shapes and offsets such as an octagon-shaped dining room up front and 3 offset bedroom wings towards the rear of the property. The roof design reflects this complexity with numerous roof planes. Exterior materials include stucco walls, non-clad wood windows, and a wood shake roof.

According to the submitted Historic Evaluation report, the proposed structure to be demolished was constructed in 1923 at a cost of \$1,500. It is built of single-wall construction with a front facing medium-pitched gabled roof. Siding is board and batten. The front gable has a bay window with a fixed sash.

The site has a slight grade of approximately 5% from east to west. An unimproved right-of-way exists on the west frontage adjacent to Lincoln Street and supports several trees including two Monterey pines, three coast live oak, and one redwood. Numerous other coast live oaks are spread over the lot. One 10" coast live oak is to be removed.

B.Standard of Review/LCP History

The entire City of Carmel falls within the coastal zone, but the City does not yet have a certified LCP. 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 that addressed the beach-fronting properties provisions, but that 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 and so the LUP remains uncertified.



The LCP zoning or Implementation Plan (IP) was certified by the Commission with suggested modifications on April 27, 1984. However, the City did not accept the suggested modifications and so the IP, too, remains uncertified.

Predating the City's LCP planning efforts, the Commission authorized a broad-ranging categorical exclusion within the City of Carmel in 1977 (Categorical Exclusion E-77-13). E-77-13 excludes most types of development not located along the beach and beach frontage of the City from coastal permitting requirements. The proposed development, however, is not excluded under Categorical Exclusion E-77-13 because (1) it involves demolition, and (2) it requires variances greater than 10% of the applicable standards under the City's Zoning Ordinance. As mentioned above, the applicant has received a 14-foot variance to the front yard setback requirement for the garage, which is approximately 93% greater than the City's applicable standard.

The City is currently working on a new LCP submittal (both LUP and IP), funded in part by an LCP completion grant awarded by the Commission. This current City effort is focused on protecting the significant coastal resources found in Carmel, including the spectacular public beach and recreational amenities along the City's frontage, the urban forest that uniquely identifies Carmel as the City within the trees, the substantial riparian and habitat areas (such as Mission Trails Nature Preserve and Pescadero Canyon), and the unique community and visual character of Carmel as exhibited by the style, scale, and rich history of its residential, commercial, and civic architecture. Taken as a whole, these resources combine to form the special character of Carmel; a character that is separately a significant coastal resource worthy of protection in its own right. The City submitted its LCP to the Commission on December 20, 2002. Staff is in the process of reviewing the submittal and filing it for formal Commission action.

Unless and until the Commission has certified any future City LCP submittals, the Commission retains coastal permitting authority over non-excluded development within the City. As a result, although the City's current ordinances and policies can provide context and guidance, the standard of review for this application is the Coastal Act.

C. Community Character

The current project raises doubts about its consistency with Coastal Act Section 30253(5), which protects and preserves the character of special communities and neighborhoods. Coastal Act Section 30253(5) states:

Section 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.

Sections 30251 of the Coastal Act adds further protection to the scenic and view qualities of coastal areas:



Section 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.

Carmel's Community Character

Carmel, is a very popular visitor destination, known as much for the style, scale, and rich history of its residential, commercial, and civic architecture, as for its renowned shopping area, forest canopy and white sand beach. The City is considered a "special community" under the Coastal Act due to its unique architectural and visual character. It is often stated that Carmel, along with such other special coastal communities as the town of Mendocino, is one of the special communities for which Coastal Act Section 30253(5) was written. Indeed, Carmel has been, and remains today, a spectacular coastal resource known the world over as an outstanding visitor destination.

In particular, as a primarily residential community, the web of residential development in Carmel plays a key role in defining the special character of the City, as various architectural styles present reflect the historical influences that have existed over time. Carmel is distinctly recognized for its many small, well-crafted cottages. These modest, sometimes quaint residences are associated with the era in which Carmel was known for its resident artists and writers, and functioned as a retreat for university professors and other notables. These little homes were nestled into the native Monterey pine/Coast live oak forest, on a grid of streets that was executed in a way that yielded to trees more than to engineering expediency. This was the context for Carmel's community life and its built character.

The demolition and replacement of existing residential buildings in Carmel, such as this project, have great potential to alter this special community character protected by the Coastal Act. In particular, these projects raise questions as to (1) whether or not an existing house represents the historical, architectural, scale, and environmental character of Carmel; and (2) if a replacement house detracts from Carmel's character because of a modern design, tree removal, proposed house size, or other characteristics.

The impacts of a residential demolition on community character can depend on a variety of factors. For example, there are a number of cases where a house or houses were demolished and a single, much larger house constructed on the site. In other instances, a single house straddling a lot line has been demolished and two new, smaller houses were constructed. In either of these types of instances, the character of Carmel may or may not be preserved, depending on the context, but it is certainly changed, either through the increase in residential density or a change in mass and scale. The size of a house is one aspect of Carmel's character, but not all existing houses in Carmel are small. However, because the lots are almost all relatively small, about 4000 square feet, the general pattern of development is one of smaller houses.



The architectural style of houses in Carmel is another aspect of the City's character. Many of the houses were built in the first quarter of the century in the Craftsman style; others resemble houses that might be found in an English village. Modern style houses, while they do exist, are not prevalent in Carmel. A residential demolition and rebuild project can both remove a structure that expresses the community character, and result in a new structure that may not reflect the surrounding neighborhood character.

A third aspect of Carmel's character is the pine and oak dominated landscape. Although the forest landscape is not all natural – there has been enhancement over the years by tree planting – it pervades the City and is a defining characteristic of Carmel. Demolition often can result in tree damage and/or removal. New construction after demolition also may result in the loss of trees, especially if a new structure is built out to the maximum allowed by the zoning. And, the potential for the growth of the next generation of trees is reduced in proportion to the increase in hardscape because there is less room for seedlings to get started.

