

CITY OF SANTA ROSA
PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT
STAFF REPORT FOR PLANNING COMMISSION
January 23, 2020

PROJECT TITLE

Burbank Avenue Subdivision

APPLICANT

Joe Ripple

ADDRESS/LOCATION

1400 Burbank Avenue

PROPERTY OWNER

SB Land Company LP

ASSESSOR'S PARCEL NUMBER

125-331-003, 125-361-003, 125-361-006,
125-361-007

FILE NUMBER

PRJ19-031 (MAJ19-003)

APPLICATION DATE

August 13, 2019

APPLICATION COMPLETION DATE

November 10, 2019

REQUESTED ENTITLEMENTS

Tentative Map Approval

FURTHER ACTIONS REQUIRED

Minor Design Review/Minor Conditional
Use Permit

PROJECT SITE ZONING

R-1-6-SR, R-1-6

GENERAL PLAN DESIGNATION

Medium-Low Density Residential

PROJECT PLANNER

Adam Ross

RECOMMENDATION

Approval

CITY OF SANTA ROSA
PLANNING COMMISSION

TO: CHAIR CISCO AND MEMBERS OF THE COMMISSION
FROM: ADAM ROSS, CITY PLANNER
PLANNING AND ECONOMIC DEVELOPMENT
SUBJECT: BURBANK AVENUE SUBDIVISION TENTATIVE MAP

AGENDA ACTION: RESOLUTION

RECOMMENDATION

The Planning and Economic Development Department recommends that the Planning Commission, by resolution, approve a Subdivision Tentative Map for the Burbank Avenue Subdivision, located within the Roseland Priority Development Area, to subdivide 14.25 acres over four (4) lots into 75 lots that would allow development of 62 single-family lots, 12 duets, and 64 multi-family apartments subject to the approval of the Minor Use Permit (CUP18-125) and Minor Design Review Permit (DR18-056) by the Zoning Administrator.

EXECUTIVE SUMMARY

The proposed development includes the subdivision of 14.25 acres over four (4) lots into 75 lots that would allow development of 62 single-family lots, 12 duets, and 64 multi-family apartments totaling 136 new housing units. The single-family homes and duets will be on individual lots and the multi-family apartments will be on one lot. A Minor Conditional Use Permit for a small lot subdivision and Minor Design Review Permits for this Project will be reviewed by the Zoning Administrator (ZA) on January 22, 2020. Staff will notify the Commission on the ZA's actions. Staff is recommending approval of the project based on compliance with Zoning Code requirements and consistency with the General Plan and Roseland Area/Sebastopol Road Specific Plan policies associated with land use compatibility, range of housing types, and proximity to services and amenities.

BACKGROUND

1. Project Description

The proposed development includes the subdivision of 14.25 acres over four (4) lots into 75 lots. The single-family detached homes will be on lots 1 through 62 that are centrally and easterly located throughout the development. Lots 1 through 16 will abut the small lot subdivision to the east. The duplexes will be located on

lots 63 through 74 on the northwest corner of the site orienting north toward the new public road and served by two new auto courts. The multi-family apartment complex will be located on a 90,198 square-foot lot recognized on the Tentative Map as Parcel A on the southwest corner of the subdivision. The single-family lots range in size with the smallest at 2,729.7 square feet, 8,517 square feet for the largest lot, and the average lot size of 4,687.5 square feet.

The site will be accessed off of Burbank Avenue on two new public roads. The roads will then connect to four internal public roads serving the single-family detached units and three private roads serving the multi-family apartment building.

The site is located within the Roseland Area/Sebastopol Road Specific Plan which outlines the need for a variety of housing types. Refer to the General Plan Analysis Section in this report.

The site is subject to the Resilient City Development Measures allowing a reduced review authority for Design Review and small lot subdivisions within Priority Development Areas. Zoning Code Section 20-42.140(A)(D) requires the Use Permit for a small lot subdivision be approved prior to approval of a Tentative Map. As such, the Zoning Administrator will hold a special meeting on January 22, 2020, to consider the Minor Conditional Use Permit (File No. CUP19-095) and Minor Design Review (DR19-054) for a small lot subdivision with attached and detached housing within a Priority Development Area. The Minor CUP and Minor Design Review proposals will include a condition of approval subjecting the project to future Planning Commission approval of the Tentative Map (MAJ19-003).

