

CITY OF SANTA ROSA  
CITY COUNCIL

TO: MAYOR SCHWEDHELM AND MEMBERS OF THE COUNCIL  
FROM: AMY NICHOLSON, CITY PLANNER  
PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT  
SUBJECT: DUTTON MEADOWS SUBDIVISION APPEAL  
AGENDA ACTION: RESOLUTION

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RECOMMENDATION

It is recommended by the Planning Commission and the Planning and Economic Development Department (PED) that the Council, by resolutions, deny the appeal and uphold the Planning Commission's denial of applications for a General Plan Amendment, Tentative Map, and Conditional Use Permit for the Dutton Meadows Subdivision.

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EXECUTIVE SUMMARY

The Dutton Meadows Subdivision proposal includes the subdivision of an 18.4-acre site to accommodate 130 single-family dwellings and 81 accessory dwelling units. The proposed lots vary in size from 3,036 to 6,061 square feet, with an average lot size of 4,061 square feet. On- and off-site improvements consist of an extension of the Northpoint Parkway and Street A, to provide access to the 130 lots, lot-specific and visitor parking spaces, and both private and common landscaping.

The planning entitlements before the Council include a General Plan Amendment to modify the regional circulation shown in the Roseland Area Specific Plan (Specific Plan) and General Plan (see Attachment 8 – Circulation Exhibit), a Tentative Map to create 130 single-family lots, and a Conditional Use Permit for a Small Lot Subdivision to allow for lot sizes less than 6,000 square feet. Based on consultation with the Transportation and Public Works Department, the Planning and Economic Development Department is unable to support the aforementioned General Plan Amendment (Amendment) due to the anticipated negative impacts to regional circulation. As such, PED cannot make the finding that the proposed Amendment is consistent with the General Plan's overall intent, goals or policies, or that the Amendment would not negatively impact public welfare. In addition, because the proposed development plan relies on the modified street network that requires the Amendment, PED is recommending denial of the Tentative Map and Conditional Use Permit, in addition to denial of the General Plan Amendment.

On February 28, 2019, the Commission denied the requested General Plan Amendment, Tentative Map and Conditional Use Permit. On March 8, 2019, an appeal of the Commission's action was filed by the applicant, Trumark Homes. The cited grounds for appeal include the lack of a complete and fair vetting of issues, the urgent need for more housing and project consistency with housing production goals, and the consistency of proposed circulation with City standards and safety considerations.

## BACKGROUND

### 1. Project Description

The proposed project would subdivide an 18.4-acre site, designated for Low and Medium Low-Density Residential development (between 2-13 units/acre), into 130 single-family lots. Each of the single-family lots would be developed with a two-story, detached single-family dwelling, featuring four floor plans, each with three elevation styles including varying materials, colors, and architectural features. Parking is provided by way of two-vehicle garages for each single-family residence, tandem driveway parking, and on and common off-street parking areas. Eighty-one, one-bedroom, Accessory Dwelling Units (ADUs) are proposed throughout the development. Twenty ADUs, or 15 percent of the 130 applicable units, would be designated as affordable. These 20 units would be under contract with the City's Housing Authority for a period of 30 years. The application also includes a request for a concession from the private open space standard.

Access to the project site is proposed from the Northpoint Parkway extension and the proposed extension of Aloise Avenue, by way of Sally Ann Street to the north. A total of fourteen common parcels are proposed to contain utilities and provide access to garages. Two new public streets, Street A and Street B, also deliver access through the neighborhood and to individual residences.

Landscaping is proposed in the front yards of each single-family residence and is a mix of low water ground cover, shrubs, grasses, and trees. A similar plant and tree mix is proposed for the planter strips and guest parking areas. Six-foot wide solid wood fences are proposed on interior side and rear yard property lines, and between the primary and accessory dwelling units. All of the existing 64 trees on-site are proposed for removal.

### 2. Surrounding Land Uses

North: Single-Family Residential

South: Single-Family Residential and Undeveloped Land

East: Single-Family Residential and Undeveloped Land

West: Public/Institutional and Single-Family Residential

The subject site is bordered by a variety of developed and undeveloped land uses including residential uses to the north, south, and east, and public/institutional uses to the west (Meadow View Elementary School).

