

CITY OF SANTA ROSA
PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT
STAFF REPORT FOR THE DESIGN REVIEW BOARD
SEPTEMBER 1, 2022

PROJECT TITLE

Brookwood Medical Building

APPLICANT

Tom Lebeau, on behalf of
Accretive Santa Rosa Partners, LLC.

ADDRESS/LOCATION

101 Brookwood Avenue and
884 & 1000 2nd Street

PROPERTY OWNER

Accretive Santa Rosa Partners, LLC.,
Richard & Christine Surlow, and
1000 Second Street, LLC.

ASSESSOR'S PARCEL NUMBER

009-081-052, 009-063-019 & 009-063-019

FILE NUMBERS

PRJ21-024 (DR21-058)

APPLICATION DATES

October 20, 2021

APPLICATION COMPLETION DATES

October 20, 2021

REQUESTED ENTITLEMENTS

Design Review

FURTHER ACTIONS REQUIRED

Minor Conditional Use Permit

PROJECT SITE ZONING

NMU (Neighborhood Mixed Use)

GENERAL PLAN DESIGNATION

Neighborhood Mixed Use

PROJECT PLANNER

Susie Murray

RECOMMENDATION

Approval

Agenda Item # _____
For Design Review Board Meeting of September 1, 2022

CITY OF SANTA ROSA
DESIGN REVIEW BOARD

TO: CHAIR WEIGL AND MEMBERS OF THE DESIGN REVIEW BOARD

FROM: SUSIE MURRAY, SENIOR PLANNER
PLANNING AND ECONOMIC DEVELOPMENT

SUBJECT: BROOKWOOD MEDICAL

AGENDA ACTION: RESOLUTION

RECOMMENDATION

It is recommended by the Planning and Economic Development Department that the Design Review Board, by resolution, grant Design Review for the Brookwood Medical project, allowing the development of an approximately 93,270-square foot, four-story medical office building, a six-story parking garage, and associated amenities at 101 Brookwood Avenue, and 884 & 1000 2nd Street.



BACKGROUND

1. Project Description

Brookwood Medical (project) proposes to construct an approximately 93,270-square foot, four-story medical office building positioned at the corner of the Brookwood Avenue and 2nd Street. At its tallest point, the building is 75-feet tall.

The project also proposes a six-level parking garage with an open-air design that is centered along the Brookwood Avenue frontage. The garage structure is proposed at 53.5-feet at its tallest point, significantly shorter than the medical office building. The attachment of trellises with vines and kinetic art panels along the street-facing elevation helps to break up the massing of the structure from.

Vehicular access may be taken from three access points, one off 2nd Street and two off Brookwood Avenue on either side of the parking garage. The project will also include a walking path along the adjacent stretch of Santa Rosa Creek.

2. Surrounding Land Uses

North: Retail & Business Services; currently developed with a mix of commercial uses.

South: Neighborhood Mixed Use; currently developed with a mix of commercial, public institutional and residential uses.

East: Office/Medium Density Residential; currently developed with a mix of commercial uses.

West: Neighborhood Mixed Use; currently developed with a mix of residential and commercial uses.

3. Existing Land Use – Project Site

The project site spans three properties. Two are developed with commercial structures, both of which will be removed. The third and largest parcel is currently undeveloped.

4. Project History

On July 12, 2021, a Neighborhood Meeting was held to introduce the project and conceptual plans to neighbors and interested members of the public.

On July 13, 2021, a Pre-Application Meeting was held with staff to offer the applicant an interdepartmental staff review of their conceptual design for the project.

On July 15, 2021, the conceptual plans were presented to the Design Review Board as a Concept Item.

On October 20, 2021, the project applications were submitted to the Planning and Economic Development Department.

ANALYSIS

1. General Plan

All three parcels involved in this project are designated as Neighborhood Mixed Use on the General Plan Land Use Diagram. This land use designation allows for new multi-family residential development in all residential or mixed-use buildings, together with a broad mix of uses that primarily serve local residents, including professional office, retail, entertainment, service, and other neighborhood-scale supporting uses.

