



## Legislation Text

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**File #:** 19-305, **Version:** 1

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PLN18-0045; Consideration of a Site Plan Review and a Parking Exception and a recommendation to the City Council for a Tentative Tract Map for condominium purposes, to construct a new mixed-use development comprising 26-residential units, ground floor commercial space and parking, zoned DA-1 (Downtown Area 1). Per the Inclusionary Housing Requirement - Section 6-3006, the development will include 4 units of affordable housing. Residential mixed-use development is a permitted use on the subject property. Alameda County Assessor's Parcel Numbers 075-0005-012-00 (268 Parrott St) & 075-0005-011-01 (1595 Washington Ave.); David Langon (applicant) and David Langon Construction (property owner).

### **SUMMARY AND RECOMMENDATION**

The applicant is proposing a four-story (55'- 3" height) mixed-use building with three upper floors of 26 residential units and related amenities and ground floor commercial with residential parking. The lot is  $\pm 18,378$  square feet with a proposed gross floor area of  $\pm 44,789$  sf resulting in a permitted floor area ratio (FAR) of 2.44.

Project highlights include:

- 26 for sale or apartment units, (includes 4 affordable units)
- units with private decks,
- a  $\pm 1,140$  square foot private gym,
- a social room,
- a common office space and meeting room,
- dedicated bicycle storage room,
- a mail room,
- a private 2,000 square foot outdoor courtyard on the second floor,
- grade level parking for all residential units and
- a  $\pm 2,400$  square foot ground floor commercial tenant facing Washington Avenue.

Staff believes that, with the recommended Conditions of Approval, the proposed project will be compatible with adjacent developments in the immediate neighborhood. Staff recommends that the Board of Zoning Adjustments adopt Resolution 2019-005, approving the Site Plan Review and Parking Exception subject to the recommended Conditions of Approval, and that the Planning Commission motion to adopt Resolution 2019-006, recommending City Council approval of a Tentative Tract Map for condominium purposes, subject to the recommended Conditions of Approval (PLN18-0045). Both of these actions require a separate motion and vote by each respective hearing body.

### **RELATIONSHIP TO SURROUNDING AREA**

The subject property is located downtown and zoned DA-1 (Downtown Area 1), bounded by W. Juana Avenue, Washington Avenue, and Parrott Street with Hays Street located a half block to the west. The subject site at 268 Parrott Street will occupy two vacant parcels at the corner comprising an "L" shape of ±18,378 sf. Surrounding properties on Parrott Street and Washington Avenue are mix of residential, office and commercial developments. The property to the immediate north is a single family residence, commercial retail businesses including Pelton Plaza are to the east, a bank, duplex, single family residence and restaurant are across the street to the south, and a single story multi-family residence is to the immediate west.

This project site is located four blocks east of the San Leandro BART station and AC Transit's Bus Rapid Transit (BRT) terminus. The site is one block away from East 14<sup>th</sup> St., the City's main north-south arterial, with several AC Transit bus stops. Freeway entrances for both Interstate 880 and Interstate 580 are about one mile from the site. Washington Avenue in front of the property has a bike lane which connects to the greater citywide bicycle network.

## **BACKGROUND**

The parcel at 1595 Washington Avenue was once owned by EBMUD and had subsequently been purchased by the City of San Leandro Redevelopment Agency in September 2004. The adjacent parcel at 268 Parrott St. was later purchased by the City and had a single-family home on the site in 1998 that was soon thereafter demolished to create a parking lot that formerly served the downtown area. Having ownership of both 1595 Washington Ave. and 268 Parrott St, the San Leandro Redevelopment Agency launched a Request for Proposals (RFP) seeking to redevelop the property in 2005 as a consolidated development site.

