

CALIFORNIA COASTAL COMMISSION

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Th9b



Prepared February 19, 2009 (for March 12, 2009 hearing)

To: Commissioners and Interested Persons

From: Dan Carl, Central Coast District Manager
Mike Watson, Coastal Planner

Subject: City of Carmel LCP Amendment Number 1-09 (Trevvett Court Specific Plan). Proposed major amendment to the City of Carmel-by-the-Sea certified Local Coastal Program to be presented for public hearing and California Coastal Commission action at the Commission's March 12, 2009 meeting to take place at the Portola Hotel and Spa at Monterey Bay, Two Portola Plaza in Monterey.

Summary

The City of Carmel-by-the-Sea is proposing to amend its Local Coastal Program (LCP) Implementation Plan (IP) to apply the CP (Community Plan) overlay to a 8,000 square foot site on Dolores Street currently zoned RC (Residential and Limited Commercial), and to adopt a specific plan for the site as a component of the IP (the Trevvett Court Specific Plan). The site is currently developed with a 9-unit affordable senior housing facility made up of two buildings (a one-story building and a two-story building), an at-grade parking area, and a landscaped area. The existing facility is operated by the Carmel Foundation, a non-profit organization dedicated to providing affordable senior housing in Carmel. The Foundation is pursuing a project to redevelop the site with a 14-unit, two-story affordable senior housing facility with parking underground. Because the proposed project slightly exceeds several LCP massing standards (i.e., height, coverage, and floor area), the City has proposed a specific plan designed to accommodate the proposed project, as provided for by the LCP.

The Trevvett Court Specific Plan would allow for a project that can be found consistent with the underlying LUP, including the Commercial/Residential land use designation that applies to this site. The Plan would facilitate a project that would be sited and designed to limit its perceived scale (including through required subterranean parking) and to be compatible with the surrounding built and natural environment, including the mix of one and two-story buildings present in this area, and including the significantly taller two-story structure just inland and upslope of the site. The Plan would limit development to fourteen units, where all such units would be reserved only for senior citizens of low or very low income status. The Plan also requires water quality BMPs, and limits landscaping to native and non-invasive species. The Plan requires the use of traditional Carmel design elements (board and bat, shingles, stone, and Craftsman details are part of currently conceived project), and should result in development that will not adversely impact, and should help enhance and foster, the special community character of Carmel consistent with the LCP.

Staff recommends that the Commission approve the LCP amendment as submitted. The motion and resolution for this recommendation can be found on page 2 of this staff report.



Staff Note: LCP Amendment Action Deadline

This proposed LCP amendment was filed as complete on February 19, 2009. It is IP only and the 60-day action deadline is April 20, 2009. Thus, unless the Commission extends the action deadline (it may be extended by up to one year), the Commission has until April 20, 2009 (i.e., up to and including the April 2009 Commission hearing scheduled for April 8-10, 2009) to take a final action on this proposed LCP amendment.

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I. Staff Recommendation – Motion and Resolution

Approval of Implementation Plan Amendment as Submitted

Staff recommends a **YES** vote on the motion below. Passage of the motion will result in certification of the implementation plan amendment as submitted and adoption of the following resolution and findings. The motion passes only by an affirmative vote of a majority of the appointed Commissioners.

Motion. I move that the Commission **certify** Major Amendment Number 1-09 to the City of Carmel Local Coastal Program Implementation Plan as submitted by the City of Carmel.

Resolution to Certify the IP Amendment. The Commission hereby certifies Major Amendment Number 1-09 to the City of Carmel Local Coastal Program Implementation Plan as submitted by the City of Carmel and adopts the findings set forth below on the grounds that the amendment is consistent with and adequate to carry out the certified Land Use Plan. Certification of the Implementation Plan amendment 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 plan on the environment, or 2) there are no further feasible alternatives or mitigation measures which could substantially lessen any significant adverse impact which the Implementation Plan Amendment may have on the environment.



II. Findings and Declarations

The Commission finds and declares as follows:

A. Proposed LCP Amendment

LCP Specific Plan Background

The City of Carmel-by-the-Sea LCP Land Use Plan (LUP) was certified by the Commission on June 19, 2003. The City's LCP IP was subsequently certified on October 14, 2004, and the City has assumed primary coastal permitting authority under the LCP from that time forward. The certified LCP allows for the establishment of Community Plan (CP) districts and specific plans as components of the LCP IP (IP Chapter 17.22 (CP/SP)). In general, the purpose of the CP/SP overlay is to provide for coordinated infill development and affordable housing subject to thorough and detailed planning and review procedures that will result in compatible designs and preservation of Carmel's natural, cultural, and historic resources. On June 13, 2007, the Commission certified an amendment to IP Chapter 17.22 that provided additional clarification of procedural requirements for the review, approval, and certification of proposed CP districts and specific plans, and to eliminate then-existing size restrictions for potential CP districts and specific plan sites. As is the case in this application, each individual Community Plan district and specific plan proposal would be part of the IP, thus requiring approval and certification of an amendment to Carmel's certified LCP.

LCP Amendment Description

The proposed amendment would apply the IP's CP overlay to an 8,000 square-foot site on the east side of Dolores Street between Fourth and Fifth Avenues that is currently zoned RC (Residential and Limited Commercial), and would add the Trevvett Court Specific Plan (applicable only to the 8,000 square-foot site) to the LCP IP as a component of IP Chapter 17.22. The Trevvett Court Specific Plan is designed to accommodate a 14-unit, two-story affordable senior housing facility with parking underground, and it includes allowances to increase maximum allowable floor area (from 80% to 109%), coverage (from 68% to 70%) and height (from 26 feet to 30 feet) for the site as compared to the LCP standards that apply pursuant to the RC zoning.

See Exhibit A for site location, Exhibit B for site photos, and Exhibit C for the proposed Trevvett Court Specific Plan.

B. Consistency Analysis

1. Standard of Review

The proposed amendment affects the LCP's IP component only. The standard of review for IP amendments is that they must be consistent with and adequate to carry out the policies of the certified



LUP.

2. Applicable Policies

The LUP generally requires new development to preserve and maintain the residential and natural character of the village, including the ‘village in the trees’ marriage of the built and natural environment that Carmel is famous for, and to maintain a balance of land uses compatible with the established pattern of development and the natural environment. To accomplish these objectives, the LUP contains a variety of policies to encourage innovative site design and a range of architectural expression, to prohibit oversized and massive development, to protect historic resources, to preserve and enhance the City’s unique forest resources, to ensure adequate off-street parking, and to maintain/enhance coastal water quality. Applicable LUP policies include:

LUP Policy G-1 Continue to preserve and maintain the predominance of the residential character in Carmel through appropriate zoning and land development regulations in all districts.

LUP Policy G1-2 Preserve the residential village character and perpetuate a balance of land uses compatible with local resources and the environment.

LUP Policy P1-5 Preserve the development pattern established in the commercial area with a central core area of ground floor retail and service activities surrounded by a less intensive buffer area of residential, motels, offices, and other uses.

LUP Policy P1-6 Monitor the mix of permitted and conditional uses in the commercial and multi-family land use districts in order to maintain a transition of land use to the single family residential district.

LUP Policy P1-38 Each site shall contribute to neighborhood character including the type of forest resources present, the character of the street, the response to local topography and the treatment of open space resources such as setbacks and landscaping. It is intended by this policy that diversity in architecture be encouraged while preserving the broader elements of community design that characterize the streetscape within each neighborhood.