2. Surrounding Land Uses

North: (R-1-6-SR) Single-family residential/personal storage

South: (R-1-6-SR) Single-family residential/vacant

East: (PD 96-002/R-1-6/PI) Single-family residential/public school

West: (PI-SR/R-1-6-SR) Roseland School District/single-family residential/assisted living facility

The project is located at 1400, 1690, and 1780 Burbank Avenue, across four (4) parcels totaling 14.25 acres in Southwest Santa Rosa between Hughes Avenue and Liana Drive, which is within the Roseland Area/Sebastopol Road Specific Plan and Roseland Priority Development Area. Single-family detached homes and a personal storage facility abut the north side of the site; West of the site includes Roseland School District with Roseland Creek running through their parcel site, single-family homes, and an assisted living facility; Vacant lots and single-family homes are immediately south of the site; Single-family homes and Sheppard Accelerated Elementary School is to the west of the site.



3. Existing Land Use – Project Site

The 14.25-acre project site has frontage on Burbank Avenue. The site has one (1) existing home and five barn storage buildings. There is no permanent pedestrian path on Burbank Avenue.

The site is located within the California Tiger Salamander habitat (CTS habitat and mitigation credits may have to be purchased pursuant to state and federal regulations). The Biological Resource Assessment prepared by WRA, Inc., dated June 2019, indicates that the, “Study Area does not provide any wetlands or seasonal aquatic features suitable for CTS breeding, and as such the persistence of a population there and on adjacent properties north of Hearn Avenue is highly unlikely.” Additionally, future CTS movement onto the site is unlikely because the surrounding land uses and infrastructure acts as a barrier.

4. Project History

Jul 31, 2018	Pre-Application Neighborhood Meeting was held (PRAP18-090)
Aug 13, 2019	Application was submitted to the Planning and Economic Development Department
Aug 20, 2019	The Project was referred to City departments, applicable jurisdictions, and Tribal review
Nov 7, 2019	Concept Design Review Board Meeting was held
January 9, 2020	Application was deemed complete

ANALYSIS

1. General Plan

The General Plan designation for the site is Medium-Low Density Residential, which allows residential development at a density of eight (8) to 13 units per acre. The parcels in the surrounding area vary between the same or similar land use designation with the exception of Public Institutional for the adjacent Roseland School District facilities. The project density is rounded up from 9.5 units per acre to 10 units per acre pursuant to the City of Santa Rosa's Density Bonus Ordinance (Zoning Code 20-31.020) and is therefore at the midpoint of the allowed density range. 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-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.
- LUL-S Develop an attractive, safe, and extensive network for pedestrian and bicyclist movements.
 - LUL-S-3 Link pedestrian and bicycle paths to community destinations (parks, etc.), the surrounding rural countryside trail system, and the downtown area.

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.

Transportation

- T-D Maintain acceptable motor vehicle traffic flows.

T-D-3 Require traffic studies for development projects that may have a substantial impact on the circulation system.

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

Roseland/Sebastopol Road Specific Plan

AH-1 Provide a variety of housing types and densities to support a diverse population.

AH-1.2 Encourage new residential development to include a mix of housing types, such as single-family residences with duplexes and triplexes, townhomes, and apartment units, for all income levels.

AH-1.3 Encourage the development of quality, well-built, attractive market-rate and below- market-rate housing units that contribute to neighborhood character and quality of life.

AH-1.5 Encourage residential development that meets the special needs of population groups including seniors, large and small families, low- and middle-income households, and people of all abilities.

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.

PBN-1.5 Require dedication of right-of-way for improvements and/or expansion of pedestrian and bicycle facilities where insufficient right-of-way currently exists.

PBN-2.2 Implement streetscape improvements resulting in attractive, functional streets with overall enhanced access, lighting, and safety for pedestrians, bicyclists, transit users, and motorists.

Staff Response:

The project furthers a number of goals and policies of the General Plan and the Roseland Area/Sebastopol Road Specific Plan. The subdivision fosters livability by designing the lots to accommodate single-family attached and detached housing and provides diversity within the residential neighborhood. The project is at the midpoint of density and does not require any special accommodation for density.

The project design orients units facing inward toward the development. Overall the project site incorporates small lots that include single-family detached and single-family attached units, while the 64 multi-family units furthers the General Plan and Roseland Area/Sebastopol Road Specific Plan's goals and policies with a variety

of housing types.

The project provides safe and attractive streets including right-of-way dedications, street improvements, and new public and private roads. New Class II bicycle lanes and sidewalk will be provided on Burbank Avenue fronting the site and is incorporated throughout the new internal public roads.