The RFP included information about the City's vision for development, zoning and other regulations, submittal requirements, and selection criteria. Following analysis of the proposals received, the Agency entered into an Exclusive Negotiating Rights Agreement (ENRA) with EF Communities. In June 2007, EF Communities withdrew its proposal due to changing market conditions. In July 2007, the City entered into an ENRA with John Benjamin Company LLC for development of the site. In August 2008, the ENRA term expired. In October, 2008, the RDA executed a third ENRA for development of the site, this time with Langon Homes. The agreement expired prior to initiation of any development activity.

On November 28, 2016, the Successor Agency released an RFP for the purchase and sale of 1595 Washington Avenue and 268 Parrott Street. After a careful review of the offers and interviews, Langon Construction was found to provide a proposal that best met the selection criteria and goals for the site. Langon Construction specializes in moderate to medium density in-fill housing through redevelopment or vacant land.

The property is currently owned and being developed by Langon Construction.

## **DETAILS OF THE PROPOSAL**

Langon Construction proposes to build 26 for sale market rate condos and/or apartment units, depending on the market conditions, and meet the City's 15% affordable requirement by providing 4

inclusionary units (included in total). The residential portion of the project includes units with private decks, a 1,141 square foot private workout area, a social room, a common office space and meeting room, dedicated bicycle storage room, a mail room, a 2,000 square foot outdoor courtyard and grade level parking. The proposal also includes an ±2,400 square foot commercial space along Washington Avenue. Mixed-use residential is permitted in the DA-1-Downtown Mixed-Use Zoning District and ground floor retail is required (and provided) along Washington Avenue.

The ground floor parking garage is 10,459 square feet providing 26 standard parking spaces, 1 accessible space, 3 motorcycle/scooter parking spaces and 18 bicycle spaces. 5 on-street parking spaces are also provided.

The applicant has submitted a Parking Exception to the City outlining a strategy to provide alternative accommodations to meet the parking requirement for the 2,431 square foot commercial tenant space. The proposal identifies the availability and capacity of offsite parking and offers to provide valet parking when appropriate. The project otherwise fully complies with the required parking for the 26 residential units with a one to one ratio plus one accessible parking space and three motorcycle or scooter parking spaces.

No particular tenant or use for the commercial space has been identified with the project. Per the San Leandro Zoning Code, *Bars, restaurants and cafes* less than 4,000 sf of gross floor area require 1 space per 100 sf of gross floor area = 24 spaces. *Retail sales (general)* requires 1 space per 200 sf for the first 5,000 sf = 12 spaces.

The applicant has identified the project will have 5 on-street parking spaces and the remaining needs would be accommodated through a combination of utilizing vacant on-street spaces in the general vicinity and a shared parking arrangement in both nearby city-owned and privately-owned parking lots. The rationale for offsite parking in the immediate vicinity justifies the inability of the applicant to provide additional commercial spaces within the confines of the .422-acre development site.

The applicant has submitted an application for Planning Commission consideration of Tentative Tract Map 8476 for condominium purposes. In this instance, the Zoning Code requires project approval by the Board of Zoning Adjustments but the Subdivision Ordinance of the Municipal Code requires Planning Commission recommendation and City Council approval of the proposed Tentative Tract Map to subdivide airspace within the building as a condominium. Development of the project is not contingent upon the proposed Tentative Tract Map.

The applicant has also submitted a letter to demonstrate why it is infeasible to distribute the inclusionary units throughout the building as outlined in Section 6-3010(A)(1) - "Location within Project: Inclusionary Units shall not be clustered together in any building, complex or area in the Residential Development, whenever feasible." The rationale provided is acceptable and justifies the applicant's inability to meet this portion of the Inclusionary Housing Standards.

## STAFF ANALYSIS

*Permitted Use* - Mixed-use residential is permitted in the DA-1-Downtown Mixed-Use Zoning District and ground floor retail is required (and provided) facing Washington Avenue.

