



CITY OF SANTA BARBARA

COUNCIL AGENDA REPORT

AGENDA DATE: March 8, 2016

TO: Mayor and Councilmembers

FROM: Planning Division, Community Development Department

SUBJECT: Appeal Of Architectural Board Of Review Project Design Approval Of A New Seven-Unit Apartment Building At 1818 Castillo Street

RECOMMENDATION: That Council:

- A. Deny the appeal of Eric and Elenor Wernicke of the Architectural Board of Review's decision to grant Project Design Approval for the proposed new seven-unit apartment building; and
- B. Direct Staff to return to Council with Decision and Findings reflecting the outcome of the appeal.

DISCUSSION:

Project Description

The project site is located in the Oak Park neighborhood and is situated on a 12,656 square foot lot, with a land use designation of Medium-High Density Residential (15-27 dwelling units/acre) and a zoning classification of R-4, Hotel-Motel-Multiple Residential Zone. The proposal includes the demolition of an existing single-family home, a studio apartment, detached garage, and two sheds, and construction of a two-unit, two-story duplex and a 5-unit, two- and three-story residential apartment building under the Average Unit-size Density (AUD) Incentive Program. The project will result in seven units comprised of 2 two-bedroom units and 5 three-bedroom units, totaling 6,609 square feet. The proposed density for the project is 25 dwelling units per acre with an average unit size of 944 square feet. Eight uncovered surface parking spaces, including one accessible parking space, are provided for the project. The project site plans are included as Attachment 1.

Background

The current appeal is the second appeal filed for a project on this site. A different project previously approved by the Architectural Board of Review (ABR) was appealed and heard by Council in July 2015. At that appeal hearing, Council upheld the appeal and referred the project to the Planning Commission to provide comments to the ABR on the following

specific design issues: compatibility of the project with the neighborhood, potential to reduce the number of bathrooms per unit, and provide additional parking. After Planning Commission review, the project was to return to the ABR for further review and action (see Council Minutes, Attachment 2). Rather than further pursue the first project, the applicant elected to withdraw the original application and file a new application with a revised design.

The ABR reviewed the revised project at a noticed concept hearing on November 9, 2015. Staff believes that the ABR was attentive to Council's direction and considered the original basis for concerns regarding the compatibility and appropriateness of the three-story project within the neighborhood. At the November 2015 hearing, the ABR determined that the revised design was an improvement to the building massing because the parking garages were replaced with surface parking and two separate buildings were proposed to help reduce the overall length of the building. The provision of uncovered surface parking at the center of the site also addresses a previous concern expressed by a neighbor that garages might be used for purposes other than car storage. The applicant followed Council's direction to redesign the project by reducing the number of bathrooms from 19 to 12, improving the parking design configuration, and providing one additional parking space.

On January 4, 2016, the ABR reviewed the revised project again and found the design and layout to be very successful and an improvement to the previous project. After considering public comment, the ABR reviewed the required Project Compatibility Criteria Analysis and granted the Project Design Approval on a 4/0/0 vote. The ABR meeting minutes are provided as Attachment 3.

The ABR approval was subsequently appealed on January 14, 2016 by Eric and Elenor Wernicke, neighbors living on West Pedregosa Street. The appellants were not involved with the original appeal. Their stated concerns with the revised project primarily relate to potential parking impacts in the neighborhood. The appellants suggest that the project be revised to require a minimum of 12 parking spaces, include tandem parking spaces, and that parking studies be conducted to determine if additional on-street parking can be provided in the area. The appeal letter is provided as Attachment 4.

APPEAL ISSUE - PARKING

The appellants argue that the project will have negative on-street parking impacts due to insufficient parking provided for the proposed development. The appellants further assert that 8 parking spaces for 19 bedrooms does not meet the actual needs of the neighborhood and that the project should provide a minimum of 12 spaces, and include tandem parking spaces. Furthermore, the appellants believe the City should conduct parking studies to determine if additional on-street parking spaces can be provided in the area.

Parking Requirements: The AUD Program requires a minimum of one parking space per residential unit and no guest parking. Adoption of the AUD Program in July 2013 carried out a key program directed by the 2011 General Plan to facilitate the construction of smaller housing units by allowing increased density and development standard incentives, including reduced setbacks, open space, and parking requirements.

As part of the General Plan Update process, the City Council discussed and acknowledged that on-street parking might be impacted in some neighborhoods by the reduced parking requirements of the AUD program; however, it was considered a tradeoff in order to produce more housing. Council also recently voted not to revisit the AUD program until some units in the High Density or Priority Overlay areas are constructed and occupied, and directed staff to continue to monitor these AUD developments during the initial program period.

