

**SANTA ROSA  
DESIGN REVIEW BOARD/CULTURAL HERITAGE BOARD  
SPECIAL JOINT MEETING MINUTES  
CITY HALL, 100 SANTA ROSA AVENUE  
OCTOBER 6, 2016**

**5 P.M. (CITY COUNCIL CHAMBERS)**

**1. CALL TO ORDER AND ROLL CALL**

Chair Burch called the meeting to order at 5:01 p.m.

Design Review Board Members Present: Burch, Hedgpeth, Anderson, Grogan, Kincaid, Sunderlage. Absent: Zucco

Cultural Heritage Board Members Present:

**2. BOARD BUSINESS – Statement of Purpose**

**3. PUBLIC APPEARANCES - None**

**4. STATEMENTS OF ABSTENTION BY BOARD MEMBERS**

**5. SCHEDULED ITEMS**

**5.1 PRESENTATION – OVERVIEW OF MEASURES “O” AND “N”**

Director of Transportation & Public Works Jason Nutt gave a presentation. Measure O update minimum funding for police, fire, and gang prevention service spending to today's spending levels. Measure N continues existing, voter-approved local sales tax funding to protect our quality of life services – including streets, parks, youth and senior programs, and public safety services.

**5.2 PRELIMINARY DESIGN REVIEW – DETURK WINERY VILLAGE  
8 W 9<sup>TH</sup> ST/806 DONAHUE ST – FILE NO. PRJ16-012**

BACKGROUND: This project proposes to construct a mixed use campus consisting of 185 attached residential units, 15 of which shall be designated for very-low income occupants. The project will retain 20,000 square feet of existing commercial space. The project also includes a restoration component for the existing historic structures.

- City Planner Susie Murray gave the staff report.
- Applicant Rick Deringer gave a presentation.
- Architect Kevin O'Malley gave a presentation.
- Landscape Architect Paul Harris gave a presentation.
- Chair Burch opened the public hearing:
- Carol Dean opposed the project, and asked why a station area plan was adopted, and meetings attended by neighbors, when the plan will not be adhered to. She expressed concern regarding parking impacts.
- Gina Stateler-Calhoun - Opposed the project, adding that trees and historic buildings will be torn down. The proposed colors do not relate to Santa Rosa.

# DRAFT

- Susan Hayes – West End Neighbor – asked that a meeting be held with the neighbors regarding parking.
- Seeing no one else step forward to speak, Chair Burch closed the public hearing.

Following Design Review Board discussion, it was MOVED by Board Member Kincaid to waive reading of the text and adopt:

**RESOLUTION ENTITLED:** RESOLUTION OF THE DESIGN REVIEW BOARD OF THE CITY OF SANTA ROSA GRANTING PRELIMINARY DESIGN REVIEW APPROVAL FOR DETURK WINERY VILLAGE LOCATED AT 806 DONAHUE STREET AND 8 W 9<sup>TH</sup> STREET, APNS: 010-091-001 AND 010-091-007, FILE N O. PRJ16-012

Due to lack of a second, the Motion failed.

Following Design Review Board discussion, it was MOVED by Board Member Sunderlage, seconded by Board Member Grogan, and CARRIED (Design Review Board: 5-1-1, Board Member Hedgpeth voting No, Board Member Zucco absent) and (Cultural Heritage Board: 5-2, Board Members De Shazo and Murphy absent) to continue Item 5.2 to a date uncertain, when a complete set of drawings, including landscape plans, lighting specifications, and other required materials are submitted for review.

#### Cultural Heritage Board:

Board Member Garrett made a friendly amendment to add that the applicant show detail how the freestanding historic wall will be braced, and a program showing maintenance for the wall. Provide a sample of proposed brick at the next meeting. Consider reducing the height of the building along Donahue Street.

The friendly amendment was accepted.

Board Member Purser made a friendly amendment that the applicant revisit the industrial style to reflect existing industrial buildings in Santa Rosa.

The friendly amendment was accepted.

#### Design Review Board

Board Member Kincaid made friendly amendments for the applicant to:

- Add the square footage of the units, either by unit or in a chart.
- Consider changing the elevations of the east & west on building B to add either more clear story windows or break up the massing.
- Designate all trash areas and show any exterior any enclosures areas on the elevations.