The historic resource value of a structure is another important factor to consider when evaluating impacts to community character. In general, structures greater than 50 years old may be considered historic, depending on the results of a specific historic resource assessment. In some cases, depending on the persons associated with a structure, or the significance of a structure to Carmel's local history, a building may be deemed to be a historic resource by the City, the State Office of Historic Preservation, or other public agency. The Carmel Preservation Society also may have identified a structure as an historic structure, or a structure may be eligible for listing in the California Register of Historical Resources (CRHR), particularly if it is found to be a contributing element of the potential District One historical district in Carmel. (One consideration in the City's development of its LCP is the creation of historic districts. The City is assessing the viability of establishing a historic district where a critical mass of historical structures are known to exist. Structures located within one of these districts would be preserved and recognized for their contribution to the historical character of Carmel.) Finally, individual structures may be historically significant because they convey the design principles of a distinctive artistic or architectural style, such as the Arts and Crafts movement, which is typical in Carmel. The landscaping of a site may also be part of such a style.

Cumulative Community Character Impacts

Recent trends in demolitions also raise concerns about the cumulative impacts of individual projects on Carmel's community character. It is important, therefore, that the effect of this particular demolition/rebuild be evaluated within the context of the larger pattern of demolition and rebuild over the years in Carmel.

Over time, the character of Carmel has been changing as its older housing and commercial stock makes way for new, usually larger in size and scale, developments. According to the Commission's permit tracking database, approximately 650 projects involving development have received coastal development permit authorization in Carmel since 1973. The overwhelming majority of these involved residential development of one sort or another ranging from complete demolition and rebuild to small



additions to existing structures. It is likely that this number undercounts this trend inasmuch as the Commission's database was created in 1993 and, while every effort was made to capture archival actions, the database may not reflect every single such action taken. In addition, due in part to the City's categorical exclusion, it is not clear how many projects involving substantial remodel (but not complete demolition) have taken place over the years.

In contrast, the Commission's database for the period since 1990 is fairly robust. Since 1990, there have been roughly 185 coastal permit applications in Carmel. Of these, approximately 150 projects (or over 80%) involve some form of demolition, rebuilding and/or substantial alteration of residential housing stock in Carmel. This comes out to roughly 14 such residentially related projects per year since 1990; nearly all of these have been approved. Other than the three year period from 1992 – 1994 when a total of 13 applications were received, the number of development proposals in Carmel had been fairly constant until 2000. However, in the year 2000 alone, the Commission had received 44 applications; a full quarter of all applications received by the Commission for development in Carmel in the last decade. Of these 44 applications received in the year 2000, 33 of these involved some form of demolition, rebuilding and/or substantial alteration of residential structures. Thus far, in 2001, 24 applications have been received; 16 of these involved residential demolitions/alterations. Clearly the trend for demolition/rebuild/substantial remodel has been magnified in current years as demand for Carmel properties has outstripped the limited supply represented by the approximately 3,200 parcels within the boundaries of this small town. As this trend has continued, it has become increasingly difficult to conclude that the demolition of residential structures is not significantly changing the unique character of Carmel.

Prejudice to LCP Planning Efforts

In addition to the direct concerns with whether a particular demolition is consistent with Coastal Act Section 30253(5), there is real concern that the individual and cumulative impact of changes in community character, primarily through the approval of residential demolitions, in the City of Carmelby-the-Sea may prejudice the City's efforts to prepare and complete a certified LCP that is consistent with the Coastal Act. The Coastal Act provides in Section 30604(a):

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 Chapter 3 (commencing with Section 30200) 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 Chapter 3 (commencing with Section 30200). A denial of a coastal development permit on grounds it would prejudice the ability of the local government to prepare a local coastal program that is in conformity with Chapter 3 (commencing with Section 30200) shall be accompanied by a specific finding which sets forth the basis for that conclusion.

It is not entirely clear whether and to what extent the history of demolition/rebuild/remodel has altered the special community character aesthetic of Carmel that is protected by the Coastal Act. The Commission has not undertaken a formal cumulative impact assessment of such a trend to date. There is



little doubt that structures within the City have generally been getting larger, and that many structures of at least some individual historical and other value have been demolished. The difficulty is that the Commission cannot necessarily ensure that continuation of residential demolitions and rebuilds will protect Carmel's community character. In other words, such projects may be prejudicing the City's completion of an LCP that is consistent with the Coastal Act.

Part of the reason for this is that although the elements that define the City's community character can be generally described (as discussed above; e.g., "the City in the forest", architectural style, historic value, scale, etc.), there has yet to be completed a comprehensive assessment and articulation of how all of these factors interact to define Carmel's character. Although individual projects may raise many concerns, depending on the facts of the structure, the nature of the proposal, the context of the development, etc., there are no planning standards and ordinances that provide a clear framework for whether a project meets the requirements of the Coastal Act – i.e., to protect the special community character of Carmel.

To implement the community character protection requirements of the Coastal Act, the Commission has always emphasized the importance of having local communities define their community character through a local planning process, so that a Local Coastal Program, when certified, will meet both the community's vision and understanding of its character, and the requirements of the Coastal Act. Although the Coastal Act provides a more general statewide policy framework for protecting community character, the details, for example, of whether particular types of structures should be deemed to be historic, or whether certain architectural styles reflect the character of a community, need to be developed through a local planning process such as that provided by the LCP process of the Coastal Act.

As mentioned earlier, the City of Carmel is currently finishing up a community planning process to determine, among other things, the basis for defining Carmel's community character, and ways to protect and preserve that character consistent with the Coastal Act. The City submitted both a Land Use Plan and an Implementation Plan to the Commission for review on December 20, 2001. However, until such a time when the LCP is certified, Coastal Act Section 30253 requires that individual projects not have direct or cumulative adverse impacts on Carmel's character; and Section 30604 requires that individual projects not raise significant concerns about consistency with Section 30253, lest they prejudice the completion of an LCP consistent with the Coastal Act. As discussed above, the cumulative residential demolition trend in Carmel has made it increasingly difficult to conclude that these projects are not significantly changing the special community character of Carmel. Although each project must be judged on its individual circumstances, the cumulative context necessarily shapes these judgements, precisely because the community character of a place is in part the sum total of its parts.