3. Existing Land Use – Project Site

The 18.4-acre site is located at 2650, 2666, 2684 Dutton Meadow, 1112 & 1200 Hearn Avenue within the Roseland area in southwest Santa Rosa, south of Hearn Avenue. The site is primarily undeveloped, with one single-family residence and associated accessory structures. Topography of the site is generally flat, with the exception of small mounds of fill. Vegetation consists of weedy herbaceous habitat, and 64 trees, comprised of heritage species including valley oaks, and redwoods, in addition to non-heritage species.

4. Project History

During late 2002 and early 2003, four public hearings were held to discuss the Dutton Meadow Master Plan (Master Plan), which covered the project site, in addition to 37 acres to the north, east, and south. A focus of the four public hearings was the proposed circulation, which included a request to modify the alignment and width of the Northpoint Parkway extension. Trumark Homes, the current project applicant, was an applicant of the Master Plan proposal.

In January 2003, the Commission directed the applicant to address a number of issues, with a detailed focus on circulation and the design of the Northpoint Parkway. The Commission stated the Northpoint Parkway extension needed to move traffic efficiently, moving volume, not speed, to be pedestrian friendly, and to respect people and adjacent land uses.

In January 2006, circulation modifications were proposed to the Master Plan and returned to the Commission for consideration. The Commission found the revised circulation consistent with the Transportation goals and policies of the General Plan, and recommended approval of the Master Plan.

In March 2006, the Dutton Meadow Master Plan was approved by the City Council.

On May 11, 2006, the Dutton Meadows Phase I Tentative Map (covering the west side of the project site) was approved. The now expired map included 126 attached single-family lots.

On July 13, 2006, the Minoia Subdivision Tentative Map (covering the north part of the project site) was approved. The now expired map included 66 detached single-family lots.

In October 2009, the City Council adopted the current General Plan which included circulation elements from the Dutton Meadow Master Plan.

On October 18, 2016, the Roseland Area Specific Plan (Specific Plan) was adopted by the City Council. The Specific Plan includes circulation goals, policies, and planned roadways to improve connectivity and alleviate congestion. Part of the traffic analysis done for the Specific Plan included the main elements of circulation as proposed in the Dutton Meadow Master Plan. The Specific Plan also included a number of land use changes for the area, including an amendment from Retail and Business Services/Medium Density Residential (8-18.0 units/acre) for a portion of the project site to Medium Low Density Residential (8-13.0 units/acre), at the request of the applicant.

On March 20, 2018, a Pre-Application meeting was held with applicant team and City staff to discuss the current proposal.

On June 13, 2018, a Neighborhood Meeting was held with applicant team and interested residents.

On June 26, 2018, applications for a General Plan Amendment, Tentative Map, and Conditional Use Permit were submitted to the Planning and Economic Development Department.

On July 17, 2018, a Notice of Application was mailed to property owners within a 400-foot radius of the project site.

On September 27, 2018, and October 24, 2018, City staff and the applicant team met to discuss on-going concerns regarding the proposed circulation modifications.

On December 6, 2018, City staff spoke with the applicant to confirm the City could not support the proposed circulation.

On December 20, 2018, Directors from PED and Transportation and Public Works (TPW) met with applicant to discuss the process for the recommendation of denial.

On February 29, 2019, the Planning Commission denied the applications for a General Plan Amendment, Conditional Use Permit, and Tentative Map.

As indicated above, the regional circulation has been discussed and studied over the last two decades, including during the drafting and adoption of the Dutton Meadow Master Plan, the Roseland Area Specific Plan, and the General Plan.

#### PRIOR CITY COUNCIL REVIEW

Not applicable.

## ANALYSIS

### 1. General Plan

The project site is designated for Low Density Residential (2-8 units/acre) and Medium Low Density Residential (8-13 units/acre) development. Based on the area covered by each of the land use designations, the site requires a residential density range between 7 and 12 units per acre. The proposed 130 single-family unit project is consistent with this residential density range, by providing 7 units per acre.

The following are applicable General Plan Goals and Policies to the proposed project:

#### Transportation

T-C Reduce traffic volumes and speeds in neighborhoods.

T-C-1 Minimize through traffic in residential neighborhoods and avoid excessive traffic volumes greater than that dictated by street design and classification, by providing attractive regional/arterial streets to accommodate cross-town traffic.

