

CARITAS VILLAGE PROJECT

Date: January 5, 2018

Applicants: Catholic Charities of the Diocese of Santa Rosa, 501(c)(3)
Burbank Housing Development Corporation, 501(c)(3)

Addresses: 437 & 465 A Street
516, 520, 600, 608 & 612 Morgan Street

APNs: 010-041-005; 010-041-004; 010-041-019 (City owned); 010-041-020;
010-041-013; 010-041-014; 010-041-015; 010-041-016; 010-041-001; 010-041-
008 (City owned); 010-041-010 (City owned)

About the Applicants¹

Catholic Charities of the Diocese of Santa Rosa (Catholic Charities) and Burbank Housing Development Corporation (Burbank Housing) have partnered on this project, drawing upon their respective expertise as the foremost housing and homeless service providers in Sonoma County, to bring forward a project that addresses the urgent housing needs of our community. Their respective expertise includes:

Catholic Charities

Catholic Charities is the principal source of services to the poor, homeless and immigrants in Sonoma County, as well as a key provider of social services in counties north of Sonoma to the Oregon border. Guided by its mission of transforming lives through dignity, hope and love, Catholic Charities now serves more than 21,000 people each year. The agency's current operating budget is \$10 million annually, with a staff of 145 employees serving the counties of Sonoma, Lake, Napa, Del Norte, and Humboldt.

Breadth of Services: Catholic Charities' current programs and services include:

- *Emergency shelters and homeless services:* Catholic Charities is the central contact and housing placement agency for all shelters in Sonoma County. Its services benefit over 3,600 people annually.

¹ This section provides general background information about both applicants' services at multiple locations. Any use or service that will be provided as part of the project or on the project site is discussed later in the project description. Both applicants maintain corporate/administrative functions at other locations that will remain at their existing locations.

- *Housing programs*: Catholic Charities provides transitional housing, permanent housing and case management for 150 families and individuals in Sonoma and Napa Counties as well as rental assistance for 200-300 households per year.
- *Rural Emergency Food*: In rural Sonoma and Lake Counties, Catholic Charities provides free, nutritious groceries to 8,000 children and adults each year, and links recipients with other community services.
- *Financial Capacity Building*: Catholic Charities helps more than 2,000 low-income families and individuals annually receive job coaching, financial counseling, tax preparation assistance, CalFresh benefits and nutrition education and access to health insurance.
- *Senior Services*: Catholic Charities provides day services for 60 seniors with memory loss, daily telephone check-ins to more than 130 homebound elders and volunteer-based transportation for homebound seniors and other vulnerable adults.
- *Immigration counseling and education*: Catholic Charities is the largest provider of non-profit immigration legal services north of the Golden Gate Bridge. Through their services, 2,500 immigrants each year find legal pathways to family reunification, work authorization, permanent residency and/or citizenship.

Burbank Housing

Burbank Housing is the North Bay's non-profit leader in affordable housing. For nearly forty years, Burbank Housing has built and maintained high-quality rental and sweat-equity homes that enable residents to live well and thrive in the face of challenges. Burbank Housing builds welcoming, comfortable communities and enjoys a successful track record as a leader in the creation and management of quality, sustainable housing, strong local and national partnerships, and a healthy balance sheet.

Burbank Housing takes a smart approach to developing high quality, beautifully designed homes and serves those in need through an innovative development program and responsible financial stewardship. Burbank Housing has constructed 875 ownership homes, manages 2,904 rental units in 63 communities and has 79 more rental units under construction. In addition to development, Burbank Housing's property management team provides physical maintenance, financial management, budgeting, and cash flow management, coordinates social services, and provides connections to community services.

The Project

Caritas (pronounced kar'-i-tas) Village has two components: Caritas Center and Caritas Homes. The Caritas Center will centralize Catholic Charities' services and programs currently on the site – the Family Support Center and Homeless Services Center - by consolidating them into a single comprehensive homeless support services facility, totaling approximately 41,290 square feet. The Center will be managed by Catholic Charities and will provide an emergency shelter, a day center, transitional housing, wrap-around services, health services, and administrative offices. Burbank Housing will manage Caritas Homes and will provide 137 units of permanent, affordable rental housing.

