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PLANNING COMMISSION STAFF REPORT
JUNE 20, 2019

AGENDA ITEM 7.B File No. PL18-0111 – **FIRST STREET APARTMENTS II**

I. GENERAL INFORMATION

PROJECT SUMMARY: Design Review Permit for the construction of a 50-unit apartment complex

LOCATION OF PROPERTY: 2611 and 2617 First Street
APNs: 004-081-002 and 003

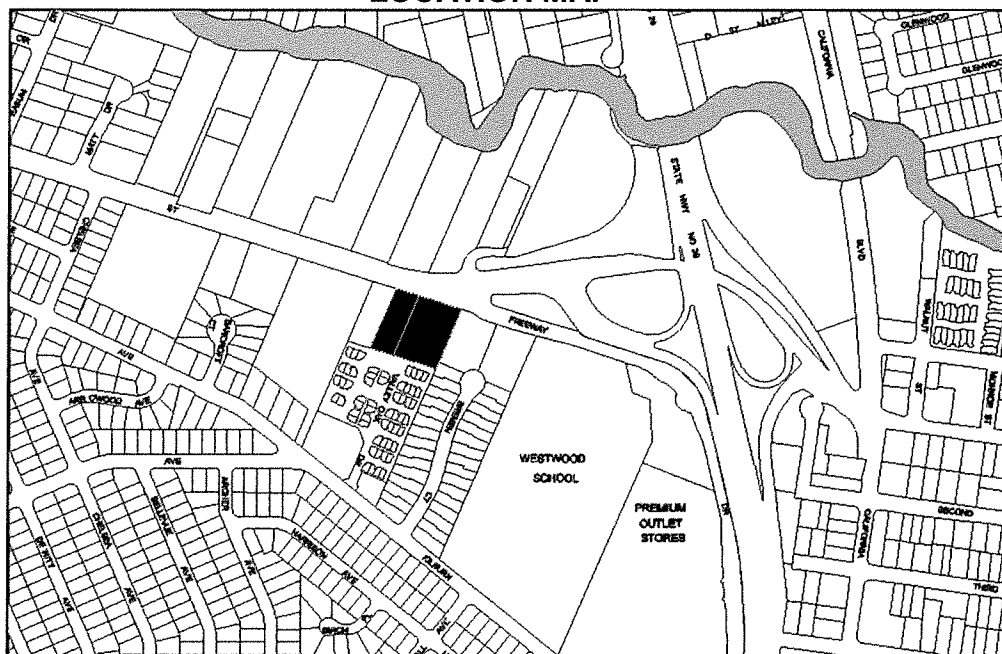
GENERAL PLAN: Multi-Family Residential (MFR-132)

ZONING: Multi-Family Residential (RM)

APPLICANT/ PROPERTY OWNER: Napa One, LP
365 Ranchitos Del Sol
Aptos, CA 95003
Phone: (831) 662-2979

STAFF PLANNER: Michael Allen, Senior Planner
Phone: (707) 257-9530

LOCATION MAP



II. PROJECT DESCRIPTION

The Applicant is requesting a Design Review Permit to construct a 50-unit apartment complex on the properties located at 2611 and 2617 First Street and to increase the maximum permitted height from 35 feet to 40 feet. The 50 units would be within 3 three-story buildings, with the northerly building containing 18 units, the central building containing 13 units and the southern building containing 19 units. The mix of unit types is 11 one-bedroom units (490 square feet), 35 two-bedroom units (734 square feet and 765 square feet) and four (4) three-bedroom units (1,034 square feet). The total square footage of the three buildings is 49,803 square feet. Access to the project would be via a driveway on First Street at the far west end of the project site. Parking would be provided for 98 vehicles with 25 spaces located in garages, 25 spaces located under carports, and 48 open spaces located along the perimeter of the site. Two picnic/play areas would be provided in the two open space areas that total 0.26 acre (11,325 square feet).

This project was originally approved by the City Council on October 21, 2014 after recommendation by the Planning Commission (File No PL13-0020). Although the Applicant subsequently submitted a building permit application and improvement plans, the permits were never issued and the Design Review Permit expired on October 12, 2016. The Applicant is now ready to proceed with the project and has submitted this new application for approval.