LUP Policy P1-40 Residential designs shall maintain Carmel’s enduring principles of modesty and simplicity and preserve the City’s tradition of simple homes set amidst a forest landscape. Buildings shall not present excess visual mass or bulk to public view or to adjoining properties. Buildings shall relate to a human scale in their forms, elements and in the detailing of doors, windows, roofs, and walkways. Oversized design elements make structures appear dominating and monumental. This out-of-scale character represents a poor fit to the human form, vitiates the more intimate, rural charm and village character of Carmel-by-the-Sea and should be avoided.

LUP Policy P1-50 Establish landscaping standards to preserve the urban forest of Monterey pine, Monterey Cypress, Redwoods, and Coast Live Oaks, and encourage informal gardens



using native vegetation to maintain the natural character of open spaces in the residential areas.

LUP Policy P1-70 Retain a less intensively developed buffer area surrounding the core that provides a transition to the residential neighborhoods. Ensure that design standards for this buffer area reflect more open space, landscaping, setbacks, and on-site parking typically needed for the uses in this area.

LUP Policy P1-121 Use appropriate vegetation for all public rights-of-ways. Require drought-tolerant plants for at least 75% of the commercial and residential landscaping on each development site. Require the use of native plants and/or non-invasive drought-tolerant plants adapted to the Central Coast environment in all landscape plans for new development.

LUP Policy P5-58 Maintain, restore and enhance a predominantly indigenous forest of native Monterey pines and coast live oak.

LUP Policy P1-40 Residential designs shall maintain Carmel's enduring principles of modesty and simplicity and preserve the City's tradition of simple homes set amidst a forest landscape. Buildings shall not present excess visual mass or bulk to public view or to adjoining properties. Buildings shall relate to a human scale in their forms, elements and in the detailing of doors, windows, roofs, and walkways. Oversized design elements make structures appear dominating and monumental. This out-of-scale character represents a poor fit to the human form, vitiates the more intimate, rural charm and village character of Carmel-by-the-Sea and should be avoided.

LUP Policy P1-70 Retain a less intensively developed buffer area surrounding the core that provides a transition to the residential neighborhoods. Ensure that design standards for this buffer area reflect more open space, landscaping, setbacks, and on-site parking typically needed for the uses in this area.

3. Analysis

A significant part of the City of Carmel's LCP planning exercise that culminated in LCP certification in 2004 was dedicated to the identification of the many elements (natural, cultural, and historical) that together comprise the unique character of Carmel-by-the-Sea. In large measure it was determined to be the synthesis of the town's predominantly residential neighborhoods, varied and distinct architectural styles, small-scale design, urban forest environment, storied historic residences and structures, natural topography, and informal streetscapes that defined its character. Chief among the character features were a forested landscape, primarily residential oriented community, small scale and artistically inspired architecture, a thriving central business district, and a transition or buffer district between the residential neighborhoods and the commercial core. These features, in addition to the town's exceptional location on the Monterey peninsula, framed in by the Del Monte Forest upcoast, and the gateway to the Big Sur coast downcoast, its fabulous white sand beach, and its outstanding coastal vistas, create a "community character" that attracts thousands of visitors annually.



In this case, the subject 8,000 square-foot site is located outside of the urban core of the Village in a transition area extending into the City's primarily residential neighborhoods to the west and north (see location map in Exhibit A). The area is made up of a mix of land uses and structures (including motels, residential apartments, offices, and single-family residential) in one and two-stories of various intensities/densities. The site is currently developed with a 9-unit affordable senior housing facility made up of two buildings (a one-story building and a two-story building), an at-grade parking area, and a landscaped area (see photos of project site and surrounding area in Exhibit B). The existing facility is operated by the Carmel Foundation, a non-profit organization dedicated to providing affordable senior housing in Carmel. The Foundation is pursuing a project to redevelop the site with a 14-unit, two-story affordable senior housing facility with parking underground (see Exhibit D for project plans). Because the proposed project slightly exceeds several LCP massing standards (i.e., height, coverage, and floor area), the City has proposed a specific plan designed to accommodate the proposed project, as provided for by the LCP.

The Trevvett Court Specific Plan would allow for a project that can be found consistent with the underlying LUP, including the Commercial/Residential land use designation that applies to this site. The Plan would facilitate a project that would be sited and designed to limit its perceived scale (including through required subterranean parking) and to be compatible with the surrounding built and natural environment, including the mix of one and two-story buildings present in this area, and including the significantly taller two-story structure just inland and upslope of the site. The Plan would limit development to fourteen units, where all such units would be reserved only for senior citizens of low or very low income status (and where this density is explicitly allowed for such affordable projects per LCP Amendment Number 2-07). The Plan also requires water quality BMPs, and limits landscaping to native and non-invasive species. The Plan requires the use of traditional Carmel design elements (board and bat, shingles, stone, and Craftsman details are part of currently conceived project – again, see Exhibit D for project plans), and should result in development that will not adversely impact, and should help enhance and foster, the special community character of Carmel consistent with the LCP.

4. Conclusion

The proposed Trevvett Court Specific Plan would protect and enhance the character of the community by maintaining and facilitating an affordable residential use as designated for the LUP for this location consistent with the established scale, character, and pattern of development. The Commission finds the proposed IP amendment to be consistent with and adequate to carry out the certified LUP.

C. California Environmental Quality Act (CEQA)

The Coastal Commission's review and development process for LCPs and LCP amendments has been certified by the Secretary of Resources as being the functional equivalent of the environmental review required by CEQA. Therefore, local governments are not required to undertake environmental analysis of proposed LCP amendments, although the Commission can and does use any environmental



information that the local government has developed. CEQA requires that alternatives to the proposed action be reviewed and considered for their potential impact on the environment and that the least damaging feasible alternative be chosen as the alternative to undertake.

The City, acting as lead CEQA agency, found the proposed LCP amendment to be exempt under CEQA. This staff report has discussed the relevant coastal resource issues with the proposal. All public comments received to date have been addressed in the findings above. All above findings are incorporated herein in their entirety by reference.

As such, there are no additional feasible alternatives or feasible mitigation measures available which would substantially lessen any significant adverse environmental effects which approval of the amendment would have on the environment within the meaning of CEQA. Thus, the proposed amendment will not result in any significant environmental effects for which feasible mitigation measures have not been employed consistent with CEQA Section 21080.5(d)(2)(A).



