

CITY OF SANTA ROSA
PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT
STAFF REPORT FOR DESIGN REVIEW BOARD
JUNE 21, 2018

PROJECT TITLE

Marlow Commons

APPLICANT

Dan Morgan

ADDRESS/LOCATION

2199 Marlow Road, and
2039, 2041 & 2045 Guerneville Road

PROPERTY OWNER

Gregory Hall

ASSESSOR'S PARCEL NUMBER

036-061-028, -064, -068 & -069

FILE NUMBER

PRJ17-022

APPLICATION DATE

April 4, 2017

APPLICATION COMPLETION DATE

December 13, 2017

REQUESTED ENTITLEMENTS

Preliminary Design Review

FURTHER ACTIONS REQUIRED

Tentative Map & Conditional Use Permit

PROJECT SITE ZONING

R-3-18 (Multi-family Residential)

GENERAL PLAN DESIGNATION

Medium Density Residential

PROJECT PLANNER

Susie Murray

RECOMMENDATION

Approval

For Design Review Board Meeting of: June 21, 2018

CITY OF SANTA ROSA
DESIGN REVIEW BOARD

TO: CHAIR BURCH AND MEMBERS OF THE BOARD

FROM: SUSIE MURRAY, CITY PLANNER
PLANNING AND ECONOMIC DEVELOPMENT

SUBJECT: MARLOW COMMONS

AGENDA ACTION: RESOLUTION

RECOMMENDATION

It is recommended by the Planning and Economic Development Department that the Design Review Board, by Resolution, grant Preliminary Design Review for Marlow Commons, a 64-unit multi-family residential project, proposed at 2199 Marlow Road, and 2039, 2041 & 2045 Guerneville Road.

EXECUTIVE SUMMARY

The Marlow Commons project (Project) is a proposal to subdivide a 4.84-acre area into 44 lots, and construct 64 attached residential units. Entitlement applications include a Tentative Map, and Conditional Use Permit (CUP) for a small lot subdivision, and Design Review for attached housing.

Preliminary Design Review is before the Design Review Board (DRB).

BACKGROUND

1. Project Description

The Project site is located northwest of the intersection of Marlow Road and Guerneville Road and will take access from both streets. The Project proposes to subdivide a 4.84-acre area, comprised of four existing parcels, into 44 individual lots and construct 64 attached single-family dwellings made up of 57 single-family residential lots and 20 duplex lots. Individual parcels will range in

size from 2,285 square feet to 6,114 square feet, and be constructed with six different floor plans.

The Project includes three common landscaped areas, identified as parcels A, B and C. Common space areas will be maintained by a Home Owner Association (HOA).

Two streets and associated improvements will provide circulation through the development. "A" Street is designed as a public street and will connect Marlow Road to Guerneville Road. "B" Street, located in the center of the development, is designed as a private street.

Entitlements include a Tentative Map to subdivide the property into 44 residential lots, a Conditional Use Permit for a small lot subdivision, and Design Review for attached housing.

2. Surrounding Land Uses

North: Low Density Residential (2-8 units per acre); currently developed with single-family residential units.

South: Medium Density Residential (8-18 units per acre), Retail and Business Services, and Retail/Medium Density Residential (8-18 units per acre); currently developed with single-family residential, a gas station, and a shopping center anchored by a grocery store.

East: Low Density Residential, Very Low Density Residential (0.2-2.0 units per acre), and Medium Density Residential; currently developed with single-family residential units.

West: Low Density Residential and Medium Density Residential; currently under developed with single-family residential units.

3. Existing Land Use – Project Site

The Project site is currently developed with four single-family residential units and several accessory structures, all of which will be demolished. The property is vegetated with a variety of trees, shrubs and grasses.

4. Project History

During the meetings of March 29, 2016, and April 5, 2016, the City Council introduced and adopted a Negative Declaration prepared for a General Plan Amendment and Rezoning of the Project site; approved a General Plan Amendment to designate the entirety of the subject site as Medium Density Residential, which allows development at a density of 8-18 units per acre; and

adopted an Ordinance to change the zoning to the R-3-18 (Multi-family Residential) zoning district for General Plan consistency.

