

CITY OF SANTA ROSA
CITY COUNCIL

TO: MAYOR AND CITY COUNCIL
FROM: KRISTINAE TOOMIANS, SENIOR PLANNER
PLANNING AND ECONOMIC DEVELOPMENT

SUBJECT: APPLICATION FOR REZONING FROM RR-20 (RURAL RESIDENTIAL) ZONING DISTRICT TO THE R-3-18 (MULTI-FAMILY RESIDENTIAL) ZONING DISTRICT TO FACILITATE THE DEVELOPMENT OF 12 ATTACHED, SINGLE-FAMILY DWELLINGS, AND THREE ACCESSORY DWELLING UNITS, ON A ONE-ACRE PARCEL, LOCATED AT 1665 GUERNEVILLE ROAD - FILE NO. PRJ18-089

AGENDA ACTION: ORDINANCE INTRODUCTION

RECOMMENDATION

The Planning and Economic Development Department recommends that the Council introduce an ordinance to rezone a property located at 1665 Guerneville Road (Assessor's Parcel No. 036-101-010) from the RR-20 (Rural Residential) Zoning District to the R-3-18 (Multi-Family Residential) Zoning District to facilitate the development of 12 attached, single-family dwellings, and three accessory dwelling units, on a one-acre parcel.

EXECUTIVE SUMMARY

Guerneville Road Homes is a proposal to subdivide an approximately one-acre lot into twelve lots, and construct 12 single-family attached units, of which three will include accessory dwelling units (ADUs). The Planning Commission reviewed and approved a Conditional Use Permit for a small lot subdivision to allow lot sizes less than 6,000-square-feet and a Tentative Map to subdivide the existing lot into twelve individual parcels.



Figure 1: Aerial of project site.

BACKGROUND

1. Project Description

The project site is located east of Marlow Road and west of Ridley Avenue. The site is currently developed with one single-family residence.

The project proposes to subdivide the one-acre parcel into 12 individual lots, and construct 12, three-story, single-family attached dwellings, of which three will include single-story, attached ADUs. The applicant has provided floor plans for the proposed attached single-family dwellings, as well as floor plans for the attached ADUs proposed on Lots 6, 7, and 11. The dwellings range in square-footage from 1,530-square-feet to 1,750-square-feet for homeowners that opt to fully build out the ground floor entry/garage level. Each unit will have a two-car garage, stepped back from the front of each dwelling. Each driveway can accommodate two additional parking spaces for guests.

Primary access for the subdivision is off of Guerneville Road, with the single-family attached units sharing access from a proposed dedicated Elson Way. The City's Engineering Division anticipates that Elson Way will be extended north in the future, and has required a temporary emergency vehicle turnaround until that occurs.

2. Surrounding Land Uses

North: RR-40 – single-family residence with orchard

South: R-1-6 & PD04-001 – developed with single-family detached and single-family attached units.

East: RR-20 – developed with a private meeting facility (Redwood Forest Friends Meeting House)

West: RR-20 – developed with a single-family dwelling

The project is located at 1665 Guerneville Road, on a one-acre parcel in northwest Santa Rosa, on the north side of Guerneville Road, between Ridley Avenue and Marlow Road.

3. Existing Land Use – Project Site

The project site is located on the north side of Guerneville Road, east of Marlow Road and west of Ridley Avenue. The site is currently developed with one single-family residence.

The one-acre project site has frontage and proposed access on Guerneville Road via a newly constructed Elson Way.

4. Project History

May 20, 2018	A Pre-Application Neighborhood Meeting was held.
December 20, 2018	Applicant submitted project applications and plans.
January 24, 2019	A Notice of Application was mailed to property owners within 400-feet.
April 11, 2019	The application was deemed complete
May 9, 2019	The Planning Commission held a public hearing, approving a recommendation to the Council to rezone the subject property. The Planning Commission also approved a Conditional Use Permit for a small lot subdivision, and a Tentative Map which allows a 12-lot subdivision.
May 16, 2019	The Design Review Board approved Preliminary Design Review for the proposed project.

PRIOR CITY COUNCIL REVIEW

None.