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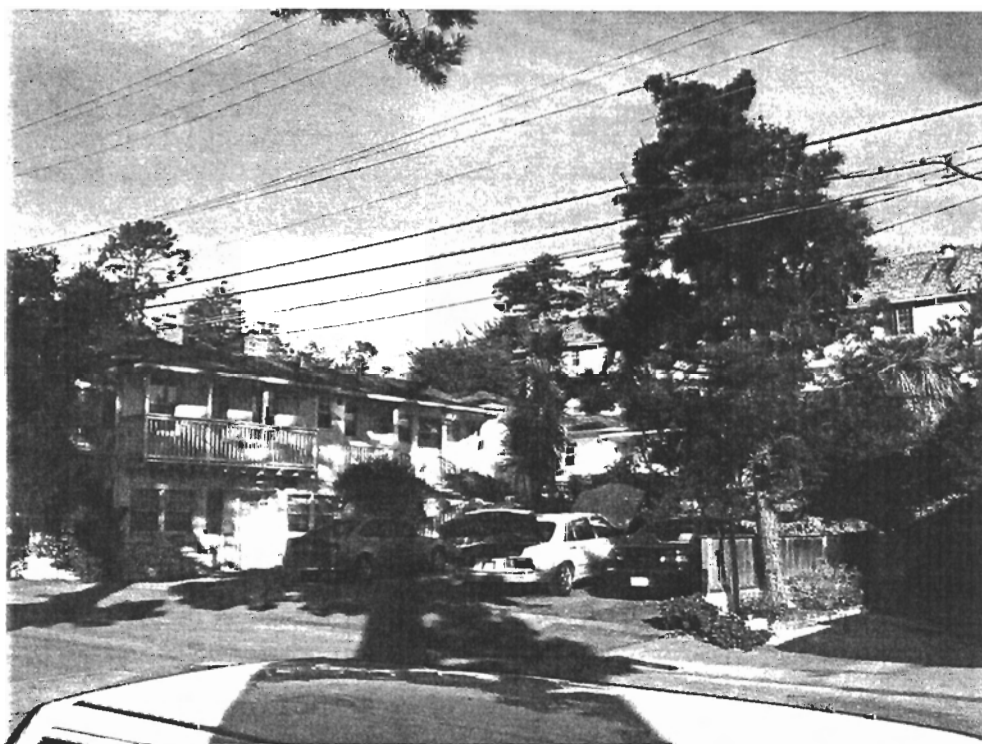
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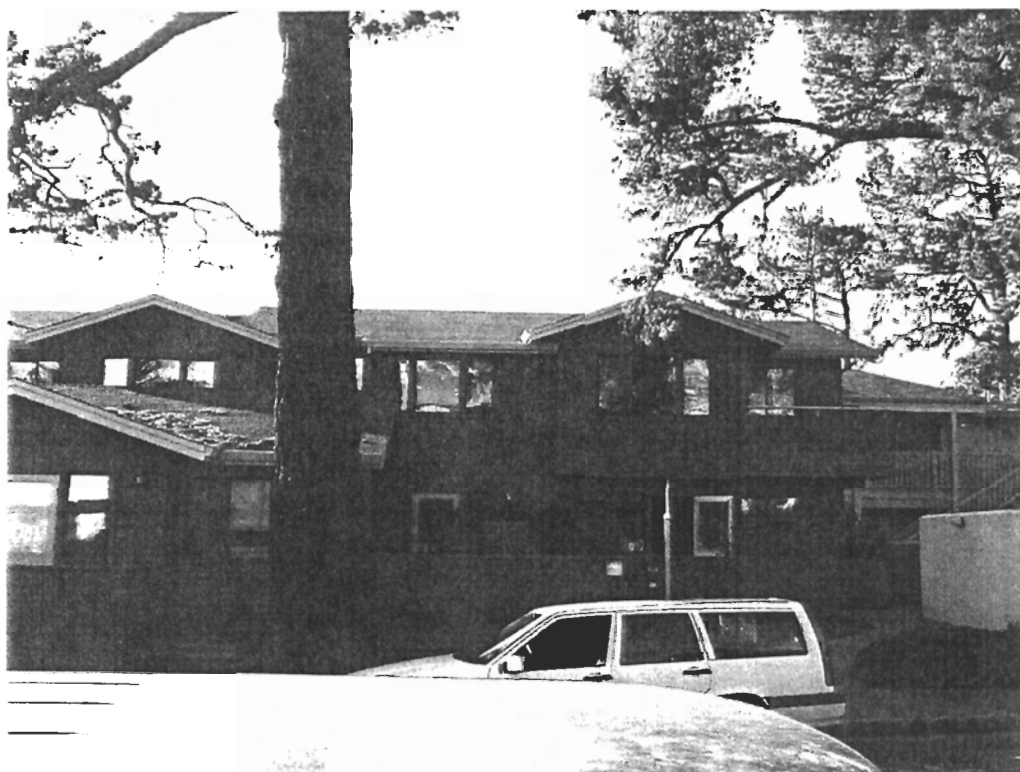
CCC Exhibit A
(page 2 of 2 pages)

CARMEL
SEWER TREATMENT PLANT

Project site, existing conditions. Notice tall structures to the rear



2-story building located across the street on w/s of Dolores



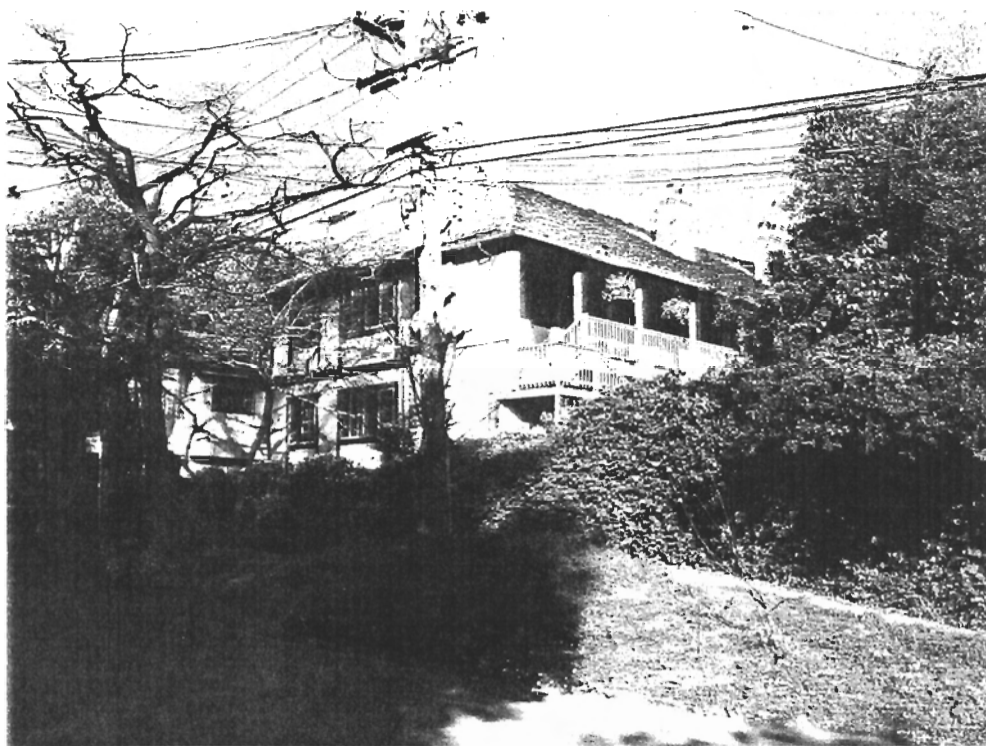
1-story buildings on w/s Dolores near 4th