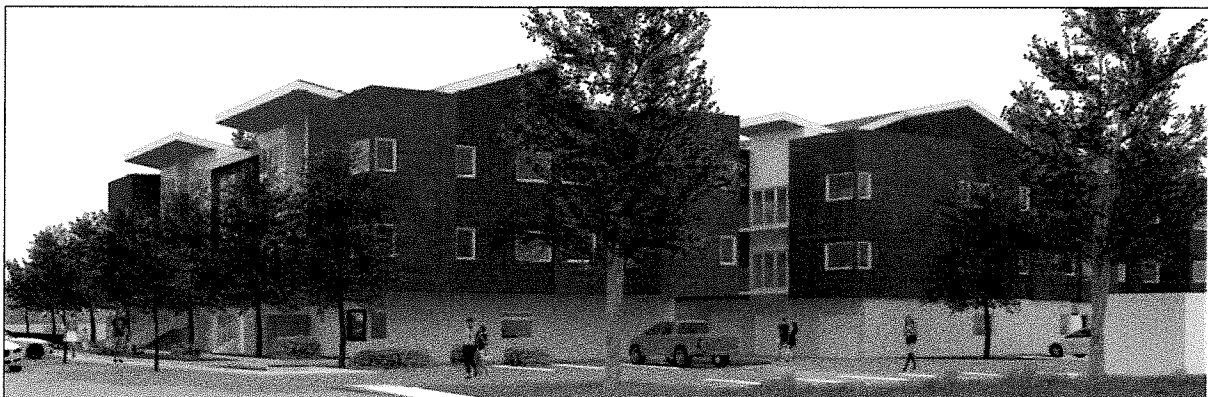
III. BACKGROUND

This project was reviewed by the Planning Commission at its April 18, 2019 meeting where the Commission continued the project with direction for the Applicant to address several concerns, which are listed below followed by Applicant's response:

Commission Direction: Provide better representation of the architecture and building materials.

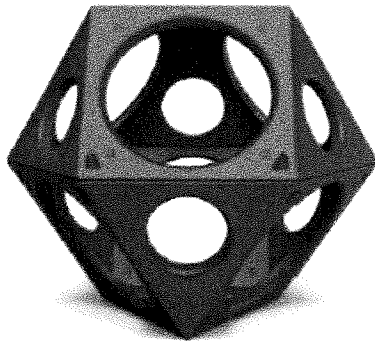
Applicant's Response: The Applicant has provided a cleaner elevations page (Sheet A1.2M and SKAA099 of the project plans, Attachment 3) and has provided separate renderings which give a more realistic depiction of how the building would appear at the site. The plans contain a materials sheet (Sheet A1.2M). An actual materials board will be presented at the Planning Commission meeting.

FIGURE 1 APARTMENT RENDERING



Commission Direction: Provide more outdoor amenities/create a more livable environment.

Applicant's Response: The original site plan contained two (2) seating areas, each containing a bench, a picnic table, and sand box. The revised site plan contains four (4) seating areas, each with a picnic table and bench seat. The two sandboxes remain but the revised plans propose the addition of playground equipment featuring four (4) interconnected "Playworld Playcubes" in one of the open space areas and a "Playworld Challengers" in the other open space area. Three (3) barbeque pits have also been added to three of the seating areas. The overall area containing outdoor amenities has been increased to 11,325 square feet (0.26 acres) from 9,692 square feet (0.11 acres).



B PLAYWORLD "PLAYCUBES"



A PLAYWORLD "CHALLENGERS"

Commission Direction: Include more energy efficient measures/solar/electric charging stations/bike racks.

Applicant's Response: Two electric vehicle charging stations have been added to the parking lot and a bike rack has been added on the west side of Building #3. An electric photo voltaic panel system has been added to the roofs of all buildings to provide solar heated water.

Commission Direction: Provide additional analysis of potential traffic impacts. Review the possibility of extending the left turn pocket.