T-F-3 Explore alternative circulation network improvements to accommodate regional through-traffic, focusing on regional/arterial street circulation and regional transportation routes.

#### Land Use and Livability

LUL-F Maintain a diversity of neighborhoods and varied housing stock to satisfy a wide range of needs.

LUL-F-1 Do not allow development at less than the minimum density prescribed by each residential land use classification.

#### Housing

H-A Meet the housing needs of all Santa Rosa residents.

H-C-7 Promote the development of second units. Discuss this option with residential developers during initial development application meetings.

While the proposed project meets a number of General Plan goals and policies by providing a diverse housing supply for Santa Rosa residents with distinct

needs, the proposed density is at the minimum of the required density range.

Further, the proposed circulation of the site is in conflict with a number of Transportation goals and policies as it encourages regional traffic volumes to move through a proposed residential neighborhood and does not provide the desired circulation network improvements for regional through traffic.

The proposed roadway network for the project does not meet the overall intent of the General Plan Transportation Element, which is to provide connectivity, efficient circulation, and reduced congestion, also discussed in the Specific Plan. For additional discussion on circulation, see the Issues section below.

Applications for General Plan Amendments must address why an amendment is warranted, describe events which have rendered the General Plan inadequate or unattainable, and describe any studies which have brought policies or portions of the plan into question.

The following are the required General Plan Amendment application questions followed first by the applicant's responses and then by staff's response:

*1. Is there a need to amend the General Plan? Is an amendment to the General Plan warranted?*

Applicant response: In 2005 the Dutton Meadows project was approved with a different site plan and circulation plan both the project and the circulation plan were adopted into the current Roseland Specific Plan and ultimately the City's General Plan. The previously approved project site plan and circulation plan worked together with appropriate road sizes for the traffic volume anticipated at the time of the 2005 approval.

The proposed site plan has been modified (from the previously approved) to accommodate new product types in effort to meet some of the current housing needs of the City; in doing so the circulation plan for this project is also required to be modified as well. The re-alignment of the planned North Point Parkway extension is proposed to shift from its previously planned connection point North of Meadow View Elementary School, to a proposed 4-way stop at the southern end of school. The Traffic Study for the project created by W-Trans addresses how the new traffic configuration reallocates the volume of traffic anticipated for the Dutton North Extension (Dutton Ave. & Hearn Intersection) and is reduced from an anticipated Level of Service (LOS) C to LOS of B for AM Peak hours. See Traffic Study - Table 5 and 6 on Pages 12 and 13.

Trumark Homes is requesting a General Plan amendment to allow for 130 new single-family homes. Of the 130 new homes proposed, 81 of the lots are proposed to have accessory dwelling units located above detached garages on

the same lot as the single-family home which generates a total of 211 units. The mixture of single-family homes and accessory dwelling units on the same lot addresses not only for-sale housing inventory that is needed in Santa Rosa but also the need for rental housing as well.

The project design approved in 2005 included 196 single family detached and attached homes all at 3 stories. The current project is proposed to be two story which is more reflective of the existing homes in the Roseland Southwest Area. Without modification to the connection point of North Point Parkway to Dutton Meadow, the project density as proposed with two story single family homes couldn't be achieved. To achieve the required level of density (Low to Medium residential zoning) and maintain the two-story single-family home appearance within a small lot subdivision, North Point Parkway's connection point to Dutton Meadow is proposed to be modified by connecting slightly south of where the General Plan and Roseland Specific Plan has it currently located. Should the connection point remain as shown in the General Plan, the project density would have to be reduced below the threshold allowed by the approved Master Plan for this project. The only alternative to meet the density required for this site is to change the housing type to a three-story townhome product that reduces the livability of the home for elderly and multigenerational families. The Master Plan for this project was adopted into the General Plan and the Roseland Specific Plan, therefore a further reduction in the unit count would require its own General Plan Amendment. To maintain the residential character of the Southwest (Roseland) Area of Santa Rosa, and the density required per the Planned Development, a modification to Northpoint Parkway road alignment is requested.

