



City of Santa Clara

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Agenda Report

19-443

Agenda Date: 5/22/2019

REPORT TO PLANNING COMMISSION

SUBJECT

Actions on the proposed Catalina II Residential Development Project to develop 39 residential townhouses at 1433-1493 El Camino Real

EXECUTIVE SUMMARY

The applicant, SCS Development, is proposing to construct a 39-unit residential development on three contiguous parcels totaling 1.70 acres. The site is currently vacant and was previously used for a single-family residence and two auto-oriented businesses. The proposal includes 39 for-sale condominium units, of which seven are live/work units, a private street and visitor parking with access from Civic Center Drive, common landscaped open space and amenity area, and future private maintenance provisions with the establishment of a Homeowners Association and Covenants, Conditions and Restrictions. Four of the total number of units (10 percent) are to be provided as affordable housing units.

The project site is located in the El Camino Real Focus Area, a local and regional commercial and transportation corridor envisioned for high intensity commercial and residential development in the City's 2010-2030 General Plan. The proposal is generally consistent with the goals and policies set forth in the General Plan for the site as discussed in the following report.

BACKGROUND

The proposed project includes a Mitigated Negative Declaration and Mitigation Monitoring and Reporting Program; a Rezone from Thoroughfare Commercial (CT) and General Office (OG) to Planned Development (PD); and a Vesting Tentative Subdivision Map (CEQ2018-01065, PLN2018-13609 and PLN2018-13610). These entitlements together would allow development of a 39-unit condominium development, inclusive of seven live/work units. A rezoning is required to convert use of the site from commercial to residential use. The applicant has proposed a Planned Development zoning in order to establish unique development standards for the project.

Existing Site Conditions

The project site encompasses three contiguous parcels located on the north side of El Camino Real between Lincoln Street and Monroe Street. Surrounding land uses include the City Hall campus and residential development to the north across Civic Center Drive, residential development currently under construction to the east (Catalina I townhomes), residential and commercial uses to the south across El Camino Real, and Civic Center Park to the west.

The project site is developed with two, auto-oriented, commercial buildings totaling 14,880 square feet with surface parking lots and an approximately 1,200 square foot single family residence with two detached accessory buildings at the rear. All buildings are unoccupied. Construction fencing and screening have been installed to secure the site, yet incidences of vagrancy and vandalism have

been reported.

Project History and Previous Actions

The existing residence on the site is a Craftsman bungalow constructed in 1915 that was moved to 1493 El Camino Real in 1926. Prior to submittal of the development application for the project site, a historic resources survey was prepared to evaluate the residence and associated accessory structures (detached garage and shed) for eligibility as a historic resource and listing on the City's Inventory of Architecturally or Historically Significant Properties. The report concluded that the residence is not individually representative of any important patterns of development and that based on the National and State criteria as well as the City's for historical significance, the property at 1493 El Camino Real does not meet the qualifications of a historic resource for National, State or local listing. The Historical and Landmarks Commission reviewed the report on June 7, 2018 and following deliberation voted to forward a recommendation to the City Council that the structures are not eligible for listing on the City's Historic Resources Inventory. The recommendation included conditions that the developer provide photo documentation of the structure to the City and make the structure's materials available for salvage prior to demolition. The City Council reviewed this item on August 21, 2018 and following deliberation determined the structure to be ineligible for listing on the City's Historic Resources Inventory and added the condition to allow for relocation of the main structure (residence) until such time as a development plan is approved for the site.

The applicant advertised the availability of the structure for relocation in *The Weekly* (formerly the *Santa Clara Weekly*) for four consecutive weeks beginning with the April 5, 2019 edition. The applicant has also posted notice of availability for relocation on the project site.

DISCUSSION

The primary issues for the project are consistency with the City's General Plan, conformance with the Zoning Code for a Planned Development Zoning and quality of the project architecture and site design.

General Plan Conformance

The site is currently designated in the General Plan as Community Mixed Use within the El Camino Real Focus Area. The General Plan vision for the El Camino Real is to transform this Focus Area from a series of automobile-oriented commercial uses to a tree lined, pedestrian- and transit-oriented corridor with a mix of retail and residential uses at higher intensities of development.