ANALYSIS

1. General Plan

The General Plan designation for the site is Medium Density Residential, which allows residential development at a density of 8 to 18 units per acre. The parcels in the surrounding area share the same or similar land use designation. While the midpoint density is 13 dwelling units per acre, the proposed project density of 12 units per acre allows for the construction of a diverse housing type, while accommodating for fire/emergency access along Elson Way and utility constraints. The City's Engineering Division anticipates that Elson Way will be extended north in the future, and has required a temporary emergency vehicle

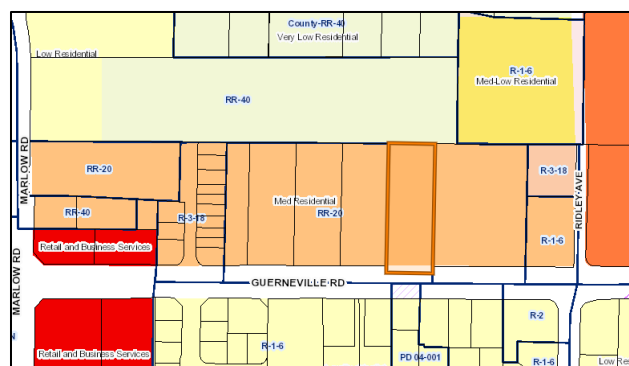


Figure 1: General Plan and Zoning Designations for surrounding properties.

turnaround until that occurs. The following General Plan goals and policies are most relevant to the proposed project:

Land Use

- LUL-E-2 As a part of planning and development review activities, ensure that projects, subdivisions, and neighborhoods are designed to foster 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.
- LUL-F-2 Require development at the mid-point or higher of the density range in Medium and Medium High Density Residential Categories. Allow exceptions where topography, parcel configuration, heritage trees, historic preservation or utility constraints make the mid-point impossible to achieve

Urban Design

- UD-F-3 Encourage creative subdivision design that avoids walling to neighborhoods abutting regional/arterial streets with long monotonous stretches of fencing or walls.
- UD-G-4 Provide through-connections for pedestrians and bicyclists in new developments. Avoid cul-de-sac streets unless public pedestrian/bikeways interconnect them.

Transportation

- T-D Maintain acceptable motor vehicle traffic flows.
- T-J Provide attractive and safe streets for pedestrians and bicyclists.

Staff Response:

The project will provide 12 single-family attached dwelling units, with three attached ADUs, providing a diverse housing type and price range. The subdivision fosters livability by designing the lots to accommodate single-family attached housing, while providing diversity to the residential neighborhood. The project is consistent with the General Plan designation of Medium Density Residential, in that the designation allows residential density at 8-18 dwelling units per acre, and the project proposes a single-family attached unit type at 12 units per acre. While the General Plan requires residential development at

midpoint or higher of the density range, it allows exceptions where topography, parcel configuration, heritage trees, historic preservation or utility constraints make the midpoint impossible to achieve. While the midpoint density for this parcel is 13 dwelling units per acre, the proposed project density of 12 units per acre allows for the construction of a diverse housing type, while accommodating for fire/emergency access along Elson Way and utility constraints on a narrow 120.6-foot wide lot. The City's Engineering Division anticipates that Elson Way will be extended north in the future, and has required a temporary emergency vehicle turnaround until that occurs.

The project design will have a visual presence on Guerneville Road. Guerneville Road will be improved as a Boulevard along the entire project frontage, with a bike lane, a median, an 8-foot planter strip, and a 6-foot sidewalk. The newly proposed street, Elson Way, will be constructed with 6-foot sidewalks. The City's Engineering Division anticipates that Elson Way will be extended north in the future, and has required a temporary emergency vehicle turnaround until that occurs.

2. Zoning

North: RR-40 – single-family residence with orchard

South: R-1-6 & PD04-001 – developed with single-family detached and single-family attached units.

East: RR-20 – developed with a private meeting facility (Redwood Forest Friends Meeting House)

West: RR-20 – developed with a single-family dwelling

The subject site is currently within the RR-20 – Rural Residential Zoning District. The applicant proposes to rezone the property to R-3-18 – Multi-Family Residential, which conforms to the General Plan designation of Medium Density Residential.

Per Zoning Code Section 20-42.140, a small lot subdivision may be proposed and approved on any site within the R-1, R-2, R-3 Zoning Districts. Because the subdivision proposes lot sizes smaller than the R-3-18 minimum lot size of 6,000 square-feet, the applicant has requested a Conditional Use Permit for a residential small lot subdivision. Zoning Code Section 20-42.140 provides development standards for small lot subdivisions and allows flexibility for individual units or project design alternatives, if authorized by the review authority as part of Conditional Use Permit approval. The applicant has not requested any special consideration from the allowable standards summarized below:

Lot Size – The Code does not limit the lot size for attached units. The Project proposes lots ranging in size from 1,823 to 3,098-square-feet.

Building Height - The maximum allowable building height for residential

structures is 35 feet. The proposed elevations depict the proposed units at 33-foot tall.

Setbacks - The Tentative Map identifies all setback lines in compliance with development standards for small lot subdivisions.