Applicable General Plan goals along with Staff's analysis are included below:

Land Use

LUL-C Maintain downtown as the major regional office, financial, civic, and cultural center in the North Bay, and a vital mixed-use center.

LUL-M Ensure new development and streetscape projects provide pedestrian and bicycle circulation improvements.

Urban Design

UD-A Preserve and enhance Santa Rosa's scenic character, including its natural waterways, hillsides, and distinctive districts.

Transportation

T-J Provide attractive and safe streets for pedestrians and bicyclists.

T-L Develop a citywide system of designated bikeways that serves both experienced and casual bicyclists, and which maximizes bicycle use for commuting, recreation, and local transport.

Open Space and Conservation

OSC-A Maximize the benefits of open space.

OSC-D Conserve wetlands, vernal pools, wildlife ecosystems, rare plant habitats, and waterways.

OSC-E Ensure local creeks and riparian corridors are preserved, enhanced, and restored as habitat for fish, birds, mammals and other wildlife.

Economic Vitality

EV-A Maintain a positive business climate in the community.

EV-C Promote new retail and higher density uses along the city's regional/arterial corridors.

Staff Response: The project implements many goals set forth in the General Plan. Brookwood Medical will provide medical services and employment opportunities for residents of Santa Rosa and neighboring communities. In doing so, it will draw people into the Downtown Station Area to appreciate dining and other commercial services. The proposed medical use will provide new employment opportunities that provide well-paying jobs with potential for career advancement.

The project scope involves improvements to the Santa Rosa Creek Path fronting the project site, including the installation of a seating area. The project will also extend bike lanes and pedestrian paths of travel along 2nd Street and Brookwood Avenue, including an area adjacent to a City-owned property on the west side of the bridge.

2. Downtown Station Area Specific Plan

The project site is located along the eastern edge of the Downtown Station Area. The [Downtown Station Area Specific Plan](#) (DSASP) discusses recently adopted changes in land use and development standards, and provides goals and implementation measures for the downtown area.

Many applicable goals, that were not previously addressed in the General Plan section of this report, coupled with Staff's analysis are shown below:

Land Use

LU-3 The Downtown Station Area will be economically viable and resilient over the long-term.

Mobility

- MOB-6 A balanced supply of parking that supports both quality of life and business vitality.

Urban Design

- UDCS-1: A diverse range of public spaces at different scales and sizes throughout the Downtown Station Area to provide outdoor recreation and relaxation opportunities for residents, workers, and visitors.

Public Services and Sustainability

- PSS-6: Thriving trees, creeks, and natural resources that contribute to a distinctive sense of place.

Staff response: Both proposed structures are greater than 15,000 square feet and are designed with a multi-story format rather than spread out horizontally. They are within an area designated for a 4.0 floor area ratio (FAR). As encouraged by the DSASP, the project is designed with FAR of 2.75, greater than the midpoint.

Site design includes improvements to the pedestrian and bicycle paths of travel, including improvements along the street frontages and an improved creek path available to the public, providing a tranquil area where one can sit and relax. The project site is outside the five-minute walking radius for City-owned parking garages. A parking analysis, prepared by W-Trans, dated March 16, 2022, found that “while the proposed parking supply exceeds the minimum City requirements, it appears to be reasonable to accommodate peak demand and avoid any overflow into the adjacent neighborhood”.

3. **Zoning Code**

The [Zoning Code](#) implements the goals and policies of the General Plan by classifying and regulating the use of land and structure development within the City. The project site is zoned Neighborhood Mixed Use (NMU), which is consistent with the General Plan land use designation. This zoning district is applied to areas within downtown Santa Rosa to allow for a variety of uses that serve local residents such as professional office, retail, entertainment, service, and other neighborhood-scale supporting use, as well as multi-family residential housing.

Development standards applicable to the project site are summarized below:

- **Lot coverage:** 100% coverage is allowed. The project is in compliance.