While the former variable density program would have required two parking spaces per unit, for a total of 14 spaces, and one guest parking space, the current AUD program parking standard requires a minimum of seven parking spaces and no guest parking for this project. Therefore, the proposed project meets the parking requirement of the Municipal Code.

Tandem Parking: The appellants suggest that tandem parking be included in the project to increase the number of on-site parking spaces. Transportation staff does not support the use of tandem parking for this project because maneuvering tandem-parked vehicles is inconvenient and difficult to coordinate between separate households, thus rendering it problematic as a parking solution. Also, due to the narrow width of the site, it would be difficult to accommodate tandem parking and the necessary maneuvering area.

Parking Studies: The appellants request that a parking study be conducted to determine if on-street parking supply can be increased by reducing red painted curbs. Public Works staff often receives requests such as this and evaluates them based on safety considerations (e.g., site distance visibility); however, studies are generally not undertaken in direct response to a proposed development project. Council may also request that Public Works staff conduct a study to determine if additional on-street parking supply can be increased.

RECOMMENDATION:

Staff believes the new application and revised project design was properly reviewed and carefully considered by the ABR, particularly in light of previous direction from City Council on the original project design. Therefore, staff recommends that Council deny the appeal and uphold the ABR's decision to grant Project Design Approval to the new seven-unit apartment building and direct staff to return to Council with Decision and Findings reflecting the outcome of the appeal.

NOTE: The project plans were separately delivered to the City Council for review and are available for public review in the City Clerk's Office.

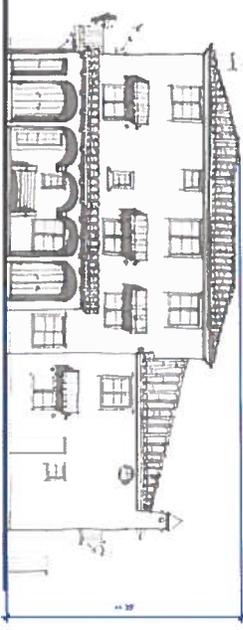
ATTACHMENT(S):

1. Proposed site plan, floor plans, and elevations
2. City Council Minutes, July 21, 2015
3. ABR Minutes, November 9, 2015, January 4, 2016
4. Appellants' letter dated January 14, 2016

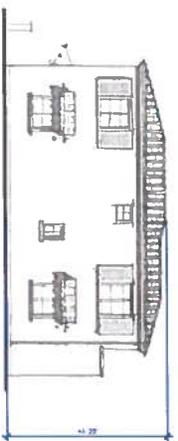
PREPARED BY: Irma Unzueta, Project Planner

SUBMITTED BY: George Buell, Community Development Director

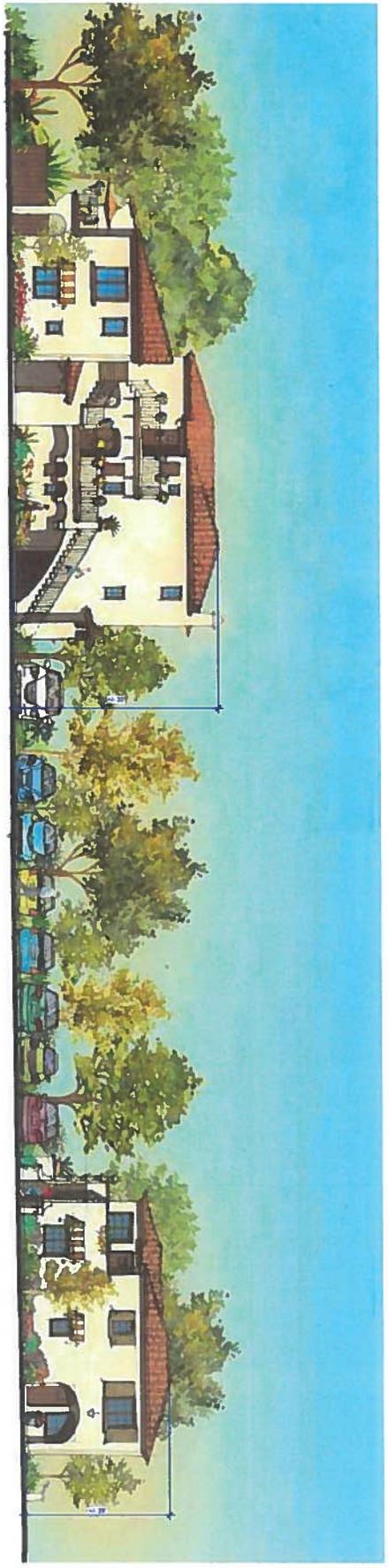
APPROVED BY: City Administrator's Office