Caritas Village will:

- Create a new expanded, physical facility to continue addressing the immediate needs of homeless people each year and prevent homelessness with new strategies;
- Optimize use of property currently owned by Catholic Charities to reduce acquisition costs and enhance affordability of the project;
- Locate services proximate to public transit, services, and jobs. The project site is 0.25 miles from the SMART Train Station and 0.30 miles from the Transit Mall in Santa Rosa;
- Consolidate and integrate comprehensive services and programs in one central location and allow Catholic Charities to provide enhanced and enriched services to more clients;
- Expand existing, on-site emergency housing for families;
- Increase existing day center capacity by 50%, providing unsheltered people with access to emergency housing and other “dignity services” on-site and throughout the community;
- Provide on-site medical and mental health care, childcare, benefits enrollment, education, legal services and job development in coordination with partner agencies;
- Serve as a launch pad and a connection point for mobile service teams providing intensive street outreach, emergency food, and support services across Northern California;
- Expand Catholic Charities' capacity to connect people seeking a home with innovative housing solutions;
- Link the formerly homeless, and those that are at-risk of homelessness, with poverty prevention solutions and support throughout their transition;
- Provide children's services such as early childhood education and parent/caregiver education to support healthy development of families and community cost-savings;
- Provide job training to the participants;
- Provide a site for collaboration among human-service nonprofits to discuss what works, what is needed, and how they can work together to reduce poverty and improve quality of life for our whole community.

Project Site

A portion of the project site accommodates the Family Support Center, located at 465 A Street, and the Homeless Services Center located at 516, 520, and 600 Morgan Street.² The project site encompasses the majority of one city block, bordered by A, Morgan, Sixth, and Seventh Streets, in downtown Santa Rosa.³ The project site poses a unique opportunity for several reasons. First, Catholic Charities owns 1.96 acres comprising most of the project site, making the project much more affordable for the proposed uses. Second, many of the people who will be served by or live in the proposed housing have a low rate of car ownership. The project site is 0.25 miles from the SMART Train Station and 0.30 miles from the Transit Mall in Santa Rosa. The availability of public transit, as well as the project site's central location, facilitates access to services and jobs for people whom Caritas Village will serve.

The City of Santa Rosa owns three small parcels (APN 010-041-008, -010, and -019) that total approximately 0.51 acres. These parcels front on Sixth Street and are remnant parcels leftover from a downtown redevelopment project. These City-owned parcels have no development potential independent of the Caritas Village plan.

Caritas Center – Proposed Uses & Operations

The Caritas Center will be expanded and relocated to the southeast corner of the block near the intersection of A Street and Sixth Street. The Center will be comprised of a single building of approximately 41,290 square feet and will be three stories in height. The Center will offer a range of services including:

- **Emergency Shelter** (approximately 38,990 SF) – The emergency shelter will include emergency housing (typically limited to occupancy of six months or less) and a day center to deliver homeless services, as follows:
 - The emergency housing (approximately 23,206 SF) will be for homeless families with children in their care and will include a residential lobby, 52 private family residence rooms, small living/dining/kitchenette areas for every 11-15 families, communal dining/multipurpose meeting room, commercial kitchen, bathrooms, laundry, and children's play areas.
 - The day center (approximately 6,071 SF) will provide a central location for homeless outreach and initial delivery of homeless services, including a dedicated reception/lobby, offices for Coordinated Entry and Homeless Outreach Services Team, client mail and lockers, computer room, showers, laundry and bathrooms.

² The legal address for the Homeless Services Center is 600 Morgan Street. However, the HSC occupies multiple structures on multiple parcels.

³ The project site does *not* include two lots on the southern part of Morgan Street.