- **Floor Area Ratio (FAR):** The parcel is in an area with a 4.0 FAR. The project is proposed above the midpoint with a proposed 2.75 FAR.
- **Building Height:** The height of the proposed medical office building is 75 feet at its tallest point, and the parking structure is 53.5'. The Zoning Code does not provide a maximum building height for buildings within the NMU zoning district.
- **Setbacks:** Zoning Code Table 2-5 provides setback requirements for primary and accessory structures. The medical office building is placed ten feet behind the sidewalk and the second level cantilevers over the pedestrian path of travel. The Zoning Code does not specify a required setback for the parking structure; it defers to the review authority.
- **Building Design:** Zoning Code section 20-23.060(C) provides direction for building design. Both proposed structures have design elements that provide visual interest, including wall plane, height, and roof form variety; the inclusion of architectural and vegetative elements; and transparency.
- **Ground level design requirements:** The minimum ground floor height is 12 feet. The project exceeds this requirement.
- **Parking:** The project is within the Downtown Station Area Specific Plan, where no minimum parking spaces are required. A parking analysis, prepared by W-Trans, dated March 16, 2022, found that while there is no minimum parking requirement, a medical office building warrants additional parking as patients rarely take public transportation due to physical limitations. The report concluded that, "while the proposed parking supply exceeds the minimum City requirements, it appears to be reasonable to accommodate peak demand and avoid any overflow into the adjacent neighborhood".

Staff response: The project has been reviewed and found in compliance with the applicable Zoning Code standards.

Pursuant to Zoning Code [Section 20-52\(I\)](#), the following findings must be made before Design Review may be granted:

- The design and layout of the proposed development is of superior quality, and is consistent with the General Plan, any applicable specific plan, applicable Zoning Code standards and requirements, the City's Design Guidelines, architectural criteria for special areas, and other applicable City requirements (e.g., City policy statements and development plans).

- The design is appropriate for the use and location of the proposed development and achieves the goals, review criteria and findings for approval as set forth in the framework of Design Review (Design Guidelines, Introduction, subsection C).
- The design and layout of the proposed development will not interfere with the use and enjoyment of neighboring existing or future developments.
- The architectural design of the proposed development is compatible with the character of the surrounding neighborhood.
- The design of the proposed development will provide a desirable environment for its occupants, visiting public, and its neighbors through the appropriate use of materials, texture, and color, and would remain aesthetically appealing and be appropriately maintained.
- The proposed development will not be detrimental to the public health, safety, or welfare or materially injurious to the properties or improvements in the vicinity.
- The proposed project has been reviewed in compliance with the California Environmental Quality Act (CEQA).

As demonstrated on the draft resolution, all findings can be made.

4. Design Guidelines

The purpose of the Design Guidelines (Guidelines) is to provide a clear set of design policies for new development. The Guidelines have been updated to reflect recent changes with the implementation of the Downtown Station Area Specific Plan. Applicable goals listed in the Guidelines are shown below:

Downtown Station Area

- 2.4.3 Locate entrances and upper-story windows such that they look out onto and, at night, cast light onto, sidewalks and pedestrian paths.
- 2.4.10 All buildings should contain the three traditional parts of a building: a base, a mid-section, and a top. While a tower (typically above 100 feet) may not have a distinct top feature, the building design should distinguish the pedestrian-oriented base portion from the massing above.
- 2.4.11 Corner buildings should have distinct architectural features and defined building entrances on both street frontages or an architecturally distinct corner entrance.

- 2.4.13 Building façades should be constructed of high quality and durable materials such as stone, brick, tile, wood, glass, and metal. Use of stucco should be minimized, and aluminum mesh is discouraged as a balcony material. Ground floor should use high quality material with texture.
- 2.4.19 Incorporate creative elements into buildings for both functional and aesthetic purposes, such as vertical gardens, which provide aesthetic interest while aiding in temperature control.

Parking

- 2.6.1 Parking areas should generally be below grade, in a podium, or “wrapped” with uses to reduce the visual impact. Where not feasible, surface parking should be located behind buildings.