To further this vision, in 2015 the City Council authorized the El Camino Real as a Priority Development Area (PDA) for the intensification of land uses along transit corridors. PDAs are locally designated areas within communities to focus compact and efficient growth and development that: 1) increases both the housing supply, including affordable housing for low-income residents and jobs within the planning area; 2) supports and increases transit ridership and thereby reducing vehicle miles traveled by PDA residents, employees and visitors; 3) promotes multi-modal connections for residents, employees and visitors within the PDA; and 4) locates key services and retail within the planning area.

In 2017, the City Council initiated preparation of a Specific Plan for the El Camino Real Focus Area to provide a more detailed level of policy and design guidance to support the successful transformation of the corridor. The Specific Plan process has been completed to the point sufficient for active

development projects, consistent with prior Council discussion, to move forward in the entitlement process and to hearing for Council consideration (e.g. the majority of public outreach has been completed, a draft land use plan prepared and right-of-way alternatives identified for environmental analysis).

A draft land use plan for the El Camino Real Specific Plan was presented at the February 5, 2019 City Council study session. The draft land use plan identifies the project site as having a proposed new General Plan designation of Medium Density Residential which would support residential development at a density between 16 to 35 dwelling units per acre (du/ac) and 3-4 stories in height, which would allow for commercial uses but does not require them. At the Study Session, the City Council was generally supportive of the draft land use plan as it was presented. While the Specific Plan is still under development, the project proposed at a residential density of 22 du/ac with three-story buildings is aligned with the draft land use plan.

The proposed residential density of 22 du/ac is consistent with the site's current General Plan designation of Community Mixed Use. The Community Mixed Use designation supports development consistent with a combination of the uses of the General Plan designations of Community Commercial and Medium Density Residential. Sites with Community Mixed Use designations support residential development between 20 to 36 du/ac. The proposed live/work units provide flexibility for residents of those units to utilize the units for commercial use, but does not require commercial activity in the live/work units. As such, the ground floor, "work" component of the live/work units are not considered commercial square footage. While in other areas of the City, a 0.10 floor area ratio (FAR) is also required for retail, commercial, and neighborhood uses, this project is located in the El Camino Real Focus Area of the General Plan which has specific policies, including 5.4.1-P2, which allow exclusively residential projects in the Community Mixed Use designation.

The proposed project is also consistent with General Plan Policies as follows:

General Land Use Policies

- 5.3.1-P2: Encourage advance notification and neighborhood meetings to provide an opportunity for early community review of new development proposals.
- 5.3.1-P26: Support a community initiated planning process so that existing neighborhoods can participate in developing more detailed plans for street, landscape and pedestrian facility improvements.

The applicant conducted public outreach through mailings and a community meeting to involve neighboring property owners in the design of the project. Notices were mailed by the applicant to property owners within 1,000 feet of the project boundaries and interested parties.

- 5.3.1-P8: Work with property owners to improve or redevelop underutilized and vacant properties.
- 5.3.1-P9: Require that new development provide adequate public services and facilities, infrastructure, and amenities to serve the new employment or residential growth.

The project would aggregate three vacant and underutilized properties for the construction of 39 for-sale condominium units and public and private improvements, that include private street and utilities, guest parking, and landscape recreation and open space to serve the development.

- 5.3.1-P10: Provide opportunities for increased landscaping and trees in the community, including requirements for new development to provide street trees and a minimum 2:1 on- or of-site replacement for trees removed as part of the proposal to help increase the urban forest and minimize the heat island effect.

The proposed development plan includes landscaping of the site and the project street frontages with a variety of plant and tree species and would replace the eight trees removed with redevelopment at a higher ratio for a total of 120 trees.

- 5.3.1-P12: Encourage convenient pedestrian connections within new and existing developments.

The project includes sidewalks and trellis features that mark gateway entries to the site from El Camino Real and Civic Center Drive to facilitate pedestrian access and link neighboring land uses including the Catalina I residential project which is currently under construction.

- 5.3.1-P16: Consolidate curb cuts with new development on arterial roadways to minimize pedestrian/vehicle conflicts at driveway locations and improve traffic flow.

The project would eliminate and replace the existing driveways along El Camino Real fronting the project site with a separated sidewalk that includes a planter strip adjacent to the curb and sidewalk behind, consistent with Complete Streets design standards, which would minimize the pedestrian and vehicle interface and improve traffic flow.