The friendly amendment was accepted.

# DRAFT

Board Member Grogan made a friendly amendment that the landscape team increase the effort into providing ample root space for large scale trees that will provide the buffer on the west street side of the building, that the park is not providing. Consider exploring technology such as silva cells, which are underground root volume devices.

The friendly amendment was accepted

Board Member Anderson made friendly amendments:

- Broaden the interpretation of learning from industrial patterns – color accents such as the bright green doors.
- Add second stairway/exit to building B.
- Provide access to air and daylight to the front bedrooms in building A.
- Anticipate impacts of the structure on the parking level, and how that affects the parking count. Articulate the structure in the basement parking area.
- Revisit landscape areas from a social point of view and how they can be further developed.
- Address unresolved building code issue (i.e. second exits, light & air for living space units on 4<sup>th</sup> floor units on Donahue Street side of the building.
- Consider reducing in the height along Donahue Street in consideration of neighborhood context

The friendly amendments were accepted.

Following Design Review Board discussion, it was MOVED by Board Member Sunderlage, seconded by Board Member Grogan, and CARRIED (Design Review Board: 5-1-1, Board Member Hedgpeth voting No, Board Member Zucco absent) and (Cultural Heritage Board: 5-2, Board Members De Shazo and Murphy absent) to continue Item 5.2 to a date uncertain, with the following conditions:

1. The applicant shall submit and provide material board, lighting specifications, and more complete landscape plans.
2. Provide a detail drawing for freestanding wall, including dimensions.
3. Provide samples of the proposed brick.
4. Consider reducing in the height along Donahue Street in consideration of neighborhood context. Revisit the industrial style to include differentiation between old and new (i.e., consider brightly colored accents.)
5. Revisit the industrial style and consider other elements from the geographic area.
6. Add unit square footage to the plans.
7. Consider changing the elevations on the east & west elevations on Building B to add more windows or clear story to break up massing.
8. Show any trash enclosures on the exterior of the building and provide plan view and elevation.
9. The landscape team should consider providing ample root space along west side to provide a buffer beyond the park.
10. Address unresolved building code issues (i.e. second exits, and light and air for living spaces in the units.
11. Articulate structural issues with building (i.e. supports in the parking area.)
12. Landscaping can be further developed in a social context (e.g., private and public spaces.)

# DRAFT

13. Concerning access issues along the 4<sup>th</sup> floor units on Donahue Street, consider the context of Cultural Heritage Board concerns in terms of building height.

(The Design Review Board left the meeting at this time.)

Following Cultural Heritage Board discussion, it was MOVED by Board Member Debacker, Seconded by Board Member Garrett, and CARRIED (5-0-2) (Board Members De Shazo and Murphey absent) to Continue Item No. 5.2 to a date uncertain, to review the project, and that the project include specific responses to the character-defining elements of the West End district, and that the industrial design be based on the industrial period of significance for the district.

6. **ADJOURNMENT OF MEETING** – Vice Chair Purser adjourned the meeting at 8:37 p.m. to the next regularly scheduled meeting of October 20, 2016.

PREPARED BY:

---

Patti Pacheco Gregg, Recording Secretary

ATTEST:

---

Bill Rose, Executive Secretary

APPROVED:

---

Chair, Michael Burch

---

Patrick Streeter, Executive Secretary

---

Vice Chair, Margaret Purser

CITY OF SANTA ROSA  
 PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT  
 STAFF REPORT FOR THE JOINT HEARING OF  
 THE DESIGN REVIEW BOARD AND CULTURAL HERITAGE BOARD

**OCTOBER 6, 2016**

**PROJECT TITLE**

DeTurk Winery Village

**APPLICANT**Richard Deringer for Odyssey  
Development Company**ADDRESS/LOCATION**806 Donahue Street and 8 W. 9<sup>th</sup> Street  
Santa Rosa, Ca. 95401**PROPERTY OWNER**