2. Zoning

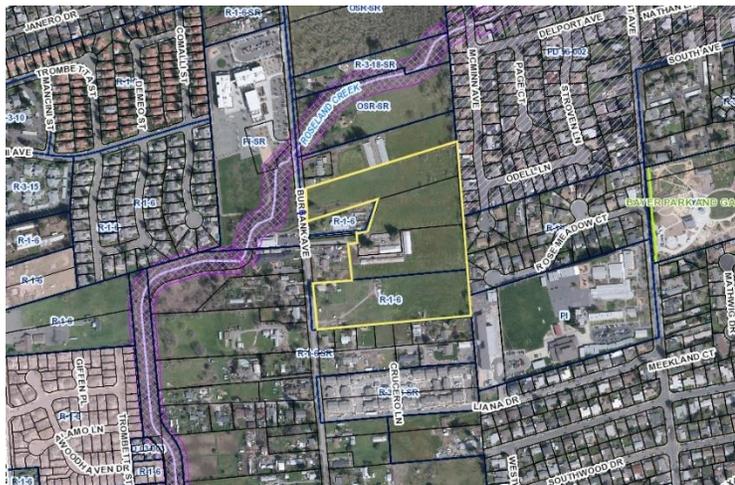
North: (R-1-6-SR) Single-family residential/personal storage

South: (R-1-6-SR) Single-family residential/vacant

East: (PD 96-002/R-1-6/PI) Single-family residential/public school

West: (PI-SR/R-1-6-SR) Roseland School District/single-family residential/assisted living facility

The subject site is within the R-1-6-SR (Single Family Residential-Scenic Road Burbank Avenue) zoning district. The Burbank Avenue Scenic Road requires a 25-foot setback measured from edge of pavement to a two-story or greater structure or element, or one-story structure or element with height over 25 feet. This project proposes a setback greater than 25 feet.



Because the subdivision proposes lot sizes smaller than the base zoning of R-1-6 of 6,000 square-feet, the applicant has requested a Conditional Use Permit for a residential small lot subdivision. However, pursuant to the Resilient City Development Measures found in Zoning Code Section 20-16, small lot residential subdivisions within a Priority Development Area are permitted with ZA approval of a Minor Use Permit (Code section 20-16.060(B)(14)).

3. Neighborhood Comments

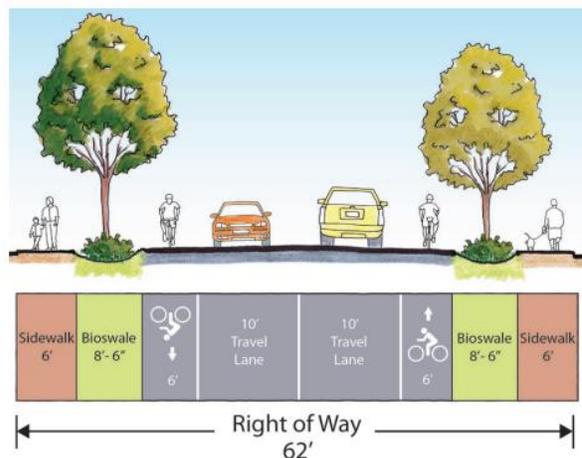
During the Neighborhood Meeting, several members of the public were in attendance. In addition to those in attendance at the Neighborhood Meeting, Staff has received additional Public Comment from surrounding neighbors and property owners with the same concerns. The following Public Comments and concerns were received by Staff:

- The height of the three-story apartment is not cohesive with the existing single-family homes throughout the neighborhood.
- The increase in traffic associated with the new residential units.
- The proposed streets and how they would connect to Crucero Lane in the future.
- The future connection between the new City streets and the existing Crucero Lane appear to run straight through existing private properties.
- The density of the subdivision does not fit into the context of the surrounding single-family residential neighborhoods.
- The duets on the north side of the Project site does not fit into the context of the surrounding single-family residential neighborhoods.
- The lack of parking throughout the existing neighborhood will be negatively impacted by the new subdivision.
- What are the street improvements along Burbank Avenue going to be?
- Concerns over the location of the multi-family units; They should be located centrally instead of fronting Burbank Avenue and abutting existing single-family residential units.

4. Public Improvements/On-Site Improvements

The project will include development of 3.86 acres of Public Right-of-Way. Burbank Avenue will be widened from approximately 50 feet to 62 feet that includes two 10-foot vehicle travel lanes, six-foot wide Class II bicycle lanes, an 8.5-foot bioswale, and a six-foot sidewalk. Additional public improvements include five new public streets providing circulation throughout the site; two of the public streets will take access off of Burbank Avenue; one will provide a future stub to connect to Crucero Lane while the north side would provide access for a future connection for bicycles to a planned Bike Route to the SMART Path.

