

November 3, 2020

Ms. Amy Nicholson  
City of Santa Rosa  
100 Santa Rosa Avenue, Room 3  
Santa Rosa, CA 95404

**RE: Request for Parking Concession  
3575 Mendocino Avenue Project  
3575 Mendocino Avenue, Santa Rosa**

Dear Ms. Nicholson,

We are writing to formally request a Concession to site development standards under Santa Rosa City Code § 20-31.090 for the 3575 Mendocino Avenue Project. As detailed in the City's Inclusionary Housing Ordinance Alternative Compliance Determination Letter dated February 25, 2020, the Project is entitled to one Incentive or Concession under § 20-31.090. Section 20-31.090 states, and the City's February 25, 2020 letter confirmed, that a parking reduction is considered to be a Concession to development standards. We hereby request a Concession for a 25% auto parking reduction for the Project.

Parking supply requirements for the project are based on Section 20-36.040 of the City of Santa Rosa Zoning Code. The Zoning Code requires multifamily apartment buildings to provide parking at a rate of 1.5 spaces per unit for one-bedroom apartments and 2.5 spaces per unit for two-bedroom apartments. These parking requirements apply to the Project's 370 market-rate units. The Zoning Code parking requirement that apply to the Project's 162 senior affordable housing units is one space per unit. Based on these requirements, the Project would need to provide a total of 958 auto parking spaces.

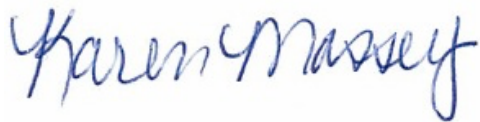
The Project is a transit priority project, with proximity to transit, including CityBus Routes 1 and 10 and Sonoma County Transit Routes 44, 48, 54, 60, and 62, providing service throughout Santa Rosa and Sonoma County, including every 15 minutes throughout the day on CityBus Route 1 and every 30 minutes throughout the day on CityBus Route 10. The Project's auto parking reduction request would result in a reduction of 239 parking spaces, resulting in 719 auto parking spaces for the Project. The Project will also have bicycle parking and services to facilitate use of nearby transit. Our research, attached to this letter, indicates that the proposed parking will be adequate for the Project.

Granting of the 239-space parking reduction would result in an identifiable and actual cost reduction of approximately \$8,800,000 to the project, a substantial cost savings for a transit priority project that will provide 30% of the total units as affordable to low income seniors.

Granting of the Concession would not result in any specific, adverse impact upon public health and safety, the physical environment, or any real property that is listed in the California Register of Historical Resources. The requested Concession is not contrary to State or Federal law and is consistent with State and local policies which seek to encourage transit priority projects.

Should you have any questions regarding this request please do not hesitate to contact me.

Sincerely,



Karen Massey  
Senior Project Manager

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To: Karen Massey, Burbank Housing      From: Stantec Consulting Services Inc.  
File: 3575 Mendocino Avenue Project      Date: October 29, 2020

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**Reference: 3575 Mendocino Avenue Project – Land Use & Parking Policy Review**

Stantec Consulting Services Inc. (Stantec) has prepared this memorandum (memo) summarizing the applicable state, regional, and local laws and policies that inform the design and development of the 3575 Mendocino Avenue Project (proposed project) as a transit priority project and qualify it for a parking reduction.

The purpose of the proposed project is to construct affordable senior housing and market rate housing needed to address a local and regional shortage of housing within the City of Santa Rosa and Sonoma County. In addition, Sonoma County recently faced significant devastation from wildfires. The Tubbs Wildfire in October 2017 burned 36,810 acres of land and destroyed 3,098 structures in Santa Rosa consisting of 2,668 single-family homes, 209 multi-family homes, 190 mobile homes, and 31 commercial buildings (City of Santa Rosa 2017 as cited in City of Santa Rosa 2020). Since then, at least two more large-scale wildfires have occurred in Sonoma County. Such events perpetuate the housing crisis by reducing the amount of housing stock and leaving many people homeless.