Because the more specific features that define Carmel's character, as well as their relative significance, is yet to be decided, it is important to focus on measures of significant change to community character so that the completion of an LCP consistent with the Coastal Act is not prejudiced. Thus, the Commission can be assured that projects that do *not* result in significant changes in the various features of Carmel's community character, will not prejudice the completion of an LCP consistent with section 30253. Examples of such measures of change in community character include the following types of questions:



Would the proposed project:

- Result in a 10% or greater increase in the gross square footage, height, or footprint (site coverage) from that which is currently present (the 10% measure reflects the standards of the Coastal Act for evaluating replacements of structures destroyed by a disaster (section 30610))?
- Result in the removal of any significant (i.e., 6" or greater in diameter) native pine, willow, cypress, or oak trees? Or, even if no trees are removed, involve sufficient limb removal to be a significant loss of forest canopy?
- Involve a structure greater than 50 years old for which the City has not performed a historic resource assessment (i.e., the potential historic value of the structure is uncertain)?
- Modify a structure deemed to be a historic resource by the City, the State Office of Historic Preservation, the Carmel Preservation Society, or other public agency or knowledgeable entity (since the value of the historic resource within the context of the community has not yet been defined, the demolition of such structures may prejudice the LCP)?
 - Not identify a City-approved replacement structure (i.e., the project is a "speculative" demolition and thus by definition has an uncertain impact on community character)?
- Facilitate an increase in residential density (a common type of application is to demolish one house that straddles two parcels, to allow a replacement house on each parcel)?
- Facilitate replacement of traditional architecture style in favor of contemporary or modernistic styles (from the visitor's perspective, rustic cottage and Craftsman styles are those most likely representative of Carmel's architectural traditions)?

Specific Project Impacts and Coastal Act Consistency Analysis

As discussed below, the proposed demolition and rebuild raises concerns about consistency with Coastal Act section 30253(5).

The c. 1923 structure is a modest Carmel cottage of board and batten architectural design. The size, scale, and height of the existing structure are well below the City's current allowable maximum standards (not certified by the Commission). The dominant features of the site are the slight slope of the lot and the mature trees growing on the property and in the City right-of-way. The right-of-way supports several trees considered to be valuable for the neighborhood forest including two Monterey pines (13" and 16"), three coast live oak (6", 9", and 11") and one redwood (6"). Several other coast live oaks near the southwest corner of the property also provide screening of the front of the house.

As mentioned above, the structure does not qualify as a historical resource under state or federal criteria for Historic Preservation, because it has been remodeled many times. Still, it exhibits many of the architectural qualities and site characteristics for which Carmel is well known. It is a Craftsman home of



simple design, surrounded by trees. See Exhibit 2. The structure blends in with, and is subordinate to, the dominant site features rather than overriding them. It is modest in size and scale, and height. The house is 790 square feet. There is a detached garage structure at the rear of the parcel, which is 126 square feet. Setbacks are 7 feet, 20 feet, 10 feet, and 15 / 48 feet at the north, east (rear), south and west (Lincoln Street) elevations. The west elevation setback has two measurements to account for the detached garage at the front of the property. Overall height is 14.5 feet. The cottage is constructed of natural materials and appears to be fairly well maintained. Staff could not discern from the applicant whether or not it is currently inhabited, though from the submitted photos, it appears to be so. If not for the substantial amount of remodel and additions over the years, the existing cottage might be considered a good representative of the early Arts & Crafts architectural movement.

Demolition of the existing house will almost certainly lead to some change in character at this site, particularly when considered in light of the size of the proposed replacement structure and displaced architectural style that will be facilitated by the demolition. In addition, when the cumulative impacts of demolitions such as that proposed here are considered, particularly the more recent increase in residential demolitions, it is difficult to conclude that this project would not contribute to a change the community character of Carmel.

The proposed development involves a City-approved replacement structure on a single lot. As a result, it will not increase residential density at the site. As mentioned above, the demolition will not involve a structure that qualifies as a historical resource. The structure has been modified many times, such that it no longer conveys a sense of its historical past and context. However, the proposed replacement structures are 116% larger in square footage, 3.5' greater in height, and will result in a 71% increase in overall site coverage. Further, it requires the removal of one significant tree —a 10" oak. The roof form is complex with numerous roof planes. Demolition will facilitate replacement of traditional architectural style in favor of modern or contemporary styles. See Exhibit 3.

As mitigation for these impacts, the applicant proposes to construct a new single-story house that is sensitive to the site characteristics and careful to preserve the existing street ambiance. The architectural design of the replacement structure is modern-eclectic, complete with an Octagon-shaped dining room and narrow entry that leads to offset bedroom wings. Design of the structure yields to the layout of the lot and the existing trees thereabout. Because of its single-story design and orientation on the wooded parcel, the proposed replacement structure will not appear large or dominating as viewed from Lincoln Street. Rather the house will appear cottage-like with a moderate roof pitch, exposed rafter tails, wood shake roof, and non-clad windows. Although the proposal results in an increase in height to 18' overall, the design uses the slope of the lot to absorb the additional height without the appearance of an overly large residence. Furthermore, even though the size of the replacement home and appurtenances represent a 116% increase in square footage and a 71% increase in site coverage, the design manages to preserve all but one of the trees. The trees are the most significant feature of the lot. The City granted a variance to the front yard setback for the detached garage and there are other examples in this neighborhood where a variance to the front yard setback has been granted to avoid removing trees. The remaining setbacks (rear, north, south) have been reduced to the minimum allowed, but screening of the new



structure will continued to be achieved by the abundance of trees remaining on the site. Thus, although the proposed development will result in a change of character at this site, on balance, the proposed design is sensitive to the site characteristics and maintains the overall ambience of the site as viewed from Lincoln Street. Table 1 illustrates the differences in the existing and proposed site characteristics.

TABLE 1

		• • •		
Lot Area (4,500sf)	Existing Structure	Proposed Structure	Difference	
Floor Area	916 sf*	1,980 sf*	116%	
Site Coverage	1,418 sf	2,430 sf	71%	
Height	14.5 ft	18 ft	3.5 ft	
Setbacks				
Front (Lincoln Street)**	15 / 48 ft	1 / 21ft	-14 / -27 ft	
Rear (East)	20 ft	3 ft	-17 ft	
North	7 ft	3.3 ft	-3.7 ft	
South	10 ft	3.3 ft	-6.7 ft	

^{*}Includes both house and detached garage / storage unit.