*2. What changes or events have occurred or what new evidence has arisen since the General Plan was adopted which now warrants a change?*

Applicant Response: When the Dutton Meadows project was originally approved in 2005 as part of a 56-acre master plan this phase of the proposed project (Dutton Meadow & Minoa) consisted of 191 three-story town homes and three-story detached single-family homes. For this location three story homes are unfavorable based on our community outreach and feedback received from the neighboring property owners. It should be noted that in the neighborhood meeting for this project (conducted on 6/13/18), members of the public who are neighbors to the project site expressed their pleasure and relief that the project changed from three story homes to two story homes.

On the day of the Northbay wildfires I was in the City of Santa Rosa for a meeting with the City to discuss the City's need for more housing. As the City is aware the need for housing in Santa Rosa was already highly elevated for many years prior to the fires. Unfortunately, the building where the meeting was supposed to

occur was converted to an emergency Red Cross Center to help the residents who were impacted the evening before. That morning I recall Ash from the fires the size of small pancakes falling from the sky. Days later when the fire was put out, nearly 3000 homes in Santa Rosa were lost. Trumark Homes re-evaluated the Dutton Meadows project in effort to address the immediate housing needs of the Community while still maintaining the feel of the suburban-rural neighborhood. With the City's adoption of Ordinance 2017-024 approving Accessory Dwelling Units on single family home lots; this changed the City's Zoning and Land Use policies allowing Trumark to design the proposed project with the look and feel of a detached single-family home neighborhood and the capacity to accommodate the density required for this Planned Unit Development (PUD) at low-medium density. The combination of for-sale single family homes and accessory dwelling units available for-rent is a new approach for Trumark in our efforts to meet Santa Rosa's housing needs for the widest variety of residents.

*3. Have detailed neighborhood plans or other studies revealed the need for a General Plan Amendment?*

Applicant Response: Yes, Figure 4-1 Roadway Network of the Roseland Specific Plan Chapter 4 -3 shows the current circulation plan as adopted within the General Plan and attached is the proposed Site Plan that shows North Point Parkway proposed re-alignment. Additionally, Dutton Meadow Northern Extension connection point to North Point Parkway, as well as its road type is proposed to be modified from what is described in the Roseland Specific. See the Roseland Specific Plan Chapter 4 Figure 4-1, Table 4-1: Roadway Network for the road alignment and road types incorporated in the Roseland Specific. The Traffic Impact Study for the Dutton Meadows project prepared by W-Trans discusses the modified traffic circulation and reduced traffic volume on the proposed Dutton Meadow North Extension.

Attached is an exhibit titled *Northpoint Parkway Interchange Exhibit* showing the North Point Parkway Extension and the North Dutton Ave Extension (as approved per the Roseland Specific Plan and adopted by the City of Santa Rosa General Plan,) overlaid onto the current proposed site plan for Dutton Meadows. The result of applying the old circulation plan with the new proposed site plan results in a reduction of the proposed lot count by 33 lots. This translates to an impact to the unit count by 33 single family homes and 22 accessory dwelling units. Should the roadway layout not be modified the project would not meet its density requirements per the Master Plan approval.



*4. Describe the effect the proposed change will have on the surrounding uses. Describe how the proposed change will affect achievement of the General Plan in this and the surrounding area.*

Applicant Response: See attached Traffic Study from W-Trans.

Staff Response:

As stated above, the applicant is requesting a General Plan Amendment to the planned circulation to accommodate a detached single-family product type. While staff agrees with the assumption that the required density may be difficult to achieve with the planned circulation and proposed *detached* housing, a denser (attached) housing type could possibly retain the adopted circulation plan, and thus could eliminate the need to modify this circulation element. Further, although the destruction of over 3,000 housing units during the Tubbs Fire has considerably increased the need for additional housing units of a variety of types, the infrastructure necessary to support the additional units must also be considered and be designed to allow for future residential and commercial areas to develop and remain functional.

The General Plan guides future development through the year 2035 and beyond, providing predictability and stability to members of the public and developers alike. General Plan amendments for specific projects are typically requested to modify the land use or density. The proposed Amendment is atypical in that it requests a significant modification to the Transportation Element that would have widespread adverse impacts to the southwest quadrant of the City. The applicant's written narrative does not demonstrate that the proposed housing project (which includes the roadway modification) outweighs the City's need to provide adequate regional circulation. Additionally, even if the City were to approve the requested General Plan Amendment, the applicant could decide to construct a different project, or no project, leaving the southwest quadrant with a significantly inferior roadway alignment and no affordable housing. This potential scenario highlights that significant changes to area wide circulation, as is proposed with this project, should be beneficial to the area with or without the development proposal. In this case, the proposed modifications to the circulation would adversely impact the area in the immediate project vicinity and beyond, leading to potential gridlock and potentially stifling other housing developments that rely on the current alignment. Staff does not support this modification.