**State & Regional Policy Framework**

In 2008 the State of California passed Senate Bill (SB) 375, also known as “The Sustainable Communities and Climate Protection Act of 2008.” SB 375 sets forth growth strategies to better integrate regional land use and transportation planning efforts to help meet the State of California’s greenhouse gas (GHG) emissions reduction mandates, targeting emissions from passenger vehicles as passenger vehicles are the single largest source of GHG emissions statewide.

SB 375 requires all metropolitan regions in California to complete a Sustainable Communities Strategy (SCS). In the Bay Area, the Association of Bay Area Governments (ABAG) and the Metropolitan Transportation Commission (MTC), are jointly responsible for developing and adopting a SCS that integrates transportation, land use, and housing in order to meet GHG emissions and reduction targets. Additionally, the SCS ensures each city in the Bay Area plans for adequate growth to meet the region’s projected population growth and housing needs.

To meet this requirement, ABAG/MTC created Plan Bay Area 2040, an integrated long-range transportation and land use plan that helps guide the location of future development while also meeting the Bay Area’s housing needs. Plan Bay Area 2040 aims to reduce GHG emissions through compact, transit-oriented development. Plan Bay Area 2040’s core strategy is “focused growth” which seeks to locate growth within existing communities, along existing transportation networks. These focused growth areas, known as Priority Development Areas (PDA), are planned to accommodate jobs and housing near existing transit, with the goal of getting residents out of their cars and onto transit.

**Reference:** 3575 Mendocino Avenue Project – Land Use & Parking Policy Review

The City of Santa Rosa has five PDAs including the Mendocino Avenue/Santa Rosa Avenue Corridor PDA. Plan Bay Area 2040 estimates that approximately 2,510 housing units and 6,850 jobs will be added in the Mendocino Avenue/Santa Rosa Avenue Corridor PDA by 2040 (MTC/ABAG 2017). Local jurisdictions, including the City of Santa Rosa, define the character of their PDAs according to existing conditions and future expectations. The Housing Element (adopted in 2015) of the City's General Plan identifies the Mendocino Avenue/Santa Rosa Avenue PDA as a "transportation corridor for new development with increased densities that will support use of bus transit."

In addition to SB 375, effective January 1, 2014, the State of California passed SB 743. SB 743 updates the way transportation impacts are measured in California for new development projects. It encourages transit priority projects by no longer requiring aesthetics and parking impacts to be considered in determining if a project has the potential to result in significant environmental effects, if the project is located within one-half mile of a major transit stop, is on an infill site and the project is residential, mixed-use residential, or an employment center.

### **Local Policy Framework**

The City of Santa Rosa's adopted General Plan contains a number of goals and policies related to land use and parking that are consistent with SB 375 and Plan Bay Area 2040 and that support locating high-density residential housing near public transit as well as the reduction of parking requirements, including:

#### **Land Use**

- *"Foster a compact rather than a scattered development pattern in order to reduce travel, energy, land, and materials consumption while promoting greenhouse gas emission reductions citywide." (Land Use Element, LUL-A)*
- *"Facilitate higher-density and affordable housing development in Priority Development Areas (PDA), which include sites located near the rail transit corridor and on regional/arterial streets for convenient access to bus and rail transit. Implement existing PDA specific plans—the Downtown Station Area Specific Plan and the North Santa Rosa Station Area Specific Plan—and develop new plans, such as the Roseland Specific Plan, to encourage the development of homes that have access to services and amenities." (Housing Element, H-C-6)*
- *"H-A-1 Ensure adequate sites are available for development of a variety of housing types for all income levels, throughout the City, such as single- and multifamily units, mobile homes, transitional housing, and homeless shelters." (Housing Element, H-A-1)*
- *"Locate higher density residential uses adjacent to transit facilities, shopping, and employment centers, and link these areas with bicycle and pedestrian paths." (Urban Design Element, UD-G-2)*