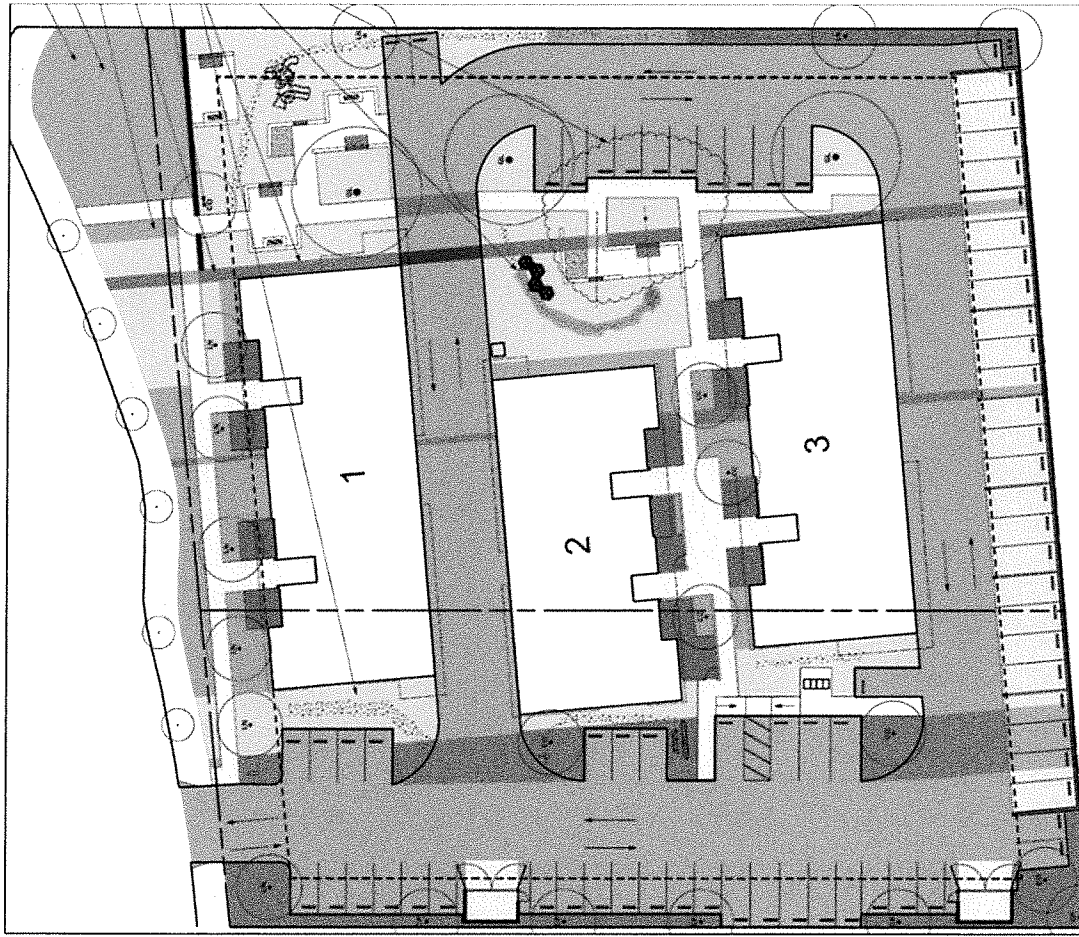
Applicant's Response: The Applicant's traffic engineer, W-Trans Inc., reviewed the Planning Commission's concerns and has provided a written response (Attachment 4). The traffic engineer will be in attendance at the Planning Commission meeting to address any additional traffic related questions.

IV. CONTEXT

The project site is comprised of a vacant 1.1-acre parcel and an adjacent 0.62-acre parcel containing two single family residences and accessory structures which will be demolished. Both lots are relatively flat. Two large oak trees located on the east side of the site would be saved. The remainder of the site contains various ornamental trees and

shrubs that would be removed. The project site is bordered by a small duplex housing development on the west with four single family homes to the east. The Valley Oak Villas condominiums are adjacent to the south and the First Street Church of Christ is located to the north across First Street. Also under construction across First Street to the north is the 48-unit Napa Creek Village condominiums and the 36-unit Napa Villas townhomes. Additionally, the 24-unit Keller Apartments project was approved on a property 200 feet to the east on Freeway Drive.

FIGURE 2 – REVISED SITE PLAN



V. ANALYSIS

A. GENERAL PLAN

The project site has a General Plan designation of MFR-132, which provides for multi-family residential development at a density range of 20 to 30 units per acre. Therefore, the 1.7-acre project site would allow for the development of 34 to 51 units. The proposed 50 units are consistent with this range.

In general, MFR areas are intended to develop into a medium to high intensity attached unit development pattern. Higher density residential uses (over 15 units per acre) are generally located nearest to thoroughfares, transit corridors and community serving

commercial and public/quasi-public uses. Higher density residential should be promoted and encouraged adjacent to employment and neighborhood-serving commercial uses to ensure the efficient use of land, public facilities, and services. The 50-unit apartment complex is located near the First Street overpass at Highway 29 and within walking distance of the Napa Factory Outlets. The Housing Element includes policies encouraging the efficient use of land and making every effort to approve well-designed projects in the mid to high range of General Plan densities. This project is consistent with both of these policies. Additional policies in the Land Use Element encourage projects to be compatible with the surrounding neighborhood. Staff believes the proposed multi-family use, building sizes, and density are consistent with similar residential developments in the area. The project, which makes use of two primarily vacant pieces of land adjacent to a condominium complex and single family housing, is consistent with the intent of the Multi-Family Residential designation.