- Wrap-around services (approximately 5,838 SF) will be provided with reception, meeting, and educational spaces for provision of case management, resource connection, housing counseling, classes and trainings, including lobby, private and shared staff offices, meeting room, staff lounge, and bathrooms.
 - Dedicated space for medical and mental health services (approximately 1,150 SF) by partner agencies and public health will be provided.
 - Office and meeting space (approximately 2,725 SF) for leadership staff of on-site programs as well as some agency administrative staff will be provided.
- **Transitional Housing** (approximately 2,300 SF) – The project will include transitional housing integrated with other social services and counseling programs to assist in the transition to self-sufficiency. The transitional housing units will allow for up to 20 participants in Catholic Charities’ Transitional Residency Program, through which participants develop work experience and increase social skills by assisting with Day Center operational duties such as greeter, reception, administrative and technical support with showers and laundry.

The Family Support Center is currently managed with 24-hour staffing, seven days a week, to ensure safety and security for all participants. Participant Advocates work in two shifts: 8 a.m. – 4 p.m. and 4 p.m. – 12 a.m. Program Aides also work the 12 a.m. – 8 a.m. shift. An on-site coordinator is responsible for supervising staff and reports to Catholic Charities’ Shelter Staff Manager. Additionally, each family is assigned a case manager who helps the family with their housing goals as well as any behavioral issues. Case managers help with housing location, landlord negotiations, financial assistance and referrals.

Catholic Charities’ Homeless Services Center has additional staffing that includes: participant advocates, outreach workers, and intake staff. The Homeless Services Center has staff on site 24 hours a day, seven days per week.

All program participants are screened through an eligibility process. As part of acceptance into the program each participant signs a program agreement that outlines expected behaviors, prohibited activities and responsibilities including good neighbor rules that are enforced by Catholic Charities staff to ensure that participants are not loitering in the neighborhood (both during [daytime] and after [nighttime] program operation hours). Catholic Charities’ “on-call” phone is staffed 24 hours a day to respond to potential neighborhood concerns and holds quarterly meetings with the St. Rose Neighborhood residents, business leaders, and the public.

Caritas Center - Good Neighbor Practices

In addition to 24 hour on-site staffing, screening program participants, a phone line that is answered 24 hours a day, and quarterly outreach meetings, Catholic Charities has regular daytime patrols and nighttime patrols; a mobile staff person and an "on-call" staff person to provide an immediate response to neighbor concerns, so long as it is safe to do so; and maintains logs of all patrols, calls, incidents, and responses. Catholic Charities strives to respond to neighborhood concerns in a way that respects the needs of the neighborhood, programs, and program participants. All Catholic Charities' good neighbor practices will remain in effect and operations at the new Caritas Center.

Parking for employees and visitors at the Caritas Center will be provided in the podium-style parking for Caritas Homes.

Caritas Homes – Proposed Use & Operations

Caritas Homes will provide 137 units of permanent, affordable rental housing. The residential structures will be built mostly on top of ground floor podium parking, for the equivalent of a four-story building. The exception to having residential units above podium parking is along Seventh Street, where the structures will be two-story townhomes and two-story stacked flats without podium parking. Eighty-nine of the residential units are proposed for construction in residential buildings totaling approximately 69,100 SF as a part of Phase 1. The units in Phase 1 will target people that have experienced homelessness or who are at-risk of homelessness. The remaining 48 residential units are proposed for construction in buildings totaling approximately 47,000 SF as part of Phase 2. The residential units will be studio, one-bedroom, or two-bedroom apartments.

On-site management will be provided 24 hours per day, seven days per week with a dedicated on-site resident manager in each building. The resident managers report to regional managers, who are involved in the day-to-day operations of multiple Burbank Housing sites. Burbank Housing has a professional facilities repair and maintenance department as well as tenant services department to support the housing.

Podium-style parking on the ground floor of each residential building will provide 86 parking spaces (27 parking spaces in Phase 1 and 59 parking spaces in Phase 2). Although the applicants are not requesting a density bonus, Government Code Section 65915 is an example of a parking ratio for special needs housing development. This statute limits the parking ratio to 0.3 spaces per unit. This ratio is consistent with a similar housing project, Burbank Housing's Hendley Circle community at Aston Avenue and Hendley Street in Santa Rosa that opened in the early 1990's to house homeless and at-risk persons with disabilities. Hendley Circle serves similar populations as Caritas Homes. In the Hendley Circle Development, the actual vehicle ratio is 0.29 cars per unit, which is slightly lower than the statutory limit of 0.3 parking spaces per unit for this type of housing. Given the project site location in downtown

Santa Rosa, Caritas Homes' residents will enjoy a much higher quality public transportation opportunity as well as many more amenities accessible as a pedestrian. Thus, the proposed 0.3 spaces per unit at Caritas Homes is adequate for on-site, residential parking.