2 South Elevation
1/8" = 1'-0"



1 South Elevation Front Building
1/8" = 1'-0"



3 North Elevation
1/8" = 1'-0"

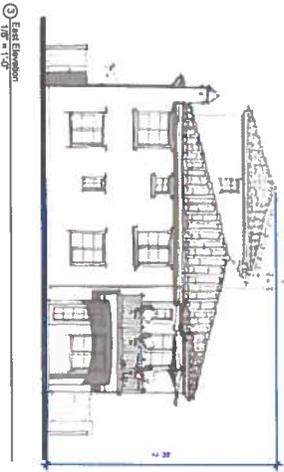


M.M. Speight Group
101 E. Riverside St., Suite 1
Tulsa, OK 74103
www.mmspeight.com

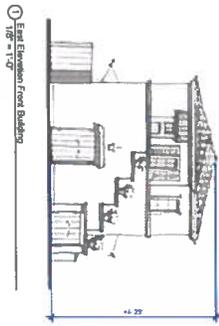
1818 Castillo St. Apartments
1818 Castillo St.

Exterior Elevations

A.2a
11/30/2015



3 East Elevation
1/8" = 1'-0"



1 East Elevation Front Building
1/8" = 1'-0"



4 West Elevation
1/8" = 1'-0"



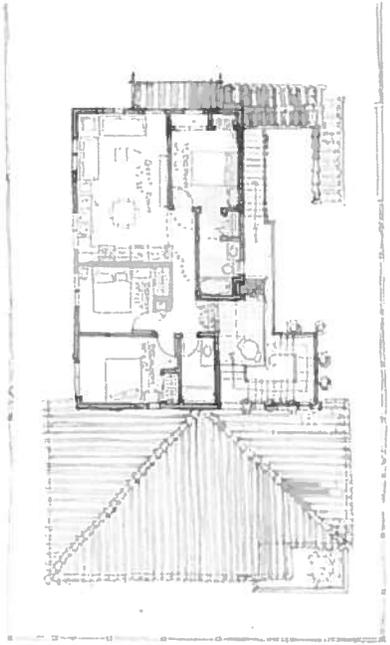
2 StreetView Elevation
1/8" = 1'-0"



10 E Figueroa St., Suite 1
Santa Ana, CA 92701
www.rrmdesign.com

1818 Castillo St. Apartments
1818 Castillo St.

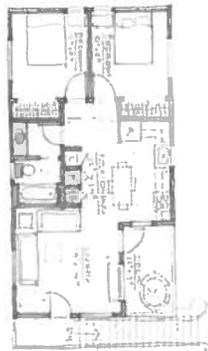
Exterior Elevations



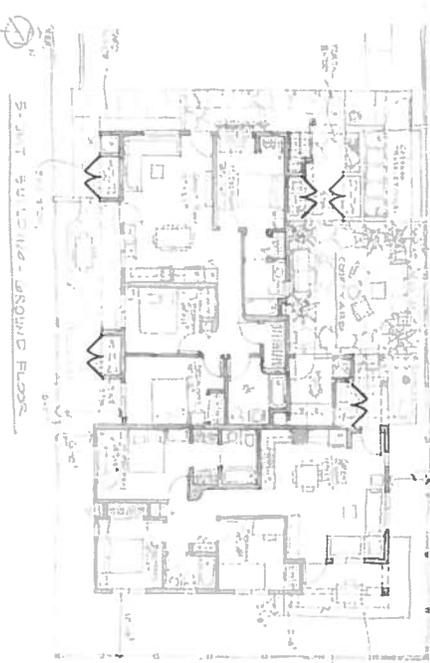
③ Suite Bldg - Level 3
TIF = 1.0



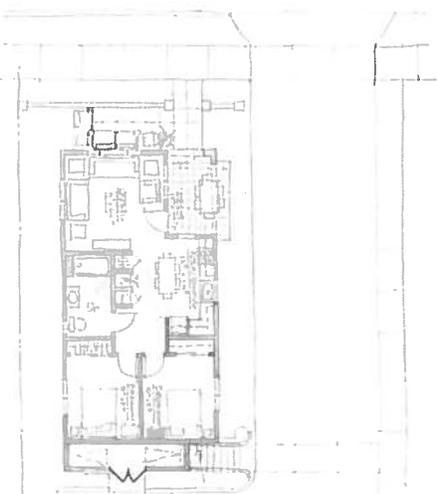
② Suite Bldg - Level 2
TIF = 1.0



③ Front Bldg - Level 2
TIF = 1.0



① Suite Bldg - Level 1
TIF = 1.0



② Front Bldg - Level 1
TIF = 1.0



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www.rrmdesign.com

1818 Castillo St. Apartments

1818 Castillo St.

Floor Plans

A.3

11/30/2015

CITY COUNCIL MINUTES – JULY 21, 2015

PUBLIC HEARINGS

23. Subject: Appeal Of Architectural Board Of Review Project Design Approval Of A New Seven-Unit Apartment Building At 1818 Castillo Street (640.07)