Railroad Square Village, LLC

**ASSESSOR'S PARCEL NUMBER**

010-091-001 &amp; 010-091-007

**FILE NUMBER**

PRJ16-012

**APPLICATION DATE**

May 24, 2016

**APPLICATION COMPLETION DATE**

May 24, 2016

**REQUESTED ENTITLEMENTS**Preliminary Design Review and  
Landmark Alteration**FURTHER ACTIONS REQUIRED**Final Design Review – To be considered  
by the Design Review BoardDensity Bonus – To be considered by the  
Planning CommissionVacation of Right-of-way – Planning  
Commission and City Council**PROJECT SITE ZONING**TV-R-H-SA (Transit Village Residential  
within both the Historic and Station Area  
combining districts)**GENERAL PLAN DESIGNATION**

Transit Village Medium

**PROJECT PLANNER**

Susie Murray

**RECOMMENDATION**Approve the Landmark Alteration and  
Grant Preliminary Design Review

Joint meeting of the Design Review Board and Cultural Heritage on October 6, 2016

CITY OF SANTA ROSA  
DESIGN REVIEW BOARD AND CULTURAL HERITAGE BOARD

TO: CHAIRS BURCH AND DE SHAZO AND RESPECTIVE BOARD MEMBERS  
FROM: SUSIE MURRAY, CITY PLANNER  
PLANNING AND ECONOMIC DEVELOPMENT  
SUBJECT: DETURK WINERY VILLAGE  
AGENDA ACTION: TWO RESOLUTIONS

---

RECOMMENDATION

It is recommended by the Planning and Economic Development Department that the Cultural Heritage Board approve a Landmark Alteration and that both the Design Review Board and Cultural Heritage Board jointly grant Preliminary Design Review for DeTurk Winery Village.

---

EXECUTIVE SUMMARY

DeTurk Winery Village is a proposal to develop a 3.45-acre area with a mixed use development that includes 185 residential apartment (rental) units, 15 of which will be designated for very low income occupants for a period of 55 years. The proposed development will also retain approximately 20,000 square feet of existing commercial space.

The site is located within the West End Preservation District and is currently developed with the historic DeTurk Winery complex made up the Winery and U.S. Bonded Warehouse. The Deturk Winery Village campus proposes to preserve and incorporate the historic structures in the 5-building campus. The structures will range in height from 35' to 41' tall.

In addition to the Landmark Alteration (LMA) and Design Review (DR) applications being reviewed by the Cultural Heritage Board (CHB) and Design Review Board (DRB), the project includes a Density Bonus and Vacation of Public Right-of-way which will be considered by the Planning Commission and the City Council, respectively. The LMA and DR resolutions have been conditioned appropriately to require the approval of additional entitlements.

## BACKGROUND

### 1. Project Description

The project involves the development of a mixed use campus on 3.45 acres located within the boundaries of the Downtown Station Area Specific Plan (DSASP). The site is bordered by the Sonoma-Marín Area Rail Transit (SMART) tracks to the east, W. 8<sup>th</sup> Street to the south, Donahue Street to the west, and W. 9<sup>th</sup> Street to the north. The project site consists of two privately owned parcels totaling 3.01 acres plus 18,725 square feet of public right-of-way which the developer has requested be vacated. The site is currently developed with the historic DeTurk Winery complex comprised of several buildings including the historic winery and warehouse buildings, and a cement block building. As discussed in an historic evaluation, prepared by Susan Clark, M.A., Architectural Historian, dated September 2016, the cement block building is not historically significant.

The campus will be comprised of five buildings:

Building A: 61 Residential units (four floors)

Building B: 16 Units (three floors)

Building C: 15 Units (four floors)

Building D: 93 Units (four floors)

Building E: Approximately 20,000 Square feet of commercial space, currently a gym (one floor, 31 feet tall)

### 2. Surrounding Land Uses

North: Transit Village Medium (25-40 units per acre)

South: Transit Village Medium

East: Transit Village Medium and directly adjacent to the SMART rail tracks

West: Low Density Residential (2-8 units per acre) and Parks & Recreation

DeTurk Winery Village is located in the West End Preservation District. The project site is bordered to the east by the SMART tracks and, just beyond the tracks, the recently approved Pullman Lofts site.

The site is bordered to the west by Donahue Street, with the DeTurk Round Barn, a DeTurk Park and three residential lots directly across the street.