- P.3.1-P29: Encourage design of new development to be compatible with, and sensitive to, nearby existing and planned development, consistent with other applicable General Plan policies.

The proposed project mirrors and is complementary to the adjacent three-story Catalina I residential development project currently under construction and approved with a residential density of 24 du/ac and a similar site layout that includes live/work units, building form, height and setbacks as the proposed project. Residential and mixed-use development recently completed east of the project site on El Camino Real is three to four stories in height.

El Camino Real Focus Area Policies

- 5.4.1-P2: Allow new development under Community Mixed Use designation for exclusively residential or commercial uses provided that it meets the minimum requirements for Medium Density Residential or Community Commercial land use classifications.

See 5.3.1-P4 and 5.3.1-P6 discussion above.

- 5.4.1-P5: Provide appropriate transition between new development in the Focus Area and adjacent uses consistent with General Plan Transition Policies.
- 5.4.1-P6: Encourage lower profile development in area designated Community Mixed Use in order to minimize land use conflicts with existing neighborhoods.

The proposed project is a three-story residential development compatible with three and four-story residential and mixed-use development under construction and existing lower scale commercial buildings and multi-family residential structures in proximity to the project site. The project incorporates landscaped setbacks, front patios and an internal private street to transition project development of five three-story buildings on the site from adjacent residential and nonresidential uses.

- 5.4.1-P8: Orient ground floor retail and residential entries to the public sidewalk on El Camino Real.
- 5.4.1-P9: Residential development should include front doors, windows, stoops, porches, and bay windows or balconies along street frontages.

Buildings 4 and 5 are designed with front doors, windows and outdoor patios to face El Camino Real. Pedestrian paths would connect the units of these buildings to the public sidewalk on El Camino Real. Buildings 1 - 3 do not orient toward the street frontage. These buildings turn inward and are located perpendicular to Civic Center Drive so that the garages of each unit face the internal private street for access and the front of each unit faces a landscaped promenade.

- 5.4.1-P11: Locate parking at the side or rear of parcels and active uses along street frontages.

The project design includes an attached garage for each unit that is oriented to and accessed from the private street internal to the project site. Visitor parking spaces are also located along the private street behind Building 5, in proximity to the live/work units. The units facing El Camino Real in Buildings 4 and 5, include a mix of residential and live/work condominiums with expanded outdoor patios for active use.

- 5.4.1-P16: Facilitate the implementation of streetscape improvements consistent with those illustrated in Figures 5.4-2.

The project includes the replacement of the existing sidewalks along El Camino Real and Civic Center Drive fronting the project site with a landscape park strip and sidewalk consistent with the Complete Streets design standards. Street trees are proposed within the park strips and incorporate drought tolerant plantings.

Transition Policies

- 5.5.2-P1: Require that new development incorporate building articulation and architectural features, including front doors, windows, stoops, porches or bay windows along street frontages, to integrate new development into the existing neighborhoods.

The project incorporates offsets along the building planes and a mixture of exterior materials and architectural features to create visual breaks and interest in the design for compatibility with the surrounding neighborhood. Building 4 and 5 integrate into the neighborhood with orientation of the front doors, windows and outdoor patios towards the public domain. Pedestrian paths connect the units facing El Camino Real to the public sidewalk and neighboring properties.

- 5.5.2-P3: Implement site design solutions, such as landscaping and increased building setbacks, to provide buffers between nonresidential and residential uses.

- 5.5.2-P5: Require that new development provide an appropriate transition to surrounding neighborhoods.

The project includes landscaped building setbacks, front patios, and an internal private street to transition development of three-story buildings on the site from adjacent roadways, open park space and future three-story townhomes currently under construction.

Zoning Conformance for a Planned Development Zoning

The project site consists of three parcels and two zoning designations. The two properties located at 1433 - 1483 are zoned Thoroughfare Commercial (CT) and the property located at 1493 is zoned General Office (OG). The CT zoning designation is intended for auto-oriented uses on major commercial thoroughfares and does not allow residential uses. The OG zoning designation is intended for the development and protection of administrative facilities and business office centers bordering or contiguous to the central business area or community and regional commercial areas. The El Camino Real Focus Area discourages auto-related uses and is intended to promote a mix of residential and retail uses (either horizontal or vertical) along a tree-lined pedestrian-oriented corridor. Both the CT and OG zoning designation prohibit for-sale condominium residential development as proposed with the project. Development of fraternity, sorority, dormitory and boarding houses are allowed with approval of a Use Permit. As the City's existing Zoning Code does not have a zoning district that would allow a condominium style development, a rezone of the project site to Planned Development is necessary to construct the project.