Recommendation: That Council

A. Deny the appeal of Brian Barnwell of the Architectural Board of Review's decision to grant Project Design Approval for the proposed new seven-unit apartment building; and
B. Direct Staff to return to Council with Decision and Findings reflecting the outcome of the appeal.

Documents:

- July 21, 2015, report from the Community Development Director.

(Cont'd)7/21/2015 Santa Barbara City Council Minutes Page 11

Documents: (Cont'd)

- July 14, 2015 Letter from Melissa Lolley.
- July 16, 2015 Letter from JoAnn Nasta.
- July 16, 2015 Letter from Marie Schnyer.
- July 16, 2015 Email/Letter from Brian Barnwell.
- July 20, 2015 Letter from Melissa.
- July 20, 2015 Letter from JoAnn Nasta.
- July 21, 2015 Letter from Brian Barnwell.
- July 21, 2015 Letter from Jon Kechejian.
- PowerPoint presentation prepared and made by Staff.

Public Comment Opened:

6:06 p.m.

Speakers:

- Staff: Associate Planner Suzanne Riegle, Project Planner Irma Unzueta, Supervising Transportation Planner Steve Foley.
- Architectural Board of Review: Member Amy Tripp.
- Applicant: Randy Douglas, DB Partners, LLC.
- Appellant: Brian Barnwell.
- Members of the Public: Pam Lasker; Rick (last name not stated); Richard Handler; Mark Edwards; Kay Hoffman; Suzanne Smith; Enid Sterling; Sharon Foster.

Public Comment Closed:

6:20 p.m.

Motion:

Councilmembers White/Francisco to uphold the appeal and refer to Planning Commission to specifically comment on the compatibility with the neighborhood, reduction of the number of bathrooms per unit, and additional parking and return to Architectural Board of Review for further review.

Vote:

Majority voice vote (Noes: Councilmember Murillo).

ARCHITECTURAL BOARD OF REVIEW MINUTES

1818 CASTILLO STREET (MST2015-00500)

R – NEW MULTI-FAMILY

Proposal to demolish an existing single-family home, studio apartment, detached garage, and two sheds, and construct a two-unit, two-story duplex and a 5-unit two- and partial three-story residential apartment building under the Average Unit Size Density Incentive Program. The project will result in seven units comprising two, 2-bedroom units and five, 3-bedroom units, totaling 6,609 square feet. This 12,656 square foot parcel is designated as Medium High density with a maximum average density allowed of 945 square feet per unit. The average unit size for this project will be 944 square feet. There will be eight uncovered parking spaces including one accessible parking space between the two proposed buildings along the southerly property line.

November 9, 2015

(Comments only; requires Environmental Assessment.)

Actual time: 6:23 p.m.

Present: Detlev Peikert, Architect and Lisa Plowman, Planning Manager for Peikert & RRM Design Group; and Mark Edwards, Agent for the Owner.

Public comment opened at 6:33 p.m.

- 1) Pamela Lasker, (submitted letter) opposition; expressed concern regarding parking density and neighborhood compatibility; requested a reduced the number of units and proposed height of the building.
- 2) Richard Handler, (neighbor) opposition; requested story poles and expressed concern regarding parking density and requested the proposed third story element be eliminated.
- 3) Stephen Harper, opposition; expressed concern regarding parking density, traffic congestion, and the proposed height of the project.
- 4) Rick Lang, opposition; expressed concern regarding setting a precedent for three-story structures in the neighborhood, and neighborhood compatibility.
- 5) John Campilio, opposition; expressed concern regarding parking density.

Emailed letters of expressed concern from Pamela Lasker & John Smith, Jim Turner, and Cynthia Ellestad were acknowledged.

And an email of support from Greg Christman was acknowledged.

Public comment closed at 6:44 p.m.

Motion: Continued four weeks to the December 7, 2015 Full Board meeting with comments:

- 1) Return with a landscape plan and a color board.
- 2) Provide a lighting plan including details.
- 3) Provide a site drainage plan including details.