The proposed General Plan amendment would be detrimental to the public interest and convenience of the City by reducing the functionality of two planned connections (southeast to northwest – Dutton Avenue extension) and (southwest to northeast – Dutton Meadow northern extension to Dutton Avenue) for the region, thus creating increased congestion along Hearn Avenue, a heavily utilized and impacted regional street. In addition, the proposed roadways would introduce a high volume right turn where a school crossing will be very active, specifically from residents of this proposed residential development, reducing the ability for traffic to flow by constructing sharp 90 degree turns where a larger sweeping roadway alignment is currently approved.

Further, although the traffic analysis demonstrates that the affected intersections would operate acceptably, the overall impact to the area is anticipated to negatively affect circulation for the existing and planned development, as identified in the Roseland Area Specific Plan. As much of this area is undeveloped, and the traffic analysis which identified the necessary infrastructure, or lack thereof, is based on the through movements of the two streets identified for reconfiguration, the proposal cannot be supported without a more comprehensive traffic and infrastructure analysis that would typically occur with a General Plan or Specific Plan update.

For additional staff responses, see the Issues section below.

2. Other Applicable Plans – Roseland Area Specific Plan

The project site is located within the Roseland Area Specific Plan (Specific Plan) area. A number of circulation improvements are envisioned for the overall area, and the project site, which are identified on Figure 4-1, Roadway Network, and also in Table 4-1.

The following Specific Plan Goals and Policies relate to the project:

Roadway Network

RN-1 Improve connectivity and traffic flow.

RN-1.1 Improve connections by creating new streets or extensions of existing streets, as identified in Figure 4-1 and Table 4-1.

RN-1.2 Require dedication of right-of-way and related street improvements or new streets as identified in the Circulation Plan when properties develop.

RN-1.5 Support the planned construction of a new US Highway 101 overpass at Bellevue Avenue and a widened overpass at Hearn Avenue to improve east–west multimodal connectivity to and from the Roseland area.

The aforementioned goals and policies reference needed improvements to improve regional traffic congestion and to provide greater access to other areas of the City. Figure 4-1 identifies several street improvements to be constructed upon development, including the two regional streets proposed to be reconfigured through the General Plan Amendment request. City staff has determined the proposed circulation is in direct conflict with the goals and policies of the Specific Plan. For additional discussion regarding this conflict, please see the Issues section below.

3. Zoning

The project site is zoned R-1-6 (Single-Family Residential) and PD06-001

(Planned Development), which are each intended for low to medium density residential development, as proposed.

4. Design Guidelines

Not applicable.

5. Neighborhood Comments

Public comments were received during the June 13, 2018, Neighborhood Meeting, upon distribution of the Notice of Application, and the Notice of Public Hearing, and can be summarized as follows:

- Preference for lower density and less height (compared to a previously approved project on the site)
- Concerns about existing/exacerbating traffic on Hearn Avenue
- Questions regarding overall traffic plan/circulation plan for area
- Issues with the lack of sidewalk and pedestrian circulation in the project vicinity

6. Public Improvements/On-Site Improvements

Development of the proposed project would require the widening of the existing Dutton Meadow street, in addition to the installation of a traffic signal at the new intersection of Dutton Meadow and the Northpoint Parkway extension.

The Northpoint Parkway extension would be constructed to include one-15-foot wide travel lane in each direction, a median with a left and right turn pocket on either side to provide access to Street A and Dutton Meadow. In addition, Aloise Avenue is proposed to be extended to provide access to the development from Hearn Avenue through Sally Ann Street.

A total of fourteen common parcels are proposed to contain utilities and provide access to garages, which also include areas for guest parking. Two new public streets, Street A and Street B, also provide access through the neighborhood and to individual residences. Street A, the main street through the subdivision, includes one-11-foot wide travel lane in each direction, a 5-foot wide bicycle lane, an 8-foot wide parking area, 6-foot wide planter strip, and a 5-foot wide sidewalk. Street B includes one-12-foot-wide travel lane in each direction with a 5-foot wide sidewalk.