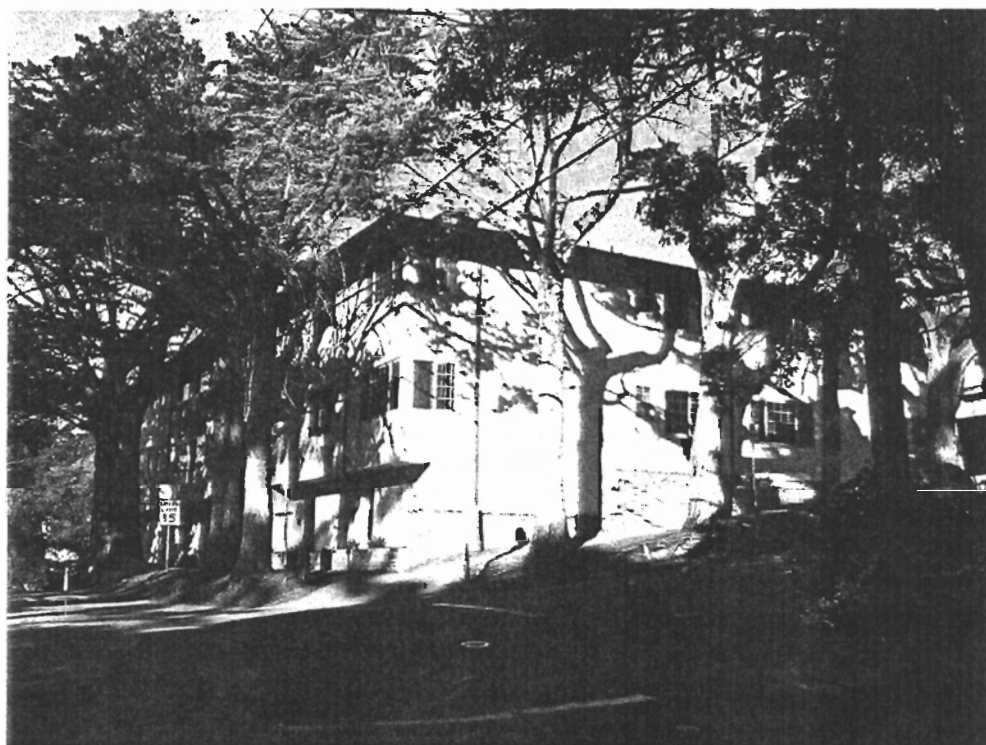
Adjoining buildings to the south



Adjoining building to the north



Building on NE cor. Dolores & 4th, north of site



Attachment "A"

Trevvett Court Specific Plan

Designated.

The provisions set forth in this Specific Plan shall apply exclusively to Block 51, Lots 10 and 12 located on the east side of Dolores Street between Fourth and Fifth Avenues.

Goals.

- A. Provide an efficient plan for the redevelopment of the Trevvett Court senior housing project.
- B. Provide 14 units of affordable housing for senior citizens of Carmel-by-the-Sea.
- C. Design a project that is consistent with the unique village character of the City.
- D. Design a project that incorporates traditional materials and details and is compatible with the surrounding neighborhood.
- E. Develop a site design that maintains open-space including active outdoor use areas for the residents.
- F. Provide parking in a subterranean structure that is integrated into the site and accessible to the residents.

Applicability of Regulations.

If an issue or condition occurs that is not sufficiently addressed by this Specific Plan, those regulations of the Municipal Code that are most applicable to the issue or condition shall apply, as determined by the Planning Commission. Design and Land Use issues not specifically addressed in this plan shall be governed by provisions of the Residential and Limited Commercial (RC) District and the Commercial Design Guidelines.

Permitted and Required Uses:

The following uses are permitted in the specific plan:

- A. 14-units of senior housing for low, or very low income individuals/families as defined in the Carmel Municipal Code.
- B. Subterranean resident parking.

New Structures.

Development of the Trevvett Court Specific Plan site shall be carried out in accordance with design approvals DR 06-10/UP 06-13 as revised by the Planning Commission on 16 December 2008 for the construction of 14 residential units and

a subterranean garage. All future proposals for new construction or alterations shall require approval of all requisite permits, including coastal development permits, by the Planning Commission and shall be preceded by an amendment to the Trevvett Court Specific Plan (i.e., an LCP Implementation Plan amendment). In considering such applications the Planning Commission shall address the following:

- A. Consistency of the proposed construction with the goals, objectives and policies of the General Plan/Coastal Land Use Plan and the provisions of this Specific Plan.
- B. Consistency with the Commercial Design Guidelines.
- C. Compatibility with the adjacent neighborhood.

Development Regulations.

The land within the Specific Plan shall be developed in general conformance with the attached site and floor plans prepared by Eric Miller Architects (see exhibit "B"). The development regulations for the plan shall be as follows:

- A. Floor Area: Floor area, as defined in CMC chapter 17.14.140, shall not exceed 8,700 square feet (109%).
- B. Density: A maximum density of 14 units (76 units per acre) is permitted on this site.
- C. Lot Coverage: Lot coverage, as defined in CMC chapter 17.14.130 shall not exceed 5,600 square feet (70%).
- D. Height: The height of any structure shall not exceed 30-feet and shall be measured as a plumb-vertical distance from existing or finished grade (whichever is more restrictive) to the highest point on the roof.
- E. Setbacks: The setbacks for all structures on the site shall be as follows:
 - Front: 15 feet for 40% of the length of the front property line. The remaining 50% requires no setback.
 - Side: 5 feet for at least 50% of the length of each side property line. The remaining 50% requires no setback.
 - Rear: No required setback.

Drainage Plan.

A drainage plan shall be submitted as part of the building permit application process in accordance with CMC chapters 17.42 and 17.43. The plan shall identify the specific type, design, and location of all drainage infrastructure and Best Management Practices (BMP's) necessary to ensure that post construction drainage from the project does not result in erosion, sedimentation, or the degradation of coastal water quality.

Landscaping.

A landscape plan shall be submitted as part of the building permit application process in accordance with CMC chapter 17.34. All existing non-native, invasive species shall be removed and shall be kept from the entire site in perpetuity. The landscape plan shall assure that no plant species listed as problematic and/or invasive by the California Native Plant Society, the California Invasive Plant Council, or as may be identified from time to time by the State of California are used or allowed to persist on the site. The plan shall also ensure that no plant species listed as a noxious weed by the State of California or the U.S. Federal Government is used.

Parking.

Six parking spaces measuring at least 8 ½ feet by 16 feet shall be provided in a subterranean garage. The parking garage shall be used for vehicle parking, mechanical equipment and noncommercial storage only.