The site is bordered to the north by W. 9<sup>th</sup> Street and to the south by W. 8<sup>th</sup> Street, both of which provide a mix of commercial uses in the project vicinity.

### 3. Existing Land Use – Project Site

The project site is located along the east side of Donahue Street, and spans the distance between W. 8<sup>th</sup> Street and W. 9<sup>th</sup> Street. It is currently developed with several buildings including the historic DeTurk Winery and the affiliated U.S.

Bonded Warehouse, all of which are discussed in detail in the historic evaluation prepared by Susan Clark, M.A., Architectural Historian, dated September 2016.

4. Project History

January 2008 – A 73-unit condominium and townhouse project was approved. The entitlement package is still active and is currently under staff review for a 12-month time extension.

October 9, 2010 – The City Council adopted Resolution No. 26950 changing the land use designation to Transit Village Medium (25-40 units per acre).

August 31, 2010 – The City Council adopted Ordinance No. 3951 reclassifying the properties within the boundaries of the DSASP. The project site was reclassified to TV-R-H-SA (Transit Village Residential, within both the Historic and Station Area combining districts).

November 5, 2015 – The first of two Joint Concept Design Review meetings was held before the Design Review Board (DRB) and Cultural Heritage Board (CHB).

February 24, 2016 – A neighborhood meeting was held at the DeTurk Round Barn to introduce the new DeTurk Winery Village project. Approximately 20 neighbors attended.

March 3, 2016 – The second Joint Concept Design Review meeting was held before the DRB and CHB.

April 19, 2016 – The City Council adopted Resolution No. 28768 stating its Intention to Consider Vacation of Public Right-of-way for a 18,725 square foot area along the east side of Donahue Street, between W. 8<sup>th</sup> Street and W. 9<sup>th</sup> Street for DeTurk Winery Village.

May 24, 2016 – The project applications were submitted to Planning and Economic Development.

August 11, 2016 – In response to the Issues Letter dated June 21, 2016, the applicant submitted a revised set of plans.

PRIOR CITY COUNCIL REVIEW

On April 19, 2016, the City Council adopted Resolution No. 28768, an Intent to Consider Vacation of Public Right-of-way for 18,725 square feet along the east side of Donahue Street for the DeTurk Winery Village project.

When the Landmark Alteration is approved, and the Preliminary/Final Design Review are granted, the project will be required to go before the Planning Commission for consideration of the Density Bonus and Vacation of Public Right-of-way components. If approved, the project will then be required to go before the City Council for consideration of the Vacation of Public Right-of-way which would be the final discretionary review/approval.



## ANALYSIS

### 1. General Plan

The General Plan land use designation for the site is Transit Village Medium which allows a density of 25-40 units per acre. This designation is intended to accommodate mixed-use development within one-half mile of the SMART station. Residential uses are required and ground floor commercial uses are encouraged.

The following General Plan goals and policies are applicable to the project:

- LUL-A Foster a compact rather than a scattered development pattern in order to reduce travel, energy, land, and material consumption while promoting greenhouse gas emission reductions citywide.
- LUL-F Maintain a diversity of neighborhoods and varied housing stock to satisfy a wide range of needs.
- LUL-G Promote mixed use sites.
- LUL-L Ensure land uses that promote use of transit.
- UD-A Preserve and enhance Santa Rosa's scenic character including its distinctive districts.
- 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.
- H-A Meet the housing needs of all Santa Rosa residents.
- H-A-2 Pursue the goal of meeting Santa Rosa's housing needs through increased densities, when consistent with preservation of existing neighborhoods. Higher density sites are illustrated on the General Plan Land Use Diagram, which will allow the development of dwellings for 210 very low income households annually. Proposals for new higher density sites must be designed in context with existing, surrounding neighborhoods.
- H-C Expand the supply of housing available to lower income households.
- H-D-11 Continue to provide funding and offer incentives such as density bonuses, reduced parking requirements, design flexibility, and deferred development fees.
- H-F-4 Continue to implement the City's Density Bonus Ordinance, consistent with State Law.
- T-B Provide a safe, efficient, free-flowing circulation system.
- HP-B Preserve Santa Rosa's historic structures and neighborhoods.

