



Legislation Details (With Text)

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Title: PLN17-0061; Site Plan Review to construct a 62-unit affordable multi-family residential building, which includes 22 studio units, 22 one-bedroom units and 18 two-bedroom units, at 1604 and 1642 San Leandro Boulevard (southeast corner of San Leandro Boulevard and Parrott Street). The proposed new building would be four-story construction above a parking level that would contain 31 parking spaces. Assessor's Parcel Numbers 75-28-1-2 and 75-28-11-2; S. Criscimagna, Eden Housing, Inc., applicant; Parrott Street Investors, LLC, property owner; DA-4 Downtown Area 4 District.
Sponsors: Cynthia Battenberg
Indexes:
Code sections:
Attachments: 1. Vicinity Map 1-4-2018.pdf, 2. Applicants Statement.pdf, 3. General Plan Conformance Attachment.pdf, 4. FINDINGS OF FACT - Jan 4 2018.pdf, 5. Recommended COA Jan 4 2018.pdf, 6. Exhibits A-J.pdf, 7. Exhibits K-T.pdf, 8. Exhibits U-CC.pdf, 9. Commendation Letter from San Leandro Police.pdf

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SUMMARY AND RECOMMENDATION

The applicant proposes to redevelop a 20,021 square feet (0.46 acre) property at the corner of San Leandro Boulevard and Parrot Street, located across the street from the San Leandro BART station, with a 62-unit multi-family affordable housing development. New multi-family residential development in the Downtown Area 4 (DA-4) zoning district requires Site Plan Review approval by the Zoning Enforcement Official (Zoning Code Sections 2-698 C. and 5-2502 B.3.a.). In this instance, due to the significance of the proposal, the Zoning Enforcement Officer is referring this Site Plan Review application to the Board of Zoning Adjustments for their consideration and final action (Section 5-2506 B). The subject property, across the street from the BART Station, is situated in the City's Downtown Transit Oriented Development (TOD) Strategy Area.

The proposed project complies with the City's TOD Strategy. Various amenities and design components are implemented to enhance the quality of the available facilities and the appearance of

the project. The project provides affordable in-fill housing on property that is within walking distance to downtown retail services and AC Transit and BART transit stops. Staff recommends that the Board of Zoning Adjustments approve the project and make the following actions:

1. Adoption of the California Environmental Quality Act (CEQA) Exemption per CEQA Guidelines, Article 19, Categorical Exemption, Section 15332, In-Fill Development Projects;
2. Adoption of Recommended Findings of Fact for Approval of PLN17-0061; and
3. Approval of the Recommended Conditions of Approval for Site Plan Review, PLN17-0061.

APPLICANT'S SUPPORTING STATEMENT

See attached.

RELATIONSHIP TO SURROUNDING AREA

The subject property is located at the southeast corner of San Leandro Boulevard and Parrott Street, across the street from the San Leandro BART station. The site is included within the Downtown Transit Oriented Development (TOD) Strategy area.

The subject property is comprised of two parcels to be merged, a 13,321 square feet corner lot and a 6,700 square feet interior lot adjacent to the south, totaling 20,021 square feet (0.46 acre). The corner lot is vacant and unimproved and the interior lot is developed with a two-story four-plex (apartments). The four-plex would be demolished and removed.

Across the street to the north are the Deaf Counseling Advocacy and Referral Agency (DCARA) and three single-family homes. Adjacent to the east are three single-family homes and a duplex. To the southeast are a single-family home, a five unit apartment, and a six unit condominium. Adjacent to the south is a vacant undeveloped lot. Further to the south are five, two-story, attached rowhomes which were built in 2001 as part of the Thornton Place Planned Development. Across San Leandro Boulevard to the west is the southerly end of the San Leandro BART station and parking lot.

The entire block is zoned DA-4 Downtown Area District with the exception of the five attached rowhomes that front Thornton Street which are zoned DA-4(PD) Downtown Area, Planned Development Overlay District. Across the street, the BART station site to the west is zoned DA-6 Downtown Area 6 District.