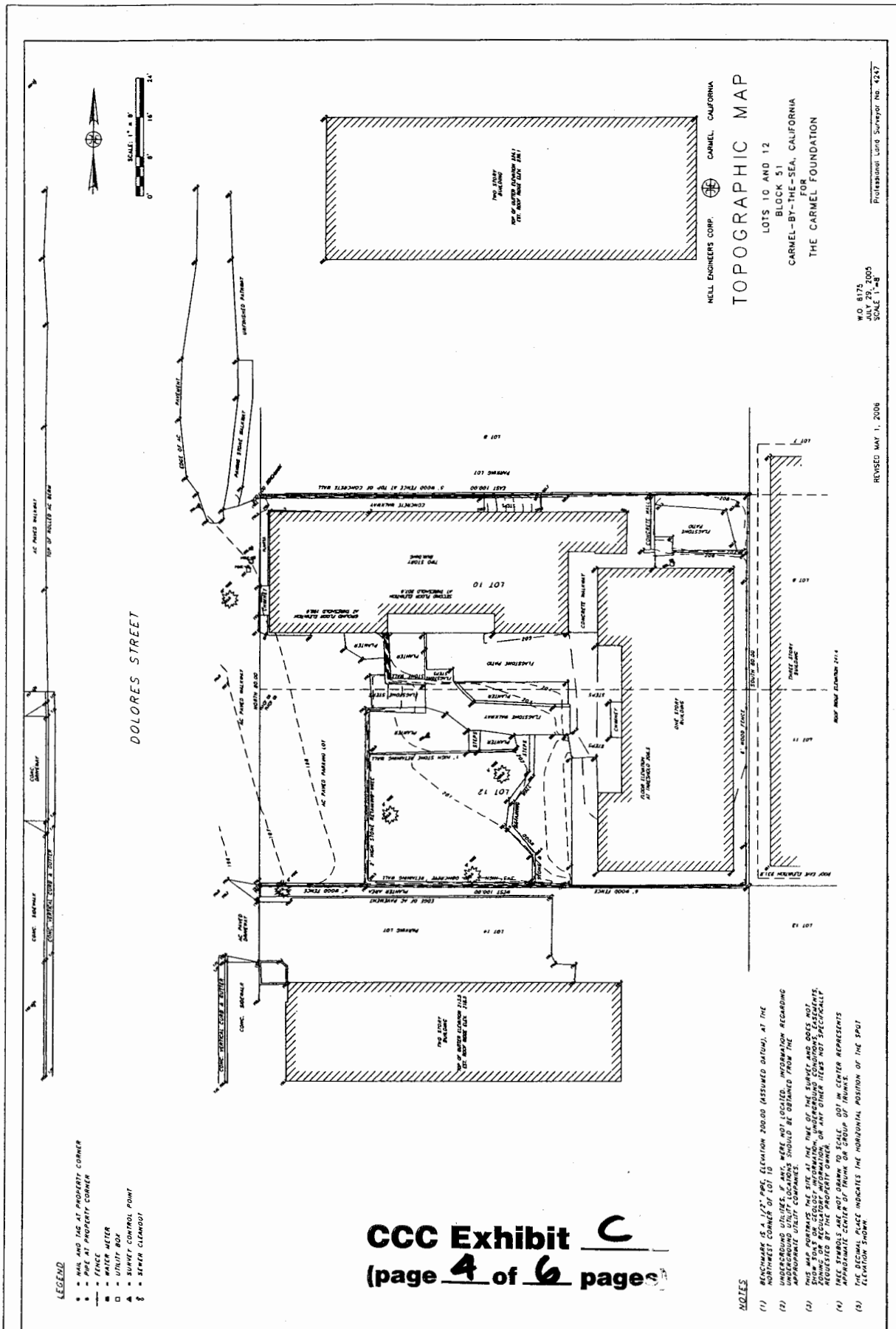
Affordability.

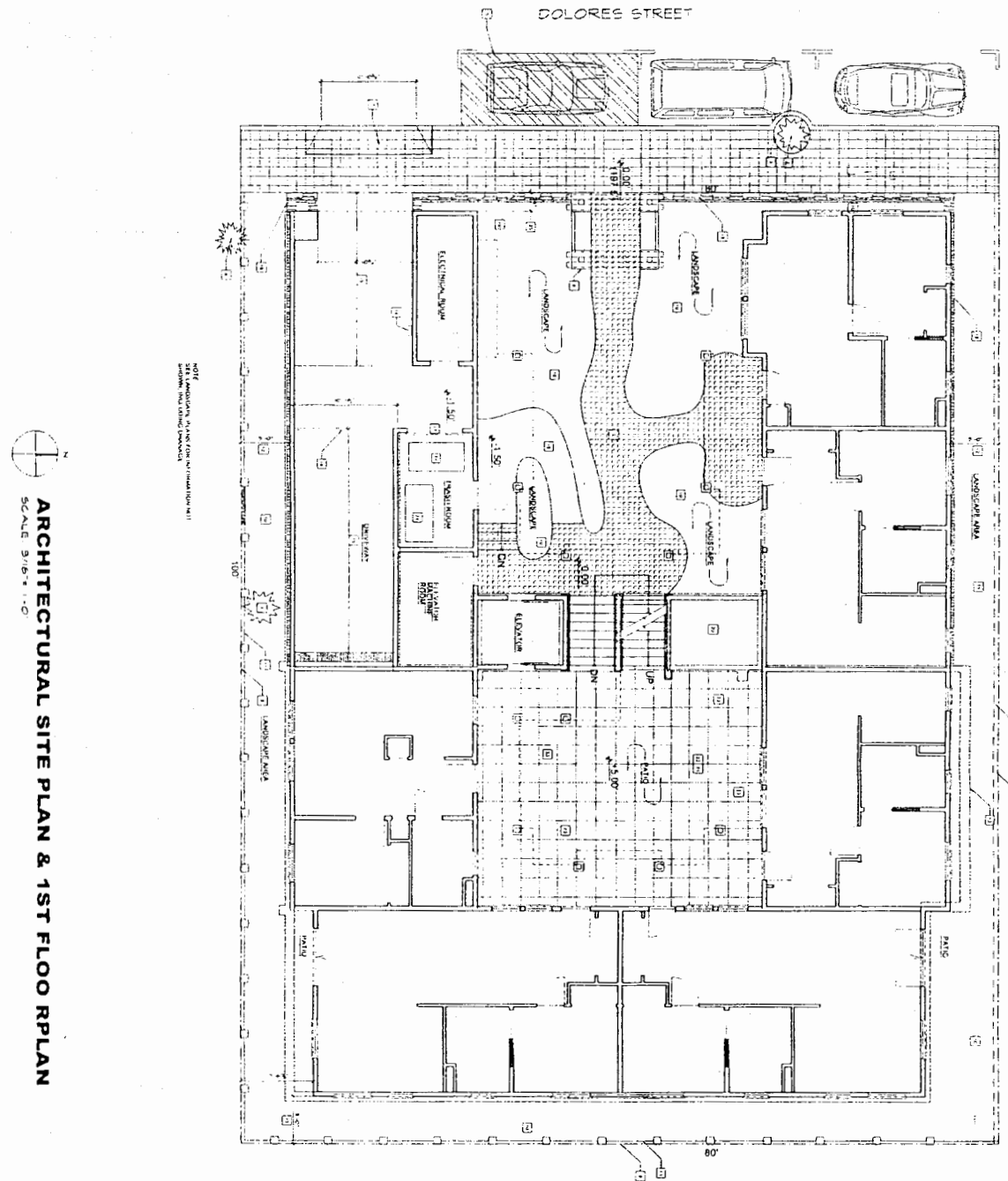
All 14 units shall be reserved for senior citizens of low or very low-income status as defined in CMC chapter 17.70 for a period of at least 30 years. All requirements established in CMC chapter 17.14.230 shall also apply. The City shall ensure continued affordability and protection of all low and very-low income units via a written agreement, deed restriction, or housing easement granted to an appropriate public or quasi-public agency involved in affordable housing programs. Easements, agreements, or deed restrictions shall be approved prior to commencement of construction and recorded prior to sale or occupancy.

Violation – Penalty.