Although the City's Planning Code Findings are not certified by the Commission, they do provide important context for understanding the potential community character impacts of the project. In particular, Section 17.18.170, *Findings Required For Design Study Approval*, require that the City evaluate whether the submitted plans support adoption of the findings. Those findings in part, include:

- 1. the design is sensitive to site features including topography, slope, access, vegetation and the site's relationship to adjoining properties.
- 3. All improvements are designed to a human scale and a residential character, and the improvements will not appear excessively massive or dominating, as viewed from adjoining properties or from any public right-of-way.



^{**} Setback from detached garage and house.

9. The design is compatible with the character of the neighborhood and would not provide an incentive for construction on other sites that would be inconsistent with neighborhood character or the intent of the residential design objectives.

In its response to Design Study findings the Planning Commission concluded, "the proposed new residence substantially complies with the Residential Design Guidelines. Accordingly, no design study findings are checked "no."

Conclusion

Overall, as proposed, the demolition of the existing structure to facilitate construction of the new one-story residence may result in a change to the neighborhood's special character. Section 30253(5) of the Coastal Act requires that new development protect the character of special communities and neighborhoods. Whether or not this "change" is appropriate, has yet to be defined by the City of Carmel and the local community through the LCP process. The critical point is, will there be a significant change in community character with this project? If there are no significant changes in the various aspects that together make up community character in Carmel, the project can be approvable.

Similar to the Winterbotham remodel (3-01-081, Approved), the proposed development represents an increase in the size and height from the old to new building. However, the proposed design incorporates architectural styling that is sensitive to site characteristics in combination with varied offsets and rooflines to soften the appearance of the larger structure as viewed from the street. The design manages to preserve all but one of the existing trees and the project will not affect residential density. Thus, in the larger context of community character, even though the proposed final structure will be greater than 115% of the existing, more than 3.5 feet greater in height, and will result in a 71% increase in site covereage, the proposed demolition and rebuild will not significantly change the community character of the area. As such, the project as currently proposed is consistent with Section 30253(5) of the Coastal Act. Further, the proposed project will not otherwise impact public access or view opportunities to and along the coast. Therefore, the Commission finds that the proposed project is consistent with Coastal Act Policy 30604(a) in that approval of the project has been found consistent with Chapter 3 policies of the Coastal Act and will not prejudice development of the LCP in conformance with Chapter 3 policies of the Coastal Act.

D.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)(A) 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. The findings, incorporated by reference herein have discussed the relevant coastal resource issues with the proposal. Accordingly, the project is being approved without special conditions or the need to implement mitigating actions required of the Applicant by the Commission. All public comments received relevant to this application have been addressed either in these findings or in other correspondence. As such, the Commission finds that the proposed project will not have any significant adverse effects on the environment within the meaning of CEQA.