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- *“Promote new retail and higher density uses along the city’s regional arterial corridors.” (Economic Vitality Element, EV-C)*

### Parking

- *“Reduce land devoted to parking.” (Guiding Principle #20)*
- *“Ensure that regulations contained in the Santa Rosa Zoning Code provide development standards, parking requirements, and use allowances which facilitate the development of housing for all income groups.” (Housing Element, H-A-1)*
- *“Encourage the development of affordable housing for the elderly, particularly for those in need of assisted and skilled nursing care. Continue to provide funding and offer incentives such as density bonuses, reduced parking requirements, design flexibility, and deferred development fees.” (Housing Element, H-D-11)*
- *“Support transit-oriented development in the project area by allowing adequate intensity of use and requiring pedestrian-oriented development (e.g., buildings along sidewalk, parking lots minimized). (Land Use Element LUL-Z-2)*
- *“Review parking regulations downtown to consider its role as a pedestrian- and transit-friendly center.” (Land Use Element LUL-C-2)*

In addition to the goals and policies contained in the City’s General Plan, the City’s Zoning Code includes several mechanisms that allow for parking reductions. Section 20-36-050 (C) of the Zoning Code allows the City to apply reduced parking requirements of up to 25 percent where “(1) due to special circumstances associated with the operation of the use at its location, the proposed use will generate a parking demand different from the standards specified and (2) the number of parking spaces approved will be sufficient for its safe, convenient, and efficient operation of the use.” In addition, Section 21-02.050.G of the City’s municipal code entitles developers proposing to provide on-site affordable housing units one concession, including a reduction in the site development standards such as a parking reduction. Projects requesting a density bonus under State Density Bonus Law may receive an even greater reduction, up to 50 percent. The City is required to grant the request for concession unless it finds no identifiable cost reduction, or finds specific, adverse impact, or finds contrary to State/Federal law.

### Conclusion

The proposed project is consistent with SB 375, Plan Bay Area 2040 and the City of Santa Rosa General Plan as it qualifies as a transit priority project that would create a 532 unit, high-density residential transit village on an infill site located in the Mendocino Avenue/Santa Rosa Avenue Corridor PDA within one-half mile of the Bicentennial Way Transit Facility, a major transit stop. State and regional policies support locating high-density housing in locations such as this as a way to reduce vehicle miles traveled and GHG emissions, encourage use of public transit and reduce overall reliance on automobiles. The City’s General Plan policies identify parking requirements as a potential impediment to the provision of housing and seek to reduce those impediments by

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**Reference:** 3575 Mendocino Avenue Project – Land Use & Parking Policy Review

providing concessions to development standards and allowing reductions to parking requirements. As a transit priority project that would be located within one-half mile of a major transit stop, the proposed project's requested parking reduction aligns with state, regional and City policies aimed at encouraging high-density housing near transit, addressing Sonoma County's acute need for housing and providing the necessary incentives needed to ensure affordable housing is constructed in Santa Rosa. Further, the proposed project meets the criteria set forth in SB 743 and therefore, the adequacy of parking in determining the significance of the proposed project's impacts is not required to be considered under the California Environmental Quality Act (CEQA).

Sincerely,



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#### References

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October 29, 2020

Ms. Karen Massey  
Burbank Housing Development Corp.  
790 Sonoma Avenue  
Santa Rosa, CA 95404

## **Parking Demand Management Plan for 3575 Mendocino Avenue**

Dear Ms. Massey;

As requested, W-Trans has prepared a parking demand management plan (PDMP) for the proposed development at 3575 Mendocino Avenue in the City of Santa Rosa. The purpose of this letter is to confirm the adequacy of the proposed parking supply and identify parking strategies to reduce and manage parking demand.

### **Project Description**

The proposed residential development project to be located at 3575 Mendocino Avenue in the City of Santa Rosa would replace the 161 senior housing units that were destroyed in the 2017 Tubbs fire with a 532-unit apartment community, including 162 senior affordable units and 370 market-rate units.