- 4) Return with utility details.
- 5) Provide a diagram that shows the south elevation and similar two- to three-story structures and massing in the neighborhood area.

Action: Wittausch/Poole, 4/0/0. Motion carried. (Hopkins stepped down, Miller/Cung absent).

Board comments: The project is vastly improved. One Board member requested the Applicant study ways to enhance the courtyard experience for residents.

January 4, 2016

(Action may be taken if sufficient information is provided. Project requires an environmental finding for a CEQA Guidelines Section 15183 Exemption - Projects Consistent with the General Plan. Project was last reviewed on November 9, 2015.)

Actual time: 6:13 p.m.

Present: Detlev Peikert, Architect; and Lisa Plowman, Architects.

Public comment opened at 6:45 p.m.

- 1) Brian Barnwell commented that he prefers craftsman architecture and carport parking instead of a third story, and requested consideration of adding tandem parking.
- 2) Rick Lang, (submitted letter) opposition; spoke of concerns regarding the proposed parking and density issues.
- 3) Kathleen Hoffman (submitted letter & photos), opposition; spoke of concerns regarding the proposed parking and density issues in the neighborhood, and lack neighborhood compatibility and story poles.
- 4) Pamela Lasker, (submitted letter) opposition; spoke of concerns regarding the height of the proposed building, and lack of story poles or Board requested 3D rendering, and neighborhood compatibility.
- 5) Eric Werniche, opposition; spoke of concerns regarding lack of neighborhood compatibility for most AUD projects, and requested a policy or guideline that would incorporate City statistics and data, and requested a beneficial parking survey for the neighborhood. He also encouraged tandem parking as a possible solution to increase available parking and relieve parking density in the area.
- 6) Suzanne Smith, opposition; spoke of concerns regarding blocked natural light, additional noise activity, and garbage, increased on-street parking density, and increased short-term vacation rentals in the area.

Emails of concern from Pam Lasker & John Smith, Kemble White, and Frederick (Rick) Lang were acknowledged.

Public comment closed at 7:00 p.m.

Motion: Project Design Approval and continued indefinitely to Full Board with comments:

- 1) The Board has reviewed the proposed project and the Compatibility Analysis criteria (SBMC 22.22.145.B. and 22.68.045.B.) were generally met as follows:
 - a. **Compliance with City Charter and Municipal Code; General Consistency with Design Guidelines:** The Board made the finding that the proposed development project's design complies with all City Regulations and is consistent with ABR Design Guidelines.
 - b. **Compatible with Architectural Character of City and Neighborhood.** The proposed design of the proposed development is compatible with the distinctive architectural character of the Santa Barbara and of the particular neighborhood surrounding the project.
 - c. **Appropriate size, mass, bulk, height, and scale.** The proposed development's size, mass, bulk, height, and scale are appropriate for its neighborhood.
 - d. **Sensitive to Adjacent Landmarks and Historic Resources.** (This criteria was not applicable to the proposed project).
 - e. **Public View of the Ocean or Mountains.** The design of the proposed project responds appropriately to established scenic public vistas.
 - f. **Appropriate Amount of Open Space and Landscaping.** The project's design provides an appropriate amount of open space and landscaping.
- 2) The following finding was later read into the record: "The ABR finds that the project qualifies for an exemption from further environmental review under CEQA Guidelines Section 15183, based on the City staff analysis and CEQA Certificate of Determination on file for this project."

Action: Cung/Tripp, 5/0/0. Motion carried. (Moore/Wittausch absent).

The ten-day appeal period was announced.

Eric & Elenor Wernicke
 407 W. Pedregosa #2
 Santa Barbara, CA 93101

RECEIVED

2016 JAN 14 PM 4:00

CITY OF SANTA BARBARA
CITY CLERK'S OFFICE

December 21, 2015

Re: Project Design Review of 1818 Castillo St

To Whom It May Concern:

We are writing to express our opposition to the lack of parking provided for the proposed development of 1818 Castillo St under the new AUD project.

This project allocates 8 parking spaces for 19 bedrooms, this is not enough. It does not fulfill the actual needs of the neighborhood.