Landscaping

- 4.1 II 2 Provide special attention to incorporation of trees in all landscape design.
- 4.1 II 6 Select landscape materials and plants that are appropriate in scale and function to the locations in which they are placed.

Off-Street Parking

- 4.2.A To provide necessary parking without large expanses of paving.
- 4.2.B To promote tree canopies to shade asphalt parking lots.
- 4.2.E To design sites, including buildings and the parking lot, such that vehicles are not the dominant feature.
- 4.2.G To minimize polluted runoff from parking lots from contaminating the City's waterways.

Staff response: As mentioned previously, the project site is located along Brookwood Avenue, identified as a regional/arterial street on the General Plan Land Use Diagram, and the eastern edge of the Downtown Station Area. The project will complete a segment of Brookwood Avenue that is currently lacking pedestrian and bicycle paths of travel. The project will also complete a creek path along its creek frontage.

The site plan design places the structures adjacent to the street and a small surface parking lot and drive aisles tucked behind them. The primary medical

office building is proposed at the corner of Brookwood Avenue and 2nd Street and provides a “jewel box” focal point at the corner; a transparent stairwell in the southwest corner providing interest from the improved creek path and provides eyes and light from all facades.

The six-level parking structure and a small surface parking lot provide necessary parking for a medical office building. The addition of vertical gardens and kinetic features provide visual interest, aid in temperature control and draws attention away from parked vehicles. An addendum to the Traffic Impact Study was prepared by W-Trans, dated March 16, 2022, to consider parking impacts. The analysis acknowledges the general goal of the Downtown Station Area Specific Plan to minimize onsite parking and concluded that the project would generate vehicle visits not only from Santa Rosa, but from other nearby cities. The analysis further concluded that because medical patients typically do not take public transportation to medical visits due to physical limitations, parking is a critical component for this use.

The landscape plan includes several trees throughout the site including a mix of ornamental and native species. The plan also includes restoration of the creek frontage and will preserve native species for public enjoyment.

5. Neighborhood Comments

Staff has received very few comments which are summarized here:

- A six-level parking structure should not be placed adjacent to Brookwood Avenue.

Staff response: The Downtown Station Area Specific Plan encourages vertical construction. At the suggestion of the Design Review Board at its Concept Review meeting held on July 15, 2021, both structures were increased in height. The project has a 2.75 FAR, which meets the required mid-point of the designed 4.0 FAR for the project site.

- Existing tenants may be displaced before their leases are up.

Staff response: This is a detail that is outside the City’s purview; it’s a matter between the lease holder and tenant.

- The project will eliminate derelict activities that have occurred on the undeveloped property for years.

Staff response: While new development doesn’t necessarily resolve this problem, it tends to shift the issues to a different location.

6. Public Improvements/On-Site Improvements

A comprehensive list of on and offsite improvements are included the Engineering Development Services Exhibit A, attached to the draft resolution.

Some highlights include:

- Extending the pedestrian and bicycle path along Brookwood Avenue, and
- Improving the creek path and providing an easement for the future extension west of the project site.

FISCAL IMPACT

Approval of this action will not have a fiscal impact on the General Fund.

ENVIRONMENTAL IMPACT

The proposed project has been reviewed in compliance with the California Environmental Quality Act (CEQA). Pursuant to CEQA Guidelines Section 15182 (a)(b) and Public Resources Code Section 21166.4, the project is statutorily exempt from CEQA. The project site is within the Downtown Station Area Priority Development Area, is within a transit priority development area as defined in Public Resources Code Section 21099(a)(7) and is consistent with the Downtown Station Area Specific Plan for which an Environmental Impact Report was certified (State Clearinghouse No. 2006072104). In addition, as required by CEQA Guidelines Section 15182 (a)(b), the project has a floor area ratio greater than 0.75 on a commercially zoned property. In an email, prepared by Mark Shorett, Principal Planner, Metropolitan Transportation Commission (MTC)/Association of Bay Area Governments (ABAG), dated September 15, 2021, the project was deemed consistent with Plan Bay Area 2040, the region's sustainable communities strategy.