Any person, firm or corporation, whether as principal or agent, employee or otherwise, violating or causing or permitting the violation of the provisions of this article is guilty of an infraction. Any part of any building erected contrary to the provisions of this article is declared to be unlawful and a public nuisance and the City Attorney shall, upon order of the City Council, immediately commence action for the abatement or removal thereof. Should any person, firm or corporation violate the terms of this article and any action is authorized by the City Council or the City Attorney, or is in fact filed for said violations, no other actions shall be taken on any application filed by or on behalf of said person, firm or corporation until the litigation has been resolved.

Exhibit "A" Existing Conditions





KEYED ELEVATION NOTES

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CCC Exhibit C
(page 5 of 6 pages)

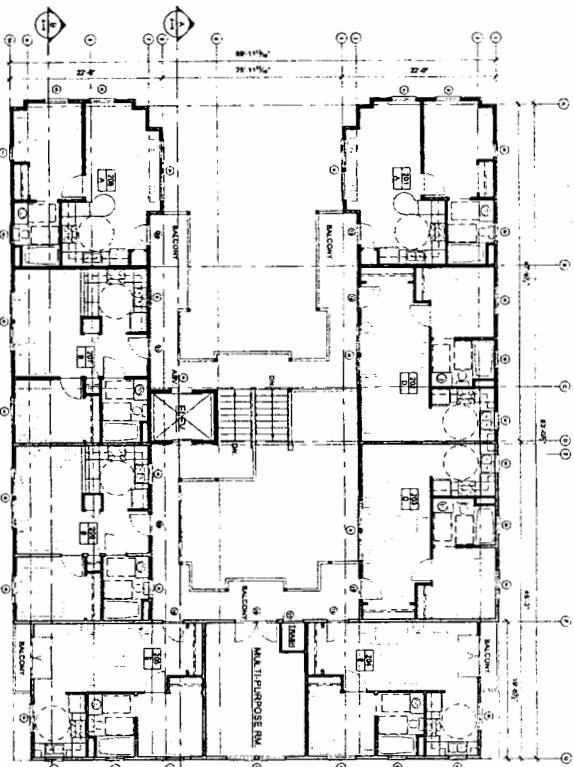
2ND. ARCH APPLICATION

A-1

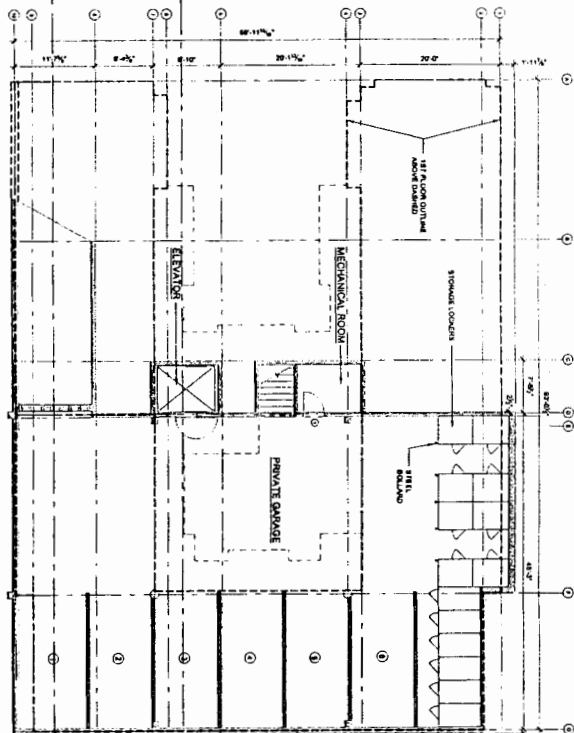
ARCHITECTURAL SITE PLAN
1/2" scale
Trevett Court
4th & 5th St & Dolores Street
Carmel CA
APN 10-156-13

ARCHITECT
ERIC MILLER ARCHITECTS, INC.
157 GRAND 100 PACIFIC GROVE, CA 93950
PHONE (831) 372-0410 • FAX (831) 372-7840 • WEB www.ericmillerarchitects.com

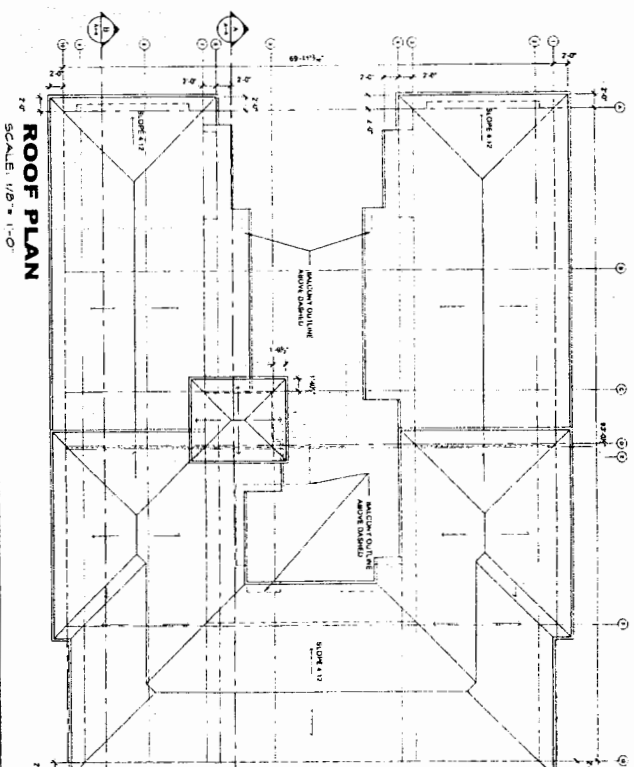
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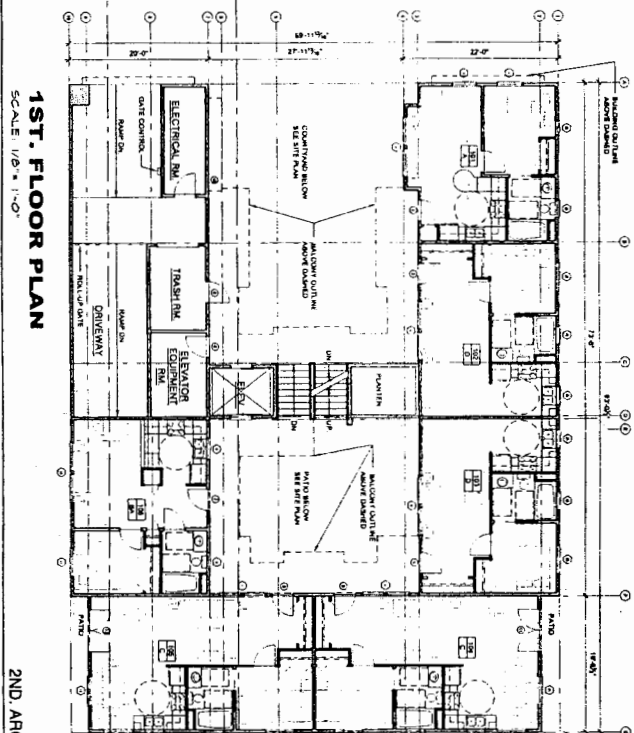
2ND. FLOOR PLAN
SCALE: 1/8" = 1'-0"



BASEMENT FLOOR PLAN
SCALE: 1/8" = 1'-0"



ROOF PLAN
SCALE: 1/8" = 1'-0"



1ST. FLOOR PLAN
SCALE: 1/8" = 1'-0"

2ND. ARC APPLICATION

CCC Exhibit
(page 6 of 6 pages)