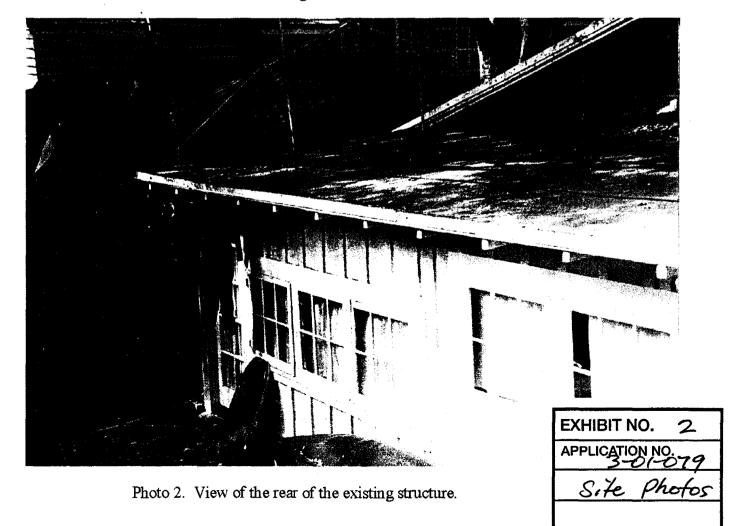


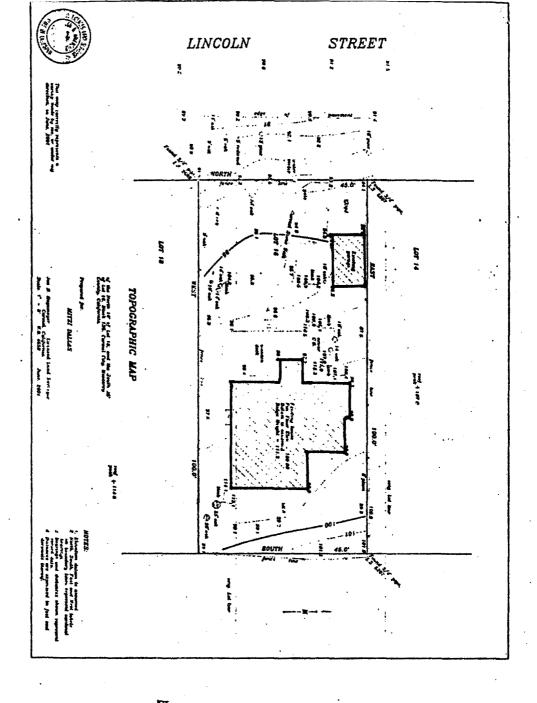


Parcel Map

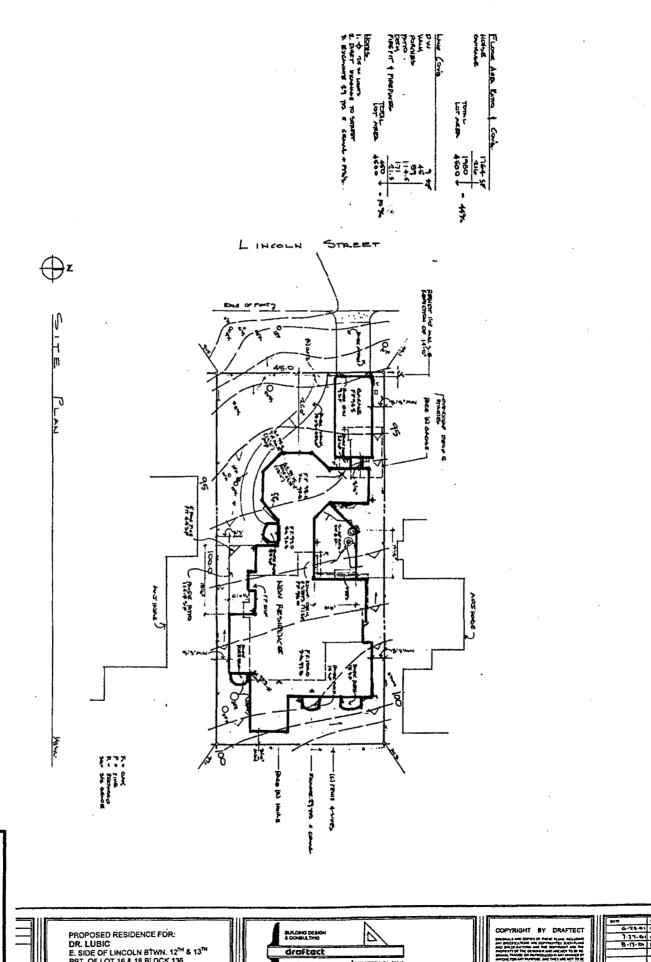


Photo 1. View of existing structure from Lincoln Street





APPLICATION NO. EXHIBIT NO. Site Plans PROPOSED RESIDENCE FOR:
DR. LUBIC
E SIDE OF LINCOLN BTWN. 12TM &
PRT. OF LOT 16 & 18 BLOCK 138
CARMEL BY THE SEA 1 -20%

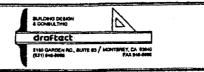


APPLICATION NO. 3-0/-079 Site Plans

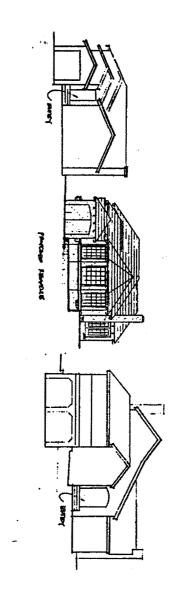
EXHIBIT NO.

W

PROPOSED RESIDENCE FOR: DR. LUBIC E. SIDE OF LINCOLN BTWN. 12TM & 13TM PRT. OF LOT 16 & 18 BLOCK 136 CARMEL BY THE SEA



Exist Street Elevinon Poin



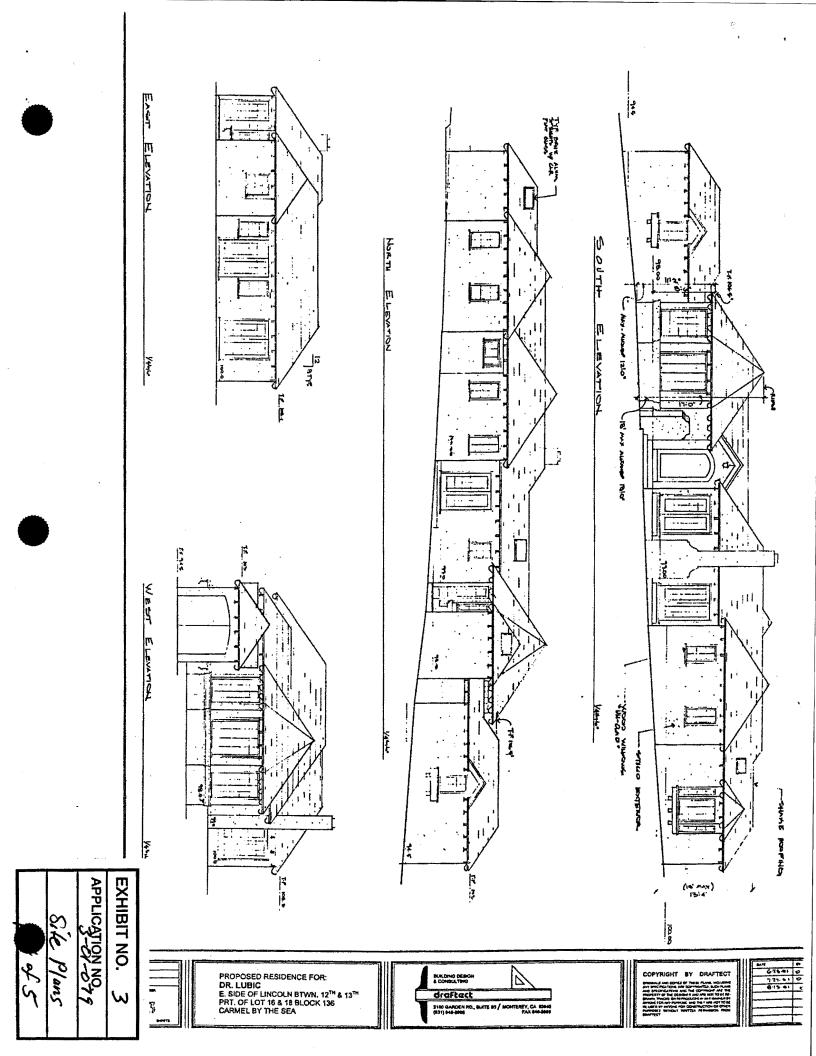
APPLICATION NO. 3

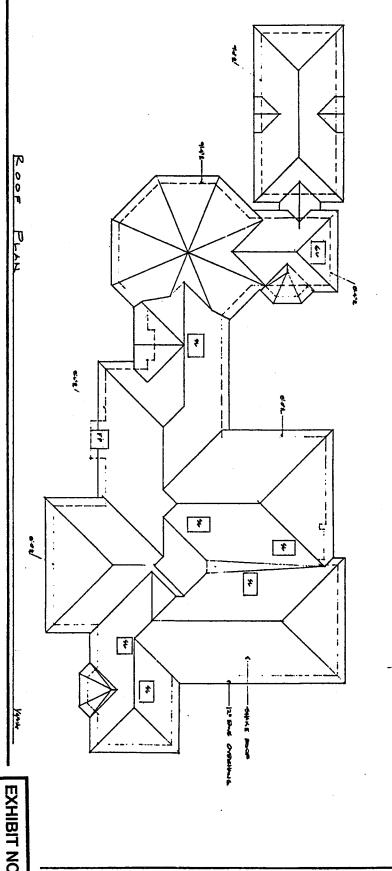
Sike Plans

0 3 of 5

PROPOSED RESIDENCE FOR: DR. LUBIC E. SIDE OF LINCOLN BTWN. 12[™] & 13[™] PRT. OF LOT 16 & 18 BLOCK 136 CARMEL BY THE SEA







PROPOSED RESIDENCE FOR: DR. LUBIC E. SIDE OF LINCOLN BTWN. 12TH & 13TM PRT. OF LOT 16 & 18 BLOCK 136 CARMEL BY THE SEA

draftact 2150 GARDEN RD., BUITE BS / MONTEREY, CA 80040 (831) 840-6000 FAX 640-8000