Table 3-4 of the City's Zoning Ordinance sets forth the parking requirements for the project. Affordable residential uses located in the Downtown Station Area Plan are required to provide one parking space per unit. For emergency shelters, Table 3-4 of the City's Zoning Ordinance requires one parking space for every 10 beds, plus one parking space per staff person on duty.

However, Santa Rosa City Code section 20-36.050.C.1.b allows adjustments to parking requirements including decreases in required parking requirements due to special circumstances associated with operation of the use at its location and City Code section 20-36.050.C.2 further allows reductions to parking requirements for projects within the Downtown Station Area Specific Plan, when supported by a parking study.

Based on: (i) the project site's proximity to services and public transit (including the SMART Train Station and the Transit Mall); (ii) the provision of significant on-site services for residents and (iii) observed parking conditions at a similar residential development, the applicants request a parking reduction. Even though this project is not requesting a density bonus, the 0.3 parking ratio for Caritas Homes is consistent with Government Code section 65915(p)(3)(C) and actual conditions documented at the Hendley Circle Development.

Housing: Design Concepts

Both the Phase 1 and Phase 2 housing will be podium-style construction where a portion of the ground level is vehicle parking with up to three stories of residential construction above the single-story parking podium. The Seventh Street frontage will be limited to two stories. The plaza or mews between Phase 1 and Phase 2 will be pedestrian friendly with ground-level units lining both sides along with landscaping features. This provides an aesthetically pleasing design for a pedestrian friendly frontage.

Thus, the housing design includes minimal reliance on vehicles and is instead, the project is designed to be transit oriented because of its proximity to the SMART Train Station and the Transit Mall. The project will also include ample space and equipment for secured bicycle parking.

Caritas Homes will exceed both City and State minimum green building requirements. It will also be GreenPoint rated and is anticipated to be certified with the GreenPoint Gold rating.

Development Sequence

Caritas Homes Phase 1 will be located on the site of the currently vacant property at 612 Morgan Street; the vacant four-plex building at 608 Morgan Street; and, the buildings currently housing the Homeless Service Center at 516, 520 and 600 Morgan Street. Caritas Homes Phase 2 will be developed following the construction and occupancy of the new Caritas Center and demolition of the existing Family Support Center and Homeless Services Center.

Project Objectives

Catholic Charities and Burbank Housing have the following project objectives:

1. Construct new housing and a new and expanded Caritas Center predominately on land already owned by Catholic Charities;
2. Comply with regulatory agreements and Community Development Block Grant (CDBG) funding restrictions that prohibit relocating existing uses. Catholic Charities used CDBG funds to purchase its parcels. These funding restrictions require Catholic Charities to operate a Family Support Center and Homeless Services Center *on this site* for at least fifty-five years, beginning in 2015;
3. Continue to provide homeless and family support services at their existing location. These services have been offered here since 1989 and the public is familiar with and expects these services to be offered at this location;
4. Since many of the service recipients and potential tenants do not own vehicles, construct the expanded Center and housing within walking distance of the SMART Train Station and Transit Mall, so the users have easy access to transportation to public services and jobs;
5. Provide on-site support services for occupants of Caritas Homes;
6. Achieve economic efficiencies and help as many people as practicable by developing the project site to the highest residential density allowed by the City's General Plan;
7. Develop transit and pedestrian oriented affordable rental housing in downtown Santa Rosa and within 0.25 miles of the SMART Train Station in Railroad Square and within 0.30 miles of Bus Route 1. Bus Route 1 is one of only two city routes that picks up passengers on 15-minute increments.

8. Reduce vehicle miles travelled by siting affordable rental housing at sites that can be developed at high densities near public transportation to reduce greenhouse gas emissions. This allows Burbank Housing to pursue state Affordable Housing and Sustainable Communities funding through the state’s innovative “cap and trade” program. Qualifying sites for the program are rare in Sonoma County.