- HP-B-1 Ensure that alterations to historic buildings and their surrounding settings are compatible with the character of the structure and the neighborhood. Ensure that rehabilitation projects follow the Secretary of Interior's Standards for Rehabilitation to a reasonable extent, taking into consideration economic feasibility.
- NS-B-1 Do not locate noise-sensitive uses in proximity to major noise sources, except residential is allowed near rail to promote future ridership.
- NS-F-1 Require remediation and cleanup in identified areas where hazardous materials have impacted soil or groundwater.

Staff response: The General Plan land use designation of Transit Village Medium was implemented to allow higher density residential projects in proximity to the SMART station. The proposed project includes a Density Bonus which allows development at densities higher than allowed by the General Plan in return for affordable units.

DeTurk Winery Village is a proposal to construct a 185-unit residential mixed-use development at a density of 53 units per acre. Pursuant to General Plan Policy H-F-4 (shown above), the project is consistent with both the City's and the State's Density Bonus regulations (Government Code Section 65915). The project has designated 15 units (11 percent of the maximum allowable density) for very low income residents and, as such, qualifies for a 35 percent density increase. In order to achieve this number of units, the project will require the Planning Commission's approval of a Density Bonus and the City Council's approval of a Vacation of Public Right-of-way for 18,725 square feet along the east side of Donahue Street, between W. 8<sup>th</sup> Street and W. 9<sup>th</sup> Street. Conditions requiring those two entitlements have been added to the Conditions of Approval for both the Preliminary Design Review and the Landmark Alteration Permit.

The project site is located within the West End Preservation District, which is made up predominantly of smaller single-family residences west of the project site. The DeTurk Winery Village site is separated from the residential portion of the neighborhood to the west by the DeTurk Round Barn and a park.

The General Plan directs us not to locate noise-sensitive uses in proximity to major noise sources. Developments proximate to the tracks are the exception as provided in General Plan Policy NS-F-1.

2. Downtown Station Area Specific Plan

The DSASP is the result of a community based vision for downtown Santa Rosa. It is centered around the SMART station and defines the framework for development. There are several goals and policies that overlap with the General Plan goals and policies discussed above. To avoid duplication, the goals and policies shown below represent those that were not discussed in the previous section.

- LUL-E Promote livable neighborhoods. Ensure that everyday shopping, park and recreation facilities, and schools are within easy walking

distance.

- SP-LU-2.1 Provide a variety of housing types and densities in the Specific Plan Area.
- SP-LU-2.3 Utilize existing City programs and policies to encourage and facilitate development of affordable housing within the Specific Plan Area.
- SP-LU-5.1 New development shall be designed to reinforce and enhance the distinctive and unique qualities of the Sub-Area it is located within.
- SP-LU-5.5 Infill development in the residential and historic sub-areas should incorporate and reflect character defining elements of the area as identified by the City's Cultural Heritage Board and follow the design guidelines outlined in the City's Processing Review Procedures for Historic Properties.
- SP-LU-6 Encourage development projects that will improve the quality of life in the Specific Plan Area and draw new residents into the core of Santa Rosa.
- SP-T-4.1 Ensure that parking requirements in the Specific Plan Area stimulate transit-oriented development by supporting and encouraging shared parking where possible and by allowing reductions to on-site parking requirements when supported by a parking study.
- SP-T-4.2 New on-street parking spaces created as part of a new development project may be counted towards meeting the project's overall parking requirement.
- SP-T-4.5 The largest mixed-use projects should be given incentives to provide additional shared parking spaces that benefit the surrounding area.
- SP-T-4.9 Monitor parking demand over time, particularly in locations where Specific Plan Sub-Areas and adjacent residential neighborhoods interface, including the West End Neighborhood.
- SP-T-4.11 Allow private residential development projects to provide "unbundled" parking, defined in the Zoning Code as parking spaces that are separated from the cost of housing, meaning that residents with no vehicles would realize a cost savings by not leasing a parking space. Correspondingly, residents may pay more to lease more than one parking space.