Prior to the AUD, at least 16+ spaces would have been required. According to actual data from the city's General Plan Update, the following minimum is necessary:

		Projected Percentage Needed	Actual Needs
7 Units			
Cars Per Unit	0	6%	0
	1	29%	2.03
	2	48%	6.72
	3	14%	2.94
	4	1%	0.28
	5	2%	0.7
Number of spaces actually needed >>			12.67

Guidelines for implementing AUD projects should include an interpretation of the ordinance. For example:

- The definition of a "Unit" should have an interpretation as to the number of acceptable bedrooms per unit so as not to exacerbate the loosening of parking restrictions.
- According to the Housing Element Implementation (H17.1), tandem spaces, additional maneuvers, and stackable parking devices should be considered.
- If tandem parking could be included at minimal costs, it should be required.
- A general study of neighborhood parking requirements for the neighborhood being impacted should be required before approving designs.

If the neighbors in the community are being asked to subsidize the development with parking spaces they have become accustomed to, the city itself should also offer parking subsidies in the form of reducing red-painted-curbs where appropriate. Often times, the red-painted-curbs may extend past their actual intended requirement. A general neighborhood parking study may reveal this. Scrapping off unnecessary paint would be a cost effective way of allocating more on street parking.

While we understand the loosening of parking restrictions is intended to spur development, we believe the pendulum may have swung too far in the direction of leniency without considering the actual neighborhood impact.

We are asking the Architectural Board of Review and the Planning Commission carefully review the needs of the existing neighborhood before altering it in a way that may not be easily undone.

We feel this can best be accomplished by providing useful interpretations and guidelines of the AUD ordinance (as opposed to trying to undo the many positive aspects of the AUD ordinance as a whole). Essentially we are asking for a natural check and balance.

Please take steps to ensure a more reasonable approach to parking is adopted for the project at 1818 Castillo. We suggest:

- 12 spaces minimum
- Utilize tandem spaces where possible
- Conduct a neighborhood parking study to see if additional on-street parking can be resurrected.

With kindest regards,

Eric Wernicke

(805) 453-2361



COMMUNITY DEVELOPMENT DEPARTMENT

ABR APPEAL 1818 CASTILLO STREET

March 8, 2016

Project Site

1818 Castillo St.

- Oak Park Neighborhood
- Medium-High Residential
- R-4 Zone
- 12,656 SF Lot
- Existing SFR, Studio, Garage, and 2 Sheds



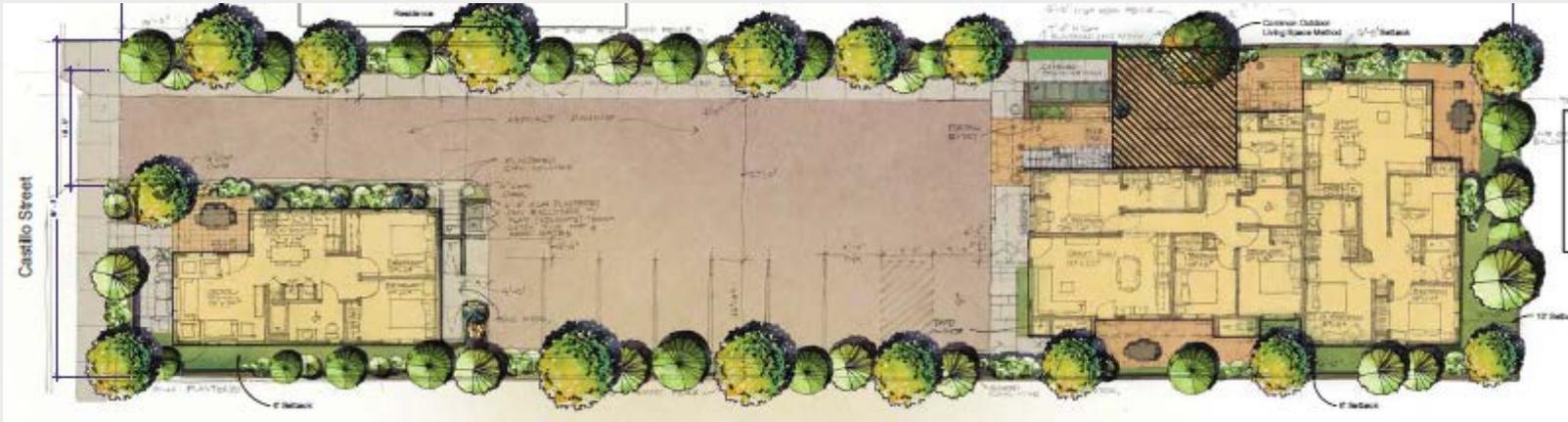
Project Background

- 6/2/15 – Original project appealed by a neighbor
 - Appeal issues:
 - *parking*
 - *neighborhood compatibility*
 - *size, bulk, height, and scale*
- 7/21/15 – Council upheld appeal of original project
 - Project referred to Planning Commission to comment on:
 - *Neighborhood compatibility*
 - *Potential to reduce number of bathrooms*
 - *Additional parking*