The proposed rezone to Planned Development would allow residential development with a live/work component and would better implement the General Plan vision for the El Camino Real Focus Area than the current CT and OG zoning for the site. Chapter 18.54 establishes a process and requirements for the establishment of Planned Development Zoning districts. Planned Development Zoning districts are intended to allow for creative design solutions and land uses not otherwise allowed in standard zoning districts while maintaining compatibility with the existing community and allowing for greater community ownership. The proposed Planned Development Zoning would establish standards for the new condominium development, which are compatible with existing and approved land uses and development surrounding the project site.

Site Design and Architecture

The Planned Development Rezoning includes conceptual architectural which will be further refined through subsequent architectural review, should the City Council approve the Planned Development Rezoning.

The project consists of 39 condominium units distributed among five three-story buildings with a maximum peak height of 41.2 feet, with seven and eight units per structure. Buildings 4 and 5 are oriented to front El Camino Real and include the live/work units. Buildings 1 through 3 are located behind and perpendicular to Civic Center Drive divided by landscape paseos and private drives. The buildings are located at minimum landscaped setbacks of 12 feet from El Camino Real, 10 feet from Civic Center Drive and eight feet from the west and east property lines.

The unit mix includes six floor plan types with three bedroom and three bath units and three bedroom and three and one-half bath units. Each unit has an outdoor patio located at the front of the unit at grade for private use and attached two-car garage in a mix of tandem and side-by-side

arrangements. The living area of the residential units range from 1,620 to 1,972 square feet and the garages range from 506 to 619 square feet for tandem and 415 to 468 square feet for side-by-side parking. The work component of each live/work unit is located on the first floor and ranges in size from 338 to 407 square feet with living area between 1,507 and 1,548 square feet.

Santa Clara does not have a citywide standard for floor to ceiling heights for live/work units. The Lawrence Station Area Plan has a standard requiring live/work units, which have a ground floor "work component" to have a minimum floor to ceiling height of 12 feet and room depth of 35 feet. The proposed project has a ground floor to ceiling height of nine feet. This is consistent with the live/work units approved for the adjacent Catalina I project. Given that the live/work units are flexible in design to allow, yet not require, commercial use, the proposed ceiling height is appropriate. The storefront windows on the ground floor live work units and signage affixed on awnings associated with the live/work units provide differentiation of commercial use for those residents choosing to use their live/work units for commercial activity.

The proposed building architecture would be reflective of a modern interpretation of cottage farmhouse design. The design incorporates a mixture of materials that include brick, stucco and horizontal and vertical siding applied to the exterior elevations for texture and visual interest. The use of divided light windows and alternating use of materials provides a rhythmic cohesion and symmetry in the design. Offsets in the building elevations, recessed windows, and varied roof forms (e.g. flat, shed and gable) provide breaks in mass and scale of the buildings and roof structures. Metal awnings are incorporated in the design over the front entries of each unit, some third story windows, and the store front style windows of the live/work units on the first floor. Trellis features are applied in alternating arrangements above the garages at the rear of the structures and farmhouse style doors on the electric/utility rooms at the end of each building are included for added visual interest.

Circulation and Parking

The project would be accessed by two new driveways along Civic Center Drive and a private street for internal circulation. Existing sidewalks on both project frontages and the driveways along El Camino Real would be replaced with separated sidewalks that include a landscape strip next to the curb and sidewalk behind. (There are no existing driveways on Civic Center Drive) The private street would provide access to the garages of each unit and eight guest parking spaces adjacent to Building 4 and the west property line. The private street would also serve as a utility corridor and emergency vehicle access easement. While not proposed as part of this project, the private street may extend and connect with the adjacent Catalina I project in the future.

The project provides the requisite parking of two spaces for each unit and an additional 10 percent for guest parking. As the use of the site is residential, the tandem parking garages are anticipated to be functional as residents would be familiar with their garage design and manage their household parking needs. The proposed conditions of approval require that every garage be accessible for two-car parking at all times and that each be wired to allow for electrical vehicle charging.