Staff response: The subject site is currently developed with several historic and non-historic structures, as determined in the Historic Evaluation, prepared by Susan Clark, M.A., Architectural Historian, dated September 2016, referenced throughout this report. The project is proposing 185 for rent residential units, 15 of which will be designated for very low income occupants, defined as a household whose income does not exceed 80 percent of the area median income for Sonoma County, as published and periodically updated by the State Department of Housing and Community Development pursuant to Section

50079.5 of the California [Health and Safety Code](#). The project will also retain approximately 20,000 square feet of existing commercial space and provide 175 parking spaces, of which 45 will be on-street and 132 will be off-street.

As discussed in the General Plan discussion of this report, the project includes a Density Bonus which will increase the density to 53 units per acre. The project also offers a mix of housing types including both apartments and townhouses, both available with 1- and 2-bedroom floor plans. The exterior materials include cementitious, metal, and brick siding and have been selected at the direction of both the DRB and CHB, intended to celebrate the industrial history of the site. Refer to the Historic Preservation Review Standards of this report for more discussion.

The commercial area, located on the ground floor, currently operates as a gym. The gym will continue to operate under this proposal and will be open to the public.

There are several goals and policies relating to parking. The project meets parking requirements. In addition to the parking spaces provided, the applicant will provide the following incentives to residents:

- Providing unbundled parking spaces, defined as spaces that are separated from the cost of housing, so that residents with no vehicles would realize a cost savings by not leasing a parking space. Correspondingly, residents may pay more to lease more than one parking space.
- Provide four community cars which can be used at no cost for residents.
- Stripe 45 diagonal public parking spaces along the west side of Donahue Street. These parking spaces will be limited to 2-hour parking Monday through Friday, 8:00 am to 6:00 pm, which will be enforced by the City. The spaces will be available during night time and weekends for unrestricted periods of time.

### 3. Zoning

North: TV-R-SA-LIL (Transit Village Residential, within the Station Area and Limited Light Industrial combining districts)  
South: TV-R-H-SA (Transit Village Residential, within the Historic and Station Area combining districts)  
East: TV-R-SA (Transit Village Residential, within the Station Area combining district)  
West: R-2-H (Medium Density Multi-family Residential, within the Historic combining district) and OSR-H (Open Space – Recreation, within the Historic combining district)

The subject site is located within the TV-R-H-SA zoning district. This zoning district is applied to areas within approximately one-half mile of the transit facility that are appropriate for mixed use projects.

### **Entitlements and Review Process**

Pursuant to Zoning Code Section 20-58.060(C)(3), Design Review is required for any project greater than 5,000 square feet within the -H combining district. The review process for these two entitlements is as follows:

- Preliminary Design Review for a project that is subject to this Subsection will be conducted in a joint meeting of the DRB and CHB.
- Final Design Review. Final Design Review will be by the DRB, in compliance with Section 20-52.030 (Design Review).

When considering a Landmark Alteration, the review authority should consider the following criteria:

- Are the changes consistent with the original architectural style and details of the existing building?
- Are the changes compatible adjacent or nearby landmark structures or preservation district structures?
- Are the colors, textures, materials, fenestration, decorative features and details consistent/compatible with the time period of the building's construction, and/or adjacent structures?
- Will the proposed change destroy or adversely affect important architectural features?
- Is the proposal in compliance with the Secretary of the Interior Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings (1983 Revision).

Staff response: As stated in the Department of Parks and Recreation Primary Record (attached), the subject site is currently developed with the historic DeTurk Winery complex consisting of the former 3-section winery buildings and U.S. Bonded Warehouse. At the direction of the both the DRB and CHB during the most recent Concept Design Review meeting, the design and materials proposed for the DeTurk Winery Village were influenced by historic photographs of Santa Rosa. The historic evaluation, prepared by Susan Clark, dated September 2016, found that the proposed apartment buildings are compatible with the historic winery in terms of scale, materials, height, and setbacks. Clark's report further finds that the DeTurk Park and DeTurk Round Barn located across Donahue Street provide an adequate buffer between the residential neighborhood and the project site. Refer to the Historic Preservation Review Section for more discussion regarding the historic analysis.

The project includes a restoration component and will restore the street facing facades of the brick buildings. Clark's report concluded that the project meets the requirement of the Secretary of the Interior's Standards.

