Valhalla Residential Condominiums

Entitlements

May 28, 2014 | City of Sausalito

Proposed Project

Proposed Project

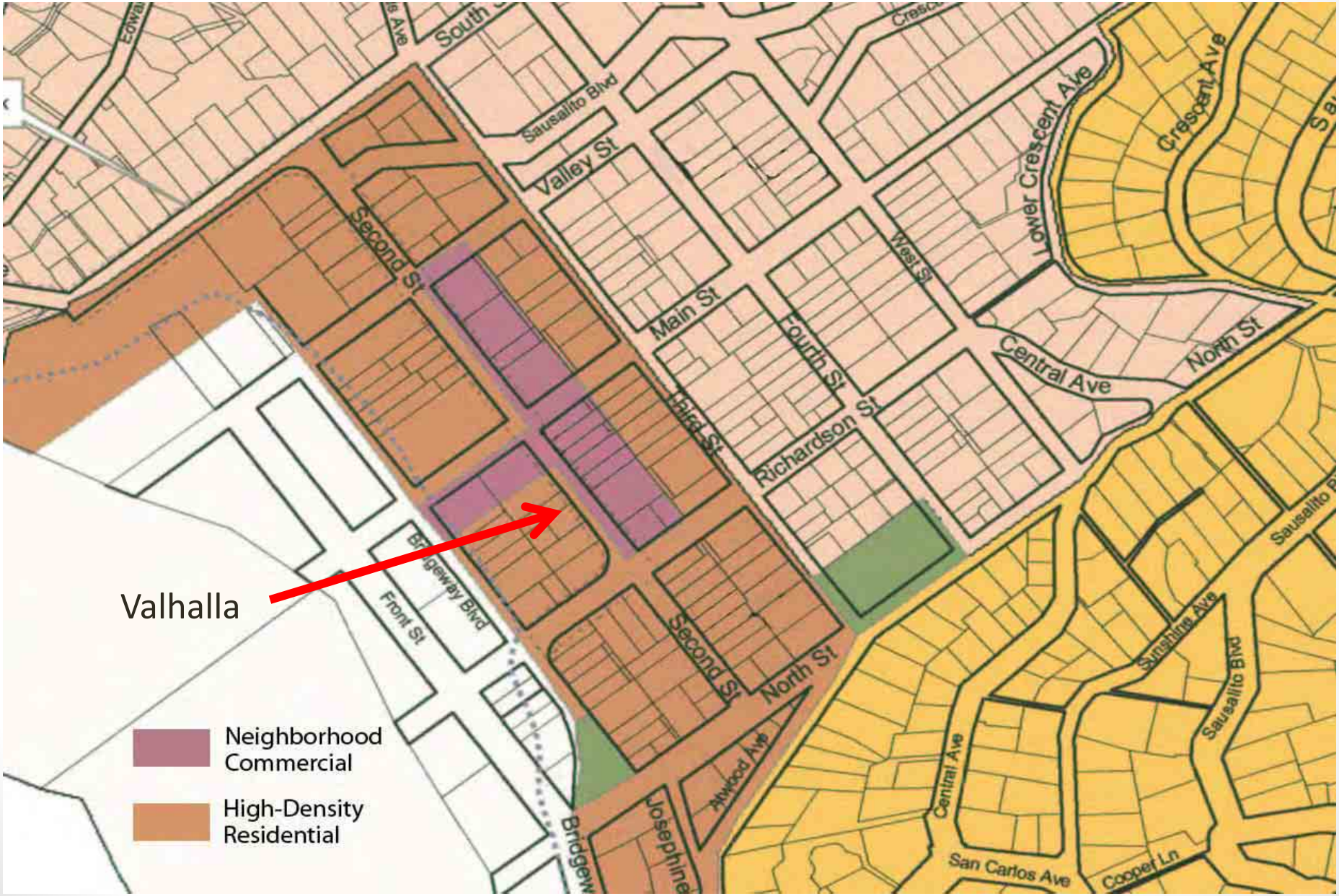
- Major renovation of the Valhalla property
- 7 new residential condominiums
  - 4 units in the Valhalla structure
  - One unit in the banquet hall
  - Two new attached single-family residences
- Retain 206 Second residence
- Subdivision of property
- Landscaping, parking, and property frontage improvements

II. Requested Approvals

- General Plan Amendment
- Zoning Map Amendment (Section 10.80.070)
- Planned Development Permit (Section 10.28.060)
- Design Review Permit (Chapter 10.54)
- Condominium Conversion Permit (Chapter 10.66)
- Encroachment Agreement (Chapter 10.56)
- Tentative Subdivision Map (Chapter 9.30)

General Plan Amendment

Existing General Plan Designations



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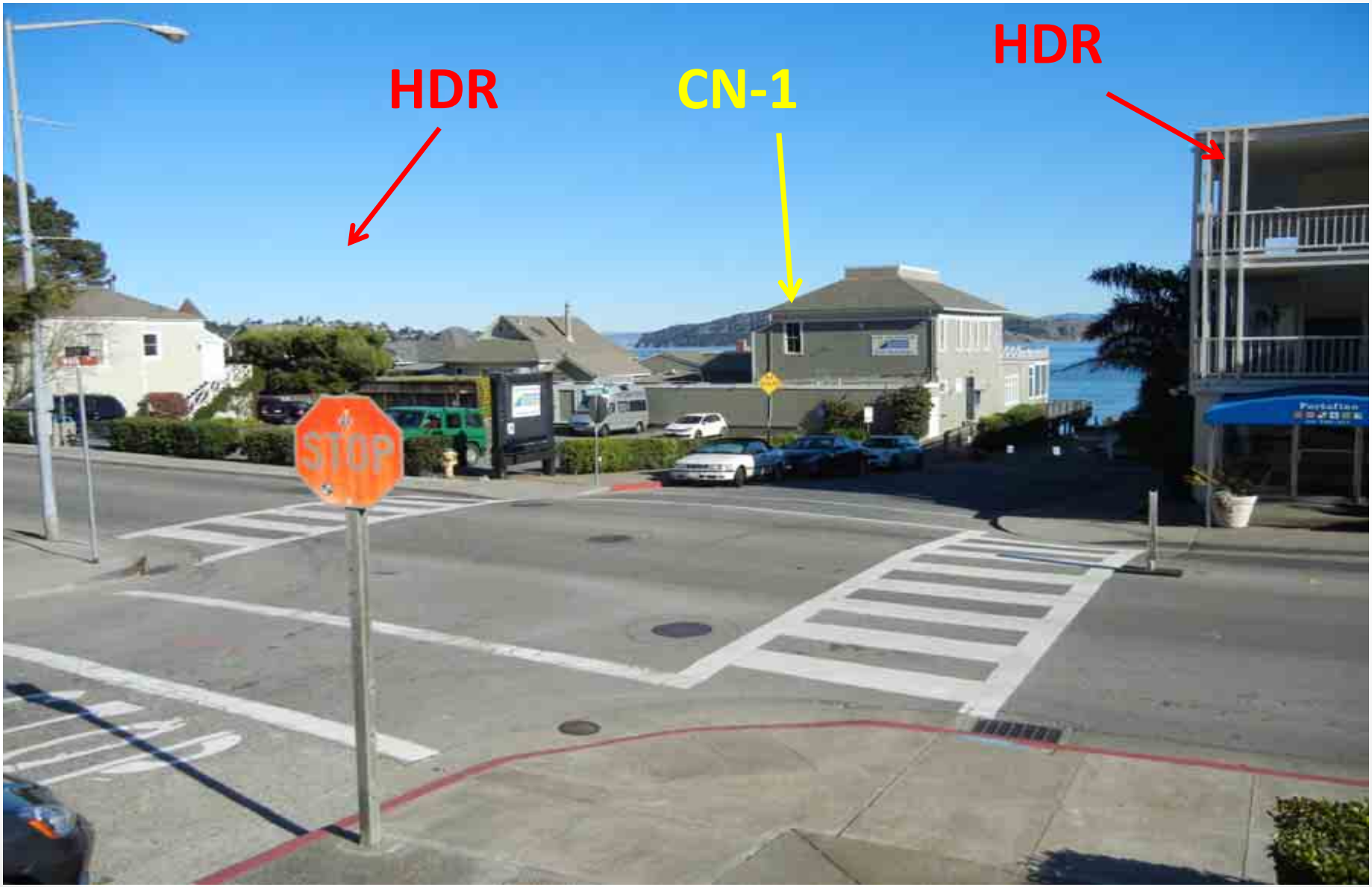
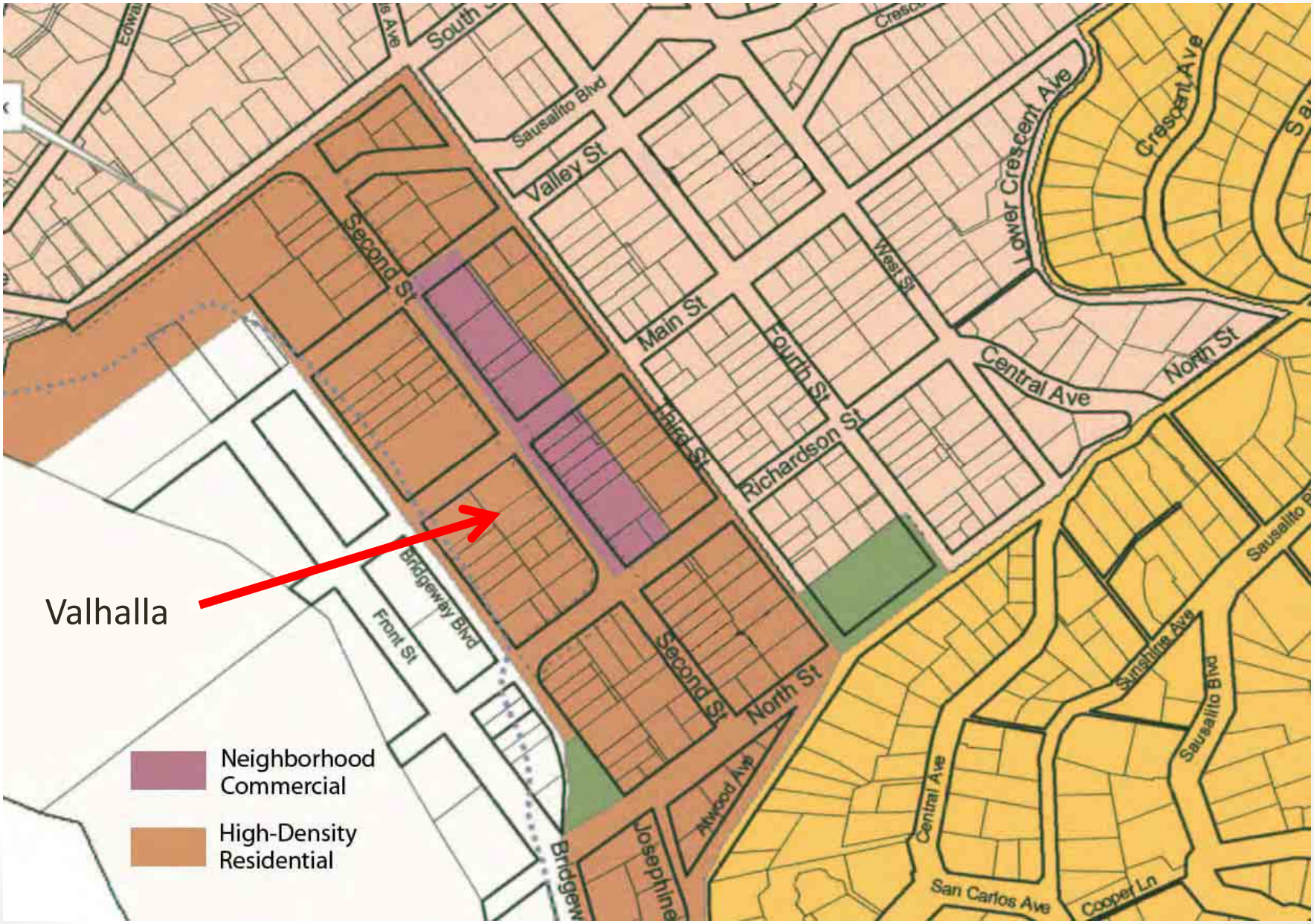