APPLICATION NO.75 EXHIBIT NO. 3

Site Plans
p 5 of 5

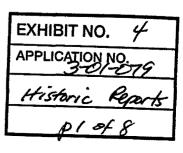
Historic Evaluation Report for

Dr. Lubic / Steve Dallas AP # 010-171-009 Block 136, Lot 16 (part) & 18. E/s Lincoln bet 12th & 13th

> Prepared for: Dr. Lubic / Steve Dallas P. O. Box 663 Carmel, CA 93921

> > July 12, 2001

Prepared by: William L. Salmon Historic Architect (C. 8291) P.O. Box 1369 Carmel Valley, CA 93924-1369



INTRODUCTION

This report has been prepared to determine if a potential exists to qualify the property under local, state or national standards as a historic resource. The owner wishes substantially alter or demolish the buildings on the property.

RESEARCH AND INVENTORY METHODS

Property Description / Location:

AP # 010-171-009 Block 136, Lot 16 (part) & 18.

Current Owner: Dr. Lubic

Property Address:

Block 136, Lot 16 (part.) & 18 (part.) E/s Lincoln bet 12th & 13th Carmel, CA 93921 Zone: R-1 (40 ft. X 100 ft., 4000 S. F.)

Description of Construction Methods and Materials:

Built: original house & garage, Permit # 574; Farrington, May 1923. Cost (est.) \$1,500

Permit # 1793; December 1926, new porch (5' X 20') construction.

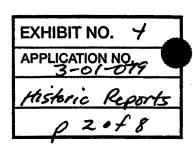
Owner / builder: N. M. Mendell (with day labor)

Box 207, Carmel, Calif.

Cost: \$400 (est.)

The house is a small almost square, one story, single wall wood frame structure, with a low pitched roof with asphalt shingles and rolled asphalt roofing. The exterior and interior of the house, according to documents on file at the City Panning Department, and as noted in the section titled "History of Property Changes" has been modified extensively. The original structure has been modified extensively over the years, with additional bedrooms, a sun-room, laundry and breakfast nook have been added to the North, West, and East sides of the building. These three definite building areas, cover three sides of the original tiny structure. A concrete perimeter foundation was added later. The original construction included a stone / brick fireplace, which is now inoperable due to severe deterioration. The windows are wood casement, type. The detached and undersized garage (144 s.f.) has also been converted to sleeping quarters. The front yard is partially landscaped.

History of property changes: (partial)



Permit # 74-41, demolition, addition of concrete foundation, deck, eave over front door. Permit # 75-1,2, 6 & 19; April 1975, Concrete foundation, deck, electrical work, hot water heater, plumbing, gas heater, termite repair.

Owner / Builder: Stanley B. Price, 129 Hillside, Piedmont, CA.

Permit #89-176; Aug. 1989, SFR remodel and addition, extend kitchen nook.

Owner: Shirley Price, Contractor: John M. Radon

Previous Studies

Carmel Preservation Foundation (CPF) Historical Survey, covered properties built between 1905 to 1940. The City Council of the City of Carmel-by-the-Sea has not, at this date, adopted the survey results. The CPF Survey although not complete, and largely prepared by volunteers, will be the starting point of a new historic study, now under contract. The house is not listed on the survey.

Site Visit

A site visit was conducted the month of June, 2001.

Historic Listings

Currently the property was not listed on the State of California Register of Historic Resources.

The City of Carmel is currently considering a draft Historic Preservation Chapter (17.41) To the City General Plan, for the purpose of the Protection, perpetuation and use of properties and neighborhoods of historic and architectural significance located within the City of Carmel-by-the-Sea that are of cultural, economic and aesthetic benefit to the City.

Potential Historic District

Previously four potential historic district areas have been identified by survey done in 1989, by the Carmel Architectural and Historical Survey, a volunteer committee. The concept of a historic district has not yet been adopted by the City. The property does fall within the boundary of a potential district, designated Number 1, on the City zoning map. A contributor to any potential district would need to pass the criteria for a potential historic resource to qualify by itself.

City of Carmel-by-the-Sea adopted policies:

The City adopted the City Council Resolution (2000-79), on 26 May 2000. A change to the Historic Preservation Chapter 17.41 (Criteria for Determination of Significance). The change created four categories of identifying historic properties, similar to the state of California Register of Historical Resources; Chapter 11.5, (5)(b).

A ruling by Monterey Superior Court Judge Robert O'Farrell (May 30, 2001) has reversed the adoption of this resolution. (Monterey Herald, May 31, 2001) This reconnaissance study will use the Historic Preservation procedures in the City's Municipal Code, prior to 26 May 2000 for analysis of the property in this report.

EXHIBIT NO. 4

APPLICATION NO. 9

3-01-079

Historic Reports
p 3 of 8

To qualify as a Historic Resource a resource shall be <u>fifty years old</u> or older and shall retain sufficient integrity to convey a sense of its past and historical context. In addition, a Historic Resource is required to meet either (1) the criteria for listing on the National Register of Historic Places; (2) criteria for listing on the California Register of Historic Resources or

City of Carmel by-the-Sea's Municipal Code, Chapter 17.41 (prior to May 2000) as described the Conclusion and Findings section below:

Evaluation / Application of the Criteria

The historic resources of the City of Carmel-by-the-Sea are defined by three categories: 1) single family houses 2) commercial buildings 3) landscape and public art.

The California Environmental Quality Act (CEQA) applies when there are local, state or national historic resources and when there is a discretionary project and equates a substantial adverse change in the property such as: demolition or alteration of the exterior.

Under CEQA the state's Criteria is as follows:

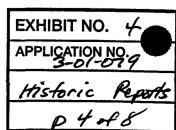
Types of Historical Resources and Criteria for Listing in the California Register of Historic Resources.