### **City Parking Code Analysis**

The project was analyzed to determine whether the proposed parking supply would be sufficient to meet applicable requirements. As proposed, a total of 719 parking spaces would be provided on-site.

Jurisdiction parking supply requirements are based on Section 20-36.040 of the City of Santa Rosa Zoning Code. The municipal code requires multifamily apartment buildings to provide parking at a rate of 1.5 spaces per unit for one-bedroom apartments and 2.5 spaces per unit for two-bedroom apartments, which applies to the 370 market-rate units. For senior affordable housing, one space per unit is required. Based on these rates, the project would need to provide a total of 958 parking spaces.

Section 20-36-050 (C) of the zoning code indicates that the City has the discretion to apply a reduction in parking requirements of up to 25 percent. There are several reasons that it would be reasonable for the City to grant the 25-percent reduction in parking requirements (translating to 719 required parking spaces).

- The project site helps create a pedestrian-friendly environment in a priority development area within walking distance of transit, major employers, and services. The area also generates 15 percent fewer vehicle miles traveled than the county average.
- This is a transit priority project and has excellent access to transit, including CityBus Routes 1 and 10 and Sonoma County Transit Routes 44, 48, 54, 60, and 62, providing service throughout Santa Rosa and Sonoma County, including every 15 minutes throughout the day on CityBus Route 1 and every 30 minutes throughout the day on CityBus Route 10. In addition, the current bus stop is being relocated to be more convenient for resident use and is being enhanced with a bus shelter to make it safer and more attractive to users.
- The project has direct access to Class II bicycle lanes that provide connections to downtown Santa Rosa and the development will include 160 bike spaces in secured rooms to encourage bicycling.

- The project will be marketing alternative mode use by providing kiosks and bulletins with transit maps and schedules, vanpooling and carpooling information, and bicycle information. Welcome packets will also be issued to residents providing similar information.

The proposed parking supply as well as City requirements are shown in Table 1. As shown, the proposed parking supply for the project would satisfy the City parking requirements, assuming a 25-percent reduction is applied per Section 20-36-050 (C) of the zoning code.

**Table 1 – Parking Code Analysis**

Land Use	Units	Rate	Parking Spaces
<b>City and State Required Parking</b>			
Multifamily Housing – Senior Affordable Units	162 du	1 space/du	162
Multifamily Housing – Market-Rate Units	370 du		
0-1 bedrooms	129 du	1.5 space/du	193.5
2+ bedrooms	241 du	2.5 spaces/du	602.5
<i>City Required Parking Total</i>			958
<i>25% Reduction</i>			-239
<i>City Required Parking Total with Reduction</i>			719
<b>Proposed Parking Supply</b>			<b>719</b>

Notes: du = dwelling unit

## Peer Review

Parking demand was evaluated for similar senior multifamily housing sites as points of comparison. Table 2 summarizes the parking demand for four developments in Santa Rosa, Cotati, and Healdsburg, which averaged a parking generation rate of 0.72 spaces per unit, which is consistent with the supply proposed.

**Table 2 – Peer Parking Analysis**

Facility Location	Units	Peak Parking Demand	Parking Ratio
Charles Street (Cotati)	48	32	0.67
Fitch Mountain I (Healdsburg)	40	35	0.88
Fitch Mountain II (Healdsburg)	20	23	1.15
Vigil Light (Santa Rosa)	49	23	0.47
<b>Average</b>			<b>0.72</b>

## Parking Demand Analysis

Parking demand for the proposed project was estimated using standard rates published by the Institute of Transportation Engineers (ITE) in *Parking Generation*, 5<sup>th</sup> Edition, 2019 and the peer data above. The rates indicating the 85<sup>th</sup> percentile demand for Multifamily Mid-Rise Housing (ITE LU #221) in a general suburban setting were applied, a conservative estimate of future parking demand. The senior housing peer review data detailed above was used in lieu of ITE data (as ITE recommends using local data where feasible). It is important to note that the ITE parking demand rate for Affordable Senior Housing (ITE LU #223) is 0.44 spaces per dwelling unit, or almost



40 percent less than that of the peer-reviewed sites, but the peer-reviewed site data were used for this analysis both given their local presence and to provide a conservative estimate of demand. Table 3 summarizes the results and shows that the parking demand of 661 spaces is considerably lower than the proposed supply of 719 spaces for the project, based on ITE data and actual use at local sites.