Sidewalks along the project frontages and interior to the site would provide pedestrian access to the site and link adjacent land uses. No fence is proposed between the Catalina I and Catalina II projects and connectivity between the two sites is shared along a common sidewalk straddling the east property line.

Landscaping and Open Space

The project would implement a landscape plan for the site and public right-of-way that includes a mixture of plant species and trees for planting the common areas and setbacks as well as the planter strips fronting the project site. The eight trees removed with demolition of existing conditions on-site would be replaced in excess of the 2:1 requirement with a total of 120 trees. Trellis structures are proposed at key locations throughout the site (e.g. site pedestrian entries and mailbox locations). A six-foot fence is proposed along the east property line abutting Central Park. No other site fencing is proposed.

A 3,048 square foot private recreation area is proposed adjacent to Building 3 and the east property line. This area is shown as a tot play area and a picnic area with barbeque and landscaped open space. There is the potential for shared future use by the residents of Catalina I and Catalina II of the recreation areas on both project sites.

As a condition of project approval, a Homeowners Association is to be established and Covenant, Conditions and Restrictions recorded to manage and maintain on- and off-site improvements (including buildings, street, utilities, landscaping and fencing) in good condition for the life of the project.

Affordable Housing

The proposed project is considered a "pipeline" project under the City's inclusionary housing ordinance and would thus be subject to the General Plan Inclusionary Housing policy in place prior to the ordinance, which requires that private development projects with more than 10 units include 10 percent of new housing units as affordable. Consistent with the General Plan policy, the proposed project would designate four of the 39 units to be reserved for qualifying home buyers based on an income level at or below the 100 percent of Area Median Income.

Construction Noise

The project will be required to comply with the noise and dust control mitigations included in the Mitigated Negative Declaration prepared for the project. Based on complaints received by the City related to noise and dust concerns arising from the Catalina I project currently under construction on the adjacent site, the proposed conditions of approval include additional conditions to provide clarity and support enforcement to address noise or dust abatement that may be needed through the construction of the project. As became necessary for the adjacent project, the proposed Condition C8 would limit construction hours to avoid early morning hours and reduce impacts on nearby neighbors. Condition C8 states that noise generating construction activity (e.g., demolition, heavy equipment operations, jack hammering, truck loading and unloading of construction materials) not confined within a building shall be limited to the hours of 8:00 a.m. to 6:00 p.m. Monday through Friday, 9:00 a.m. to 6:00 p.m. on Saturdays, and shall not be permitted on Sundays or holidays. Construction activity confined within the building shall be limited to 7:00 a.m. to 6:00 p.m. weekdays and 9:00 a.m. to 6:00 p.m. on Saturdays.

Condition C9 requires that contact information for the construction disturbance coordinator to be posted with clear visibility from the street and requires that the reasonable measures are implemented to correct impacts that arise during construction. To facilitate transparency of project requirements, Condition C25 has been added to require that the Mitigation Monitoring and Reporting Program and Conditions of Rezoning Approval be included in all construction plan sets. Further, Condition C26 has been added to allow the Director of Community Development to require additional

noise monitoring and/or barriers to be erected to provide additional sound attenuation and dust abatement if necessary to reduce construction impacts.

ENVIRONMENTAL REVIEW

A Mitigated Negative Declaration (MND) was prepared for the project by the environmental consultant firm David Powers J. & Associates, Inc., in accordance with the California Environmental Quality Act (CEQA). The MND and Notice of Availability were posted on the City's website at www.santaclaraca.gov/ceqa and circulated for 30-day review on March 27, 2019 and closed on April 26, 2019, in accordance with CEQA requirements. The Planning Department received agency comments in response to the MND from the California Department of Transportation (Caltrans), Native American Heritage Commission, Santa Clara Valley Transportation Authority, and Santa Clara Valley Water District (Valley Water), and they are attached to this staff report for review. Zero public comments on the MND were received by staff. Copies of the MND are available in the Planning Division office at City Hall.