APPEAL STATEMENT

Pursuant to Zoning Code Chapter 20-62, appeals of decisions made by the Planning Commission shall be evaluated by the Council. The Council may consider any issue involving the matter that is the subject of the appeal, in

addition to the specific grounds for appeal.

The appellant has provided the following three grounds for the appeal; the full appeal statement is provided as an attachment. Staff responses follow each item.

*#1. The proposed Project advances important public interests and denial of the project prior to environmental review and conditions of approval was arbitrary and capricious and deprived Trumark and public of a complete vetting of relevant issues.*

Staff Response:

Because of the anticipated regional impacts to circulation, the Planning Commission and City staff are unable to support the General Plan Amendment to modify the alignment of the Northpoint Parkway and Dutton Avenue extensions. As the California Environmental Quality Act (CEQA) does not apply to projects that an agency rejects or disapproves (Pub. Resources Code § 21080 (b)(5)), the City is not required to complete environmental review before rejecting a project. Rather, CEQA is inapplicable once the City determines not to proceed with a project (*Las Lomas Land Co, LLC. v. City of Los Angeles* (2009) 177 Cal.App.4th 837), as is the case currently.

Further, the Planning Commission and City staff are unable to make findings of fact or draft conditions of approval for a development proposal which results in substantial impacts to a regional traffic network and inadequate street designs. Should the City Council support the proposed General Plan Amendment and make the necessary findings of fact, PED staff would resume review of the CEQA document, and prepare the necessary conditions of approval, and resolutions of approval, for a subsequent public hearing date, based on the Council's input and recommendation.

During the February 28, 2019, Planning Commission public hearing, the Commission provided the opportunity for the applicant to request a continuance and to return to the Commission with a redesigned project for consideration. At that time, the applicant requested a full denial of the project in order to appeal to the Council.

*#2. The proposed Project addresses an urgent need for housing in Santa Rosa and presents 211 new housing units to the City's housing stock – including ADUs.*

Staff Response:

City staff recognizes the urgent need for housing within the Santa Rosa. The

applicant's appeal and written narrative does not demonstrate that the proposed housing project (which includes the roadway modification) outweighs the City's need to provide adequate regional circulation. As previously addressed, approval of the requested General Plan Amendment does not guarantee that the applicant constructs the proposed project, or any project. Therefore, the requested General Plan Amendment tied to a housing development could result in no imminent housing units with an approved inferior roadway alignment (see the General Plan Analysis section of this report for additional discussion).

*#3. The proposed Project appeared to be denied based on concerns that a modified street network would result in unanticipated impacts to future projects. The traffic consultants are confident the Projects roadways will meet or exceed City standards and address safety considerations.*

Staff Response:

As is detailed in the General Plan Amendment and Issues sections of this report, the circulation proposed for the Dutton Meadows Subdivision is inconsistent with the overall intent of the General Plan, and the transportation goals and policies for this region of the City. While the traffic analysis for the project demonstrates intersections in the immediate project vicinity would operate acceptably, the impact of the modifications is anticipated to negatively affect circulation in the area overall. Additionally, much of the area is undeveloped, and previous analysis regarding infrastructure needs for the area were based on streets identified for reconfiguration.

### COUNCIL OPTIONS

With respect to the General Plan Amendment, Tentative Map, and Conditional Use Permit the Council may:

- Uphold the Planning Commission and staff recommendation and deny the project; adopt the draft resolution provided by staff; Council can add to or amend the resolution with its own comments; OR
- Deny the Planning Commission and staff recommendation and direct staff to return to the Commission or Council with resolutions of approval and an accompanying CEQA document; OR
- Continue the item – direct applicant/staff to return to Commission or Council with new information/changes to the project

### FISCAL IMPACT

Denial of this action does not have a fiscal impact on the General Fund.

### ENVIRONMENTAL IMPACT

A draft addendum to the 2005 Dutton Meadows Project Subsequent Environmental Impact Report was submitted to the Planning and Economic Development Department. As the California Environmental Quality Act (CEQA) does not apply to projects that an agency rejects or disapproves (Pub. Resources Code § 21080 (b)(5)), the City is not required to complete environmental review before rejecting a project. Rather, CEQA is inapplicable once the City determines not to proceed with a project (*Las Lomas Land Co, LLC.v. City of Los Angeles* (2009) 177 Cal.App.4th 837), as is the case currently.