BOARD/COMMISSION/COMMITTEE REVIEW AND RECOMMENDATIONS

The Design Review Board considered the conceptual plans during its meeting of July 15, 2021. The Board was supportive of the concept and made several comments/recommendations:

- Add some playfulness to the front corner of the medical office building;
- Liked the mosaic pattern of the windows;
- Liked the proposed landscaping and creek path;
- Liked the perforations in the parking garage, with the addition of vertical planting;
- Not in favor of the parking garage location;

- Consider the parking garage as a canvas for art;
- Consider increasing the size of the building and adding housing;
- Add access points to the medical office building from Brookwood Avenue and 2nd Street; and
- Consider nighttime lighting.

On December 16, 2021, the Waterways Advisory Committee reviewed the project plans. The Committee was generally in favor of the project design, and provided the following comments:

- Challenging site and the plan was well done;
- Liked the native planting along creek path;
- Add pollinating plants;
- The parking structure is too close to the street;
- Both the elevation of the creek path and the office building put more eyes on the creek area;
- Include creek/creek path enhancements (i.e. furniture); and
- Secure an easement to allow future extension of the creek path.

NOTIFICATION

- A dual Notice of Public Meeting was mailed to property owners and occupants within 600 feet of the project site announcing a Neighborhood Meeting on July 12, 2021, and the Concept Design meeting before the Design Review Board on July 15, 2021.
- Zoning Code Section 20-50.050(E) requires a Notice of Application for projects that require a public hearing be mailed within 45 days of application submittal. This notice was overlooked. Pursuant to Zoning Code Section 20-66.020(A)(3), A defect (failure) in the notice procedure shall not affect the jurisdiction or authority of a review authority to take action on a matter.
- Pursuant to Zoning Code Chapter 20-66, all required public noticing was done for the public hearing, including the installation of two public hearing signs at the project site, a mailed Notice of Public Hearing to property owners and occupants

within 600 feet of the Project site, and a Notice of Public Hearing was published in the Press Democrat for the September 1, 2022, Planning Commission meeting. Notification was also provided by a bulletin board posting at City Hall and on the City website. Pursuant to Government Code Section 65091, where necessary, the City has incorporated notice procedures to the blind, aged, and disabled communities. These procedures include audio amplifier/assistive listening device support at public meetings, closed captioning, and optical character recognition conversion of electronic notices.

ISSUES

During staff review of the project materials, a few issues were raised and resolved as shown below:

- The applicant agreed to extend the sidewalk along Brookwood Avenue from the project boundary to bridge crossing.
- Low Impact Development (LID) features were brought to current standards.
- A justification for the parking structure in an area with no minimum parking requirement was provided.

There are no unresolved issues.

ATTACHMENTS

- Attachment 1: Disclosure Form
- Attachment 2: Neighborhood Context & Location Map
- Attachment 3: Project Narrative, prepared by the applicant, date stamped received on March 23, 2022
- Attachment 4: Project Plans, prepared by Gensler & Carlile*Macy, dated October 13, 2021, revised June 20, 2022
- Attachment 5: Downtown Station Area Specific Plan Consistency Analysis, prepared by Carlile*Macy, date stamped received on March 23, 2022
- Attachment 6: Citywide Creek Masterplan, prepared by Carlile*Macy, date stamped received on March 23, 2022
- Attachment 7: Traffic & Parking Analysis, prepared by W-Trans, date stamped received on March 23, 2022
- Attachment 8: Consistency with Plan Bay Area 2040, provided by Bay Area Metro, dated September 15, 2021
- Attachment 9: Plans reviewed during Concept Review
- Attachment 10: Tree Inventory, prepared by Carlile*Macy, dated October 13, 2021
- Attachment 11: Applicant notes and responses from Concept Design Review meeting of July 15, 2021
- Attachment 12: Public Correspondence

Resolution 1: Design Review with Engineering Development Services Exhibit A

CONTACT

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