BACKGROUND

Eden Housing, Applicant

Eden Housing has a long history of working with the City of San Leandro on affordable housing projects. In 1980, Eden Housing partnered with the City for the development of Eden Lodge, a 143 unit affordable community for seniors on Washington Avenue and Springlake Drive. Eden still owns and operates Eden Lodge. Since that time, Eden Housing has gone on to develop or acquire six - additional affordable apartment communities in San Leandro. Altogether, Eden owns and manages 516 affordable homes for families, seniors, and people with disabilities in the City.

Downtown San Leandro Transit-Oriented Development Strategy (TOD Strategy)

On September 4, 2007 the San Leandro City Council approved the “San Leandro Transit Oriented Development Strategy,” a plan that addresses planning and design in the downtown area and around the San Leandro BART station. The purpose of the TOD Strategy is to focus growth in the transit-accessible downtown area. San Leandro Boulevard is an ideal location for transit oriented development and affordable housing because the area is immediately served by a variety of public transportation sources, including AC Transit, BART and San Leandro’s LINKS shuttle, and has established shopping and professional services within the vicinity. With development of housing around the San Leandro BART station, it is expected that this new residential population will increase the amount of downtown business activity with fewer vehicle trips, utilizing the existing pedestrian-friendly downtown environment. As new housing units are built, it is assumed there will be both an increase in transit ridership and in the local population, enhancing the market for downtown shops and services, further enhancing the downtown area.

Associated with the adoption of the TOD Strategy specific plan was the new DA Downtown Area District, containing zoning standards which implement the TOD Strategy specific plan. These new standards include increased building height limits, higher residential densities and reduced parking standards. These TOD standards were adopted so that property owners would know exactly how to design new developments or redevelop existing sites, while minimizing the uncertainty of the discretionary review process.

DETAILS OF THE PROPOSAL

Site Plan

The applicant proposes to combine and redevelop the two parcels that make up the subject property. The proposed five story multi-family residential building would have varying setbacks from San Leandro Boulevard (2, 3 to 5 feet) and Parrott Street (10 feet) right-of way/property lines; and one foot setbacks at the interior eastern and southern property lines. The setbacks along the street frontages allow for pockets of landscaping and varying wall planes and porches for the architecture of the building. (See Exhibits A, D, and T).

Parrott Street has the main entry to the lobby with the manager’s office for the apartment building, driveway opening to the parking garage and to service the trash enclosure/utility area. San Leandro Boulevard would have two stoops and porches for two, two-bedroom units facing the street and a stairway for exiting the building at the southern end of the frontage.

Ground Level

The ground floor of the building includes the most amenities and features. It includes 31 off-street parking spaces (see Exhibits D and E), which includes 18 standard size stalls, 11 compact spaces, and two disabled accessible spaces. In addition to the three residential units along the San Leandro Boulevard frontage, the ground level contains the services coordinator’s office, the property manager’s office, residents’ computer room, trash room for solid waste and recyclables containers, mailbox room, bicycle storage for 21 bikes, mechanical equipment room, and a fire pump room along the Parrott Street frontage, in the event EBMUD water pressure levels necessitate installation.

Each level of the building is connected and served by two elevators at the lobby and two stairwells, one at the north half with its door facing Parrott Street and one at the south edge with its door facing San Leandro Boulevard.

Floor Plans - Mix of Units

The proposal has eight unit types ranging from a 449 square foot studio/one bathroom to a 901 square foot two bedroom/one bathroom unit (see Exhibit B which contains a table for the mix of units on each floor). There are 22 studio units, 22 one bedroom units, and 18 two bedroom units. The total floor area of the units are 38,746 square feet. The average unit size is 624.92 square feet.

Podium Levels and Above

The podium level (second floor) accommodates 14 units which includes six studio units, four one bedroom units, four two bedroom units, a residents' community room (990 square feet) and an outdoor courtyard for common use (see Exhibit E and U). The courtyard comprises approximately 5,500 square feet. The third, fourth, and fifth floors will each include 15 units which includes five studio units, six one bedroom units, and four two bedrooms (see Exhibits F and G). The third floor has a laundry room for the residents. The fourth and fifth floors have the closets for custodial and maintenance staff.