### **Development Standards**

The Zoning Code establishes development standards for properties located within the TV-R zoning districts. The following discussion explains how these requirements have been addressed in the DeTurk Winery Village project:

Setbacks

There are no required setbacks in this zoning district unless specified by the review authority. Table 2-19 requires that at least 60% of the street frontage along W. 9<sup>th</sup> Street be located on the property line. During the Concept Design Review meeting, the applicant was directed to separate the new apartment building (Building D) from the existing brick structure. The historic evaluation prepared by Susan Clark states that “space has been left between the old and new building so that key features, such as the round windows, are clearly visible from the street.

Building Height

Table 2-5 of the Zoning Code provides that the maximum allowable height for a building within the TV-R zoning district is four stories, except for properties that abut residential and historic residential uses and zoning districts, where the maximum height shall transition down to three stories adjacent to the residential property. Table 2-19 limits the building height along W. 9<sup>th</sup> to three stories.

Zoning Code Section 20-28.040 provides development standards for combining districts. Building height for structures within the -H combining district are generally limited to 35’ tall, and structures within the -SA combining district, shown in Table 2-20, are required to be between 35’-45’ tall. In the event of any conflict, as is the case here, the standards of the -H combining district shall apply.

Zoning Code section 20-28.040(E)(3)(c) allows the review authority to approve an increase in height provided that the review authority finds first that the increased height does not detract from the character of the preservation district or any adjacent contributing properties. The review authority may require conditions of approval that pertain to architectural design and amenities so as to preserve residential privacy.

Table

Staff response: The purpose of the height limits within the -H combining district is to preserve and enhance the neighborhood character within preservation districts. The tallest point of the structures proposed as part of this project is 41 feet. One of the design features includes an open balcony on 4<sup>th</sup> floor units facing Donahue Street which provides visual relief to allow the building to appear to transition from three- to four-stories stepping away from Donahue Street.

The Historical Evaluation, prepared by Susan Clark, dated September 2016, states that the proposed height is similar to the historic winery building, and space has been left between the old and new structures so that key features of the historic structures remain clearly visible from the street. The report concludes that, in terms of height, the proposed apartment buildings are compatible with the

historic winery.

The project includes a Density Bonus which, pursuant to both Zoning Code Section 20-31.080(A), because this housing developer is electing to construct units for very-low income occupants, the project is entitled to two concessions. Pursuant to the State of California density bonus regulations (Gov Code § 65915 et seq), the same proposal is entitled up to two concessions. The applicant is requesting one concession pertaining to the height of the building.

Zoning Code Section 20-31.080(B) requires the City to grant the concession requested by the applicant unless the City can make a written finding, based on substantial evidence, of any other following:

- The concession is not required in order to provide for affordable housing costs or affordable rents.
- The incentive or concession would have a specific adverse impact, as defined in paragraph (2) of subdivision (d) of Section 65589.5 of the California [Government Code](#), upon public health and safety or physical environment or any real property that is listed in the California Register of Historical Resources and for which the City determines there is no feasible method to satisfactorily mitigate or avoid the specific adverse impact without rendering the development unaffordable to low and moderate income households.
- The incentive or concession would be contrary to State or Federal law.

The Planning Commission will act on the requested Density Bonus. Any comments received from the Boards pertaining to the height of the building will be provided for the Commissioners' review.

### Parking

Parking requirements have been calculated using a hybrid of City and State regulations. In total, DeTurk Winery Village must provide 170 spaces, broken down as follows:

- Through a request for Density Bonus, the 185-unit project will designate 15 units for very-low income occupants. Pursuant to State Law (Gov Code §65915(p)(2)), the required parking for the residential portion of this project is 0.5 spaces per bedroom, totaling 128 spaces. These spaces are provided in off-street locations.
- The project includes approximately 20,000 square feet of commercial space. West End Fitness & Sport Center currently operates within that space. An 18% parking reduction was previously granted for the gym reducing the parking requirement to 17 spaces (reference CUP13-049, attached). At the time of approval, West End Fitness & Sport Center occupied 12,500 square feet.
- Zoning Code Section 20-36 (Table 3-4) requires non-residential uses within the Railroad Corridor Sub-Area to provide one parking space for every 300 square feet of operating space. This standard was applied to

the remaining 7,500 square feet of commercial space requiring another 25 parking spaces.