The project site is located within the Westwood planning area which has been mostly developed with modest cottage and ranch style single family tract homes constructed between the 1940's and 1960's. Newer multi-family and townhouse developments have been developing along the major streets such as First Street/ Browns Valley Road.

B. ZONING

The project site is within the RM, Multi-Family Residential District which provides opportunities for a mix of attached residential development patterns including medium and higher density multi-family apartments, single family attached units, group residential, live-work housing and larger residential care facilities. Multi-family apartment developments are a permitted use within the RM District. Design Review approval by the City Council is required for multi-family projects with more than 30 units, therefore this project is subject to final review and approval of the City Council.

The following table summarizes consistency with the RM development standards:

TABLE 1 – DEVELOPMENT STANDARDS

Development Standard	RM Standard	Project
Minimum Lot Size	5,000 square feet	74,052 square feet
Lot Coverage (excluding street)	50% maximum; 37,898 square feet	28.5%; 21,460 square feet
Front Setback	20 feet minimum	20 feet
Side Yards (both sides)	5 feet; 1 st story 10 feet; 2 nd story 15 feet; 3 rd story	65 ft. (west) 59 ft. (east) 65 ft. (west) 59 ft. (east) 65 ft. (west) 59 ft. (east)
Rear Yard	15 feet; 1 st & 2 nd story 20 feet; 3 rd story	46 feet 46 feet
Building Height	35 feet; 40 feet with design review approval	40 feet
Usable Outdoor area per unit	200 square feet minimum	260 square feet per unit

As shown in Table 1, the project meets or exceeds all applicable development standards of the RM zoning district. A height over 35 feet and up to 40 feet is allowed under Section 17.18.030 of the Zoning Ordinance with a Design Review Permit “to implement design guidelines.” In this case, the proposed 40-foot height allows for the inclusion of pitched roof elements on these three-story buildings consistent with the Residential Design Guidelines policies.

C. PARKING

The following table demonstrates the project's compliance with the parking standards of the Zoning Ordinance:

TABLE 2 – PARKING COMPLIANCE

Per Unit Parking Requirements for Apartments with 50 or More Units	
Studio/1 bedroom	1.25
2 bedrooms	1.50
3 bedrooms	1.75
Plus 1 guest space per 2 units (If units take access from an arterial street where on-street parking is prohibited)	

Number of bedrooms	Number of Units	Required Parking Spaces
1 bedroom	11 (x 1.25)	13.75
2 bedroom	35 (x 1.50)	52.5
3 bedroom	4 (x 1.75)	7
Plus 1 guest space per 2 units; 50 / 2		25
Total required:		98.25
Total provided:		98

The Zoning Ordinance requires one parking space per unit in a garage or carport for apartment projects. The apartment complex provides 25 spaces within a garage and 25 under a carport. The carport structure is located in the rear yard of the development. In accordance with NMC 17.52.020 accessory structures such as carports are permitted within rear yards. Therefore, the project meets the parking requirements.

D. DESIGN REVIEW

The project is laid out with a single driveway access at the far west end in order to minimize conflicts with the First Street/ Freeway Drive intersection. The looped driveway places parking along the west, east and south perimeters of the site. A large landscape area is situated between Building 1 and First Street, with no intervening parking.

The 3 three-story buildings are contemporary in design and feature a variety of exterior materials including stucco on the ground floor and a combination of horizontal cement fiber planks and wood panels on the upper two floors. The pitched roof elements have standing seam metal roofing.