Land Use - Requested Entitlements

The project includes a parcel map that will create three newly configured parcels. The proposed western parcel will be Phase 1 of the residential development, as shown on the Conceptual Master Site Plan dated January 5, 2018 and prepared by Pyatok Architects. It will have a long edge on Morgan Street and a short edge along Seventh Street. The eastern parcel will be Phase 2 of the residential development. Each phase of the residential development must be on individual parcels for financing purposes. The southernmost parcel will have frontage on A Street and Sixth Street and will accommodate the Caritas Center.

Caritas Village has multiple uses: multi-family dwellings, emergency shelter, day center, transitional housing, wrap-around services, health services, and administrative offices to serve homeless individuals and families. Given the diversity of uses and desired residential density of the project, several land use approvals, or entitlements, are requested:

Item	Current	Proposed	Entitlement
General Plan	- Medium Density Residential (Morgan Street and some A Street parcels) - Retail and Business Services (Some A Street parcels)	Transit Village Mixed Use	General Plan Amendment
Specific Plan	- Historic Residential Sub-Area (Morgan Street Parcels) - Courthouse Square Sub-Area of the Specific Plan (A Street parcels)	All parcels would be in the Courthouse Square Sub-Area	Specific Plan Amendment
Zoning	-Residential R-3 (along Morgan Street) -CN (along A Street)	Transit Village Mixed (TV-M)	Rezone all parcels to TV-M zoning district
Parcel Map	Currently multiple parcels	Create one parcel for Phase 1 housing; one parcel for phase 2	Parcel Map creating three parcels

		housing; and one parcel for the Center	
Conditional Use Permit		Allow emergency shelter and transitional housing uses	Conditional Use Permit authorizing emergency shelter and transitional housing uses
Design Review			Preliminary and Final Design Review
Parking Reduction		0.3 ratio for residential uses TBD for Caritas Center	Parking Reduction per Santa Rosa City Code section 20-36.050.C.1.
Sign Permit		Allow on-site signage	Sign Permit

General Plan: As the Transit Village Mixed Use land use designation requires, the project site is within one-quarter mile of the SMART Train Station in Railroad Square. It is also one-third of a mile from the Transit Mall on Second Street, between B Street and Mendocino Avenue.⁴ The Caritas Center provides non-residential uses, including office space and other uses that support providing shelter, transitional housing, and support services to people without homes.

Specific Plan: The project site is in the Downtown Station Area Specific Plan (“Specific Plan”). Currently, part of the project site along Morgan Street is in the Historic Residential Sub-Area of the Specific Plan and part of the project site along A Street is in the Courthouse Square Sub-Area of the Specific Plan. The applicants request a Specific Plan Amendment to bring the entire project site into the Courthouse Square Sub-Area of the Downtown Station Area Plan. This will allow for increased density for affordable housing along with the uses and supportive services offered at Caritas Center. The Courthouse Square Sub-Area calls for new, high-density housing, to increase night activity, provide more street life, and improve safety.⁵ Density is regulated only by the height limit of four stories, as set forth in the Specific Plan.⁶ The proposed Specific Plan Amendment will extend the Courthouse Square Sub-Area by one-half block to provide for the high-density housing that the Specific Plan calls for in the downtown area.

⁴ See Santa Rosa General Plan 2035, page 2-11.

⁵ Specific Plan, page 4-3.

⁶ Specific Plan, page 4-3.

Zoning: The Morgan Street parcels currently have Residential, R-3, zoning. The parcels fronting A Street have Commercial Neighborhood, CN, zoning. The project requests a rezone so that all future parcels would have Transit Village Mixed Zoning (TV-M). The Caritas Village consists of an emergency shelter with 51 or more beds, transitional housing, and multi-family dwellings. The TV-M zoning allows multi-family dwellings as a matter of right on the upper stories of a building.⁷ Emergency shelter and transitional housing uses require a Conditional Use Permit.⁸

“Emergency Shelter” is defined as housing with minimal supportive services for homeless persons that is limited to occupancy of six months or less by a homeless person.⁹