Proposed General Plan Designations



Proposed General Plan Designations

General Plan Designation Comparison

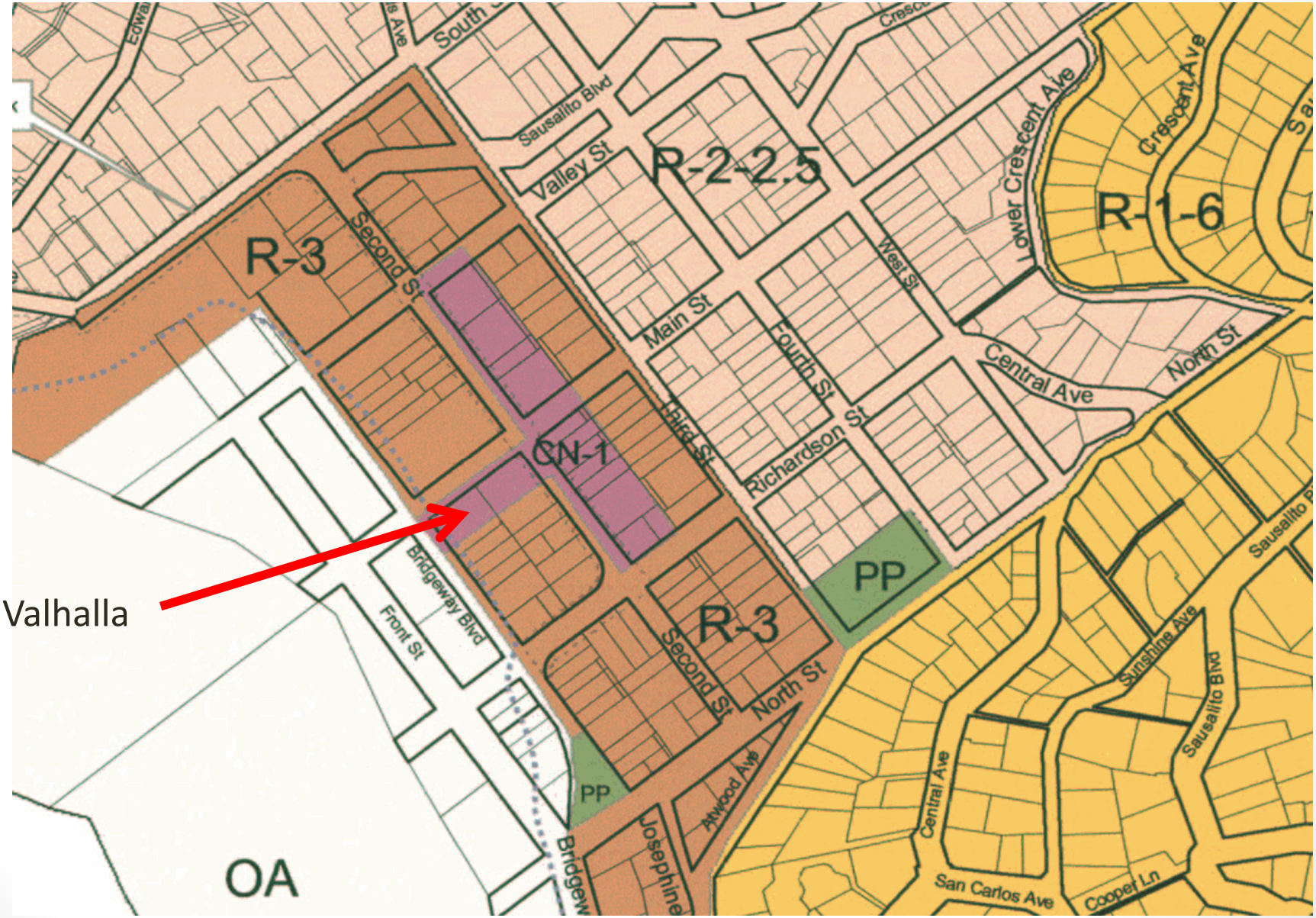
	CN (Existing)	HDR (Proposed)
Floor Area Ratio (FAR)	0.50	0.80
Permitted Land Use	resident serving commercial uses; residential above ground floor	Mix of single family residences, condominiums and apartment buildings

Staff Conclusion

- Staff supports approval of the General Plan Amendment
  - Consistency with Adjacent Uses
  - Original Designation
  - Adaptive Reuse
  - Neighborhood Impacts
  - Additional Housing

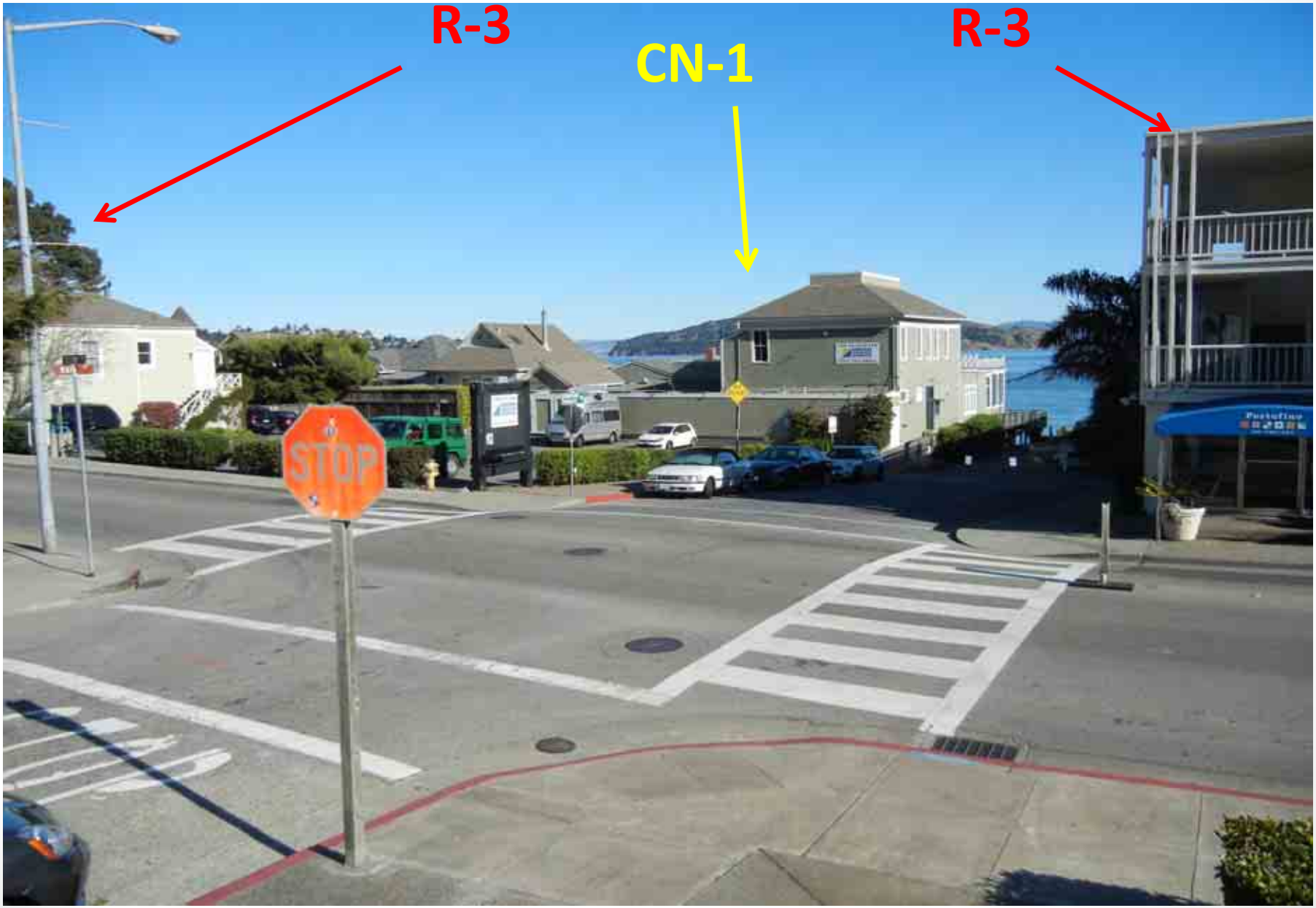
Zoning Map Amendment

Existing Zoning

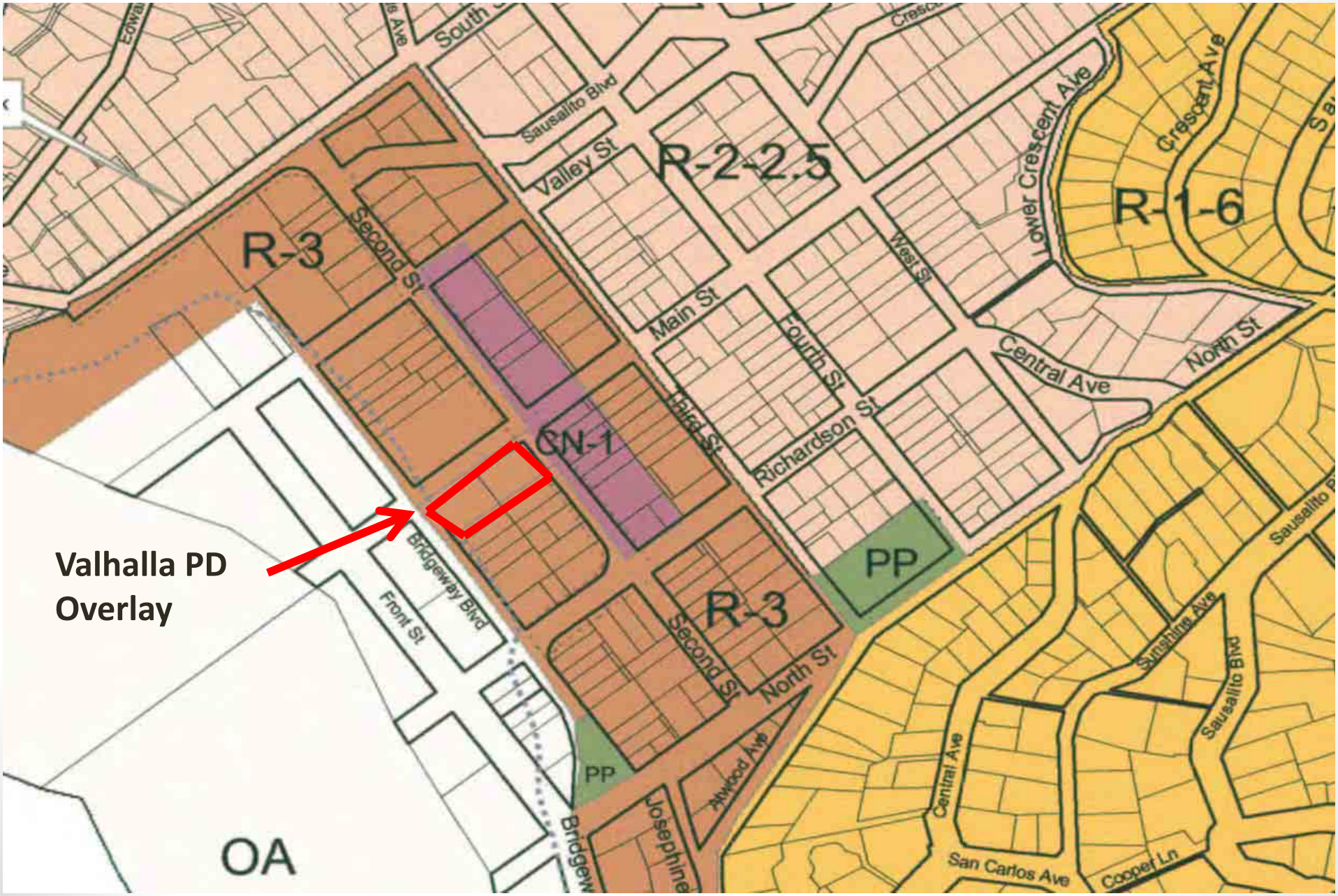


Valhalla

Existing Zoning



Proposed Zoning



Proposed Zoning

Zoning District Comparison

	CN-1 (Existing)	R-3 (Proposed)
Land Use	Restaurants and Bars Retail and Services Offices Public and quasi-public uses Upper Floor Residential	Single-family and multi-family residential Public and quasi-public uses
Density	1 unit/1,500 sq. ft.	1 unit/1,500 sq. ft.
FAR	0.50	0.80
Building Coverage	70%	50%
Impervious Surface	N/A	75%
Height	32 ft.	32 ft.