FIGURE 3 – EAST ELEVATION

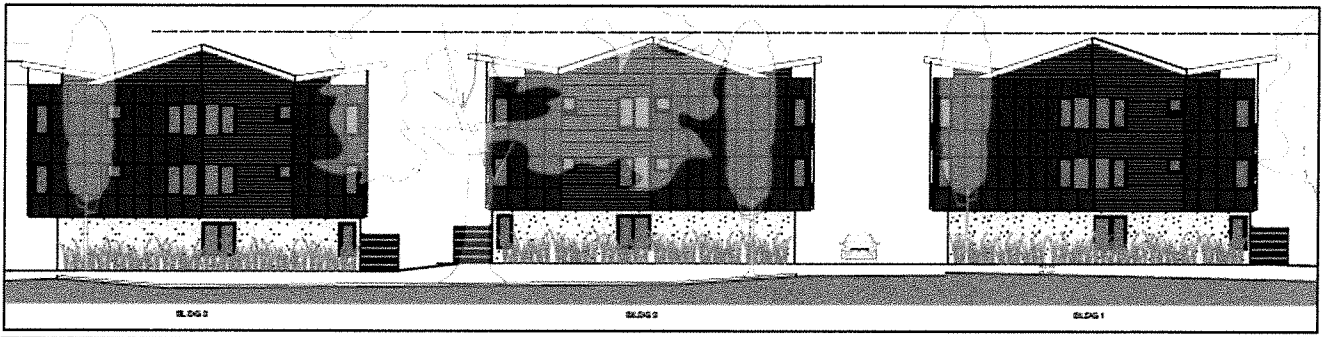
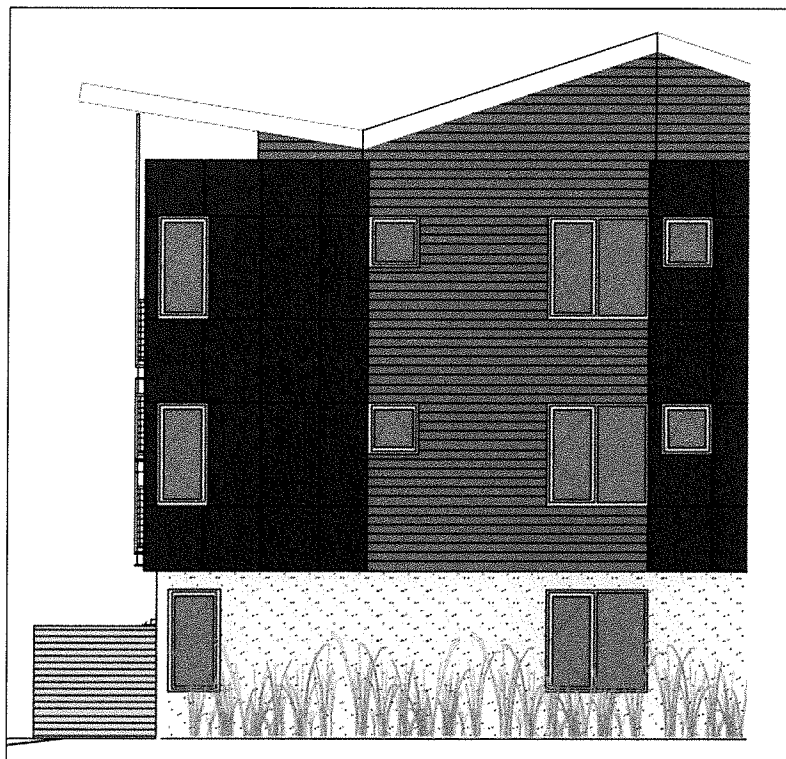


FIGURE 4 – INTERIOR ELEVATION



FIGURE 5 – DETAILS ELEVATION



A Design Review Permit is required for new residential construction. One of the basic purposes of the Residential Design Guidelines is to provide direction for multi-family housing that fits with and strengthens existing neighborhoods. The Guidelines address the design principles for multi-family homes under the categories of (1) Site Planning, (2) Scale and Transition, (3) Common Areas, (4) Architectural Design, and (5) Materials and Color. The following discussion addresses compatibility of the project under these categories as applicable to the project.

Site Planning: The Guidelines call for orientation of homes toward streets, with direct access from streets and common space. Parking should be unobtrusive and screened by shade trees.

Entry drives to multifamily housing developments should be designed to create a positive identity for the project. Landscape and site design should frame and distinguish entry drives. Site entries should distinguish themselves with added texture or use of contrasting materials.

The project proposes one entry into the project site from First Street with all garages oriented to the middle and rear of the project. The landscape design visible from the public street includes low fences with residential landscaping that emulates front yards with a modern “row house” look. The site entry includes various trees and shrubs.

Parking should be unobtrusive and not disrupt the quality of common spaces and pedestrian environments of multifamily development. Parking should be distributed throughout the site in discrete courts and garages.

The design of the development places portions of the parking spaces in single car garages or in places away from the public street with a landscape screen. The units on First Street would be oriented towards the street, with a front patio and an entry directly accessing First Street for each unit. The garages are oriented towards the center and the carport is located at the rear of the property behind the buildings. The guest parking would be primarily along the entry drive in perpendicular bays, with a few spaces in the center and next to the common area park. Landscaping at the front entry screens the parking.