Building Design and Architecture

The proposed architecture is a contemporary design featuring varying roof lines, wall planes, and different materials, colors and finishes, notably along the 139 feet of frontage along San Leandro Boulevard and 130 feet along Parrott Street (see Exhibits A, and L through S). Exhibit Q shows the colors and materials and their locations on the elevations at the bottom of the page. The colors include light grays, beige-tan, reddish-brown and very dark gray. Exhibits R and S, are enlarged color perspectives that clearly show the application of the of the cement panels, lap sidings, stucco surfaces, and metal awnings. The height of the building would range from 53 feet to the roof sheathing, to 55.5 feet, 56.5 feet and 60 feet to the varying parapet rooflines (see Exhibits I through K). The driveway to the parking garage and the trash enclosure/utility area would be secured by a roll up door, with its color customized to blend-in and match the colors on the building.

STAFF ANALYSIS

In the General Plan, the subject property is designated Downtown Mixed Use (MUD). The site is zoned DA-4, Downtown Area 4 zoning district. In the Zoning Code, multi-family residential in the DA-4 District is a permitted use (Zoning Code Section 2-642 A.6.). Site Plan Review is required for development plans in the DA-4 District to ensure general consistency with the Design Guidelines for the Downtown TOD Strategy (Zoning Code Sections 2-698 C. and 5-2502).

The minimum density in the DA-4 is 60 units per acre (one unit per 726 square feet; 28 units) and the maximum density is 100 units per acre (one unit per 435.6 square feet; 46 units). A density bonus of 35 percent to the maximum is permitted for affordable housing development projects that are for low income households (46+16 units=62 units). Specifically, Zoning Code Part IV Affordable Housing Article 31 Section 6 3104 A. provides that for each one (1) percent increment over 10 percent in the number of Target Units in the Housing Development affordable to Low Income Households, the amount of the Density Bonus as defined in Z.C. Section 6 3102 shall be increased by 1.5 percent, up

to a maximum of 35 percent.

To facilitate the development of affordable housing and implementation of the City's Housing Element, Article 31 of the San Leandro Zoning Code and California Government Code Section 65915 provides a residential density bonus for housing for very low, low, and moderate income households. Parrott Street Apartments will be restricted to low and very low income households, which is defined in Article 31 as households whose income do not exceed 50% or 80% of the area median income.

The proposed plan conforms to the DA-4 Downtown Area District requirements. The 2 to 5 foot varying front setbacks from the 12 foot San Leandro Boulevard sidewalk complies with the Urban Boulevard standard in the San Leandro TOD Strategy (page 112) where the residential building should have entrances and primary façades facing the boulevard; the setback area should be planted; and the setbacks contain porches, stoops and steps. The Parrott Street side street setback is 10 feet where zero setbacks are permitted (Z.C. Section 2-680). The side and rear yard setbacks are at one foot where zero setbacks are also permitted.

The highest levels of the building's roof lines would be the parapets ranging 58.5 to 60 feet. The proposed height is below or at the 60 feet maximum permitted in the DA-4 District (Z.C. Section 2-682).

The proposed 62 units on 20,021 square feet equal a density of 135 units per acre. The 62 units an acre complies with the 100 units per acre plus the 35 units per acre density bonus - 135 units maximum (Z.C. Section 6 3104 A. and California Government Code Section 65915 for housing for very low, low, and moderate income households).

In the DA-4 district, 100 percent site coverage is permitted and there is no maximum Floor Area Ratio (FAR) for residential projects (Z.C. Sections 2-684 and 2-686). The proposal is approximately at 88 percent site coverage with about 2.8 FAR.