The MND examined environmental impacts associated with project development and identified potential air quality, biological, cultural resources, geology and soils, hazardous materials, and noise impacts that with incorporation of mitigation measures into the project would reduce all potential impacts to less than significant. A detailed discussion of the potential impacts and mitigation measures to be applied to the project are specified in the MND and would be implemented through project conditions of approval and the Mitigation Monitoring and Reporting Program (MMRP) for the proposed project.

FISCAL IMPACT

There is no fiscal impact to the City for processing the requested application other than administrative staff time and expense typically covered by processing fees paid by the applicant.

COORDINATION

This report has been coordinated with the City Attorney's Office.

PUBLIC CONTACT

Public contact was made by posting the Council agenda on the City's official-notice bulletin board outside City Hall Council Chambers. A complete agenda packet is available on the City's website and in the City Clerk's Office at least 72 hours prior to a Regular Meeting and 24 hours prior to a Special Meeting. A hard copy of any agenda report may be requested by contacting the City Clerk's Office at (408) 615-2220, email clerk@santaclaraca.gov <<mailto:clerk@santaclaraca.gov>> or at the public information desk at any City of Santa Clara public library.

Public Notices and Comments: On May 10, 2019, the notice of public hearing for this item was posted within 1,000 feet of the project site and mailed to property owners within 1,000 feet of the project site. Newspaper notice of this item was published in *The Weekly* on May 8, 2019. At the time of this staff report, one public comment has been received and is attached to this staff report for review.

Public Outreach Meetings

A neighborhood community meeting was conducted to engage neighbors in the planning process of the proposed 39-unit townhome development that includes seven live/work units. The public outreach meeting was held on February 20, 2019 from 6:30 to 7:30 p.m. at the Santa Clara Senior

Center, located at 1303 Fremont Street and was attended by three residents. Notices of the meeting were mailed by the applicant to property owners within 1,000 feet of the project boundaries and interested parties and was also posted on the City's website.

ALTERNATIVES

1. Adopt a resolution to recommend the City Council adopt the Mitigated Negative Declaration and the Mitigation Monitoring and Reporting Program for the Catalina II Residential Development Project.
2. Adopt a resolution to recommend the City Council approve a rezoning from Thoroughfare Commercial (CT) and General Office (OG) to Planned Development (PD) to allow development of 39 condominium townhome units, private street, landscaped open space, surface parking and site improvements.
3. Adopt a resolution to recommend the City Council approve the Vesting Tentative Subdivision Map to subdivide the existing parcel into five condominium lots with 39 condominium units and four common interest lots to serve the development.
4. Recommend the City Council deny the rezoning from Thoroughfare Commercial (CT) and General Office (OG) to Planned Development (PD) to allow development of 39 condominium townhome units, private street, landscaped open space, surface parking and site improvements.
5. Recommend the City Council deny the Vesting Tentative Subdivision Map to create five condominium lots with 39 condominium units and four common interest lots to serve the development.

RECOMMENDATION

Alternatives 1), 2), and 3): That the Planning Commission adopt resolutions for the Catalina II Residential Project located at 1433 - 1493 El Camino Real recommending that the City Council:

1. Approve a Mitigated Negative Declaration and the Mitigation Monitoring and Reporting Program for the Catalina II Residential Development Project.
2. Approve a rezoning from Thoroughfare Commercial (CT) and General Office (OG) to Planned Development (PD) to allow development of 39 condominium townhome units, private street, landscaped open space, surface parking and site improvements.
3. Approve the Vesting Tentative Subdivision Map to create five condominium lots with 39 condominium units and four common interest lots to serve the development.

Reviewed by: Andrew Crabtree, Director of Community Development

Approved by: Deanna J. Santana, City Manager

ATTACHMENTS

1. Catalina II Residential Development Mitigated Negative Declaration and Mitigation Monitoring and Reporting Program
2. Responses to Comments Received on the Mitigated Negative Declaration
3. Project Data
4. Resolution Recommending Council Adopt the Mitigated Negative Declaration and Mitigation Monitoring and Reporting Program
5. Resolution Recommending Council Approve the Rezoning

- 6. Resolution Recommending Council Approve the Vesting Tentative Subdivision Map
- 7. Conditions of Rezoning Approval
- 8. Conditions of Vesting Tentative Subdivision Map Approval
- 9. Correspondence
- 10. Planned Development Rezoning Plans
- 11. Vesting Tentative Subdivision Map