Services for multifamily development should not be visible from public areas. Trash bins, utility meters, transformers, and other service elements should be enclosed or otherwise concealed from view.

The two trash bin locations for the units have been included along the western boundary adjacent to parking bays toward the rear of the development and away from the public street.

Scale and Transition

Projects should be designed to integrate with adjacent development, including stepping down the mass of taller multi-family developments.

The project is consistent with existing and approved multi-family development to the north, south and east of the site.

Common Areas:

New multi-family projects should provide common spaces that are physically defined and socially integrated into the site plan as gathering places.

A 3,562 square foot common area park would be located in on the west side of the middle building (building #2), providing privacy from First Street. An existing mature oak tree would be preserved and provide shade over much of the park. A wood slat picnic table, seating bench, and sandbox in a grassy area would also be provided. Another 8,150 square foot common area park will be provided adjacent to building #1. This revised park area will contain three (3) picnic tables, benches and barbeques. A sand lot and playground furniture featuring slides have also been included.

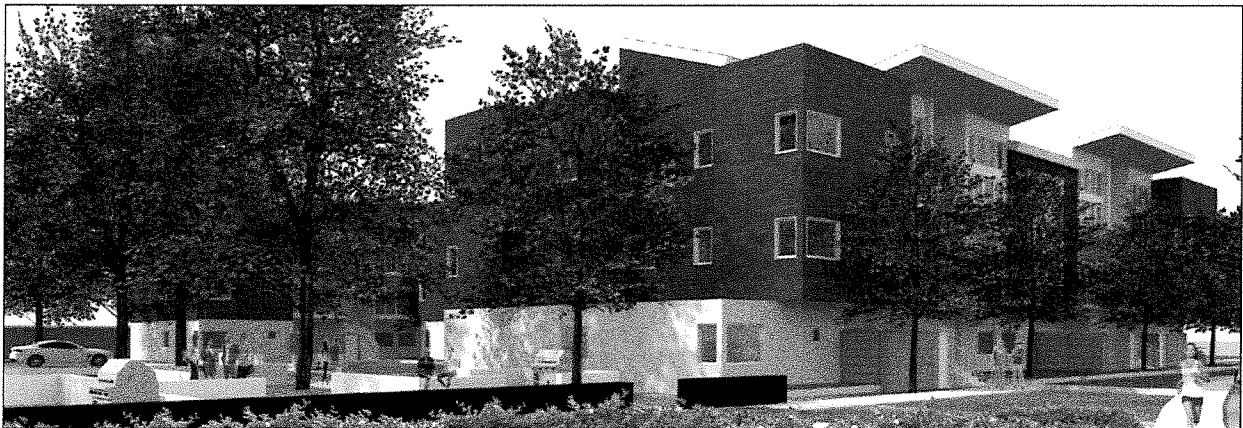
Architectural Design: Based on the principles of the Residential Design Guidelines, the proposed development should respond to the following architectural design guidelines:

New multi-family projects should fit into the surrounding neighborhood by transitioning in scale, and reflect local architectural traditions, and respond to Napa's climate.

The project is consistent with existing and approved multi-family development to the north, south and east of the site.

Facades should have 3-dimensional elements, such as chimneys, balconies, bay windows or dormers, to break up large wall and roof surfaces. Every facade should possess an overall design concept that is well composed and articulated and of consistent quality.

The elevations include three-dimensional elements that break up the wall surfaces. The project architect describes the building's volumes as being characterized by a combination of vernacular double-pitched roofs over the main volumes that are articulated by butterfly roofs at the balconies, entries, and stairways, and flat roofs at the projecting bays. The walls and roof lines are broken up with the use of a variety of materials; horizontal siding is used at the vernacular roofs, cement stucco at the butterfly roofs, and wood veneered panels at the flat-roofed project bays. The architectural style is applied to all four sides of the buildings which could be characterized as having a modern design which integrates traditional materials such as wood veneer, stucco, cementitious lap siding, and mesh steel balcony rails.

FIGURE 6 – PLAY AREA RENDERING**FIGURE 7 – FIRST STREET VIEW RENDERING**

E. TRAFFIC

A traffic study was prepared for the original project approval in 2014 by W-Trans Inc. focusing on the First Street/ Freeway Drive intersection. That study determined that the project would not adversely change the levels of service at that intersection. An updated traffic study for the current application was prepared by W-Trans Inc. in January 2019. The updated traffic study took the newly constructed and approved projects into consideration and came to the same conclusion as the 2014 study: that the project would not adversely affect the level of service of the First Street/ Freeway Drive intersection.