Parking Requirement

A reduced 0.5 parking spaces per unit is permitted for this development under the state's affordable housing density bonus law (California Government Code Section 65915), which lowers the parking requirements for affordable housing developments located near transit stations. This reduced parking provision was established under AB 744 passed by the California State Legislature in 2015. State law recognizes that residents of affordable housing in transit rich areas are less likely to own cars and the provision helps incentivize affordable housing development through reduced parking requirements. The parking requirement for market-rate multi-family housing within 0.25 miles from BART in the DA-4 zoning is 1.0 space per unit (Z.C. Section 4-1704).

The Applicant's Statement explains that, at other similar Eden Housing developments, the demand for parking is less than 1.0 space per unit, and has been found to be even lower in areas accessible to high quality public transit. Using comparable examples and after accounting for factors such as distance to transit, quality of transit, proximity to neighborhood services and amenities, and typical household size based on unit size, the applicant believes that 31 parking spaces at this project will meet the needs of its residents. In addition, Eden will be applying for financing from the state's Affordable Housing and Sustainable Communities program, which if awarded, will provide all households with free transit passes. The project will also provide 21 secured bicycle parking spaces.

Site Plan Review

Per Z.C.S. 2-698 D., projects subject to Site Plan Review are required to include amenities and meet design criteria that enhance the quality of residents' living or the appearance of the project. Projects are required to include at least seven (7) listed amenities. Amenities provided to support this project include the following:

- 1) Common areas. The plan includes a 5,500 square foot outdoor courtyard for the residents' use in the southeast quadrant of the site plan.
- 2) Tenant activity area. The plan includes a computer room on the ground floor and community room on the second floor for residents.
- 3) Use of three or more colors. There will be at least four colors. There will be two light color grays. One very light gray for the fiber cement panels and a slightly darker gray color for the stucco. There will be beige-tan for the fiber cement lap siding and the composite wood panels. There will be a reddish-brown for some of the stucco. And there will be a very dark gray for some of the fiber cement panels, trim, stucco and metal awnings (see Exhibit Q - Color and Materials Board).
- 4) Use of three or more materials on the façade. As stated above, there will be five prominent materials: Fiber cement panels, fiber cement lap siding, composite wood siding, stucco exterior walls; and metal awnings. In addition, the two units' stoops facing San Leandro Boulevard would have metal rails and metal mesh.
- 5) Practical usable furniture in common areas. Exhibits U and V, Landscape Plan for the Podium and Site Furnishings, respectively, shows the tables and chairs for the courtyard.
- 6) Bicycle lockers. Secured bicycle parking will be provided in the ground floor level between the lobby and the parking garage. There would be 21 bicycle spaces for the 62 units.
- 7) Bay windows. Although there are not bay windows specifically, the articulated elevations with the projecting and recessed wall planes for the street facing elevations apply the concept of aesthetics and articulation that bay windows would provide.

Other positive features that contribute to the quality of the project include:

- The exterior architecture of the building is well articulated so that it is not massive in appearance with the use of colors, varying panes, rooflines, placement of vertical series of windows, awnings, lighting sconces, and address signing along the Parrott Street elevation.
- Two units along San Leandro Boulevard have been placed at street level with stoops and porches connected to the sidewalk.

The vehicle driveway and vehicle parking are de-emphasized in the design.

- There will be an on-site property management office and services office for the residents.

- A ground-level trash and recyclable storage area serving the building with chutes from each floor to the ground floor room.
- The courtyard includes raised planters for vegetables and herbs, a charcoal barbeque and receptacle for ash.

Interior Property Lines

The eastern property line would be developed with a 10 foot setback to match setback on the adjacent property on Parrott Street. The proposed building footprint would maintain a one foot setback along this edge and would follow 139 feet toward the southeast corner. The first 62 feet from Parrott Street would be 55.5 feet in height; its center would have a six foot recessed section to lessen the appearance of this east facing wall. From 62 feet to the southeast corner of the building would be a 15.5 foot tall wall that contains the podium level to 12 feet plus the 3.5 feet tall solid wall that serves as a guardrail. The applicant will present exhibits for the east and south elevations at the Board of Zoning Adjustments meeting.