Fair Traffic Initiative

- Voter initiative adopted in 1985
- Purpose:
  - To reduce the increase in automobile traffic generated by new development
  - Preserve maritime character by reducing permitted density
  - The maximum floor area ratios identified in the Commercial Neighborhood (CN-1) District may not be increased
- Applies to most commercial districts, including CN districts

Fair Traffic Initiative

- “No site may be redesignated to any other zoning classification that would allow greater density or floor area ratio.”
- “No conversion or change in use may be permitted when that conversion or change in use will result in increased commercial usage or density.”
- The maximum floor area ratios for the CN zoning district may not be exceeded by variance, conditional use, planned unit development or any other device.

Fair Traffic Initiative

- CN-1 District (existing)
  - FAR: 0.50
  - Density: 1 du/1,500 sq. ft.
- R-3 District (Proposed)
  - FAR: 0.80
  - Density: 1 du/1,500 sq. ft.
- Applicant proposes deed restriction to limit FAR to 0.50
- With deed restriction, staff concludes the project complies with the Fair Traffic Initiative

Staff Conclusion

- Staff supports approval of the Zoning Map Amendment for the same factors that support approval of the General Plan Amendment
  - Consistency with Adjacent Uses
  - Original Designation
  - Adaptive Reuse
  - Neighborhood Impacts
  - Additional Housing

Planned Development Permit

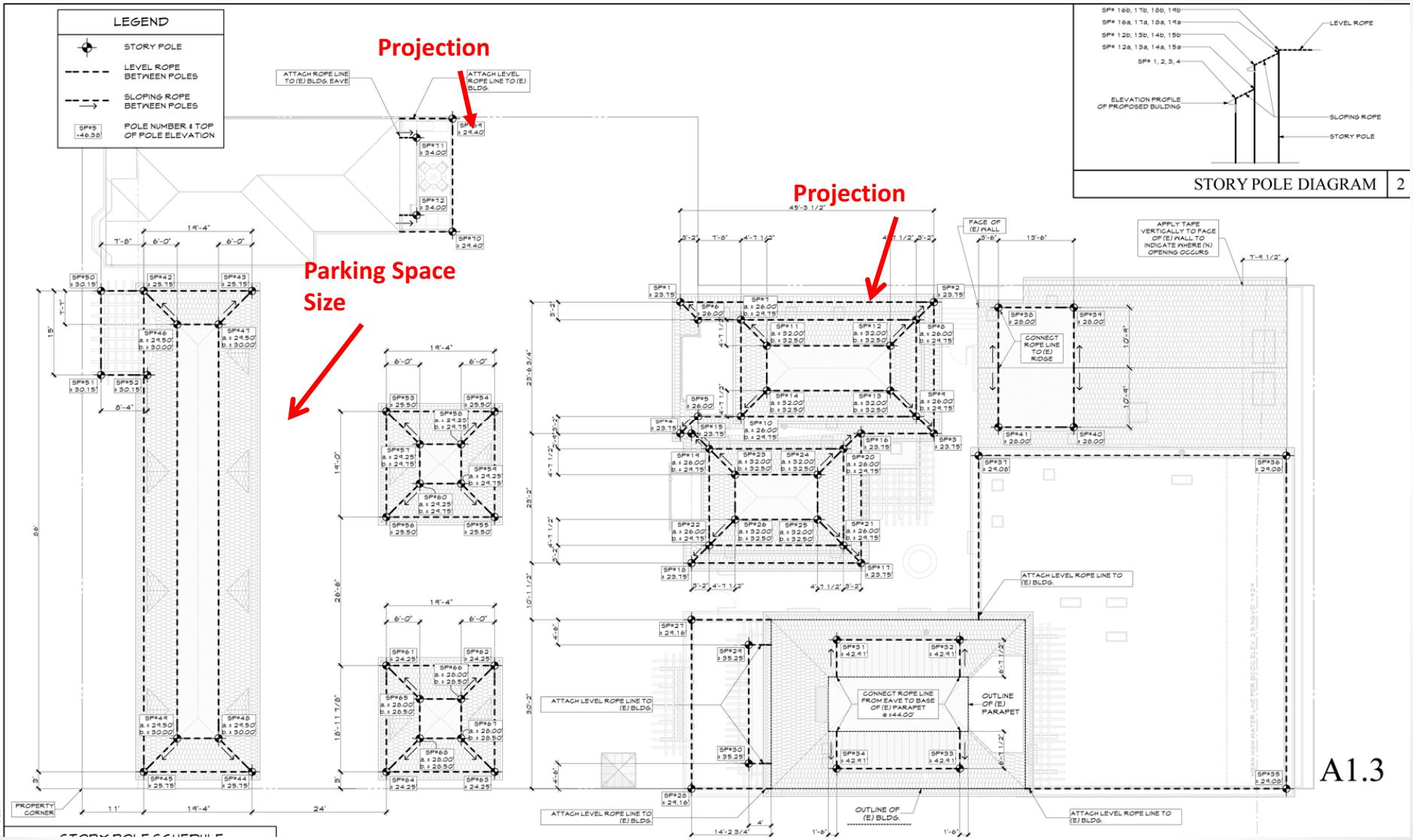
Planned Development Permit

- The project site contains a historic structure which conflicts with existing zoning regulations in many ways
- Deviation from existing development standards is requested to renovate the project site and allow for the adaptive reuse of the property.

Requested Deviations

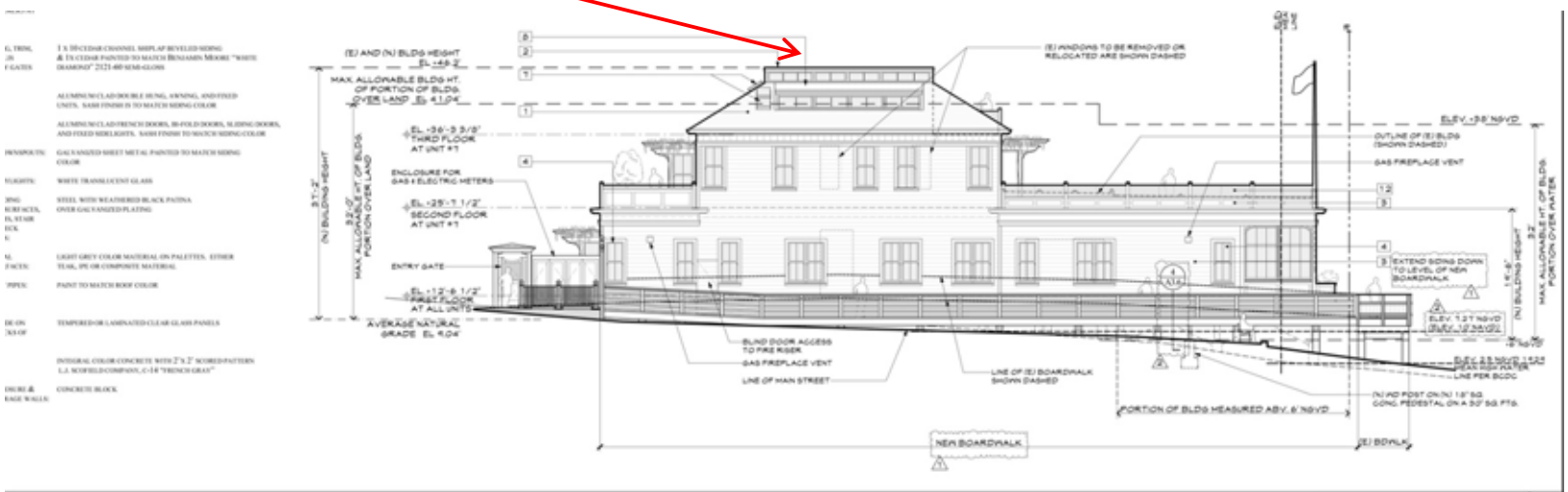
	R-3 District Standard	Requested Deviation
Side Yard Setback	6’-1/2” (two-unit building) 8’ (Valhalla structure)	3’ (two-unit building) 4’ (Valhalla dormer)
Height	32 ft.	43 ft. (Valhalla dormer)
Voluntary Demolition of Existing Nonconforming Exterior Walls	51%	68%
Parking Space Size	9’-0’ X 19’	8’-6” X 18’
Building Coverage	50%	55% (Valhalla site)
Impervious Surface	75%	91% (Valhalla site)

Deviations from Site Development Standards

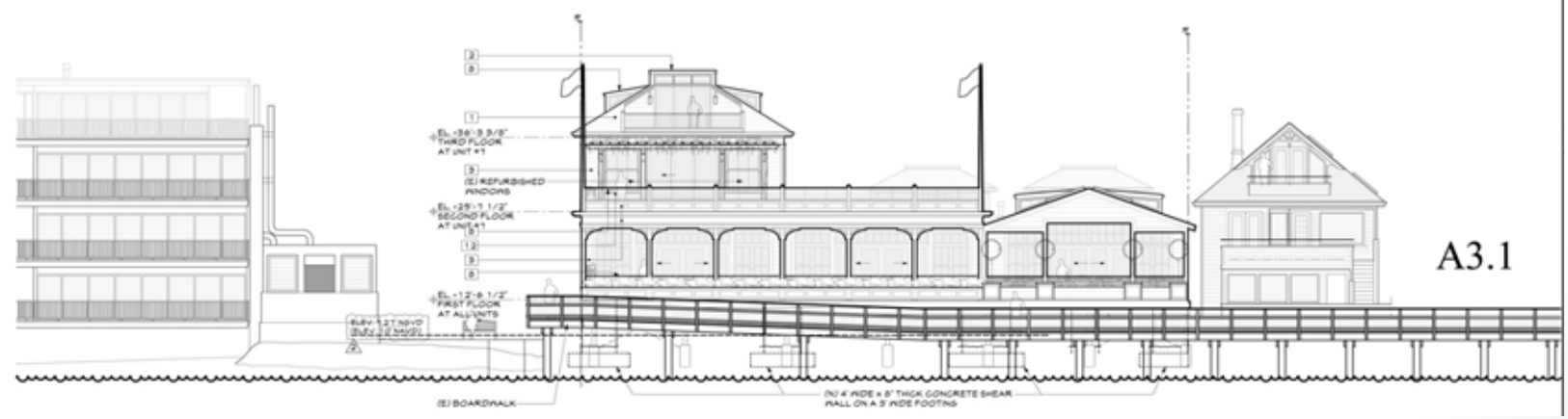


Deviations from Site Development Standards

Dormer Height



SOUTH ELEVATION | 2



Staff Conclusion

- Staff supports approval of the Planned Development Permit
  - Existing Site Conditions
  - Historic Preservation and Adaptive Reuse
  - Condition of Structure
  - Existing Neighborhood Conditions
  - Impacts to Adjacent Properties
  - Superior Project
  - Conditions of Approval

Design Review Permit

Project Rendering

Project Rendering

Project Rendering

Compatibility with Neighborhood

- Consistent scale, mass, and character
- FAR capped at 0.50 which is less than the maximum permitted FAR under the Multiple-Family (R-3) zoning designation
- Portofino Apartments (adjacent to the project site) is of greater mass, scale, and FAR than the proposed Project
- Building envelope of the Valhalla would remain at approx. 46 feet
- Garages would be setback approx. 11 feet and compliant with the Special Setback regulation (SMC 10.40.070(E))

Second Street Garages

- Project site is unique as parking is located along the Second Street frontage
- Maintains existing layout of the project site
- Garages along Second Street allow the existing Valhalla structure to be maintained
- Increases traffic safety by not allowing access to the units along Second Street
- HLB recommended changes to the design to reduce the monolithic design of the garages
  - Staff supports this recommendation