The volumes of traffic associated with the project would not result in a significant individual impact on traffic. However, the traffic generated by the project would contribute to the cumulative impact on the City's arterial and collector street system and the project would contribute to the cumulative impact by increasing traffic safety concerns in proximity of the intersection of First Street and Freeway Drive by increasing the volume of traffic making a left-turn out of the project site across multiple lanes of traffic. The proposed project driveway

has been designed to meet City standards and thus does not substantially increase hazards due to a design feature. The cumulative impact of the traffic generated by the subject project on the City's arterial and collector street system would be mitigated by the developer paying a Street Improvement Fee in accordance with Policy Resolution 27 and Policy Resolution 16, and by the construction of a raised median with a westbound left-turn pocket in the existing two-way turn lane on First Street to allow for left turns into the project driveway but prohibit left turns out of the project driveway.

It is also noted that the Keller Apartments project (which is currently in the improvement plan review stage) is required to add a right turn overlay to the signal at the First Street/Freeway Drive intersection. This will add a right-turn arrow to the signal for northbound Freeway Drive vehicles to turn onto eastbound First Street without stopping at the same time that vehicles are turning from westbound First Street onto southbound Freeway Drive. This improvement has also been included as a condition of approval for this project in case the Keller Apartments project does not proceed.

F. LANDSCAPE PLAN

The preliminary landscape plan includes the retention of two oak trees, plus the addition of 24 new trees including sweet bay, hawthorn, western red bud, Valley oak, and California hazel nut trees. Several species of shrubs, native bunch grasses, and ground covers are included. The landscaping relies on native plants to integrate the buildings into the site. It also uses the existing large Valley oak tree for its most prominent feature near one of the play/picnic areas.

VI. ENVIRONMENTAL REVIEW

A Mitigated Negative Declaration was adopted by the City Council on October 21, 2014 in conjunction with the approval of the First Street Apartments Design Review Permit (PL 13-0020) by Resolution R2014-170 (see Attachment 2). Section 15162 of the CEQA Guidelines allows for the use of a previously prepared Negative Declaration if all of the following are true:

(1) No substantial changes are proposed in the project.

The project is identical to the project approved in 2014, with the exception of the additional outdoor common areas that have been added based on Planning Commission direction. However, these additions involve outdoor furniture and paving treatments with no additional buildings and do not represent substantial changes.

(2) No substantial changes have occurred with respect to the circumstances under which the project is undertaken.

Although two new residential projects totaling 84 units have since commenced construction across First Street to the north, these properties were planned and zoned for this type of development at the time of the original approval. Additionally, a recent update to the original traffic study found that the 84 units under construction would not change the level of service at the First Street/ Freeway Drive intersection.

- (3) *There is no new information that shows: (a) the project would have significant effects that were not previously identified, (b) previously discussed effects would be more severe, (c) previous mitigations determined infeasible are now feasible but not acceptable to the Applicant, or (d) new mitigations are available which would substantially reduce significant effects but are not acceptable to the Applicant.*

Beyond the updated traffic study, there is no new information pertinent to these considerations. In terms of the new traffic study information, that new information indicates that the project and the 84 units currently under construction would not result in a change in the level of service at the First Street/ Freeway Drive intersection.

Staff has determined that the potential environmental effects of the project were adequately analyzed by the previously adopted Mitigated Negative Declaration, and that no additional environmental review is required under Section 15162 of the CEQA Guidelines for the project.

VII. REQUIRED FINDINGS

The Planning Commission's recommendation to the City Council regarding this project is subject to the required findings established in Section 17.62.080 for Design Review Permits. These findings are provided in the draft resolution attached to this Staff Report.

VIII. PUBLIC NOTICE

Notice that this application was received was provided by the City on August 13, 2018 and notice of the scheduled public hearing was provided on June 6, 2019 by US Postal Service to all property owners within a 500-foot radius of the subject property. Notice of the public hearing was also published in the Napa Valley Register on June 7, 2019 and provided to people previously requesting notice on the matter at the same time notice was provided to the newspaper for publication. Legal notice included a general explanation of the matter to be considered and any related permits, identification of the location of the property involved where site specific, a description of the date, time and place of the public hearing, the identity of the hearing body, and a statement consistent with the Code of Civil Procedure regarding the time limit to commence any legal challenge and matters that may be raised by such challenge. The Applicant was also provided a copy of the report and attachments prior to the meeting.