The southern property line would be developed with a three foot setback from the San Leandro Boulevard sidewalk and 3.67 feet from the southern interior property line for a distance of 31 feet, then the footprint would project 2.67 feet south and maintain a one foot setback from the southern side property line, and follow 93 feet toward the southeast corner. The first 31 feet from San Leandro Boulevard would be 55.5 feet in height and the next 25 feet of wall would be recessed six feet to accommodate fire access way on the podium level. Starting 34 feet from the San Leandro Boulevard sidewalk to the southeast corner of the building would be a 15.5 foot tall wall that contains the podium level to 12 feet plus the 3.5 feet tall solid wall that serves as a rail.

The eastern interior property line is shared with five adjacent residential properties: 559 Parrott Street, 1613 Carpentier Street, 1645 A and B Carpentier Street, 1667 Carpentier Street, and 1650 San Leandro Boulevard. The front 62 foot segment of the eastern wall, would be 55.5 feet tall. The lower 12 feet from the bottom to the podium would be gray fiber cement lap siding and the remaining four floors would be the beige-tan fiber cement lap siding. In addition there is a six foot recessed well on the four floors of tan lap siding that reduces the apparent mass of the wall facing 559 Parrott Street and 1613 Carpentier Street. The remaining 78 feet to the southeast corner would be gray fiber cement lap siding to the podium level and the beige-tan fiber cement lap siding for the guardrail to match the building's color and finishes scheme.

The southern interior property line is shared with 1650 San Leandro Boulevard, a vacant parcel that was entitled for a six unit mixed-use residential project for ownership that expired April 2017. The property owner contacted City staff and stated that there is still intention to reapply in the future and have the project reconsidered for approval. The front 31 foot long segment of the southern wall would be 56.6 feet tall. The lower 12 feet from the bottom to the podium would be gray fiber cement lap siding and the remaining four floors would be gray stucco. The four-story, 25 feet wall plane behind the 31 foot segment of south facing wall is recessed an additional eight feet at the podium level. These two south facing wall planes maintain a three to 11 feet setback, respectively, from the south shared property line. The 93 feet of wall that serves as the wall beneath the podium level and the guardrail will be 15.5 feet tall and would be finished with stucco and painted dark gray to match the building's color scheme.

The courtyard would have raised planters at the eastern and southern edges that would include plant material that could drape or spill over the 15.5 foot tall wall. Along the eastern edge the planter has a length of 78 feet and along the southern edge it would be 93 feet long. The eastern wall would maintain a 15 foot separation from the home at 559 Parrott Street and an 82 foot distance from 1613 Carpentier Street. The 15.5 foot tall wall would maintain a 40 foot separation from the rear of 1645 A and B Carpentier Street and 75 feet from 1667 Carpentier Street. The property to the south is vacant, however a future residential development would likely maintain a setback of three feet.

Downtown San Leandro TOD Strategy

The proposed project is in accordance with the Downtown San Leandro TOD Strategy adopted September 2007. The project is at an optimal location being across the street from San Leandro BART and numerous AC Transit bus lines - a positive impact on public transit ridership. The new residences will enhance the walkability of the area and strengthen the link between the BART station area and downtown. In addition, the project is walking distance to the downtown shops and services. It will contribute to the activity and vitality of downtown.

Engineering and Transportation Department

The Engineering and Transportation Department, with the recommended Conditions of Approval, found the site plan, interior vehicle circulation and parking, stormwater management and retention (C-3 Requirements), and the necessary public improvements would comply with the City's standards and meet City requirements. In addition, the recommended conditions list the various required development impact fees and a requirement to merge the two lots.

Fire Access and Emergency Egress

The Building and Safety Services Division and the Fire Department, with the recommended Conditions of Approval, have found that the site plan and the building design comply with Building and Fire Codes. The plans show the required exiting routes and a fire pump room at street level adjacent to the main entry for increased firefighting water pressure for the building (if necessary).