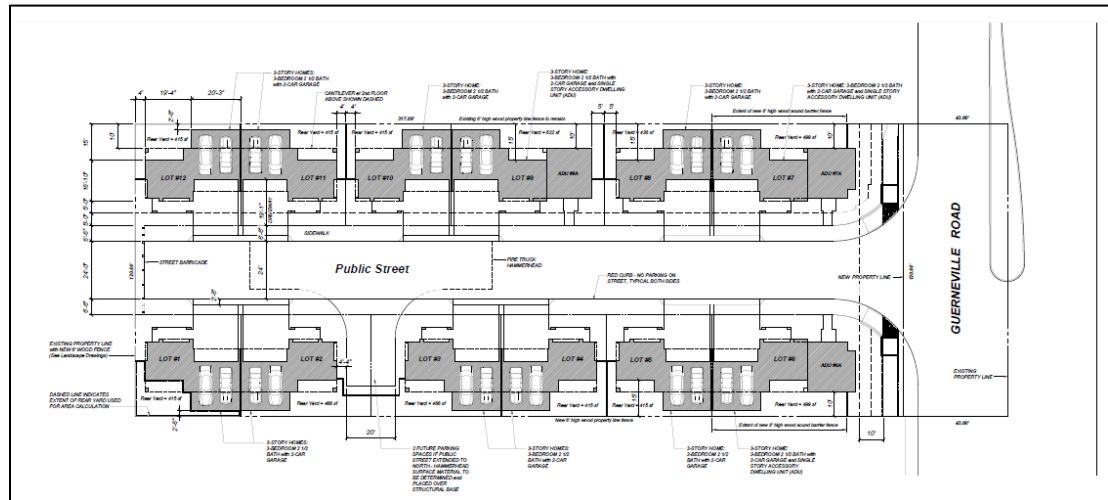


Figure 2: Proposed lot configuration.

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. All lots meet this requirement.

Parking

Pursuant to Zoning Code Chapter 20-36, Table 3-4, a single-family dwelling with two or more bedrooms is required to provide one covered space, plus 1.5 visitor spaces per unit. An ADU triggers the requirement for one additional parking space, which is permitted uncovered, compact, tandem, and in a setback area. As designed, the Project provides four off-street spaces per lot, consisting of two garaged spaces and two in each driveway.

Noise

The City's General Plan (NS-B-4) requires that all new projects proposed for areas with existing noise above 60 dBA DNL prepare a noise study. The applicant submitted an Environmental Noise Assessment, which identified the day-night average noise level at the project site as 69 to 70 dBA over the weekend and 71 dBA during weekdays. The report recommended an 8-foot noise barrier to reduce the exterior noise levels in the rear yards of the two

nearest units to Guerneville Road (Lots 6 and 7) to 60 dBA DNL. The report recommends 6-foot noise barriers to reduce exterior noise levels in the rear yards of the next two units closest to Guerneville Road (Lots 5 and 8) to 60 dBA DNL or less. Exterior noise levels at rear yards located further north (Lots 1-4 and 9-12) would be less than 60 dBA DNL. The report recommends proper wall construction techniques, selection of proper windows/doors, and the incorporation of forced-air mechanical ventilation systems to allow occupants to control noise by closing windows. The project incorporates a variable 6-foot and 8-foot wooden sound fence along the rear yards of the units closest to Guerneville Road.

3. Neighborhood Comments

The City held a Pre-Application Neighborhood Meeting on May 30, 2018. No members of the public attended.

A Notice of Application was mailed to all property owners within 400-feet of the project site.

Staff received an inquiry from the two neighboring property owners to the east and west of the project site. On May 2, 2019, a representative of the Redwood Forest Friends Meeting, a Quaker Meetinghouse, located east of the project cited concerns with noise from the proposed project, the status of sidewalks on the subject property, and concerns regarding potential overflow parking onto the Redwood Forest Friends Meetinghouse property. The existing ambient noise from Guerneville Road will be louder than the anticipated noise from 12 single-family attached dwelling units. The project proposes to incorporate a wooden sound fence to attenuate noise in the rear yards of future residents closest to Guerneville Road. Guerneville Road will be dedicated and improved as a Boulevard along the entire frontage with public sidewalks. The proposed project provides sufficient parking per unit, as required by City Code.

Also on May 2, 2019, the single-family resident to the west emailed staff with questions regarding any proposed fencing. The project will have a fence separating the private rear yards of the future residents from the surrounding neighbors.