Project Background

- Applicant decides to redesign project and withdraw previous application
 - Revised project requires:
 - *ABR review and approval only*
 - *No Planning Commission review*

Revised Project



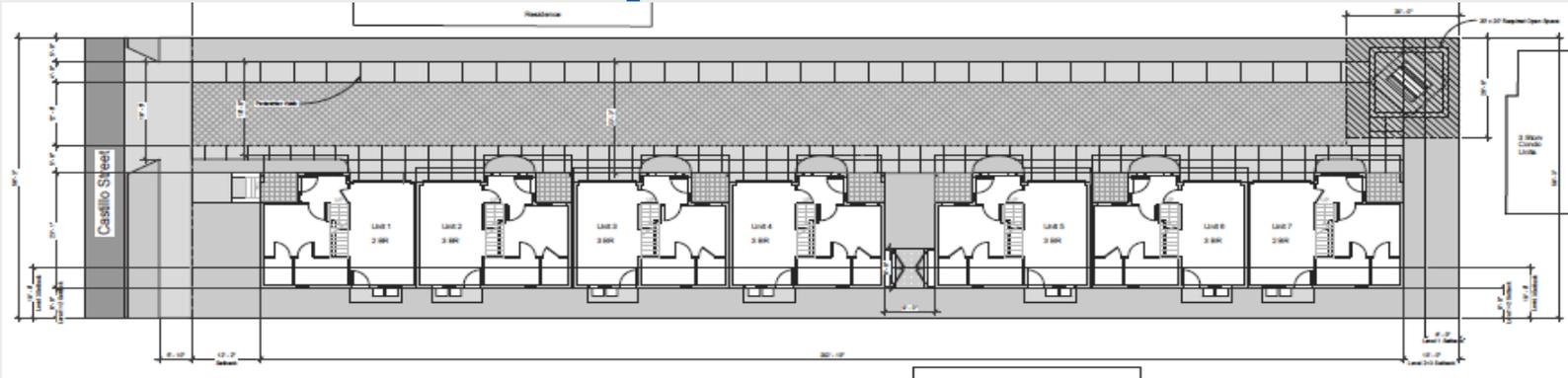
Proposed Development:

- Two-unit, two story duplex
- Five-unit, two & three story apartment building
- Unit mix:
 - Two, two-bedroom units
 - Five, three-bedroom units
- Eight uncovered surface parking spaces, bicycle storage for each unit
- 25 du/ac, unit size average: 944 sf