Landscape Plan

The landscaping along the frontages complements the architectural design, with a balance of trees, shrubs, and ground cover. The minimum size for the trees is recommended to be 15 gallons, shrubs to be five gallons and the ground covers at one gallon or from flats with the necessary spacing to cover the planter areas in a growing season. Landscaping is also identified in the interior courtyard that includes vines to spill over and soften the appearance of the walls adjacent to the east and south interior property lines.

Summary of Findings

Staff finds the proposal will provide affordable infill residential development having a density compatible with the current Downtown Area land use and zoning designations. The design is within the allowable envelope of the existing zoning district. Staff further finds that the architectural design is well articulated, detailed, and complies with the design standards identified within the TOD Strategy. The project would improve a vacant and an underused property and enhance the San Leandro

Boulevard streetscape. The project provides new units for affordable rental housing. The multi-family residential development would be well served, being across the street from BART and AC Transit.

GENERAL PLAN CONFORMANCE

As mentioned previously in this report the proposed multi-family residential is permitted without any exceptions or variances to the Zoning Code requirements on the subject property. Thus the project is determined to conform to the General Plan. Staff has attached a list of the pertinent General Plan goals and policies that support and pertain to the project to this staff report.

ENVIRONMENTAL REVIEW

This project to redevelop the 20,021 square foot infill property with a multi-family housing project is categorically exempt from the California Environmental Quality Act (CEQA) per CEQA Guideline Article 19, Categorical Exemption, Section 15332, In-Fill Development Projects.

PUBLIC OUTREACH

The following public outreach was performed: a legal advertisement for the public hearing was placed in the East Bay Times - Daily Review newspaper; notification letters were mailed to the property owners and businesses owners within 500 feet of the subject property, and the Peralta Citizens Association; and public notification placards were posted in the right-of-way adjacent to the subject property. At the time of this report, no contact or public correspondence had been received by the City.

RECOMMENDATION

Staff recommends that the Board of Zoning Adjustments approve the Site Plan Review to develop the property with affordable multi-family residential development, subject to the attached recommended conditions and findings.

ATTACHMENTS

Vicinity Map
Applicant's Supporting Statement
General Plan Conformance
Recommended Findings of Fact
Recommended Conditions of Approval
Exhibit A - Coversheet A0.0
Exhibit B - Project Data A0.1
Exhibit C - Existing Site Conditions A0.2
Exhibit D - Site Plan A1.0
Exhibit E - Building Plan (Ground Level and Podium Level) A2.0
Exhibit F - Building Plan (Level 3 and Level 4) A2.1
Exhibit G - Building Plan (Level 5 and Roof Plan) A2.2
Exhibit H - Courtyard Exiting Diagram A2.3
Exhibit I - Elevations (San Leandro Boulevard) A3.0
Exhibit J - Elevations (Parrott Street) A3.1
Exhibit K - Sections A4.0

Exhibit L - Architectural Details (Windows) A6.0
Exhibit M - Architectural Details (Windows and Stoops) A6.1
Exhibit N - Architectural Details (Signage) A6.2
Exhibit O - Lighting Fixtures A6.3
Exhibit P - Egress Windows A6.4
Exhibit Q - Color and Material Board A7.0
Exhibit R - Perspective (Parrott Street) A8.0
Exhibit S - Perspective (San Leandro Boulevard) A8.1
Exhibit T - Landscape Concept Plan L1.1
Exhibit U - Landscape Concept Plan (Podium Level 2) L1.2
Exhibit V - Landscape Concept Plan (Site Furnishings) L1.3
Exhibit W - Landscape Concept Plan (Plant Images) L1.4
Exhibit X - Existing Conditions C1.1
Exhibit Y - Preliminary Grading and Drainage C1.2
Exhibit Z - Preliminary Utility Plan and Offsite Improvements C1.3
Exhibit AA - Preliminary Stormwater Control Plan C1.4
Exhibit BB - Joint Trench Title Sheet INT1
Exhibit CC - Joint Trench INT2
Commendation Letter from San Leandro Police Department

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