5. Public Improvements/On-Site Improvements

Guerneville Road will be improved as a Boulevard along the entire project frontage, with a bike lane, a median, an 8-foot planter strip, and a 6-foot sidewalk. The newly proposed street, Elson Way, will be constructed with 6-foot sidewalks. The City's Engineering Division anticipates that Elson Way will be extended north in the future, and has required a temporary emergency vehicle turnaround until that occurs.

FISCAL IMPACT

Approval of this action does not have a direct impact on the General Fund.

ENVIRONMENTAL IMPACT

The project qualifies for a Class 32 exemption, per Section 15332:

- The project is consistent with the General Plan designation of Medium Density Residential, in that the designation allows residential density at 8-18 dwelling units per acre, and the project proposes a single-family attached unit type at 12 units per acre. While General Plan requires residential development at midpoint or higher of the density range, it allows exceptions where topography, parcel configuration, heritage trees, historic preservation or utility constraints make the midpoint impossible to achieve. While the midpoint density for this parcel is 13, the proposed project density of 12 units per acre allows for the construction of a diverse housing type, while accommodating for fire/emergency access along Elson Way and utility constraints on a narrow 120.6-foot wide lot. The City's Engineering Division anticipates that Elson Way will be extended north in the future, and has required a temporary emergency vehicle turnaround until that occurs.
- The proposed development occurs within City limits on a project site of no more than five-acres, substantially surrounded by urban uses.
- According to the City's GIS maps the project site has no value as habitat for endangered, rare or threatened species, in that it is not located on a known wetland or habitat zone.
- Approval of the project would not result in any significant effects relating to traffic, noise, air quality, or water quality.
 - The project was reviewed by City agencies and any potential impacts will be lessened by uniformly applied development policies, standards and conditions, including street improvements, limits on construction hours, adherence to BAAQMD best management practices, and compliance with the Standard Urban Stormwater Mitigation Plan.
- The site can be adequately served by all necessary utilities and public services.

In addition, the project qualifies for an exemption pursuant to CEQA Guidelines Section 15183, which provides that any rezoning action consistent with the general plan shall not require additional environmental review except as might be necessary to examine whether there are project specific significant effects which are peculiar to the project or its site. No further environmental review is necessary as analysis has confirmed that there are no new environmental effects, or environmental effects of greater severity, peculiar to the parcel or the project that were not analyzed and addressed in a prior EIR. The analysis supporting this exemption is below.

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- 1.) The proposed Project's development density is consistent with the General Plan and Zoning Code which were subject to a previous EIR. Project specific studies have determined that there are no project specific significant impacts that are unique to the proposed Project (§15183(a)).
- 2.) The proposed Project's impacts are not unique to it and any project-specific impacts will be mitigated by uniformly applied development policies and standards. These include the protection of cultural resources, standard requirements for the mitigation of wetland impacts and the implementation of standard protection measures for CTS where projects are developed within CTS critical habitat. Therefore, additional environmental analysis is not required. (§15183(c))
- 3.) There is no new information showing that these uniformly applied standards and policies will *not* mitigate the proposed Project's unique environmental impacts (§15183(f)).
- 4.) The City's "uniformly applied development policies or standards," include the standards listed in the CEQA Guidelines (§15183(g)).
- 5.) Off-site and cumulative impacts for housing projects were identified and addressed in the General Plan EIR (which included the proposed Project site) and no additional environmental review is required (§15183(j)).

BOARD/COMMISSION/COMMITTEE REVIEW AND RECOMMENDATIONS

On May 9, 2019, the Planning Commission, by resolution, recommended the Council introduce and approve an ordinance to rezone Assessor's Parcel No. 036-101-010 from the RR-20 (Rural Residential) Zoning District to the R-3-15 (Multi-Family Residential) Zoning District.

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, electronic notice to parties that had expressed interest in projects taking place in this geographic area of Santa Rosa, and bulletin board postings at City Hall and on the City website.

ATTACHMENTS

- Attachment 1 – Disclosure Form
- Attachment 2 – Neighborhood Context Map
- Attachment 3 – Site Photos
- Attachment 4 – Tentative Map
- Attachment 5 – Project Plans (For Reference Only)
- Attachment 6 – Exhibit A Memo from Engineering

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Attachment 7 – Environmental Noise Assessment, dated received on 12/20/18

Attachment 8 – Public Correspondence

Attachment 9 – Rezoning Planning Commission Resolution No. 11958

Attachment 10 – CUP Planning Commission Resolution No. 11959

Attachment 11 – Tentative Parcel Map Planning Commission Resolution No. 11960

Ordinance

CONTACT

Kristinae Toomians, Senior Planner
Planning and Economic Development
100 Santa Rosa Avenue, Room 3
(707) 543-4692
KToomians@SRCity.org