Second Street Garages

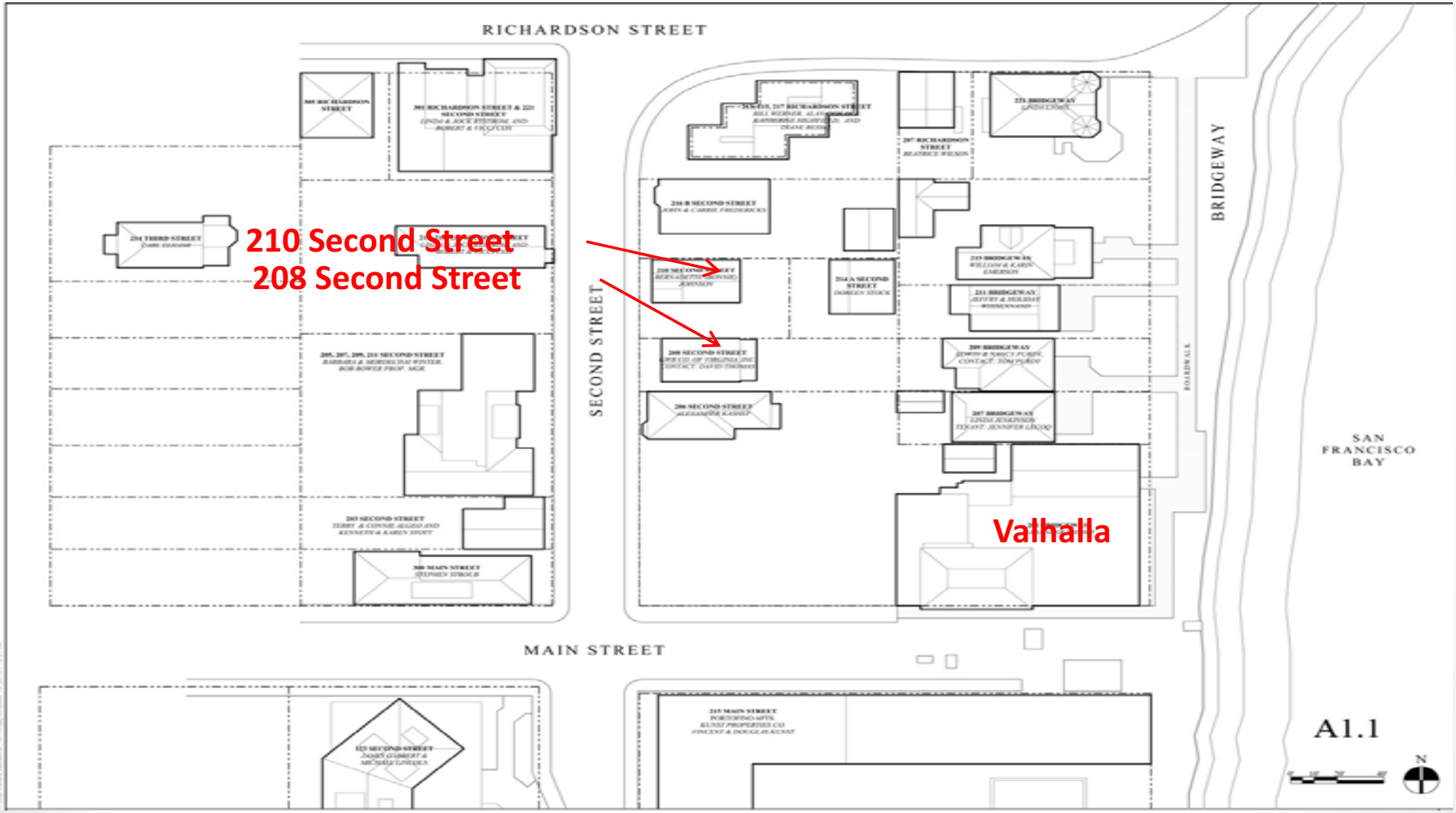
- Condition of Approval:
  - Provide additional articulation of the roof of the garages facing Second Street so that it appears less monolithic and is more representative of the scale and composition of the residential structures that historically lined Second Street

View Impacts

- Design Review Permit Finding:
  - *The proposed project has been located and designed to minimize obstruction of public views and primary views from private property*.

- Primary View Definition:
  - *Any view distance from primary viewing areas of a dwelling such as the living room, dining room, kitchen, master bedroom, and deck or patio spaces serving such living areas. A secondary view shall be any view from bathrooms, accessory bedrooms, passageways and utility areas*

Vicinity Map



Public Views

- Sausalito General Plan objectives and policies that protect public views:
  - Objective CD-3.0 – Balance View protection with Property Rights. *Provide view protection in a manner which considers property interests of all parties involved.*
  - Policy CD-3.2 – Public Views. *Locate and design new and significantly remodeled structures and other private and public improvements with consideration for their impact on significant public views and view corridors.*
  - Program CD-3.2.1 – Design Review of Public View Impacts. *Through Design Review, analyze project submittals for new and significantly remodeled structures and landscaping for their impact on views from major public vantage points.*

Public Views

- Proposed garage and Units #5 and #6 would obstruct some public views of Angel Island and the SF Bay from Second Street
- Proposed landscaping (Chilean Mayten Trees) along Second Street would obstruct public views
- The height of proposed Units #5 and #6 are approx. 10 feet less than the maximum allowable height in the R-3 zoning district
- Public views would be further obstructed if these units were constructed up to the maximum allowable height

Private Views

208A Second Street

- Staff observed limited private view impacts from the master bedroom and deck/patio of unit 208 A Second Street
- Dominant views are east consisting of dense foliage and a view of Angel Island, which would not be obstructed by the proposed Project
- San Francisco skyline could potentially be impacted as a result of proposed units #5 and #6
- Views of Angel Island, Alcatraz, and portions of the SF Skyline would remain unobstructed

Private Views

208A Second Street

View East from Master Bedroom/Deck

View Southeast from Master Bedroom/Deck

Private Views
208B Second Street

- Staff observed very limited to no private view impacts from 208B Second Street
- Main living space and deck/patio of 208B is at a similar height to the Valhalla
- The dominant views are east of Angel Island, Alcatraz, and the SF Skyline
- Views would remain unobstructed from this unit

Private Views

208B Second Street

Private Views

210 Second Street

- Staff observed very limited to no private view impacts from 210 Second Street
- The main living spaces and deck/patios of 210 Second Street are at a similar height to the Vahalla
- The top level of 210 Second Street exceeds the height of the Valhalla; therefore, overlooks the project site
- Dominant views include Alcatraz, Bay Bridge, Angel Island, and the SF Skyline (from the top floor only)

210 Second Street

View Southeast from 2nd Floor Dining Room

210 Second Street

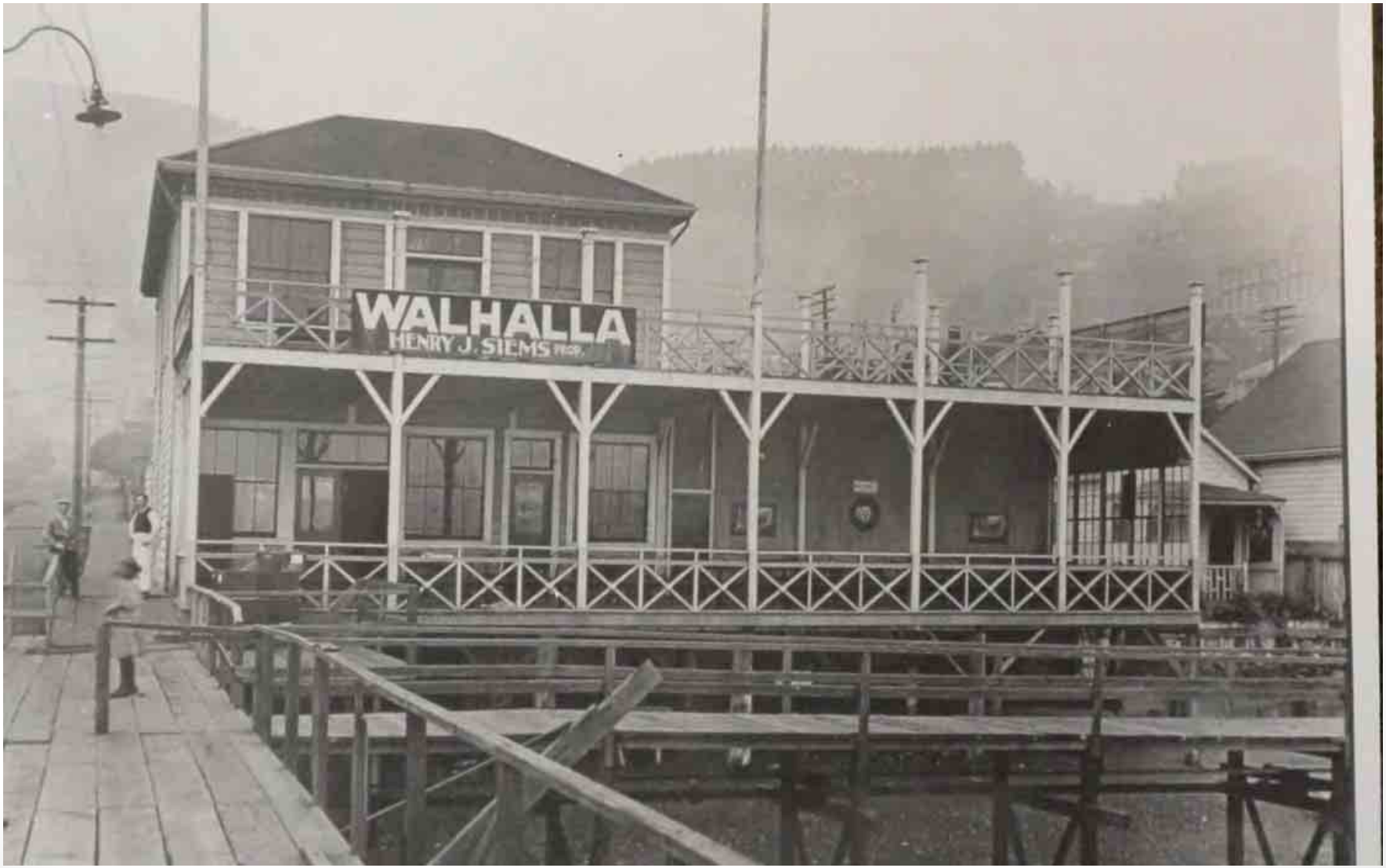
View Southeast from 2nd Floor Deck

Valhalla

210 Second Street

View Southeast from 2nd Floor Deck

Historic Preservation



Historic Preservation

- Property is not listed on the National, State, or local register of historic properties, and is not in the historic overlay zone.
- Two historic evaluations prepared for property
  - Both found property to not be eligible for listing on the California Register of Historic Properties
  - One report evaluated design of proposed project and found it consistent with the Secretary of the Interior's Standards for Rehabilitation

Historic Preservation

- Historic Landmarks Board (HLB) reviewed project on April 9 and 30, 2014
- Determinations of historic significance:
  - Valhalla property has historic significance
  - 206 Second Street does not have historic significance
- HLB Recommendations on project design:
  - Strong support for project overall and general design
  - Comments on specific design features