“Transitional housing” is defined as “shelter provided for the homeless for an extended period from six months, and often as long as 24 months, but where the space is re-occupied by another program recipient after a set period. Generally, the housing is integrated with other social services and counseling programs to assist in the transition to self-sufficiency through the acquisition of a stable income and permanent housing.”¹⁰

Density: The project proposes 137 permanently affordable rental units. The Phase 1 parcel is currently estimated at 0.89 acres¹¹ and will have 89 units, with a density of 100 units/acre. The Phase 2 residential parcel is currently estimated at 0.74 acres and will have 48 units, with a density of 64 units/acre. These densities are allowed in the Transit Village Mixed Use General Plan land use designation and the Courthouse Square Sub-Area of the Specific Plan. The third parcel, for Caritas Center, is currently estimated at 0.65 acres.

Use Permit: Emergency shelter and transitional housing uses require a Conditional Use Permit in the TV-M Zoning District.

Utilities & Services: The project site is within the city limits of the City of Santa Rosa. All water, sewer, and utilities exist on the site and will continue to be City-provided services.

⁷ Santa Rosa Municipal Code, Table 2-6.

⁸ Santa Rosa Municipal Code, Table 2-6.

⁹ Santa Rosa Municipal Code § 20-70.

¹⁰ Santa Rosa Municipal Code § 20-70.

¹¹ All potential parcels are only estimates and are subject to change.

Existing Physical Condition & Operations

The project site currently has four structures occupying five of the Morgan Street parcels. These structures used to be dwelling units, but were converted to the Homeless Service Center approximately 28 years ago. The Homeless Service Center occupies multiple structures and served approximately 2,131 people in 2017. The typical Homeless Service Center client does not have a car.

The A Street parcel has a structure that used to be a hospital, but it was converted to Catholic Charities' Family Support Center in 1989 and has been continuously used as the Family Support Center since then. The Family Support Center served approximately 457 people in 2017. Combined, the Homeless Service Center and the Family Support Center had 40 on-site employees plus 10 more employees who frequently travelled to the project site in 2017. The combined Centers also had 178 on-site volunteers. In addition to the 178 volunteers, the centers typically receive help from service groups, with 30-60 members per group, on the project site, annually. The Family Support Center is the current location of all Catholic Charities' housing location and support services. Last year, just one of these services, the Rapid ReHousing program, served 130 households.

The Family Support Center is also the base for the "Annual Sonoma County Point in Time Count". This activity has 150 people convening on the project site to receive homeless survey assignments. In addition, the Centers host: (i) facility tours two to four times per month per center with 10-15 participants in each tour; (ii) thank you events one or two times per year with up to 50 participants; (iii) meals for youths in the summer with 30-50 participants per day in June, July, and August; (iv) multiple quarterly meetings to reach out to neighbors and others; and (v) on-site meetings with other service providers.

Attachments

All attachments are dated January 5, 2018, were prepared by Pyatok Architects, and have an attachment number in the bottom right corner of each document.

1. Vicinity Map;
2. Conceptual Site Master Plan;
3. Conceptual Site Plan – Phase I;
4. Caritas Center – Conceptual Perspective from 6th & A Streets;
5. Caritas Center – Conceptual Level 1 Plan;
6. Caritas Center – Conceptual Level 2 Plan;
7. Caritas Center – Conceptual Level 3 Plan;
8. Caritas Center – Conceptual Isometric;
9. Caritas Homes Phase I – Conceptual Level 1 Plan;
10. Caritas Homes Phase I – Conceptual Level 2 Plan;

11. Caritas Homes Phase I – Conceptual Level 3 & 4 Plan;
12. Caritas Homes Phase II – Conceptual Level 1 Plan;
13. Caritas Homes Phase II – Conceptual Level 2 Plan;
14. Caritas Homes Phase II – Conceptual Level 3 and 4 Plan;
15. Caritas Homes – Conceptual Massing – Homes Phase I & II;
16. Caritas Homes – Conceptual Typical Unit Plans;
17. Caritas Homes – Conceptual Mews Perspective;
18. Project – Parcel Maps & Ownership.