The criteria for listing historical resources in the California Register are consistent with those developed by the National Park Service for listing historical resources in the National Register, but have been modified for state use in order to include a range of historical resources which better reflect the history of California. Only resources which meet the criteria as set out below may be listed in, or formally determined eligible for listing, in the California Register.

- Types of resources eligible for nomination:
- 1) Building. A resource, such as a house, barn, church, factory, hotel, or similar structure created principally to shelter or assist in carrying out any form of human activity. "Building" may also be used to refer to an historically and functionally related unit, such as a courthouse and jail or a house and barn:
- 2) Site.
- 3) Structure.
- 4) Object.

- Criteria for evaluating the significance of historical resources. An historical resource must be significant at the local, state, or national level under one or more of the four criteria:

1) It is associated with events that have made patterns of local history, or the cultural heritage of California or the United State:



- 2) It is associated with the lives of persons important to <u>local</u>, California, or national history
- 3) It embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual or possesses high artistic values; or
- 4) It has yielded, or has the potential to yield, information important to the prehistory or history of the local area, California, or the nation.
- Integrity, is the authenticity of an historical resource's physical identity evidenced by the survival of characteristics that existed during the resource's period of significance.

Conclusion and Findings

To qualify as a Historic Resource the residence would be <u>fifty years old</u> or older and would have retained sufficient integrity to convey a sense of its past and historical context. The house is over 50 years old (built 1926) built as a small residence.

Section 17.41.040 (Municipal Code) Criteria for Determination of significance:

- A. Cultural Heritage. Its character, interest or value as part of the development, heritage, or cultural characteristics of the community, County, State, or country;
- B. Significant Event. Its location on a site of a significant local, County, State or National event;
- C. Important Person. Its identification with a person or persons who significantly contributed to the development of the community, County, State or country;
- D. Architectural Distinction. Its embodiment of distinguishing characteristics of an architectural style valuable for the study of a period, type, method of construction, or use of indigenous materials;
- E. Notable Construction. Its identification as the work of a master builder, designer, architect, or landscape architect whose individual work has influenced the development of the community, County, State or country;
- F. Architectural Detail. Its embodiment of elements of design, detailing, materials, or craftsmanship that render it architecturally significant;
- G. Architectural Innovation. Its embodiment of design elements that make it structurally or architecturally innovative;
- H. Unique Site Conditions. Its unique location or singular physical characteristics that make it an established or familiar visual feature.

The property, although built in 1926, does not represent the early development of Carmel by-the-Sea, in any respect. The original structure has been modified extensively over the years with three building components which cover three-quarters of the original tiny structure. The building does not contain features in its details or building elements that would qualify it as architecturally distinctive

EXHIBIT NO. 4

APPLICATION NO. 3-01-079

Historic Reports

p 5 of 8

or of notable construction technique. The original small wood frame structure is no longer visible, the newer construction is not architecturally innovative, whatsoever.

There was no significant events or important persons to have been found to be associated with the site.

The site has no unique site conditions nor is it likely to have the potential for the discovery of archaeological artifacts because of the extensive excavation on a small lot, and the many modification to the structure over the years.

Conclusion:

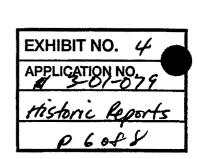
A new survey has just been awarded by the City to a private contractor to augment the historic survey done by the Carmel Preservation Foundation and completed in 1996. (Carmel Pine Cone, Sept. 22, 2000 & January 26, 2001). The original CPF survey, accomplished by volunteers, has never been adopted by the City. This new survey will be more comprehensive and build on the information from the previous survey. This property would be unlikely to be included for the new Carmel-by-the-Sea listing of historic properties.

Due to the reconnaissance level of this report, a California Department of Parks and Recreation forms (DPR 523) has not been completed.

Recommendation:

The Dr. Lubic / Steve Dallas property was considered under Municipal Code 17.41.040. Buildings older than 50 years. The property was not identified as significant or notable.

Process through normal channels.



MR 1 2 5001

TO: CARMEL DEPARTMENT OF PLANNING

FROM: CARMEL PRESERVATION FOUNDATION

DATE RECIEVED: 6/28/01

DATE ANSWERED: 8/13/01

RE: BLOCK # 136

LOT # Pt16 & 18

APN: 10 171 09

HISTORIC NAME: FARRINGTON/EDWARDS HOUSE

COMMON NAME: NA

Carmel is essentially a residential community with single family homes as the most prevalent property type. Residential neighborhoods surround the business district and influence it with a display of a wide architectural variety due to aesthetic and architectural preferences, lot size, building siting, and the subordination of buildings to nature. No tracts of similar homes were constructed in Carmel, and no one block was constructed in a single period of time. A taste for simplicity, often articulated by the use of long shingles, board and batten, or simple clapboard siding transcend the divisions of time and architectural fashions.

Due to the concomitant emerging interest in California, in the Arts and Crafts movement, it quickly became the influence of choice in Carmel. Many of the people who were coming to Carmel were already aware of the movement, arriving from New Jersey. New York and other East Coast centers, at the same time as the Northern Californians. The Bungalow had just been introduced at the Columbia Exposition in Chicago and was being aggressively marketed by Gustave Stickley, Elbert Hubbard, and other followers of John Ruskin and William Morris, its British founders. The climate and surroundings of Carmel were the ideal setting, both culturally and socially for Stickley's Craftsman Bungalow, a small single story or story and a half house, set in a garden, surrounded with trees, and sited to afford privacy.

"Bungalows reflected the whole range of architectural movements of their day, from Queen Anne to Arts and Crafts, Tudor to Prairie, Pueblo, and Spanish to English Colonial Revival, and even Moderne". The Bungalow's chief distinction is it's low profile and as part of its characteristics, the basic form was used to reflect the gamut of classical revival styles.

EXHIBIT NO. 4

APPLICATION NO. 3-01-079

Historic Reports

p 7 of 8

¹ American Bungalow Style by Robert Winter and Alexander Vertikoff

PHONE NO. : 631 625 0566 Aug. 15 2021 09:37AM P3

FROM : ENID

Evaluation

Houses such as the Farrington cottage now reflect the many owners it has had since 1923 when it was built. It was undoubtedly a simple front gable wood frame building with shingles or board and batten siding as was typical at that period.