On November 1, 2016, a Pre-application Meeting was held with City staff, which is designed to offer applicants an interdepartmental staff review of preliminary or conceptual design applications.

On March 15, 2017, a Neighborhood Meeting was held to introduce the proposed Project to surrounding neighbors. Public comments are summarized in the Public Comment section of this report.

On April 4, 2017, the initial project applications, including a Tentative Map and Design Review, were submitted, followed by the companion CUP application, which was submitted on December 13, 2017.

PRIOR CITY COUNCIL REVIEW

During a City Council meeting for a General Plan Amendment and Rezoning, held on March 29, 2016, the Council requested that Boards and Commissions reviewing future development projects at this site be made aware of the Council's comments, summarized below:

- The Project site is ideal for higher density/affordable housing given its proximity to public transit, schools and shopping; and
- The third story of structures placed adjacent to existing residential neighbors should be stepped back to protect privacy; and
- Future development should provide tree protection for trees on neighboring sites.

ANALYSIS

1. General Plan

The General Plan land use designation is Medium Density Residential, which allows residential development at densities ranging from 8-18 units per acre. General Plan goals and policies applicable to the Project include:

LAND USE AND LIVABILITY

- | | |
|---------|---|
| LUL-E | Promote livable neighborhoods. Ensure that everyday shopping is within walking distance of most residents. |
| LUL-F-3 | Maintain a balance of various housing types in each neighborhood and ensure that new development does not result in undue |

concentration of a single housing type in any one neighborhood. Downtown is excepted.

- LUL-A Foster a compact rather than a scattered development pattern to reduce travel, energy, land, and material consumption while promoting greenhouse gas emission reductions citywide.

HOUSING

- H-A Meet the housing needs of all Santa Rosa residents.
- H-A-5 Improve community acceptance of higher-density housing through community-based outreach, recognition of existing livable neighborhoods, and assurance of well-designed high-density projects.
- H-C Expand the supply of housing available to lower income households.
- H-C-11 Provide opportunities for higher density and affordable housing development on regional/arterial streets and for convenient access to transit.
- H-F-5 Utilize the design review checklist to expedite affordable housing developments through the Design Review process.
- H-G Develop energy efficient residential units.

TRANSPORTATION

- T-K-1 Link the various citywide pedestrian paths, including street sidewalks, downtown walkways, pedestrian areas in shopping centers and work complexes, park pathways, and other creekside and open space pathways.
- T-K-2 Allow the sharing or parallel development of pedestrian walkways with bicycle paths, where this can be safely done, to maximize the use of public right-of-way.
- T-L Develop a citywide system of designated bikeways that serves both experienced and casual bicyclists.

URBAN DESIGN

- UD-G-2 Locate higher density residential uses adjacent to transit facilities, shopping and employment centers, and link these areas with bicycle and pedestrian paths.

GROWTH MANAGEMENT

GM-B-4 Direct growth to areas where services and infrastructure can be provided efficiently.

Marlow Commons furthers the goals of the General Plan. The Medium Density Residential land use designation is intended for specific areas where higher density housing is appropriate. The Project proposes a variety of row-house floorplans, offering 64 attached dwelling units on 44 parcels.

The Project is within walking distance of a shopping center that is anchored by a grocery store. It is in an area of Santa Rosa where several land use designations converge in a cohesive way to blend very low density detached residential uses with higher density areas targeted for both detached and attached housing, all within walking distance of a commercial center, which provides a grocery store, dining, and a variety of other retail and commercial services. Public transit, schools and recreation areas are also within walking distance.

The site is physically suited for the increased density. Water service, sewer treatment and other utilities, and emergency services including Police and Fire are available. Project development will include both on- and off-site improvements for pedestrian, bicycle and vehicular circulation.