Project Rendering

Project Rendering

Project Rendering

Condominium Conversion Permit

Condominium Conversion Permit

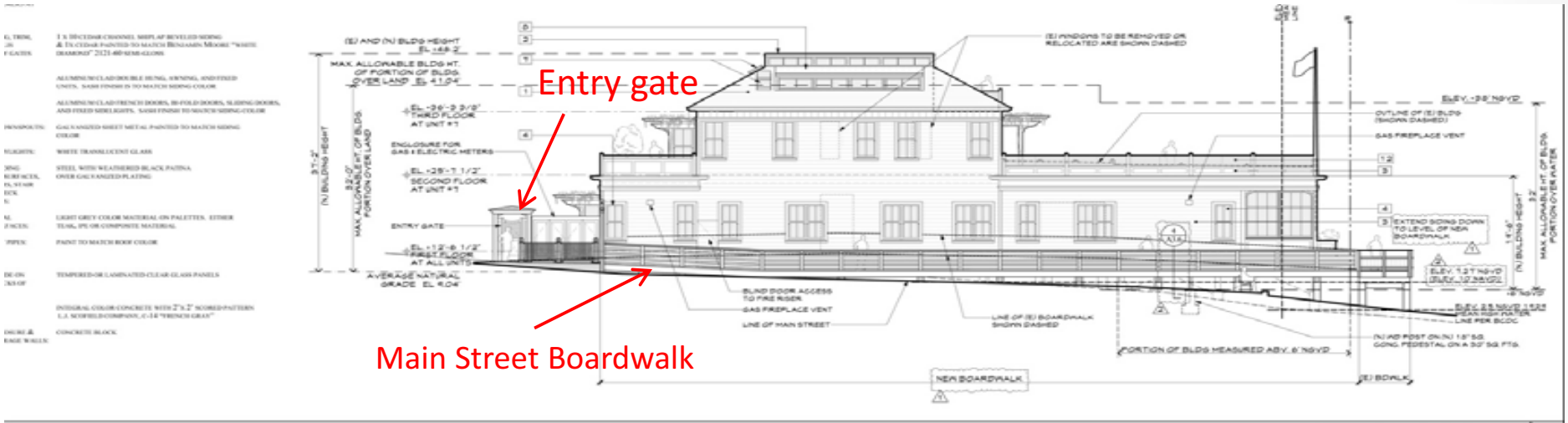
- SMC Section 10.66.010 states two purposes of the Condominium Conversion Permit
  - *"Provide a balance of ownership and rental housing in Sausalito and a variety of choices of tenure, type, price, and location of housing."*
  - *"Assure that purchasers of converted housing have been properly informed as to the physical condition of the structure which is offered for purchase."*
- Proposed Project provides housing for Sausalito
- Planning Commission has not approved a condominium conversion permit since 2010

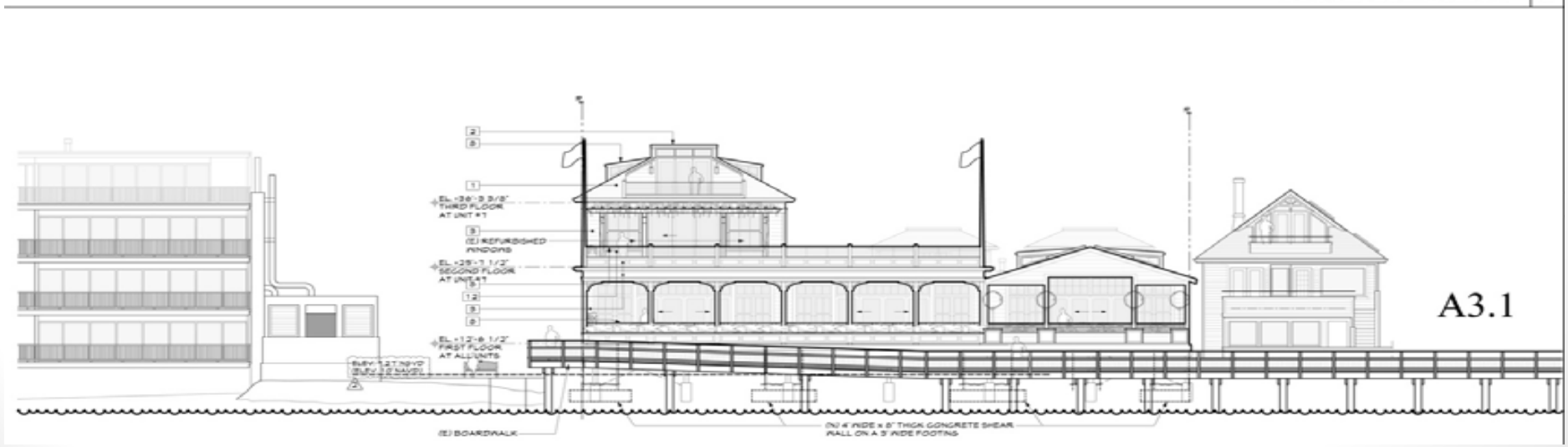
Encroachment Agreement

Encroachment Agreement

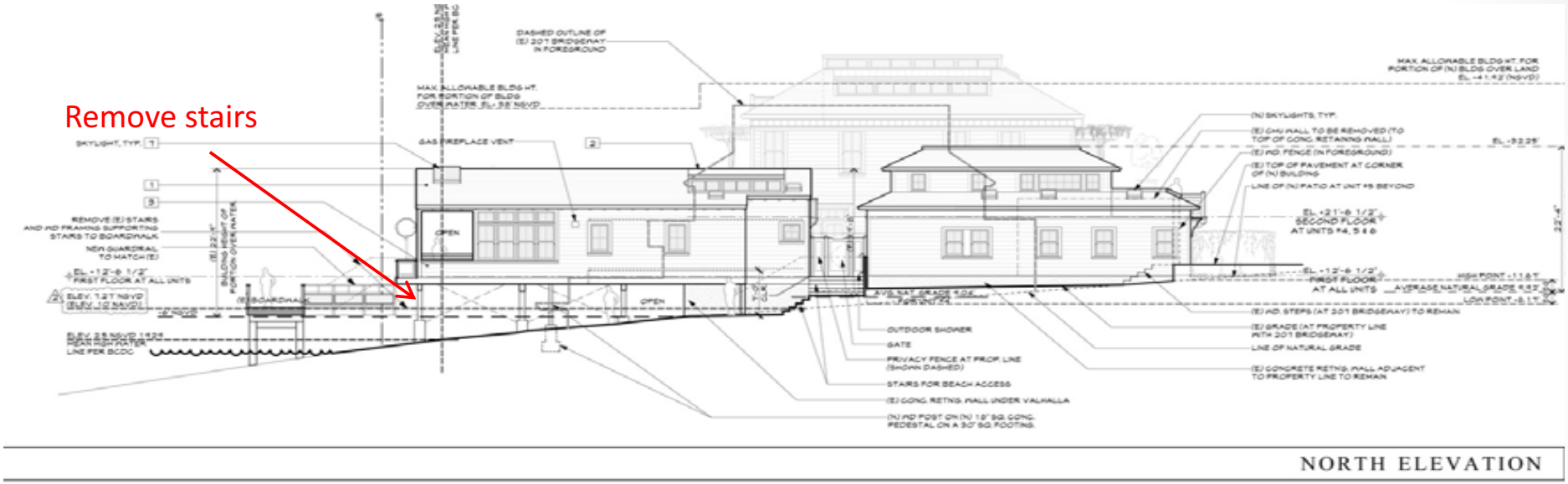
- An Encroachment Agreement is required for structures projecting into public lands, easements, or rights-of-way.
- The applicant proposes encroachments into the Main Street and Bridgeway rights-of-way

Encroachment Agreement





Encroachment Agreement



Encroachment Agreement

- Considerations
  - Public circulation and safety
  - Neighborhood compatibility
  - Impacts on adjoining properties
  - Future termination of encroachment
- Staff Assessment
  - Encroachments are minor and will not negatively impact the neighborhood or adjoining properties

Tentative Subdivision Map

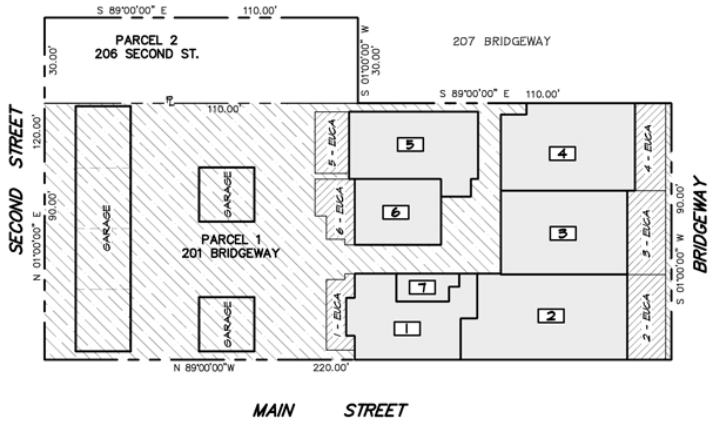
Tentative Subdivision Map

- The project site is currently one parcel
  - 201 Bridgeway (Valhalla)
  - 206 Second Street (Single-Family Residence)
- The project proposes subdividing 201 Bridgeway and 206 Second Street and creating seven residential condominiums on 201 Bridgeway
- Creation of 9 parcels total
  - 7 condominium unit parcels
  - 1 common area parcel
  - 1 single-family residential parcel (206 Second Street)

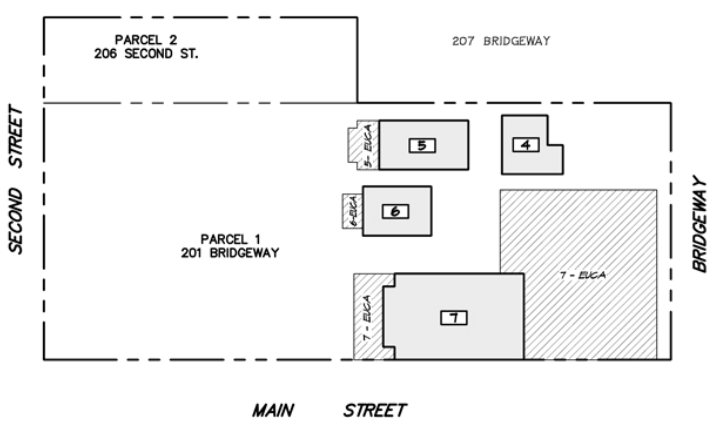
Tentative Subdivision Map

- Findings to approve a tentative subdivision map primarily concern the following:
  - Is the subdivision consistent with the General Plan?
  - Are the size and shape of new lots consistent with City standards?
  - Will the lots created by the subdivision be suitable for allowed types of development?
  - Is the subdivision deisigned to avoid public or environmental impacts?

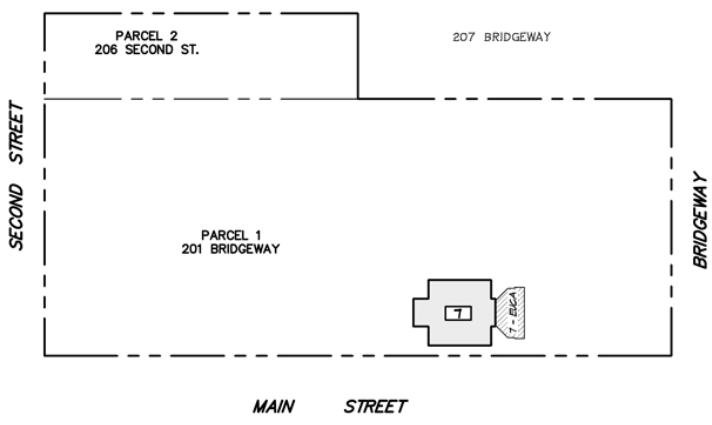
Tentative Map



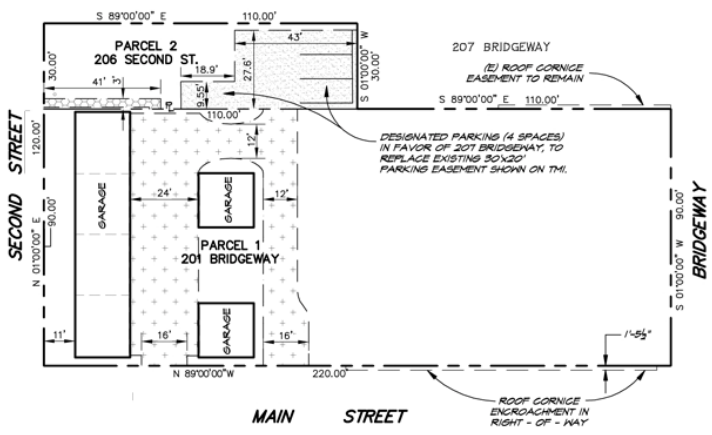
FIRST FLOOR – GROUND LEVEL



SECOND FLOOR



THIRD FLOOR



EASEMENTS

SHEET TM2

Frontage Improvements

- The Subdivision Map Act and SMC Chapter 9.05 allow the City to require improvements to the frontages of the project site as a condition of subdivision approval
- Frontage improvements may include public sidewalks, pedestrian facilities, walkways, and transit facilities
- Required frontage improvements must be reasonably related to the impacts from the proposed project
- City must demonstrate the following to require frontage improvements:
  - There must be a nexus between the required improvement and the impacts of the proposed project
  - The required improvements must be roughly proportionate to the impacts of the proposed project

Proposed Improvements

- Second Street
  - Curb cut of the existing driveway removed and replaced with sidewalk to match existing sidewalk
- Main Street
  - New public sidewalks and driveways on the west half of the property
- Bridgeway
  - Existing stair from banquet hall to boardwalk would be removed; new guardrail installed

Bus Pullout

- Provision of a bus pullout is consistent with General Plan Policy CP-3.1 which is intended to *"encourage the maintenance of a safe, efficient and reliable bus service to provide an alternative to driving."*
- Project Applicant should ensure that bus service is a viable alternative for residents and their guests
- Condition of approval would require the Applicant offer to dedicate sufficient property for a bus pullout

Staff Conclusion – Bus Pullout

- Staff recommends the following condition of approval regarding the bus pullout:
  - Concurrently with recordation of the Final Map, applicant shall offer to dedicate the amount of property necessary for a bus pullout up to the entirety of the ten-foot Special Setback on Second Street to the City for public access; design a bus pullout that meets the standards of the Golden Gate Transit District and the City Engineer and construct the approved bus pullout

Bridgeway Boardwalk

- Bridgeway Boardwalk is in moderately good condition; however, does not comply with CA Building Code for accessibility
- Located within the FEMA 100-year floodplain
- Bridgeway Boardwalk must comply with the City's Floodplain Management requirements since improvements constitutes a Substantial Improvement as defined in SMC Chapter 8.48
- Floodplain Management regulations is to require elevating the boardwalk to the "lowest horizontal portion of the structural members of the lowest floor to or above base flood elevation" of 13 feet (NAVD)(SMC 8.48.056.A)

Staff Conclusion - Boardwalk

- Staff recommends Alternative A or Alternative B as a condition of approval:
- Alternative A
  - Prior to issuance of a building permit, the applicant shall submit revised plans for City review showing the deck and railings of the Bridgeway boardwalk fronting the project shall be constructed to be in compliance with the California Building Code for accessibility and elevated so that the lowest elevation of any horizontal structural support is no lower than the required base flood elevation of 13 feet.

Staff Conclusion - Boardwalk

- Alternative B
  - Prior to issuance of a building permit, the applicant shall: 1. Submit plans to improve the deck and railings of the Bridgeway boardwalk in a manner compliant with the California Building Code for accessibility and the City's Floodplain Management regulations; and 2. Enter into a deferred improvement agreement with the City, binding on successors in title, that provides for the preparation of detailed construction plans for and construction of the required improved boardwalk or an alternative (e.g. non-pile supported) means of providing a safe, accessible path of travel along the Bridgeway public Right-of-Way on or before a date certain, or provides the funds necessary for these plans and construction by others.

Public Comment

- Staff has received over 35 comment letters on the proposed project
- Almost all have expressed support for the project
- Other comments
  - Public and private view impacts
  - Bus turnout

IV. Conclusion

Conclusion

- Overall, staff supports the proposed Project entitlements with conditions
- Staff seeks direction from the Planning Commission on potential public and private view impacts

Next Steps

- Continue entitlements hearing on the following date:
  - June 4
- Two City Council hearing dates planned
  - June 24
  - July 8

IV. Questions / Comments

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Project Flow Chart

1. Draft Initial Environmental Study (Mitigated Negative Declaration (IES/MND) released for Public Comment Period

   April 1, 2014

2. Historic Landmarks Board Study Session to receive comments on project

   April 9, 2014

3. Planning Commission meeting to introduce project and IES/MND

   April 16, 2014

4. Planning Commission meeting to receive comments on IES/MND

   April 30, 2014

5. Planning Commission closes Public Comment Period on Draft IES/MND and receives comments on project. PlaceWorks prepares responses to comments. PC receives presentation on project's entitlements

   May 14, 2014

6. Planning Commission reviews project's entitlements

   May 28, 2014

7. Planning Commission to take action or recommend on the following:
   - Design Review Permit (Action)
   - Condominium Conversion Permit (Action)
   - Tentative Subdivision Map (Action)
   - IES/MND (Provisional Approval, Subject to Approval by CC)
   - General Plan Amendment (Recommendation to CC)
   - Zoning Map Amendment (Recommendation to CC)
   - Planned Development Permit (Recommendation to CC)
   - Encroachment Agreement (Recommendation to CC)

   June 4, 2014

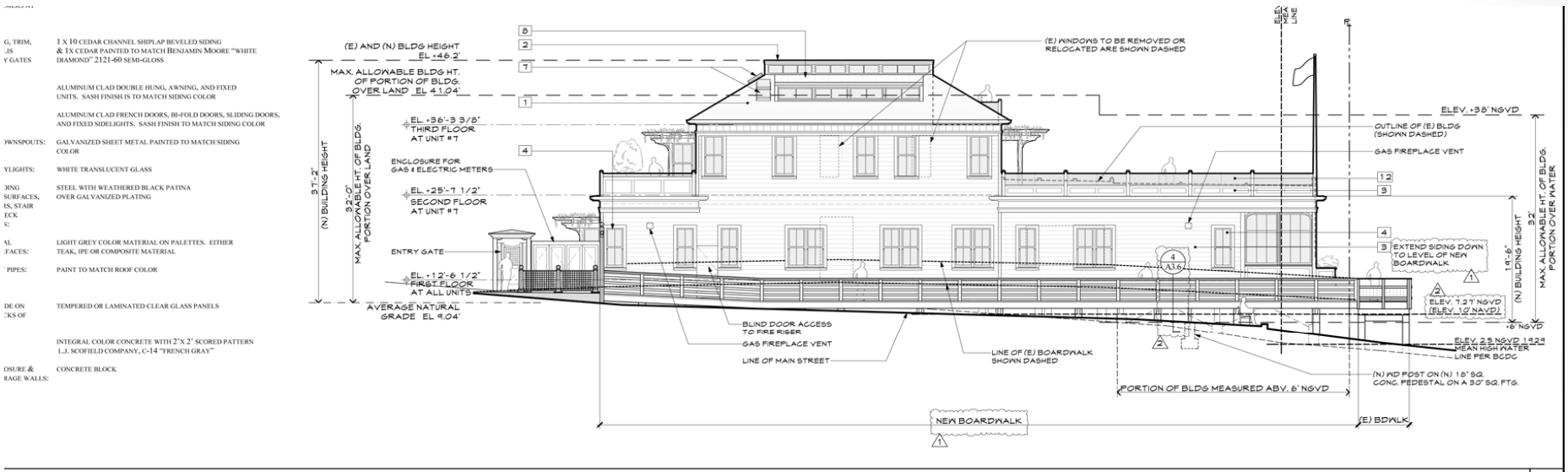
8. City Council hearing on project

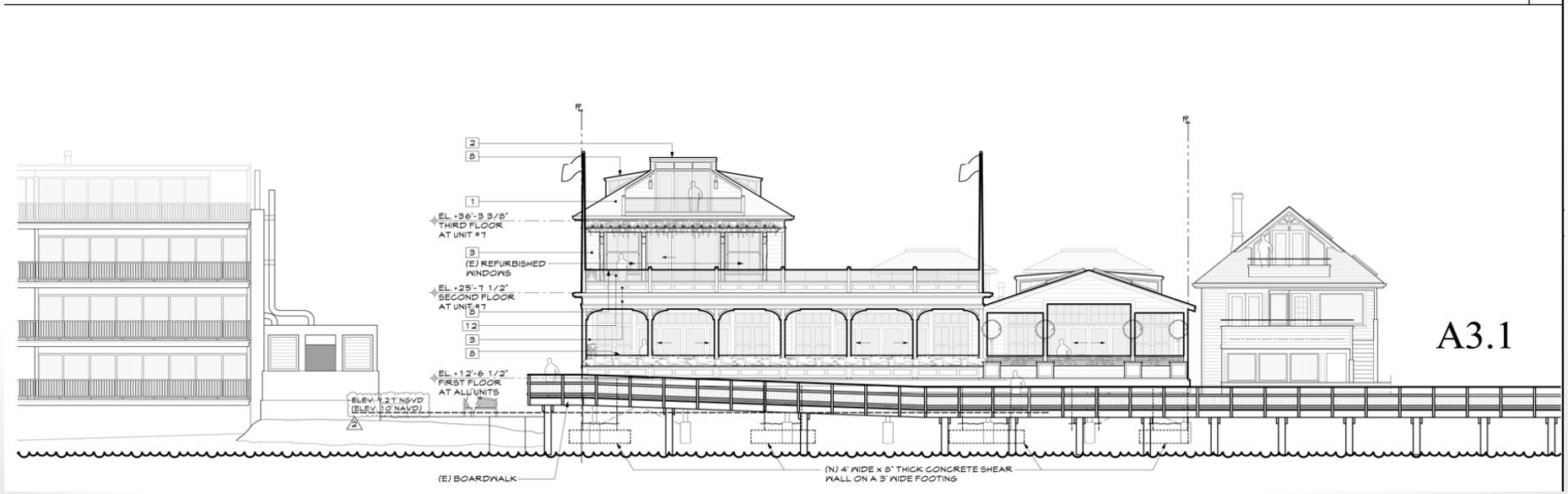
   June 24, 2014

9. City Council hearing to take action on the following (contingent upon recommendation from PC):
   - IES/MND
   - General Plan Amendment
   - Zoning Map Amendments
   - Planned Development Permit
   - Encroachment Agreement

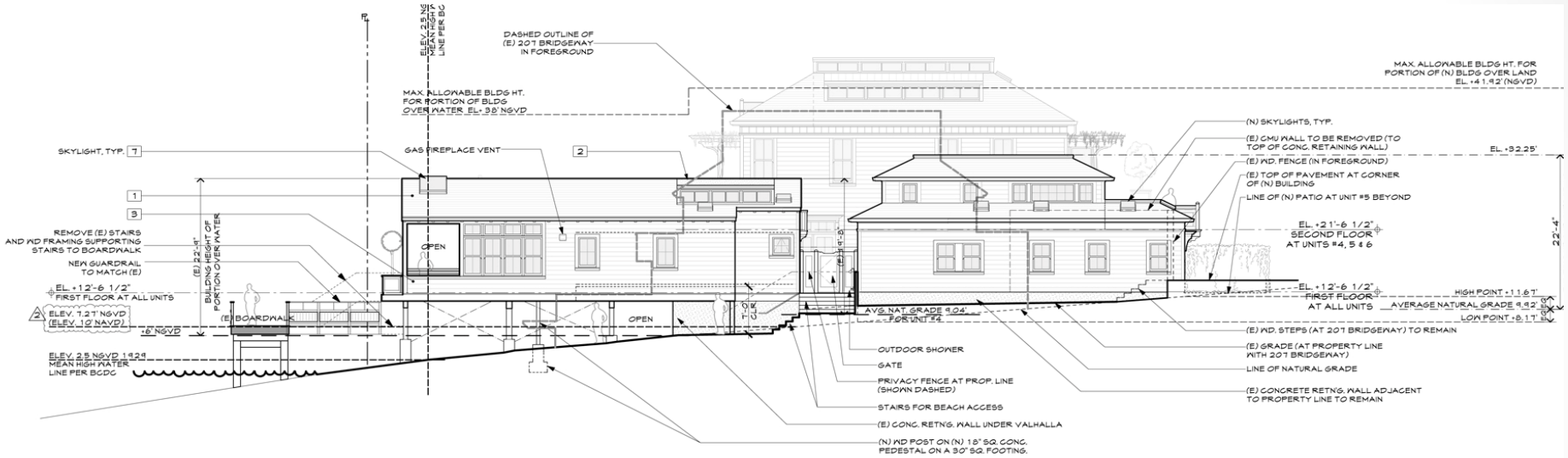
   July 8, 2014

South and West Elevations

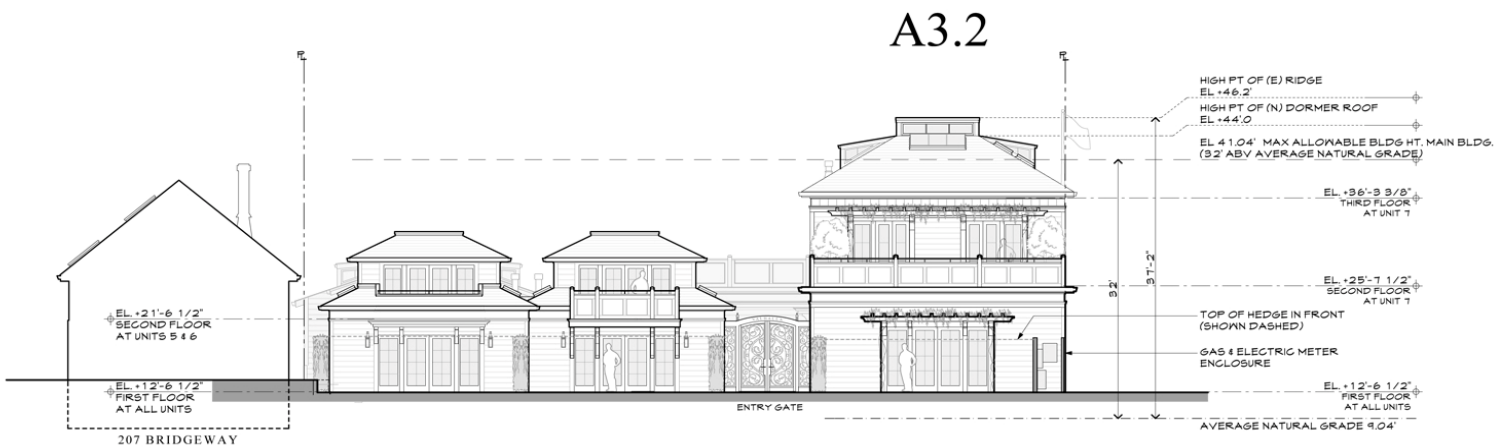




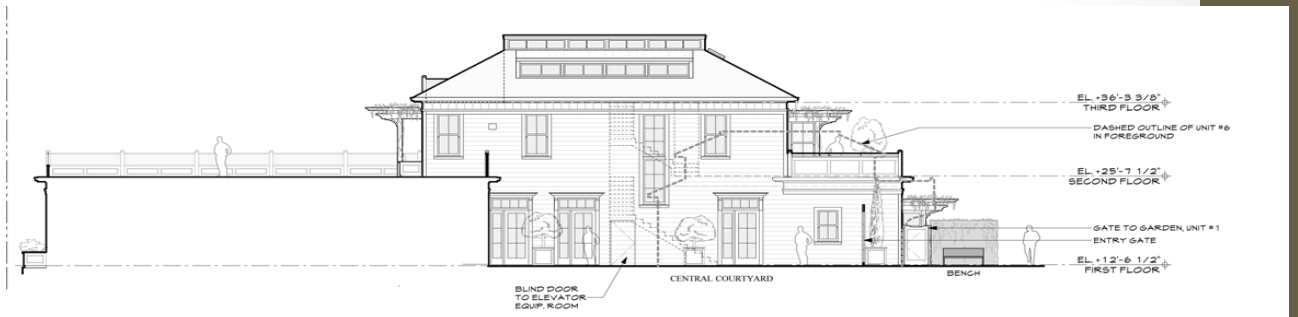
North and West Elevations



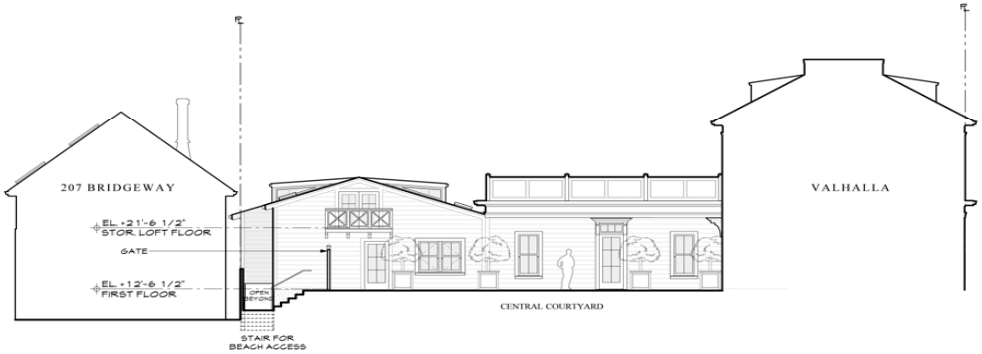
NORTH ELEVATION



North, West, and East Elevation - Courtyard



NORTH ELEVATION - COURTYARD | 3



WEST ELEVATION - COURTYARD | 2

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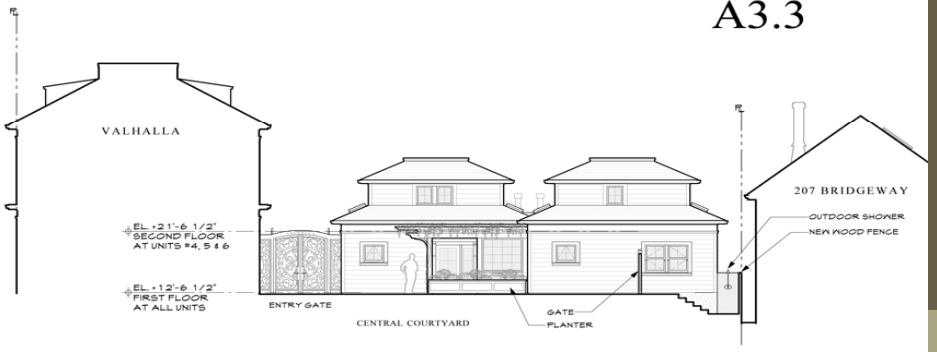
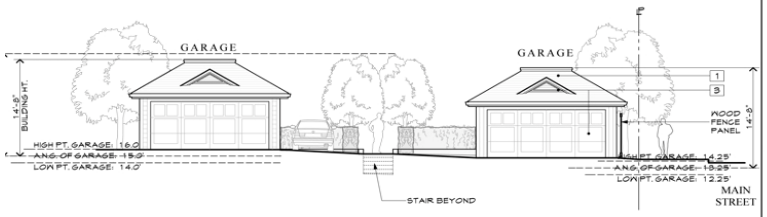
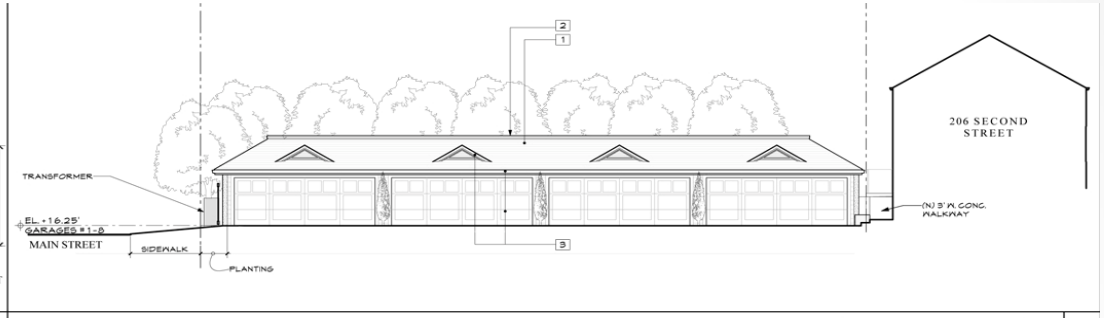