### BOARD/COMMISSION/COMMITTEE REVIEW AND RECOMMENDATIONS

On February 28, 2019, the Planning Commission voted to deny the General Plan Amendment, Conditional Use Permit, and Tentative Map by a 5-1-1 vote (5 yes, 1 no, 1 absent). The Commission agreed with Staff's findings for a General Plan Amendment denial.

### NOTIFICATION

The project was noticed as a Public Hearing per the requirements of Chapter 20-66 of the City Code. Notification of this public hearing was provided by posting an on-site sign, publishing notice in a newspaper of general circulation, mailed notice to surrounding property owners and occupants, electronic notice to parties that had expressed interest in projects taking place in this geographic area of Santa Rosa and the Community Advisory Board (CAB), and bulletin board postings at City Hall and on the City website.

### ISSUES

#### Circulation Modification

As previously mentioned, the circulation proposed for the Dutton Meadows Subdivision is inconsistent with the overall intent of the General Plan, and the transportation goals and policies for the southwestern quadrant of the City. The following points are a summary of Staff concerns regarding the proposed modifications. For additional details, please see Attachment 12 – City Traffic Engineering Memo, dated February 1, 2019.

- The proposed modifications are anticipated to have impacts to the greater roadway network in the southwest quadrant. As such, the proposed realignment should be evaluated as part of a General Plan update which includes broader public noticing, input and engagement. Given that the proposed realignment and the resulting impacts to the region could include, but are not limited to, property dedications for roadway widening, and level of service impacts for people outside of immediate project vicinity, the level of analysis associated with a General Plan update is warranted, versus a project-specific level of review.

- The southwest quadrant, particularly in the vicinity of the project site, is not currently developed to full General Plan buildout. The circulation network planned for this area has been designed in concert with the land use designations currently established by the General Plan. The proposed roadway realignment could impact future development in this area; accordingly, new development may not fully realize the development potential as envisioned by the General Plan.
- The proposed modifications result in the reduced efficiency of two planned connections from the residential and less populated segment of the southwest quadrant, to the business and commercial areas to the north and east.
- The modification of the Northpoint Parkway extension and Dutton Avenue north extension will exacerbate existing delays along Hearn Avenue, a currently congested regional street. The Specific Plan designated Hearn Avenue to remain a 3-lane road based on existing constraints and the planned regional/transitional roadways in the vicinity.

### Alternative Design

An alternative product type, such as attached housing with a smaller development footprint, could result in a more efficient use of land, allowing for circulation patterns and infrastructure consistent with the General Plan and Roseland Area Specific Plan (as demonstrated with the higher density project - Dutton Meadows Phase I Map, approved on the subject site in 2006). Further, an alternative design may result in a higher density, exceeding the lowest range allowed under the General Plan, as currently proposed.

### ATTACHMENTS

- Attachment 1 – Disclosure Form
- Attachment 2 – Site Analysis and Neighborhood Context Map
- Attachment 3 – Project Description
- Attachment 4 – Tentative Map, dated January 10, 2019
- Attachment 5 – Inclusionary Housing Exhibit
- Attachment 6 – Architectural Plans
- Attachment 7 – Landscape Plans
- Attachment 8 – Circulation Exhibit
- Attachment 9 – Roseland Area Specific Plan Circulation
- Attachment 10 – General Plan Roadway Network
- Attachment 11 – Traffic Impact Study, dated November 13, 2018
- Attachment 12 – Traffic Engineering Memo, dated February 1, 2019
- Attachment 13 – Addendum to EIR, dated December 2018
- Attachment 14 – Public Correspondence
- Attachment 15 – Parking Exhibit
- Attachment 16 – Appellant Statement

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- Attachment 17 – Planning Commission Resolutions
- Attachment 18 – Traffic Study, dated June 24, 2019
- Attachment 19 – Additional Traffic Analysis, dated February 28, 2019
- Attachment 20 – Late Correspondence
- Resolution 1 - General Plan Amendment
- Resolution 2 - Conditional Use Permit
- Resolution 3 - Tentative Map

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