*Plan Review / Analysis* - The applicant has provided a development plan that has been thoroughly vetted by multiple city departments. The project is in line with the City's Transit Oriented Development (TOD) strategy goals for downtown, which strives to provide mixed-use retail and multi-family residential in the downtown area to increase public transit ridership and to enhance the downtown area. The development's primary goal is to provide high quality condominiums that are for sale and/or depending on the market, apartment units, along with moderate- and low-income inclusionary units. Langon Construction has a history in San Leandro of designing and building high-quality projects such as Toscani Place and Arbor Place. For the development at 268 Parrott St., Langon Construction has collaborated with a qualified and well-regarded architect with a depth of design experience in in-fill and mixed-use developments.

The well-designed mixed-use development at 268 Parrott St will fulfill multiple city development goals, provide high quality "for sale" and/or apartment units while also providing much needed affordable housing units. The commercial space incorporates ample flexibility to become either a neighborhood serving commercial space or restaurant.

*Building* - The building proposed at 268 Parrott St. meets requirements for lot size, width, height, setbacks, floor area ratio (FAR), and coverage. The four-story building is sensitively designed to maximize the development of the lot while also respecting the neighboring buildings by identifying and minimizing views into and out of neighboring windows. The contemporary building façade incorporates a mix of three colors and three materials and provides significant streetscape improvements along both major building elevations (along Parrott St. and Washington Ave.). A high level of attention went into the building design to create a welcoming façade that complementarily addresses the respective street frontages while providing for amply spaced and yet semi-private residential balconies.

*Surrounding Area* - This project site is centrally located in the downtown retail core. The site is south of W. Juana Avenue, west of Washington Avenue, east of Hays Street and north of Parrott Street and is one block away from East. 14<sup>th</sup> St., the City's main north-south arterial, with several AC Transit bus stops. The San Leandro BART Station is 4 blocks to the west. Freeway entrances for both Interstate 880 and Interstate 580 are about one mile from the site. Washington Avenue in front of the property has a bike lane which connects to the greater, citywide bike network.

*Site Improvements* - The streetscape along both Parrott St. and Washington Avenue will be improved with new decorative paving, street trees, landscaped planting beds, and new curb and gutters creating a welcoming, pedestrian-oriented street environment.

*Parking* -The ground floor parking garage is 10,459 sf providing 26 standard spaces, 1 accessible space, 3 motorcycle/scooter spaces and ±18 bicycle spaces. 5 off-street parking spaces are to be provided. Parking for the commercial space will be accommodated in the immediate vicinity as outlined in the Applicant's requested Parking Exception.

The Alameda County Fire Department and the City of San Leandro Engineering staff have reviewed the proposed parking configuration and find it acceptable for emergency vehicle requirements and regular traffic access and transit requirements.

With the incorporation of the recommended Conditions of Approval and adherence to the California Health and Safety Code regulations, California Attorney General Guidelines, and San Leandro Administrative Code, staff can recommend Board approval of the project based on the attached Findings of Fact.

## GENERAL PLAN CONFORMANCE

The General Plan designates this site within the *Downtown Mixed-Use* area, which permits “retail shops, services, offices, cultural activities, public and civic buildings, and similar and compatible uses, including upper story residential uses.” Mixed-use development with housing is encouraged in this area, with allowable residential densities ranging from 24 to 100 units per net acre, depending on the zoning district. At 61.61 du/ac, the proposed development at 268 Parrott St. is within the allowable density range.

The following General Plan policies are applicable to the proposed project:

**Policy LU-2.1: Complete Neighborhoods.** Strive for “complete neighborhoods” that provide an array of housing choices; easy access to retail stores, commercial services, and medical care; quality public schools; great parks and open spaces; affordable transportation options; and civic amenities.

**Policy LU-2.7: Location of Multi-Family Development.** Concentrate new multi-family development in the areas near the BART Stations and along major transit corridors such as East 14th Street. Ensure that such development enhances rather than detracts from the character of surrounding neighborhoods.

**Policy LU-2.8: Alterations, Additions, and Infill.** Ensure that alterations, additions and infill development are compatible with existing homes and maintain aesthetically pleasing neighborhoods.