Southern Section Street Design



Parking and Traffic

Per Zoning Code Section 20-36.040, Table 3-4, detached single-family dwellings on standard lots require four spaces per unit, one of which must be on-site, covered and outside setbacks. The remaining three spaces may be on-site (in the driveway and tandem) or on a public or private street when directly fronting the lot. For single-family dwellings on a flag lot, two spaces per unit, one of which must be

covered both of which must be located outside the required setback area plus two on-site, paved guest spaces located outside the required setbacks and which may be tandem.

Of the 62 single-family detached units, 60 are standard shaped lots, and two are flag lots. The subdivision’s single-family detached units provide two covered spaces per unit, and two spaced for guests, while providing those two spaces outside of the required setback on the flag lots.

Single-family attached and multi-family attached housing parking requirements vary depending on bedroom counts. Attached housing for studio and one-bedroom units require one covered space plus 0.5 visitor spaces per unit while attached housing with two (2) or more bedrooms require one (1) covered space plus 1.5 visitor spaces per unit. Both scenarios allow visitor spaces to be in tandem with spaces for the unit, or on street abutting the property.

The 12 duet units provide four spaces per unit via a two-car garage and two spaces in front of the garages. The apartment counts include 17 one-bedroom dwelling units and 47 units with two or more bedrooms. The one-bedroom units require 17 covered spaces and nine visitor spaces while the two or more-bedroom units require 47 covered spaces and 70 visitor spaces. The project includes 68 covered spaces, 28 tandem spaces, 44 open spaces, and 26 on-street parking spaces. Overall the project has 13 excess parking spaces.

Table 10 – Parking Analysis Summary				
Land Use	Units	Supply (spaces)	City Requirements	
			Rate	Spaces Required
1 bdr Apartment	17 du	64 covered sp 32 tandem sp	1.0 covered sp/unit 0.5 visitor sp/unit	17 covered sp 9 visitor sp
2+ bdr Apartment	47 du	58 open sp	1.0 covered sp/unit 1.5 visitor sp/unit	47 covered sp 70 visitor sp
Duplex	12 du	24 covered sp 24 tandem sp	1.0 covered sp/unit 1.5 visitor sp/unit	12 covered sp 18 visitor sp
Detached Single-Family Dwelling	62 du	124 covered sp 124 tandem sp	1 covered sp/unit 3 additional sp/unit	62 covered sp 186 other sp
Total		450		421

Notes: du = dwelling unit; bdr = bedrooms; sp = space

Finding – The proposed parking supply for the project would be adequate to meet the City’s parking requirements.

The Project includes a Traffic Impact Study (Traffic Study) prepared by W-Trans, dated December 11, 2019. The Study indicates that, “Two of the study intersections are expected to continue operating acceptable overall during both peak hours upon the addition of project-related traffic to Baseline volumes. However, the operation at Hearn

Avenue and Burbank Avenue would drop from Level of Service (LOS) D to E during the a.m. peak hour.” As identified in the City of Santa Rosa’s Traffic Impact Study Guidelines interpretation of General Plan Section 5.8, Policy T-D-2, when an intersection LOS changes from a D to an E or F, and has a larger than five second delay, a traffic signal is required. Because of the impact to the LOS at Hearn Avenue and Burbank Avenue, City Traffic Engineering has worked with the applicant team to pay a fair share contribution of \$96,000 towards a traffic signal at the affected intersection.

FINDINGS REQUIRED FOR TENTATIVE MAP

Decisions on Tentative Maps are based on the four discretionary standards found in City Code Section 19-24.080(A-D). Applicable Tentative Map standards followed by a staff analysis of the project’s compliance with the standards is as follows:

- A. That the proposed map is consistent with the general plan and any applicable specific plans as specified in Government Code Sections 65451 and 66474.5.

Staff Response: The project site is located in an area designated by the General Plan Land Use Diagram as Medium-Low Density Residential, which allows residential development at a density of 8-13 units per acre. The project is proposed at a density of 10 units per acre. The project is within the Roseland/Sebastopol Road Specific Plan, which allows the same density and allows small lots as an alternative to attain more affordable housing within the City of Santa Rosa;

- B. That the proposed subdivision meets the housing needs of the City and that the public service needs of the subdivision’s residents are within the available fiscal and environmental resources of the City.

Staff Response: The project provides a mix of housing options including affordable and market rate units within the Roseland/Sebastopol Road Priority Development Area. City Staff has reviewed the project plans and determined that there is adequate water and sewer capacity. The site will be developed in compliance with the City’s Standard Urban Stormwater Mitigation Plan (SUSMP);

- C. That the design of the proposed subdivision has, to the extent feasible, provided for future passive or natural heating or cooling opportunities.