**Table 3 – Parking Demand Analysis**

<b>Land Use</b>	<b>Units</b>	<b>Rate</b>	<b>Parking Spaces</b>
Multifamily Mid-Rise Housing	370 du	1.47 spaces/du	544
Affordable Senior Housing	162 du	0.72 spaces/du	117
<b>Total Parking Demand</b>			<b>661</b>

Notes: du = dwelling unit

## **Parking Demand Management Plan**

Although the parking demand analysis above shows that the proposed parking supply will exceed anticipated demand, there are measures considered best practices that can be implemented to improve alternative mode use and reduce vehicle ownership. The following is a qualitative list of strategies to cost-effectively reduce vehicle use and provide greater benefits to residents.

### **Education, Outreach & Marketing**

#### *Transportation Coordinator*

The designation of a person dedicated part-time to overseeing and managing the PDMP will be helpful in ensuring its ongoing success. This would not be a distinct position, but instead would be a role that is integrated into the on-site manager. The duties can include the following:

- Create and distribute resident transportation information welcome packets
- Maintain and update a bulletin board, kiosk, or other physical source of transportation information
- Distribute Sonoma County Bike Coalition maps and other information
- Monitor bicycle parking facilities and tools
- Provide parking passes

#### *Welcome Packets for New Residents*

New residents should be provided with a welcome packet containing relevant transportation information. The packet could include walking and biking maps of the area, Sonoma County Transit, CityBus, Golden Gate Transit, and Sonoma-Marín Area Rail Transit (SMART) maps and stop information and an overview of the site's parking policy.

#### *Monitor Performance*

It is important to continually monitor the performance of a parking program and adjust measures as necessary to ensure its success. The coordinator should conduct parking and mode split surveys each year to both make adjustments and use as a marketing material. Resident satisfaction surveys are also an effective way of ensuring a quality program.

### **Bicycle Maintenance Tools**

In addition to providing bicycle parking, some multi-family residence communities are now encouraging bicycle use by providing residents and visitors with the basic tools necessary to maintain their bicycles. Often, these tools can be kept in bicycle storage areas and include simple items such as a bike pump and tire patches that are essential for bike travel, but also inexpensive.

### **Parking Passes**

In order to ensure that residents are parking their vehicles on-site and not in neighboring areas, parking passes can be issued to resident vehicles. Residents would simply affix these stickers to their vehicles to identify them as belonging to a resident of the development, thereby allowing them to use the on-site parking; visitors can also be issued temporary tags. If those motorists park in other neighboring businesses lots or garages, they are easily identifiable and could be towed.

### **Conclusions**

- The project is expected to generate a peak parking demand for 661 spaces, which is 58 fewer spaces than the adjusted Code requirement (719 spaces). This demand rate was calculated using comparable local data and conservative estimates (85th percentile) of ITE parking demand.
- As the parking supply exceeds anticipated demand, there is remote chance of spillover parking issues into neighboring business lots and garages.


### **Recommendation**

- Although the proposed parking supply exceeds demand, a parking demand management plan (PDMP) should be implemented to help promote the site's sustainable, multi-modal Transit Village environment and provide greater benefits to residents.

Thank you for giving W-Trans the opportunity to provide these services. Please call if you have any questions.

Sincerely,

  
Brian Canepa, TDM-CP  
Principal

  
Dalene J. Whitlock, PE, PTOE  
Senior Principal