C

N.T.S. on 8.5 x 11

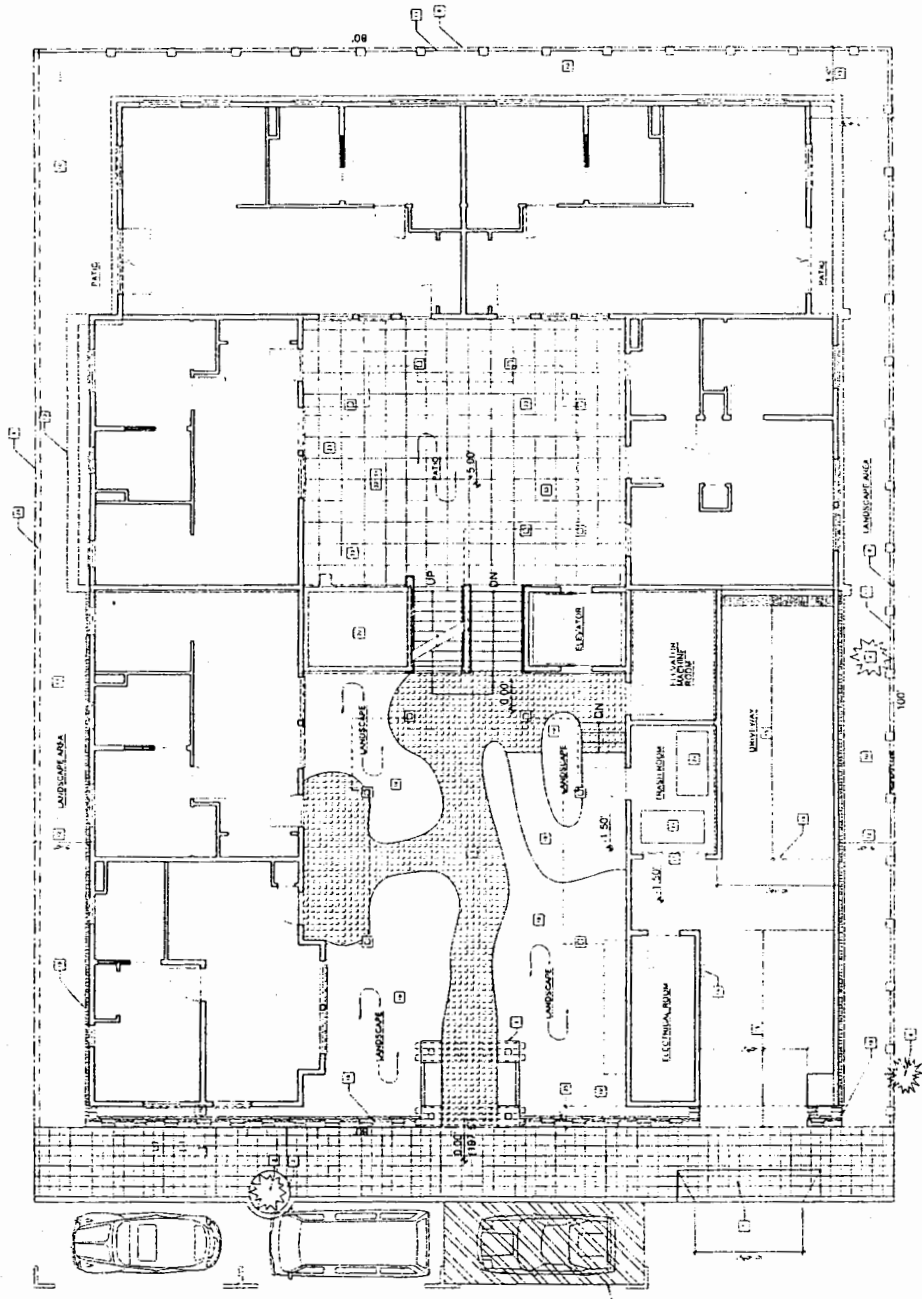
SITE FLOOR & ROOF PLANS	
DATE	2/12/2007
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A-2	

ARCHITECT	
ERIC MILLER ARCHITECTS, INC.	
157 GRAND AVE. SUITE 106 PACIFIC GROVE, CA 93950	
PHONE (831) 372-5410 • FAX (831) 372-7840 • WEB: www.ericmillerarchitects.com	

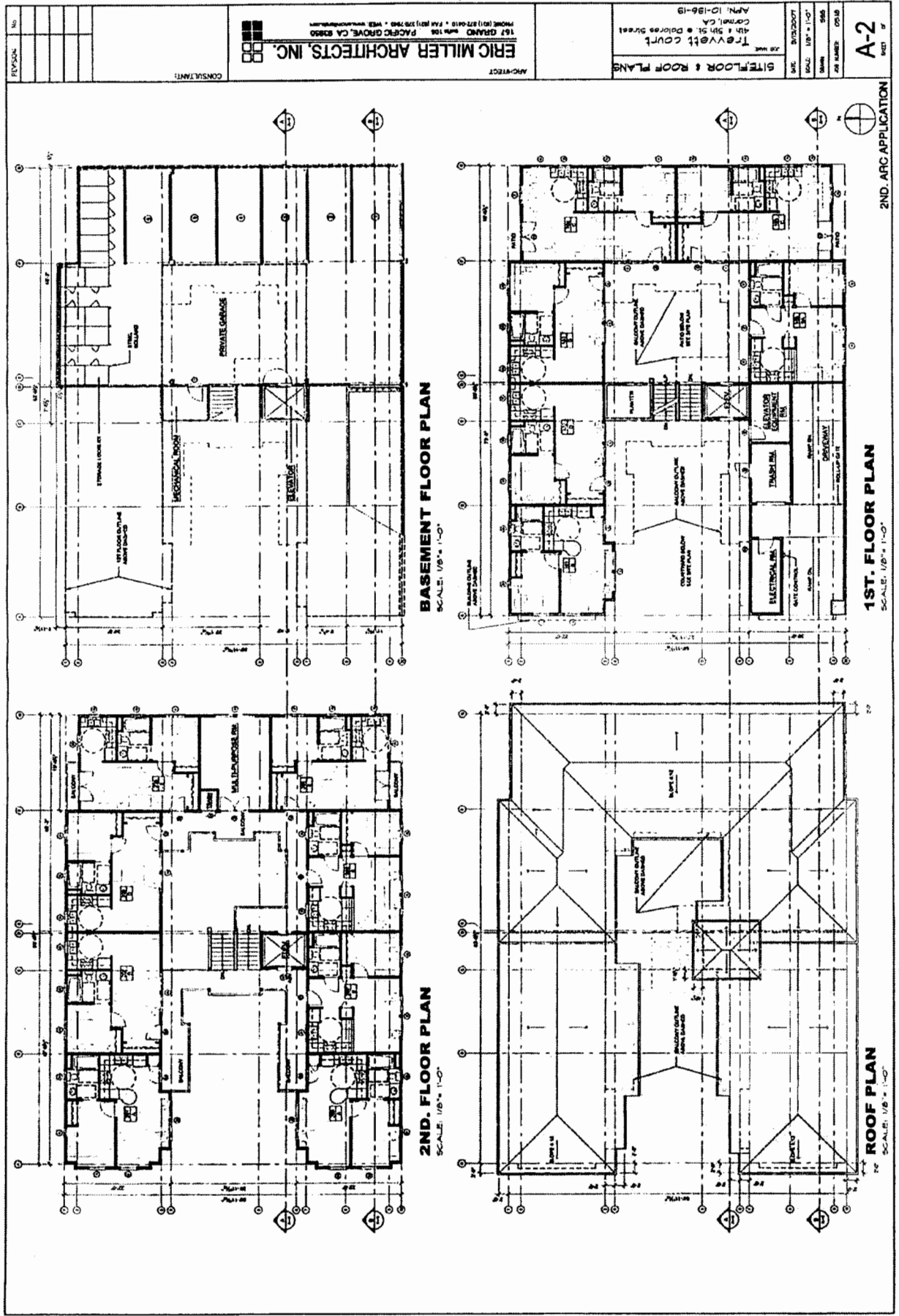
CONSULTANT:	
REVISION	NO.