2. Zoning

The project site is within the R-3-18 (Multi-family Residential) zoning district. This zoning district is consistent with the General Plan land use designation and is applied to areas of the City appropriate for residential neighborhoods with medium and higher residential densities, to provide home rental and ownership opportunities, and to provide a full range of choices in housing types to improve access to affordable housing.

Zoning for surrounding properties:

North: RR-20 (Rural Residential) and PD (Planned Development – small lot residential) zoning districts.

South: R-1-6 (Single-family Residential) and CN (Neighborhood Commercial) zoning districts.

East: R-1-6, RR-20 and RR-40 (Rural Residential) zoning districts.

West: R-1-6 zoning district.

The following Zoning Code sections are applicable to the project:

Zoning Code Section 20-42.140, provides development standards for small lot subdivisions. Section 20-42.140(F)(8) allows flexibility of individual unit or project design alternatives if authorized by the review authority as part of Conditional Use Permit approval.

Building Height

While Table 2-5 of the Zoning Code allows a maximum allowable height for structures within the R-3-18 zoning district of 45 feet, small lot subdivisions are restricted to 35 feet unless otherwise approved through the Conditional Use Permit. As designed, the Project is made up of two-story units, and no unit exceeds 23 feet in height.

Setbacks & Private Open Space

Front: All structures are proposed behind the required ten-foot setback.

Side: The Code states, "except for attached single-family, rowhouse, or zero lot line units, the one-story portions of a proposed structure shall be set back a minimum of four feet from side property lines, and the two-story portions of a structure shall be set back a minimum of eight feet from side property lines." On property lines where units are not attached, the project is designed with four-foot setbacks on both first and second levels, which will be considered by the Planning Commission as part of the CUP review process.

Rear: A minimum rear setback of 15 feet shall be required, except where a 10-foot setback is authorized by the review authority. All but two lots meet or exceed this requirement. The parcels along the western and northern boundaries have 20' back yard setbacks, intended to preserve privacy for existing residential uses; most other lots provide the standard 15' rear yard setback; and Lots 36 and 37 have 11-foot rear yard setbacks, which will be reviewed by the Planning Commission as part of the CUP process.

Private Open Space: The standard requirement for private open space on individual lots within a small lot subdivision is 400 square feet, of which no dimension should be less than 15 feet, unless otherwise approved through the CUP process. Lots 36 and 37 have 367 square feet and 423 square feet of open space, respectively, with dimensions less than 15 feet, which will be reviewed as part of the CUP. All other lots within the Project area comply with the standard.

Pursuant to Zoning Code Chapter 20-36, Table 3-4, the Project is required to provide 144 parking spaces (64 covered, and 80 uncovered). The project exceeds the parking requirements by providing 180 spaces (88 garage, 64 spaces and 28 on-street).

In an arborist evaluation, prepared by John C. Meserve, Horticultural Associates, dated February 15, 2017, 83 trees were identified on the site, of which 58 are proposed for removal. The preliminary planting plan shows 160 24-inch box replacement trees being installed, which exceeds the requirements of City Code Section 17-24.050, tree removal on properties proposed for development. The Project has also been conditioned to protect trees that may be affected by construction activities on neighboring properties.

Pursuant to Zoning Code 20-52.03, the Project requires Design Review. Due to the type and size of the development, the review authority is the DRB. This section of the Zoning Code also requires all land use entitlements be acted on prior to Final Design Review being granted. The Project Tentative Map and CUP are tentatively scheduled before the Commission on July 12, 2018. As such, the DRB may only grant Preliminary Design Review.

3. Design Guidelines

The Design Guidelines shown below are applicable to the Project:

Section 1.1 – Neighborhood Design

I.A To promote the development of new “neighborhoods” that incorporate a variety of uses as opposed to subdivisions that feature single-family homes exclusively.

Section 3.2 – Multi-family Residential

I.A To develop multiple-family housing that is compatible with existing surrounding homes and other structures and provides “superior design.”

I.B To provide a quality living environment.

I.E To provide developments with logical layouts that people can navigate through without confusion.

I.F To enhance the public realm with attractive buildings and landscaping treatment along the City’s streetscape.