**Policy LU-2.17: Constrained Sites.** Focus new housing development on underutilized or infill sites on the city’s flatter lands, rather than on previously undeveloped sites in the hills. Development on sites with significant geologic, hydrologic, or land stability constraints should be strongly discouraged.

## ENVIRONMENTAL REVIEW

This item (PLN18-0045) is categorically exempt from the California Environmental Quality Act (CEQA) per CEQA Guidelines, Article 19, Section 15332 Class 32 In-Fill Development Projects (a), (b), (c), (d) and (e).

## PUBLIC OUTREACH

This item received noticing for the June 6nd, 2019 Planning Commission and Board of Zoning Adjustments hearing, including a legal advertisement in the East Bay Times Daily Review newspaper, the posting of notices at City Hall and on the property, and mailing notification to business and property owners within 500 feet of the subject property. No public comments were received prior to

the publishing of this report.

## ATTACHMENTS

Resolution 2019-005 (Board of Zoning Adjustments Approval)

Exhibit A - Recommended Findings of Fact

Exhibit B - Recommended Conditions of Approval

Resolution 2019-006 (Planning Commission Recommendation)

Exhibit A - Recommended Findings of Fact

Exhibit B - Tentative Tract Map 8476 for Condominium Purposes

Exhibit C - Recommended Conditions of Approval

Vicinity Map

Applicant Letter requesting Parking Exception

Inclusionary Housing Plan - Proposed

Architectural, Landscape and Civil Plans dated January 3<sup>rd</sup>, 2019:

Attachment A: Cover Sheet A0.0

Attachment B: Existing Site Photos A0.1

Attachment C: Proposed Project Renderings A0.2.1

Attachment D: Proposed Project Streetscape A0.2.2

Attachment E: Proposed Site Plan and Data A0.3

Attachment F: Building Code Analysis A0.4

Attachment G: Fire Safety Design Analysis - Fire Apparatus Access A0.5.1

Attachment H: Fire Safety Design Analysis - Ladder Pad Diagrams A0.5.2

Attachment I: Solar Study A0.6

Attachment J: First Floor Plan A1.1

Attachment K: Second Floor Plan A1.2

Attachment L: Third Floor Plan A1.3

Attachment M: Fourth Floor Plan A1.4

Attachment N: Roof Plan A1.5

Attachment O: Exterior Elevations A2.1

Attachment P: Exterior Elevations A2.2

Attachment Q: Building Section A3.1

Attachment R: Wall Sections at Residential Entry A4.1

Attachment S: Storefront Study A4.2

Attachment T: Balcony Study A4.3

Attachment U: Details A5.1

Attachment V: Materials Board A6.1

Attachment W: Title Sheet 1

Attachment X: Topo Survey & Tree Preservation Plan 2

Attachment Y: Dimensioned Site Plan 3

Attachment Z: Prelim. Grading, Drainage & Utility Plan 4

Attachment AA: Sections and Details 5

Attachment BB: Notes and Legend L1.0

Attachment CC: Layout Plan: First Floor L3.1  
Attachment DD: Layout Plan: Second Floor L3.2  
Attachment EE: Details: First Floor L4.1  
Attachment FF: Details: Second Floor L4.2  
Attachment GG: Site Furniture L4.3  
Attachment HH: Irrigation Notes and Legend L5.0  
Attachment II: Hydrozone Plan L5.1  
Attachment JJ: Planting Notes L6.0  
Attachment KK: Planting Plan: First Floor L6.1  
Attachment LL: Planting Plan: Second Floor L6.2  
Attachment MM: Planting Palette L6.3  
Attachment NN: Planting Palette L6.4  
Attachment OO: Planting Details L6.5  
Attachment PP: Trash Room Layout T0.1  
Attachment QQ: Trash Container Staging T0.2  
Attachment RR: Trash Chute Details T2.0

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