However subsequent owners made additions in 1926, remodeled in 1974, added decks in 1975, and extended the kitchen and remodeled the bath in 1989. None of the permits indicate a date for applying stucco on the exterior. The garage too has had a curious history as permits denote that it was demolished in 1974, but there is no record of its present existence.

The footprint of the house has, if somewhat changed, retained the U shape typical of many of Carmel's signature houses. It has medium pitched roofs with covered soffits and perimeter facias. The front gable contains a square bay with a fixed sash that is placed at the south west corner. The north wing, set back from the south wing, has windows on the front and west walls. All windows have applied rather than integral mullions. The entry door has a top light and is in the recess between the two wings. There is a chimney that is stuccoed and with a metal circulating vent at the top.

The landscaping is extensive and includes oak trees, large ferns, ground cover, flowers and low brick steps leading to the entry. This house represents, despite its many owners, the distinctive character of early Carmel architecture with attractive siting on its lot and a low and intimate appearance.

The history of this house does not indicate that any of its past owners were of great note in Carmel. It was built for Ella Farrington and Annie Edwards in 1923. As soon as 1926 a Weldia M Mendell was the owner. No one made any permitted changes until a Stanley B. Price owned it and began improving it in 1974. All subsequent permits were taken out by him, the last in 1989.

Evaluator: Enid Sales, Certified Historian

APPLICATION NO. 3-01-079

Historic Reports

P 8 of 8

RECEIVED

To: The California Coastal Commission: December 2001

JAN 1 6 2002

CALIFORNIA COASTAL COMMISSION CENTRAL COAST ARFA

We strongly recommend that the California Coastal Commission approve of Dr. Lubic's application for a new home in Carmel-By-The-Sea, on Lincoln between 12th an 13th on the east side. The current home is substandard for the immediate neighborhood, and the new proposed single story home will blend in perfectly with the quality and character of the neighborhood.

	Signaturès for approval
	a While D
2.	Amand Last
	BUS
4.	Sharon Kartan
	Film
	Ahh bld
	(Kathy CMark
	R.M. Rotelo
9.	M S A A A A A A A A A A A A A A A A A A
10.	Jally

Λ

Address

LINCOLN BYE BYTHST.

OCHNORU

NE Corner Lincoln & 136

NW coerce Docores 11313

Santafe, 3 SW. of 3rd.

Graha D.

APPLICATION NO.

APPLICATION NO.

Correspondence

Plact

To: The California Coastal Commission: December 2001

We strongly recommend that the California Coastal Commission approve of Dr. Lubic's application for a new home in Carmel-By-The-Sea, on Lincoln between 12th an 13th on the east side. The current home is substandard for the immediate neighborhood, and the new proposed single story home will blend in perfectly with the quality and character of the neighborhood.

Address

	Signatures for approval
11.	Phil Vale 10
	Cent Jan
	Ar Detar John
	Had Larran
15.	Victor Van Felt
16. ⁻	~~~
	Me Bronal
	moushed Sans
19.	Leonard Elian
20.	Jenus 11 Laylan

EXHIBIT NO. 5

APPLICATION NO. 3-01-079

Correspondence

P 2 of 7

To: The California Coastal Commission: **December 2001**

We strongly recommend that the California Coastal Commission approve of Dr. Lubic's application for a new home in Carmel-By-The-Sea, on Lincoln between 12th an 13th on the east side. The current home is substandard for the immediate neighborhood, and the new proposed single story home will blend in perfectly with the quality and character of the neighborhood.

	Signatures for approval		
21.	Donna Elias		
22.	Carla Bellace Jamery		
23.	Rank Jorry		
24.	122		
25.	Veronica Downer Lich Rebrick		
26.	Mich Roberto Col		
27.	Mariacre Selomon		
28.	The Mark		
	M. Kielen		
30.	E. Belik		

Address

Carmelo, Carmel

Lincoln And Commel

EXHIBIT NO.

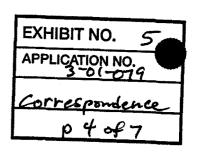
To: The California Coastal Commission: December 2001

We strongly recommend that the California Coastal Commission approve of Dr. Lubic's application for a new home in Carmel-By-The-Sea, on Lincoln between 12th an 13th on the east side. The current home is substandard for the immediate neighborhood, and the new proposed single story home will blend in perfectly with the quality and character of the neighborhood.

	Signatures for	or approval
31. ζ	J 1/h	Int -
32.	Cardidac	<u> </u>
33.	Estedim	
34.	Mukis M	Titefell
35	MASKE,	fre
36.		`
37.		
38.		
39.		

40.

Address



California Coastal Commission,

We recommend the approval of Dr. Lubic's proposed new home, with the demolition of the old dilapidating home on Lincoln 4NE of Thirteenth in Carmel. The new home will be an improvement to the neighborhood. It fits in very well with the community character. The beautiful oak trees will remain on the property and the new single story home will be built around these trees improving this property and fitting in well with the surrounding homes.

Makky H-John

EXHIBIT NO. 5

APPLICATION NO. 3-01-079

Correspondence

p 5 of 7

January 2002 California Coastal Commission

To Whom It May Concern,

We are familiar with a project on Lincoln Street, 4NE of 13th in Carmel-by-the-Sea. There is proposed a demolition of a very old home in poor condition and a replacement of a low impact very desirable home to replace it. The new home fits in well with the community character and neighborhood.

After looking at the plans for the new home, we totally approve, as it would be a great improvement to Carmel. The home would add to the charm of the neighborhood, as it is to be built in and among the existing trees, and is only 1 story.

We do hope that this home will be approved for replacement of the old unattractive structure, which now exists on that site.





January 2002

To Whom It May Concern: California Coastal Commission

A great improvement to the city of Carmel-by-the-Sea

I have reviewed the plans prepared by Dr. Lubic for the property at Lincoln 4 NE of 13th, Carmel-By-The-Sea. I find the proposal a great improvement to the neighborhood. The proposed home being single story will have very little impact on the surrounding homes. Further, the design of the new home lends itself very well to the surrounding homes and the Carmel community character. I approve of the project and hope the coastal commission will also.

EXHIBIT NO. 5

APPLICATION NO. 3-01-079

Correspondence
p 70f7