II.A.1 Incorporate existing natural features such as trees, topography, creeks and riparian vegetation into the site plan. These and similar natural elements should be considered when developing a site plan. Every effort

should be made to preserve dominant elements, such as mature trees, for example. When trees must be removed mitigation may be required. See the Appendix for Chapter 17-24 of the City Code which governs tree removal and replacement issues.

- II.A.3 For the purposes of noise attenuation, early acoustical site planning is encouraged. State law and the General Plan regulate acceptable noise levels for both indoor and outdoor environments. Mitigate noise to stipulated levels. Use the structure of the home to shelter the private yards from noise. Use the building skin to reduce noise within homes to acceptable levels. The use of frontage roads with structures facing Transitional Streets and side-on treatment are all preferable to back-on treatment with walls or fences to block noise. Sound walls should be considered only after all other options have been exhausted.
- II.B.3 Integrate multiple-family projects with pedestrian and bicycle circulation systems that extends to neighborhood centers, along creek corridors and to adjacent neighborhoods and shopping districts.
- II.E.1 Orient dwellings and windows of frequently used rooms (living and dining rooms) to overlook common open space and child play areas.
- II.E.2 Locate parking areas such that the walk from parking to the dwellings is short and direct.
- II.H.1 Locate sidewalks so that they do not violate the privacy of dwellings. When proximity is unavoidable, provide a landscaped buffer.
- II.I.5 Along public street frontage, provide a planter between the curb and sidewalk that is planted with ground cover and street trees. In mixed use and urban settings, a contiguous sidewalk with tree wells may be used when on-street parking is adjacent to the sidewalk.
- II.J.1 Provide for parking in small lots reasonably close to the dwellings they serve and within sight of some of the dwellings. Provide required parking on-site.
- II.L.7 All site features including; trash enclosures, fencing, light fixtures, mailboxes, laundry and facilities utility screens, should be architecturally compatible with the main structures.
- III.A.1 Break up the mass of larger structures with articulation of the form, use of color and the use of multiple materials, including: horizontal wood, cement fiber and composite siding, vertical wood siding, stucco, wood shingles, real and cultured masonry.

- III.A.4 Avoid dressing up fronts of building with higher quality materials and switching to less expensive siding material on the sides and back. Design all four sides of buildings.
- III.B.1 Orient the main entrance of each unit, or the building to the street or to a common open area.
- III.C.2 Avoid buildings with a massive appearance. Divide buildings into segments that break down the scale.
- III.E.2 Locate garages or carports to minimize their impact from the public street. The main buildings should be the dominant visual statement along the public streetscape.

Section 4.3 - Infill Development

- I.B To ensure that projects are designed in such a way as to reduce to a minimum possible negative consequence, such as loss of privacy, noise, increased traffic and lighting overspill that infill development may have on existing neighbors.
- II.1 Integrate new development carefully into existing neighborhoods with respect to scale, level of detailing, use of materials, landscaping, and other characteristics of the neighborhood.
- II.2 Where Santa Rosa's General Plan calls for a change or an intensification in land use, new development should consider the character of the surrounding neighborhood or district, particularly at the edges adjacent to existing development.
- II.3 At edge conditions of infill, avoid placing structures and elements which adversely affect adjacent residents. For example, avoid placing the following directly adjacent to residences:
 - a. trash enclosures, which are both smelly and noisy;
 - b. large structures which block sunlight; and
 - c. living spaces with second and third story windows that permit residents to look directly into neighbors' yards.
- II.4 In addition to what is discussed in #3 above, design infill development at its edges to:
 - a. approximate the scale and mass of adjacent existing residences;

- b. include buildings which are detailed and articulated on at least the side facing adjacent existing residences (and preferably on all four sides). Long blank back or side walls are undesirable; and
- c. avoid blocking significant views.

The Project site is surrounded by a mix of uses including a single-family uses/structures to the west, north and east, and a combination of residential and commercial uses to the south. The Project site is a unique shape and, pursuant to General Plan Policy LUL-F-2, has been designed at the mid-point density of 13 units per acre. As designed, 25 of 83 existing trees will be preserved.