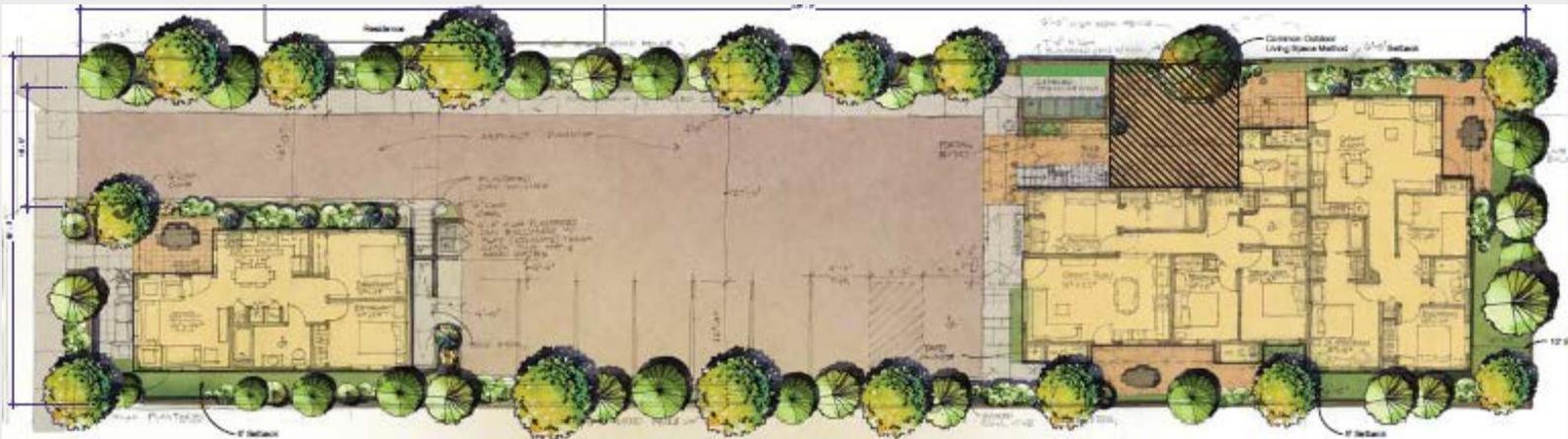
ABR Review

- 11/9/15 – ABR conceptually reviewed revised project
 - ABR review:
 - *Revised project “vastly” improved*
 - *Massing and design layout successful*
 - *Compatible with neighborhood*
- 1/4/16 – ABR granted Project Design Approval
 - ABR review:
 - *Lot area covered by building reduced*
 - *Size, bulk and scale reduced*
 - *3rd story centrally located, impact to neighbors reduced*
 - *Compatibility Criteria Findings made*

Site Plan Comparison



Previous Proposal



Revised Proposal

North Elevation Comparison



Previous Proposal

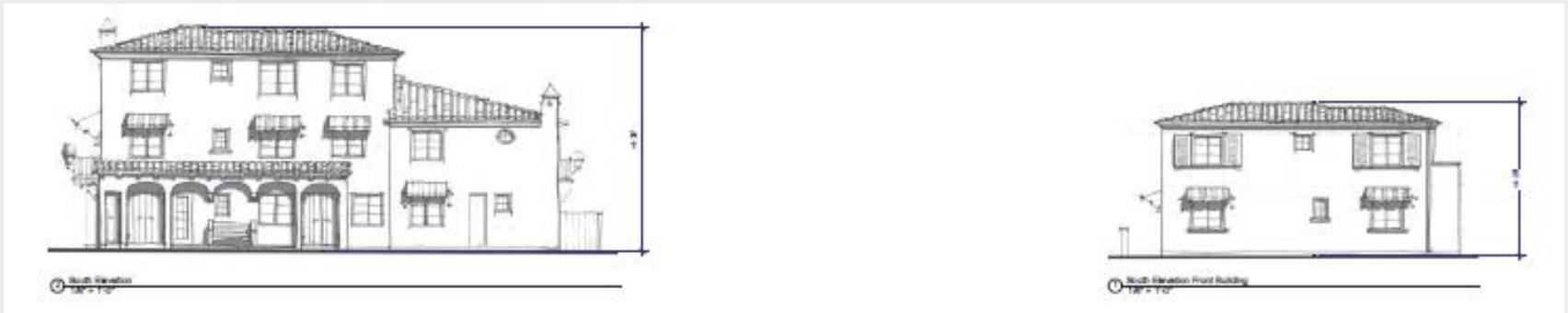


Revised Proposal

South Elevation Comparison



Previous Proposal



Revised Proposal

East & West Elevation Comparison

East



West – Castillo St



Previous Proposal



Revised Proposal

Appeal Issues

- 1/14/16 – Appealed by Eric and Elenor Wernicke
 - Appeal Issues Include:
 - *Eight parking spaces not enough to meet neighborhood needs*
 - *Project should provide 12 parking spaces minimum*
 - *Project should include tandem parking where possible*
 - *City should conduct parking studies to determine if additional on-street parking is possible*

Parking

Appellants assert that 8 parking spaces are insufficient, should provide 12 spaces minimum

- Parking Requirement
 - AUD parking standard:
 - *Minimum 1 space/unit, no guest parking*
 - *Minimum 1 enclosed/secured bicycle parking space*
 - Project meets AUD parking standard:
 - *Provides 8 parking spaces*
 - *Provides 7 enclosed/secured bicycle parking spaces*

Tandem Parking

Appellants suggest that project provide tandem parking where possible

- Tandem parking not supported for this project:
 - Tandem parking is difficult to coordinate between separate households
 - Maneuvering tandem-parked vehicles is difficult
 - Narrow width of project site problematic
 - *Does not accommodate tandem parking spaces*
 - *Does not allow for adequate maneuvering area*

Parking Studies

Appellants request that parking studies be conducted to assess on-street parking supply

- Parking Studies:
 - Studies are generally not conducted in direct response to development proposals
 - On-street parking supply study requests usually made by public
 - *Staff evaluates requests based on safety considerations*
 - Council may direct PW staff to undertake study

Staff's Position

- ABR supports revised project
- Previous Council direction followed
- Project massing improved
- Parking garages replaced with uncovered parking
- Increased parking from 7 to 8 spaces
- Bathrooms reduced from 19 to 12

Recommendation

- Deny the appeal of the ABR's decision to grant Project Design Approval for the proposed seven-unit apartment building; and
- Direct staff to return with Decision and Findings reflecting the outcome of the appeal