IX. STAFF RECOMMENDATION

Staff recommends that the Planning Commission forward a recommendation to the City Council to: (1) determine that the potential environmental effects of the Design Review Permit were adequately analyzed by the Mitigated Negative Declaration that was adopted by the City Council on October 21, 2014 in conjunction with the approval of the First Street Apartments Design Review Permit #PL 13-0020 by, pursuant to CEQA Guidelines Section 15162; and (2) approve a Design Review Permit allowing an increased height of 40 feet based on a determination that the application is consistent with the City's General Plan Zoning Ordinance and other applicable City requirements and policies.

X. ALTERNATIVES TO RECOMMENDATION

1. Continue the application with direction for modifications and allow the Applicant an opportunity to prepare a revised design.
2. Recommend that the application be denied by the City Council.

XI. REQUIRED ACTIONS

Forward a recommendation to the City Council to adopt:

A resolution approving a Design Review Permit to construct a 50-unit apartment project with an increased height of 40 feet and determining that the potential environmental effects of the Design Review Permit were adequately analyzed by the Mitigated Negative Declaration that was adopted by the City Council on October 21, 2014 in conjunction with the approval of the First Street Apartments Design Review Permit (PL 13-0020) by Resolution R2014-170, pursuant to CEQA Guidelines Section 15162.

XII. DOCUMENTS ATTACHED

1. Draft City Council Resolution approving a Design Review Permit to construct a 50-unit apartment project and determining that the potential environmental effects of the Design Review Permit were adequately analyzed by a previous Initial Study and Mitigated Negative Declaration.
2. Previously adopted Mitigated Negative Declaration
3. Revised Plan Drawings
4. Project's Traffic Engineer responses.



PLANNING COMMISSION

MEETING MINUTES EXCERPTS

June 20, 2019

FIRST STREET APARTMENTS II – 2611 AND 2617 FIRST STREET (File No. PL18-0111)
Request for a Design Review Permit to construct a 50-unit apartment complex on two parcels totaling 1.1 acres. A lot merger is also requested to merge the two parcels. The project consists of (3) three-story buildings with one building containing 18 units, one containing 13 units and the third containing 19 units. This project (PL13-0020) was previously approved by the City Council on October 21, 2014, but the entitlement expired. The property is located at the southwest corner of the intersection of First Street and Freeway Drive within the (MFR-114) Multi-Family Residential General Plan designation and the (RM) Multi-Family Residential Zoning District. (APN's: 004-081-002 and 003) (Allen)

Commissioners provided disclosures.

Senior Planner Michael Allen presented the Staff Report and late communication and provided a recommendation.

Vice-Chair Myers invited the Applicant to speak.

Mark Horton, Architect for the Applicant, briefed the Commission on background and changes to the application addressing concerns identified at the last public hearing. He offered to answer questions.

The Commission asked questions of the Applicant and Traffic Engineer and provided comments. Clarification was requested regarding:

- The difference between the roof radiant and PV solar systems
- Designated parking for electric vehicles
- The left and right turning lanes
- Traffic behavior if a roundabout is developed at the intersection
- Potential transit stops

Mr. Horton responded to Commissioner questions regarding the solar systems.

Mr. Allen responded to Commissioner questions regarding parking.

Dalene Whitlock, Senior Principal for W-Trans in Santa Rosa, responded to Commissioner questions regarding traffic.

Vice-Chair Myers opened the item for public hearing. After receiving no comments, the public hearing was closed.

Commissioners discussed and began deliberation. They expressed appreciation for the Applicant's response to Commissioner feedback from the April 18, 2019 Planning Commission meeting.

Commissioners Murray and Huether moved and seconded to recommend that the Planning Commission forward a recommendation to the City Council to adopt a resolution determining that the potential environmental effects of the project were adequately analyzed by the Mitigated

Negative Declaration adopted by City Council Resolution R2014-0170 pursuant to CEQA Guidelines Section 15162 and approving the Design Review Permit for the 50-unit apartment project with the added sentence to condition 15.A of the resolution: "Westbound left turn pocket shall provide a minimum of three vehicle queuing for 60 foot of storage subject to the approval of the City Engineer."

Motion Carried:

AYES: Myers, Kelley, Huether, Murray
NOES:
ABSENT: Painter
ABSTAIN:
RECUSED: