



## Board Report

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**File #:** 19-0740, **Version:** 1

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### **PLN180390 - JOHN K RODGERS TR**

Continued from June 12, 2019 - Public hearing to consider a permit to operate a 4-unit Bed and Breakfast facility within a 5 bedroom single family dwelling.

**Project Location:** 29152 Highway 1, Carmel (Assessor's Parcel Number 241-061-015-000), Carmel Land Use Plan, Coastal Zone.

**CEQA Action:** Categorically Exempt per Section 15301

#### **RECOMMENDATION:**

It is recommended that the Planning Commission:

- a. Find the project is Categorically Exempt per Section 15301 of the CEQA Guidelines; and
- b. Approve a Coastal Development Permit to allow a 4-unit Bed and Breakfast facility at 29152 Highway 1, Carmel (Assessor's Parcel Number 241-061-015-000).

A draft resolution with findings, evidence and conditions supporting this recommendation is attached for consideration (**Exhibit B**).

#### **PROJECT INFORMATION:**

**Property Owners:** John K Rodgers

**APN:** 241-061-015-000

**Parcel Size:** 0.85 acres

**Zoning:** "LDR/1-D (CZ)" Low Density Residential/1 acre per unit with a Design Control overlay (Coastal Zone)

**Plan Area:** Carmel Land Use Plan

**Flagged and Staked:** No

#### **SUMMARY:**

The applicant, John Rodgers, proposes to operate a 4-unit bed and breakfast facility within an existing 5-bedroom single family dwelling. A four foot nonilluminated sign attached to the home is proposed and no other physical changes are to the home are needed. The site is located at 29512 Highway 1, Carmel, across for the intersection of Highway 1 and Corona Road /Fern Canyon Road, on the west side of Highway 1 in the Carmel Highlands neighborhood and is zoned for Low Density Residential Use. Immediately to the north, south and west of the site are other developed single family residential lots, the Carmel General Store is located to the southeast of the property across Highway 1, and Point Lobos State Park is to the north.

On June 12, 2019, the Planning Commission considered the Rodgers application at a public hearing. The Planning Commission continued the hearing on the project and requested additional information regarding traffic generation, traffic mitigation fees, potential traffic hazards on Highway 1 near the project site, and septic capacity. Staff has reviewed traffic and septic information for the project in light of the Planning Commission comments.

**Traffic generation and mitigation fees:** At the hearing, staff suggested that a Bed and Breakfast use would be similar to a single family residential use. Since the hearing, RMA-Public Works has reviewed traffic generation figures and checked with other jurisdictions. Bed and breakfast facilities are similar to a motel for the purposes of traffic generation (not a single family

dwelling) because unlike short-term rentals, bed and breakfast facilities rent out individual rooms at any given time, rather than the entire house at once and because the operator of the facility must continue to reside in the B&B. As a use similar to a motel, the Institute of Traffic Engineer (ITE) trip generation manual assigns 9 daily trips per room. Ten (10) trips per day are assigned to single family residential use. With 4 rooms proposed in the B&B standard daily traffic counts would be 36 trips per day; an increase in traffic trips of 26 trips per day above the existing use. The 26 additional daily trips will not degrade levels of service or traffic operations in the area. However, inclusion of the traffic impact fee condition to address cumulative traffic conditions in the area is warranted. Payment of the regional traffic impact fees addresses cumulative traffic effects because the fees go toward funding regional traffic improvements in the area.

Traffic hazards: Data on traffic accidents on Highway 1 near the site has been obtained from CalTrans and there is no historic traffic information to suggest that there are unique hazards at this location.

Septic Capacity: Septic capacity of the exiting single family dwelling was designed to accommodate 8.6 full time residents based on the 5 bedroom home approved at the site. At full occupancy of the proposed B&B, with 2 guests per bedroom and 2 resident operators, up to 10 people could occupy the structure at one time. Some vacancy is expected and the Environmental Health Bureau has determined that the septic capacity at the site can accommodate higher occupancies during time that the B&B is at full capacity. As such, no additional septic improvements are needed.

As proposed, and with the clarifications provided above, staff finds that the application is consistent with the relevant goals and policies of the Carmel Land Use Plan and the Coastal Implementation Plan, although controversy remains over visitor serving uses within established residential neighborhoods (*see* LUAC recommendation).

#### DISCUSSION:

Detailed discussion is provided in **Exhibit A**.

#### OTHER AGENCY INVOLVEMENT:

The following agencies have reviewed the project, have comments, and/or have recommended conditions:

- ✓ Environmental Health Bureau
- ✓ RMA-Public Works
- ✓ RMA-Environmental Services
- ✓ Carmel Highlands Fire Protection District
- ✓ California Coastal Commission

#### LUAC:

The project was heard by the Carmel Highlands/Unincorporated Land Use Advisory Committee (LUAC) on February 19, 2019. The LUAC recommended denial of the application by a vote of three to zero and two absences. Concerns were expressed over the commercial venture in a residential neighborhood, impacts on traffic, and uncertainty regarding whether the property owners would live in the bed and breakfast. (**Exhibit C**).

In response to the LUAC's concerns, bed and breakfast facilities are an allowed use in the Low Density Residential zoning designation subject to a Coastal Development Permit (MCC 20.14.050.G). In analyzing the project, Public Works looked to trip generation for an existing single family dwelling and found that the proposed conversion of the dwelling to a bed & breakfast facility is similar to a hotel/motel use, increasing daily trips from 10 to 36 trips, which staff finds would not result in a significant change in traffic conditions

including levels of service on nearby roads or warrant the need for new traffic improvements to accommodate the trips. In terms of owner occupancy, the applicant provided a business management plan that stated the property owners would be residing at the bed and breakfast as mandated by the Code.

ENVIRONMENTAL REVIEW:

This project qualifies as a Class 1 categorical exemption per the California Environmental Quality Act (CEQA) Guidelines Section 15301 as an existing facility. Only minor interior and exterior alterations are proposed and the home has the capacity for full time occupancy of five bedrooms by the residents. This project will change the type of occupancy of four of the existing residential bedrooms to short-term stays without increasing the size or number of bedrooms. None of the exceptions under Section 15300.2 excluding the project from a categorical exemption apply.

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Reviewed by: Craig Spencer, acting RMA Planning Services Manager x5233

Approved by: Carl Holm, AICP, RMA Director

The following attachments are on file with the RMA:

Exhibit A - Discussion

Exhibit B - Draft Resolution, including:

- Conditions of Approval
- Site Plans

Exhibit C - Vicinity Map

Exhibit D - Business Management Plan

Exhibit E - LUAC Minutes

Exhibit F - Interested Parties Letters

cc: Front Counter Copy; Planning Commission; Brandon Swanson, Chief of RMA-Planning; Craig Spencer, RMA Services Manager; Yasmeen Hussain, Project Planner; John K. Rodgers, Owner; Alec Murphy, Agent; Gwyn De Amaral, Interested Party; Michelle Alway, Interested Party; The Open Monterey Project; LandWatch; Planning File PLN180390.