KEYED ELEVATION NOTES

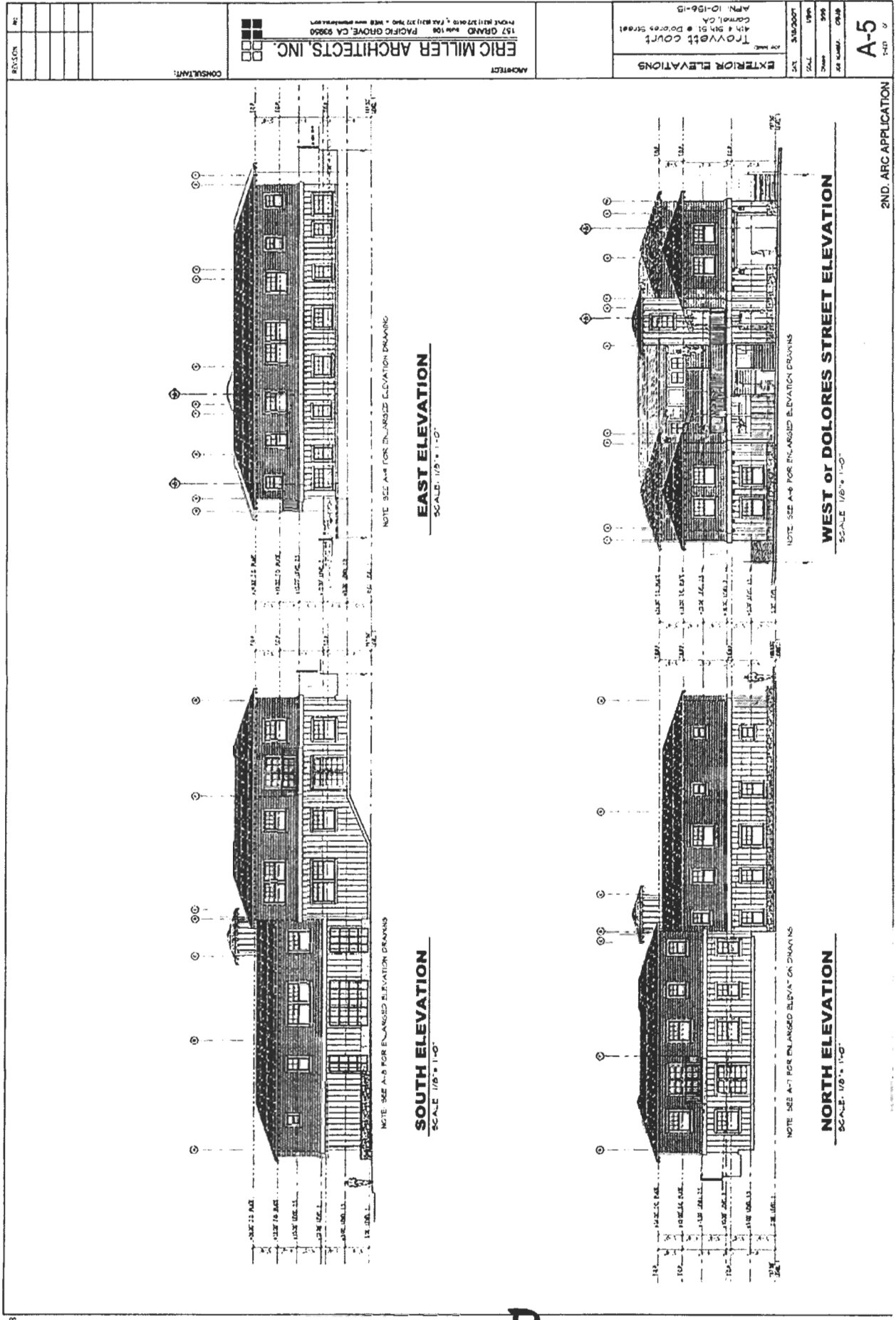
- 1. ELEVATIONS SHOWN TO NEAREST 1/8" = 1'-0"
- 2. ELEVATIONS OF FLOOR FINISHES
- 3. ELEVATIONS OF ROOF FINISHES
- 4. ELEVATIONS OF EXTERIOR FINISHES
- 5. ELEVATIONS OF INTERIOR FINISHES
- 6. ELEVATIONS OF MECHANICAL EQUIPMENT
- 7. ELEVATIONS OF LIGHT FIXTURES
- 8. ELEVATIONS OF VENTILATION EQUIPMENT
- 9. ELEVATIONS OF RAILING SYSTEMS
- 10. ELEVATIONS OF STAIR CASES
- 11. ELEVATIONS OF ELEVATOR CARS
- 12. ELEVATIONS OF ELEVATOR SHAFTS
- 13. ELEVATIONS OF ELEVATOR LULAMS
- 14. ELEVATIONS OF ELEVATOR GATES
- 15. ELEVATIONS OF ELEVATOR HOLES
- 16. ELEVATIONS OF ELEVATOR COUNTERWEIGHTS
- 17. ELEVATIONS OF ELEVATOR GUIDEWAYS
- 18. ELEVATIONS OF ELEVATOR CATCHES
- 19. ELEVATIONS OF ELEVATOR STOPPING
- 20. ELEVATIONS OF ELEVATOR JOURNALS
- 21. ELEVATIONS OF ELEVATOR CARS
- 22. ELEVATIONS OF ELEVATOR SHAFTS
- 23. ELEVATIONS OF ELEVATOR LULAMS
- 24. ELEVATIONS OF ELEVATOR GATES
- 25. ELEVATIONS OF ELEVATOR HOLES
- 26. ELEVATIONS OF ELEVATOR COUNTERWEIGHTS
- 27. ELEVATIONS OF ELEVATOR GUIDEWAYS
- 28. ELEVATIONS OF ELEVATOR CATCHES
- 29. ELEVATIONS OF ELEVATOR STOPPING
- 30. ELEVATIONS OF ELEVATOR JOURNALS



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CONSULTANT:		DATE: 3/5/2003		SCALE: 3/8" = 1'-0"	
PROJECT:		DRIVEN: 56565A		DATE: 3/5/2003	
REVISION:		DATE: 3/5/2003		SCALE: 3/8" = 1'-0"	



N.T.S. on 8.5x11



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ARCHITECT CONSULTANT:	DATE: 5/30/2007 SCALE: 1/8" = 1'-0"	SHEET: 5/30 TOTAL: 5/30	A-5 2ND. ARC APPLICATION