The design of the buildings incorporates both cement plaster stucco and corrugated steel siding into the exterior of each structure, which wraps on all four sides, and is accented with aluminum windows and steel-framed garage doors with obscure glass panels.

The Project will provide six floorplans, all row-housing, briefly described below:

- Floor Plan 1 - Two duplexes (4 units), each with a three-bedroom residence and two-car tandem garage, and a separate one-bedroom residence above the garage. These units will be located on Lots 3, 4, 7, 8, 11, 12, 15, 16, 22, 23, 27, 28, 30, 31, 41 and 42.
- Floor Plan 2: Each duplex (2 units) consists of a three-bedroom residence and two-car tandem garage with a separate one-bedroom residence above the garage with an on driveway and on street parking space. These units will be located on Lots numbers 26, 29 and 38.
- Floor Plan 3: Each duet connects two row-houses, each with three bedrooms, and a two-car tandem garage, and are proposed on Lots 1, 2, 5, 6, 9, 10, 19 and 20.
- Floor Plan 4: Each duet connects two row-houses, each with three bedrooms and a two-car tandem garage. This floorplan is proposed on Lots 13, 14, 17, 18, 32, 33, 34, 35, 36, 37, 39, 40, 43 and 44.
- Floor Plan 5: Each duet is made up of two cottages, each with two bedrooms and a two-car garage. This floorplan is proposed on Lots 24 and 25.
- Floor Plan 6: This is a two-story duplex cottage with two units, each with two-bedrooms and covered parking, and is proposed on Lot 21.

<u>Concern</u>	<u>Staff response</u>
	spaces.
Building height & privacy	All structures are two-story, and less than 23-feet tall. Properties along the north and west edges of the development have an increased 20-foot back yard setback to protect the privacy of existing neighbors.
Circulation	A traffic study, prepared by W-Trans, dated February 8, 2018, which is attached to this report, concluded
Circulation	that affected intersections will continue to operate at an acceptable level.
Trees	Several trees will be preserved, and trees on neighboring properties will be protected. The Project is required to comply with City Code Chapter 17-24, including tree protection, removal and replacement.
Fence height	The Project will provide an eight-foot tall fence along the periphery of the development, which will provide privacy for existing development and additional (not required) noise buffer along Marlow Road.

6. Public Improvements/On-Site Improvements

A comprehensive list of improvements can be found in the Development Advisory Committee Report, dated May 10, 2018, attached to the draft Tentative Map resolution. Listed below is a summary:

- Dedication and construction of Street A, which will be improved to Minor Street standards, with 35-foot radius curb returns at both Marlow Road and Guerneville Road
- Improvements along both Marlow Road and Guerneville Road
- Undergrounding existing utilities along Guerneville Road
- Inclusion of street trees inside and out of the subdivision
- Addition of a left-turn pocket from Marlow Road to Street A.

FISCAL IMPACT

Not applicable.

ENVIRONMENTAL IMPACT

The Project has been found in compliance with the California Environmental Quality Act (CEQA). Pursuant to CEQA Guidelines Section 15332, the Project qualifies for a categorical exemption as in-fill development.

- The Project is consistent with the General Plan land use designation of Medium Density Residential, which allows residential development at a density of 8-18 units per acre. The project also complies with the R-3-18 (Multi-family Residential) zoning district development standards, pursuant to Zoning Code Table 2-5, in that the requested entitlements include a CUP for a small lot subdivision.
- The Project occurs on a site that is less than five acres within City limits, and is substantially surrounded by urban uses.
- The Project site has no value as habitat for endangered, rare or threatened species. A Biological Resources Assessment, prepared by Ted P. Winfield, dated August 15, 2015, and a subsequent addendum to the report, also prepared by Ted P. Winfield, dated May 31, 2018, concluded that no wetlands are present on the site; there is no evidence of special status plant species; and there is no evidence of the California Tiger Salamander. The report did acknowledge potential impacts depending on the time of year, to bat, bird and raptor species, and the project has been conditioned to provide additional bat, bird and raptor pre-construction studies.
- Approval of the project would not result in any significant effects relating to traffic. A study conducted by W-Trans, dated February 8, 2018, found that the affected intersections are expected to continue operating acceptably with project traffic added, as shown below:

Study Intersection <i>Approach</i>	Future Conditions				Future plus Project			
	AM Peak		PM Peak		AM Peak		PM Peak	
	Delay	LOS	Delay	LOS	Delay	LOS	Delay	LOS
1. Marlow Rd/Crosspoint Ave	1.7	A	1.4	A	1.7	A	1.4	A
<i>Eastbound (Crosspoint Ave) Approach</i>	34.8	D	55.0	F	35.0	E	55.6	F
<i>Westbound (Crosspoint Ct) Approach</i>	19.8	C	48.9	E	19.9	C	49.2	E
2. Marlow Rd/Guerneville Rd	40.3	D	49.5	D	40.9	D	50.9	D

Notes: Delay is measured in average seconds per vehicle; LOS = Level of Service; Results for minor approaches to two-way stop-controlled intersections are indicated in *italics*

- The project is required to comply with the City’s Low Impact Development standards, which will treat stormwater runoff generated by a one-inch storm over a 24-hour period.

- An Environmental Noise Assessment, prepared by Illingworth & Rodkin, Inc., dated April 12, 2017, concluded that standard thermal insulating windows and weather sealed doors would be sufficient to keep interior noise at an acceptable level. The report assumed a six-foot fence along the Marlow Road and Guerneville Road frontages. The fence height has been raised to eight feet, and, pursuant to report recommendations, the homes fronting Marlow Road have been designed with a central air conditioning/heating system, which will ensure compliance with the Noise Ordinance (City Code Chapter 17-16).
- The Project site is located in a fully developed area. It can be adequately served by all required utilities and public services. City staff has reviewed the plans and conditioned the Project appropriately.

BOARD/COMMISSION/COMMITTEE REVIEW AND RECOMMENDATIONS

Not applicable.

NOTIFICATION

Pursuant to Zoning Code Chapter 20-66, all required public noticing was done, including the installation of three public hearing signs at the Project site, a mailed Notice of Public Hearing to property owners within 400 feet of the Project site, and a Notice of Public Hearing published in the Press Democrat.

ISSUES

There are no unresolved issues.

ATTACHMENTS

Attachment 1: Disclosure Form

Attachment 2: Location

Attachment 3: Project Narrative, prepared by Jean Kapolchok, dated April 24, 2018

Attachment 4: Project Plans (including Project Information, Vicinity Map, Architect's Site Plan, Floor Plans and Elevations, Neighborhood Context Map, Site Photos and Color Board, prepared by Hedgpeth Architects, dated May 7, 2018; Tentative Map, Tentative Map Site Development Plan, and Grading, Drainage and Utility Plan, prepared by Civil Design Consulting, Inc., dated April 24, 2018; and Preliminary Landscape Plan, prepared by Don McNair, dated March 25, 2018)

Attachment 5: Noise Study, prepared by Illingworth & Rodkin, Inc., dated April 12, 2017

Attachment 6: Traffic Study, prepared by W-Trans, dated February 8, 2018

Attachment 7: Biological Resource Assessment, prepared by Ted P. Winfield, Ph.D., dated August 31, 2015, and subsequent memo, prepared by Ted P.

- Winfield, Ph.D., dated May 31, 2018
- Attachment 8: Climate Action Plan (CAP) Worksheet, prepared by J. Kapolchok and Associates, received May 31, 2018
- Attachment 9: Private Open Space Exhibit, prepared by Civil Design Consultants, dated April 24, 2018
- Attachment 10: Council Resolution Nos. 28761 & 28762, dated March 29, 2016, and Ordinance 4061, dated April 5, 2016
- Attachment 11: Public Correspondence (in response to the Neighborhood Meeting Notice)

Resolution: Preliminary Design Review

CONTACT

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