EAST ELEVATION - COURTYARD | 1

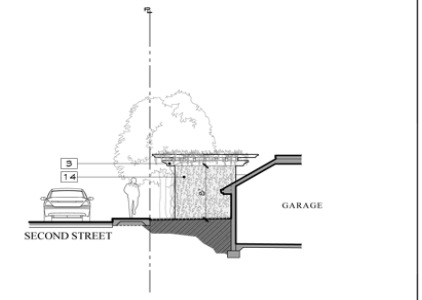
Elevation - Garage



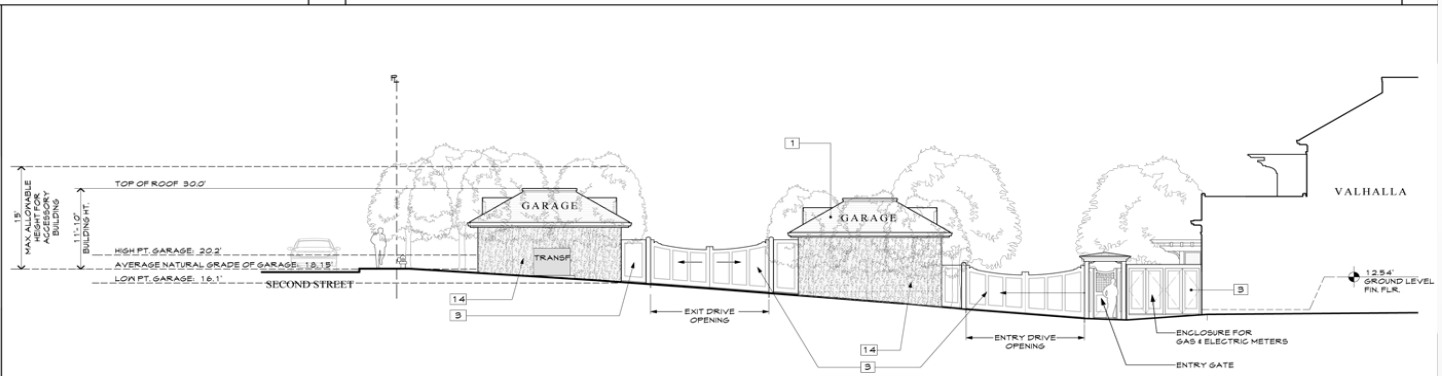
GARAGE--WEST ELEVATION | 6



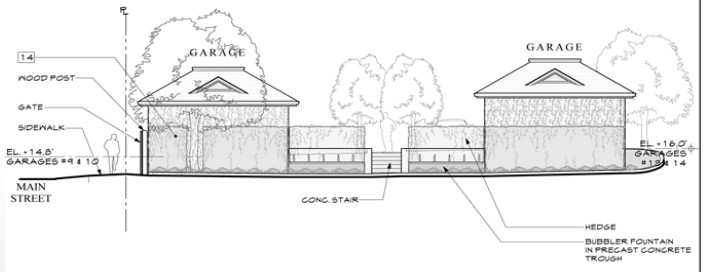
GARAGE--EAST ELEVATION | 3



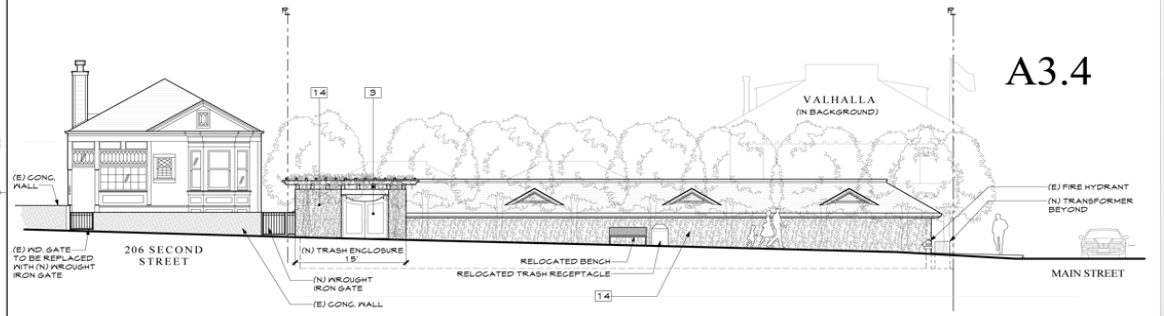
TRASH ENCLOSURE | 5



ELEVATION ALONG MAIN STREET | 2



GARAGE--EAST ELEVATION | 4

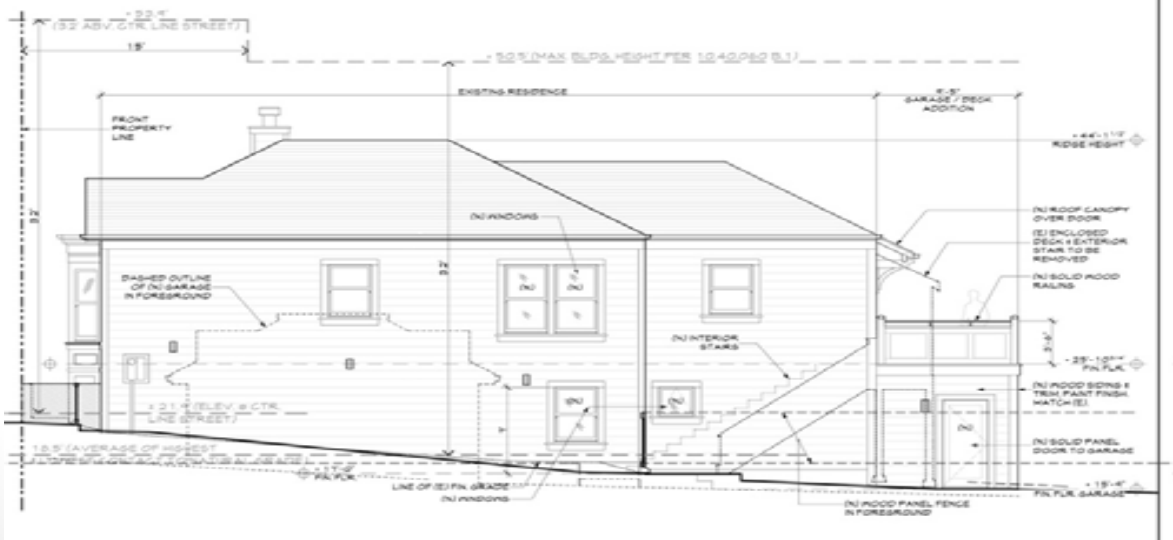


ELEVATION ALONG SECOND STREET | 1

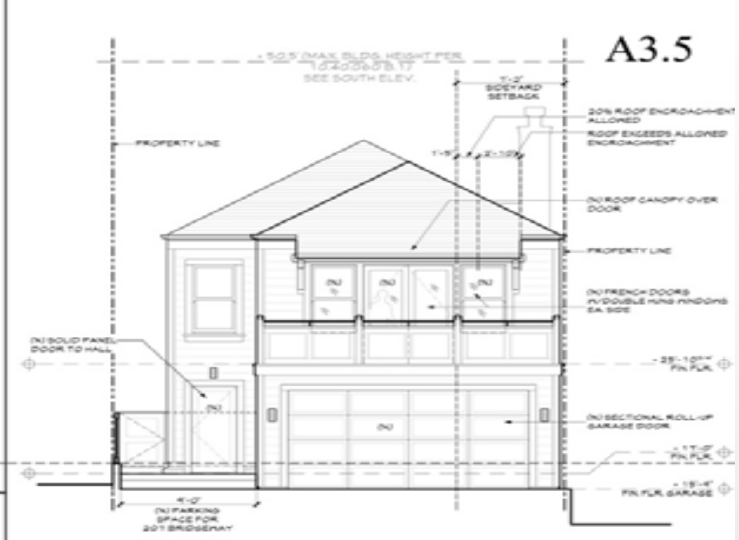
206 Second Street Elevation

NORTH ELEVATION | 4

WEST ELEVATION | 2

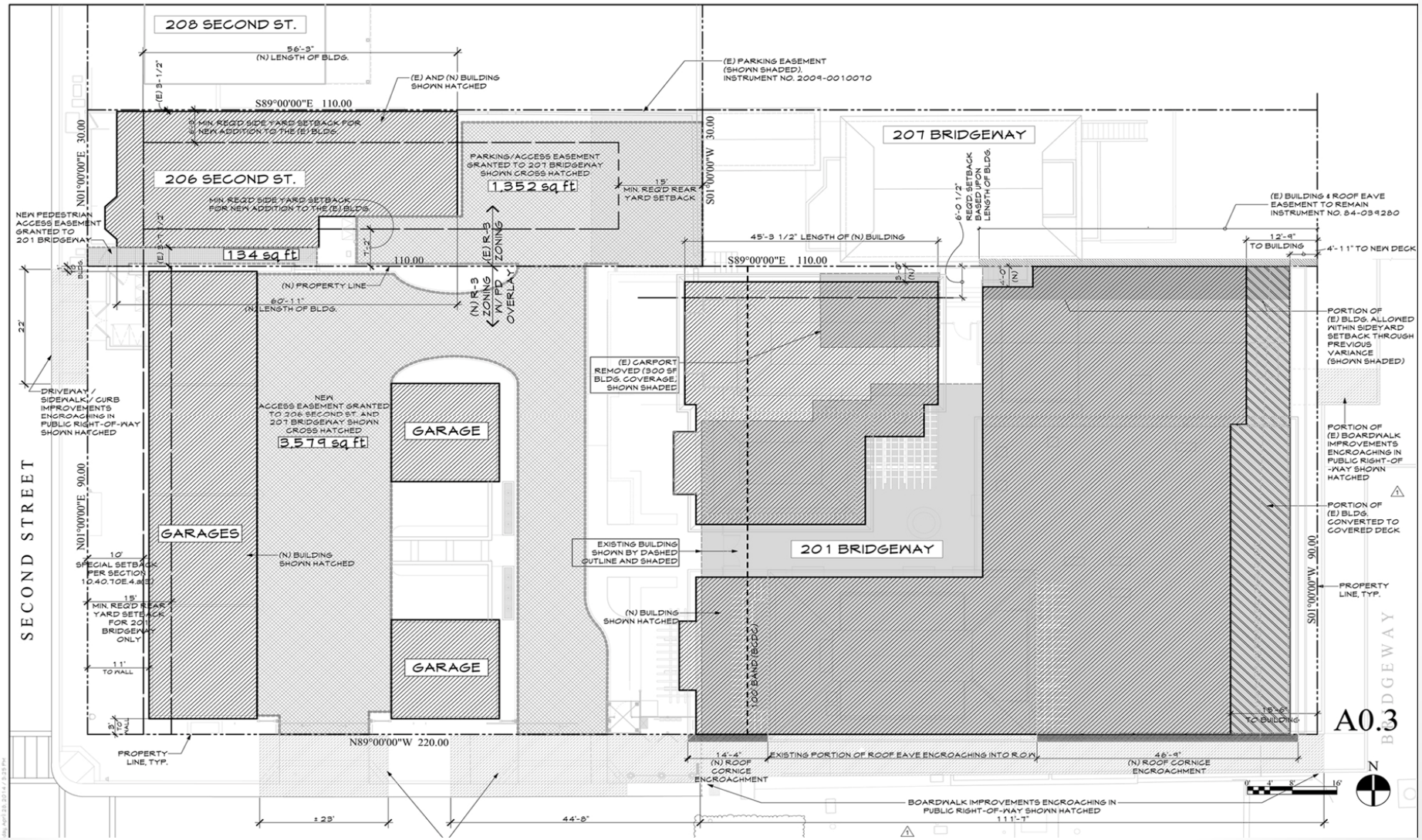


SOUTH ELEVATION | 3

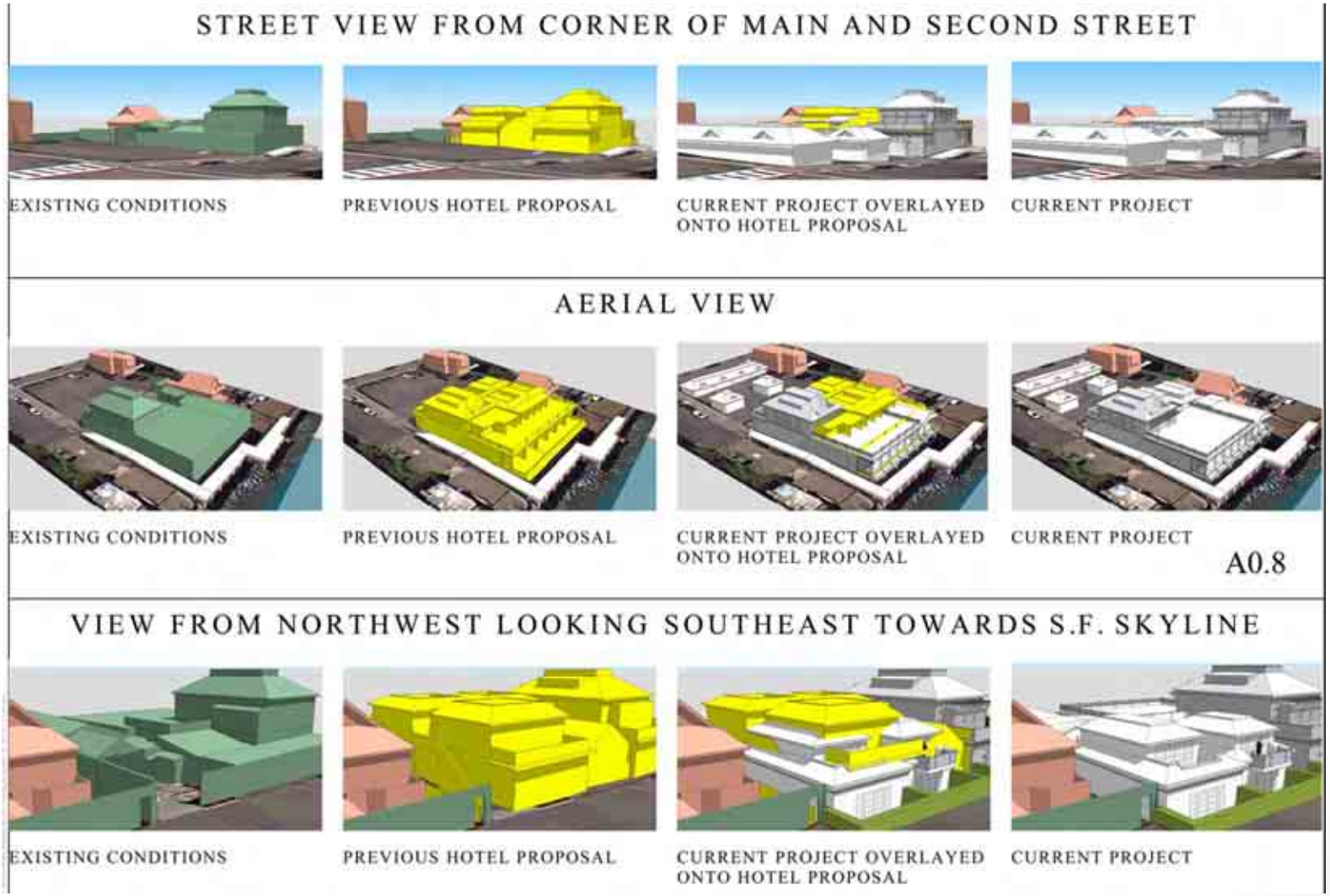


EAST ELEVATION | 1

Site Plan - Zoning



Project Compatibility



Surrounding Land Use

Relevant General Plan Policies

- **Page 2-41 Neighborhood Commercial.** The neighborhood commercial areas in Old Town, Spring Street Valley and Nevada Street valley are intended to provide needed goods and services within walking distance of residents and employees in those areas. Uses which create excessive employee parking demand should be limited in these areas.

- **Policy LU-2.S. Commercial/Residential Conflict.** Encourage rebuilding and reuse of commercial space in a manner which minimizes conflict with adjacent residential uses.

Relevant General Plan Policies

- **Policy E-5.1. Neighborhood Commercial Uses.** Promote and enhance a diversity of local serving commercial uses in the neighborhood commercial areas of the City.
- **Policy 2.3 Adaptive Reuse.** Support innovative strategies for the adaptive reuse of commercial structures to provide for a range of housing types and residential uses, for example, the residential use of upper floors of commercial buildings.
- **Policy 2.2 Adequate Sites.** Provide adequate housing sites through appropriate land use and zoning designations, consistent with Sausalito's regional housing growth needs.

Applicable General Plan Policies

- **Policy LU-I.18. Non-Conforming Structures (Residential).** Recognize the importance of maintaining the existing character of Sausalito neighborhoods by preserving the existing intensity of any non-conforming structure in residential neighborhoods that exceeds zoning standards
- **Policy 2.3 Adaptive Reuse.** Support innovative strategies for the adaptive reuse of commercial structures to provide for a range of housing types and residential uses, for example, the residential use of upper floors of commercial buildings.