Staff Response: All structures have been designed with sufficient windows to allow the inflow of sunlight for natural heating, and trees have been thoughtfully placed throughout the subdivision providing shade for cooling opportunities. The single-family attached and detached units provide adequate yard space to allow future residents to build shade structures or additional trees in the rear yards, while also providing overhangs over doors to ease the amount heat entering each unit. The multi-family apartments incorporate semi-private open space with a roof covering the area located on the units. The multi-family units include a courtyard

with natural shading from vegetation while also providing open outdoor space to provide an outdoor area with direct sunlight in the cooler months. The site will also comply with all Building Code Standards, including CalGreen, which requires energy efficient construction materials; and

- D. That the proposed subdivision would not discharge waste into the City's sewer system that would result in violation of the requirements prescribed by the California Regional Water Quality Control Board. (Ord. 3396 § 1, 1998; Ord. 2622 § 1, 1987)

Staff Response: The project has been reviewed by City Staff and was found to be in compliance with all City Utilities and Infrastructure.

ENVIRONMENTAL IMPACT

The proposed project has been reviewed in compliance with the California Environmental Quality Act (CEQA). The project is statutorily exempt from CEQA pursuant to Government Code Section 65457 and implemented in CEQA Guidelines Section 15182(a)(c) in that the project would develop a residential land use that is undertaken to implement, and is consistent with, the Roseland Area/Sebastopol Road Specific Plan. The EIR prepared for the Specific Plan was certified by the City Council in 2016 and no events subsequent to certification have required a supplemental EIR pursuant to Public Resources Code section 21166.

The Project also qualifies for an exemption pursuant to CEQA Guidelines section 15183 in that the project is consistent with the City's General Plan for which an EIR was prepared and certified by the Council on November 3, 2009, As evidenced by the Burbank Avenue Subdivision Consistency Determination Memorandum prepared for the project by FirstCarbon Solutions, dated December 18, 2019, which determines that the project does not contain conditions, nor would it result in effects that:

- Are peculiar to the project or the parcel on which the project would be located,
- Were not analyzed as significant effects in the General Plan EIR
- Are potentially significant off-site impacts and cumulative impacts which were not discussed in the prior EIR prepared for the general plan or
- Are previously identified significant effects which, as a result of substantial new information which was not known at the time the EIR was certified, are determined to have a more severe adverse impact than discussed in the prior EIR.

BOARD/COMMISSION/COMMITTEE REVIEW AND RECOMMENDATIONS

On November 7, 2019, the project was reviewed as a Concept Item by the Design Review Board (DRB). The DRB had the following comments/recommendations:

- Consider redesigning the + pattern on the multi-family apartment complex.
- The multi-family residential building's color is dark. Consider using a color scheme more similar to the proposed single-family units.

- Maximize the gathering areas and further develop the courtyard renderings to utilize a diverse array of amenities.
- Consider different street trees more in tune with the surrounding neighborhood and native to Santa Rosa.
- Consider lowering the apartment building to two stories.
- Provide greater screening between the north and south property lines to screen the existing single-family residential units.
- Consider horizontal massing.
- Consider alternatives to the site's perimeter fencing.
- Consider incorporating sound dampening technologies.

A Special Zoning Administrator Meeting for this project will be held for the Minor Design Review and Minor Conditional Use Permit for this project (CUP19-095 and DR19-054) on January 22, 2020. The Planning Commission will be forwarded any approval/denial or continuance made by the Zoning Administrator.

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. 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.

ATTACHMENTS

- Attachment 1 – Disclosure Form
- Attachment 2 – Amended Project Narrative received on January 9, 2020
- Attachment 3 – Tentative Map received January 9, 2020
- Attachment 4 – School Access Exhibit received December 24, 2019
- Attachment 5 – Setback Exhibit, received January 6, 2020
- Attachment 6 – Landscape Plans received December 9, 2019
- Attachment 7 – Architectural Plans received December 9, 2019 (For Reference Only)
- Attachment 8 – Multifamily Architectural Plans received December 9, 2019 (For Reference Only)
- Attachment 9 – Roseland Area Sebastopol Road Specific Plan Consistency Determination
- Attachment 10 – Burbank Avenue Subdivision Consistency Memo with EIR
- Attachment 11 – Final Traffic Impact Study dated December 11, 2019
- Attachment 12 – Biological Resources Assessment dated December 2019

Attachment 13 – Wetland Delineation Report dated August 6, 2018

Attachment 14 – Noise Impact Analysis Report dated December 18, 2019

Attachment 15 – Air Quality and Greenhouse Gas Emissions Analysis Report dated December 18, 2019

Attachment 16 – Public Correspondence

Resolution

Exhibit A – DAC Report dated January 9, 2020

CONTACT

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