Staff response: The project provides 174 parking spaces which meets the parking requirements as shown above. As shown in the table below, there are 132 off-street spaces which will be designated solely for residential uses. There are 42 on-street spaces, 10 more than currently available, which will be designated for public use including gym members.

Land Use	Required by	Required Spaces	Available Spaces	Location of Spaces
Residential	Gov Code §65915(p)(2)	128	132	Off-street (101 in Building D; 18 Building C; and 13 in the surface lot)
Existing Gym (12,500 SF)	CUP13-049	17	17	On-street
Existing Gym (7,500 SF)	Zoning Code Table 3-4	25	25	On-street

Zoning Code Section 20-36.050(C)(4)(c) encourages alternative solutions to meeting parking requirements for development within the DSASP boundary. The project also incorporates the following alternative measures which are intended to reduce parking demand:

- There will be four community vehicles available for residential occupants of DeTurk Winery Village. There will be no charge to residents for the use of these vehicles. They will be parked in the off-street residential spaces.
- Parking spaces will be unbundled from residential units. Unbundled parking spaces are spaces that are separated from the cost of housing, meaning that residents with no vehicles would realize a cost savings by not leasing a parking space.
- There are 42 parking spaces along the east side of Donahue Street. These space are within the project boundary and meet the City's parking requirement. The applicant will provide a public access easement over this area and all 42 spaces will be available to the public on a first come, first serve basis. These spaces will be restricted to 2-hour parking Monday through Friday, 8:00 a.m. to 6:00 p.m., and will have unrestricted parking at night time and on weekends.

A Traffic and Parking Study, prepared by W-Trans, dated September 27, 2016, concluded that, with the incorporation of these programs, parking demand is met.

Lot Coverage and Landscaping

Development within the TV-R zoning district is allowed at 100% lot coverage. All



landscaping must comply with the City's Water Efficient Landscape Ordinance (WELO).

4. Design Guidelines

Design related policies from the Specific Plan have been incorporated into the Core Area section of the Design Guidelines. Listed below are applicable Design Goals and Guidelines which apply to the proposed project, and are not otherwise discussed the General Plan, DSASP, Zoning Code or Historic Preservation Review Standards sections of this report.

Core Area

- 2.1.1 Encourage dense development in the downtown station area.
- 2.1.3 A Projects should be planned to minimize increased use of neighborhood streets. Where possible, parking, loading and other vehicular access should occur at mid-block or alley.
- 2.1.5 Honor the authenticity and maintain the value of old buildings by directing additions, renovation and new construction to reflect the era in which they are constructed.
- 2.1.5 A Additions, renovations and new buildings should be designed in such a way that they don't appear to have been built earlier than they were. This does not preclude the use of materials, scale or massing found in older buildings.
- 2.1.6 A Development in the Downtown should respond to adjacent historically zoned buildings and avoid creating awkward or incompatible design solutions.
- 2.1.6 B Compatible design need not be created through historic replication, but should reflect a consideration of the materials, scale and massing of the adjacent historic buildings.
- 2.1.7 A Roofs should be designed and constructed in such a way that they acknowledge their visibility from other buildings in the downtown. Mechanical equipment should be screened when visible from the street or from other nearby buildings.
- 2.1.8 Control onsite surface parking.
- 2.1.8 C Locate building entrance at the street sidewalk and not adjacent to the parking lot.
- 2.1.12 C The Railroad Corridor Sub-Area is the area historically influenced by commercial railway operation, but is envisioned be a diverse mix of multi-family housing, live-work and mixed use residential.
- 2.2.2 Provide generous street-level windows.
- 2.2.10 Promote the continued planting of trees.
- 2.3.4 C Primary building entrances should be accentuated. These entrances

- should be designed so that they are not easily confused with entrances to ground level businesses.
- 2.3.5 B Care should be taken to avoid nostalgic reproductions and use the materials in a meaningful manner.
- 2.3.6 C Above ground parking should be designed in such a way that neighboring buildings are not adversely affected by headlights.
- 2.3.7 C Use high quality, durable and low maintenance materials in downtown buildings. This is particularly true of the first floor, where heavy use can damage materials and finishes. Preferred materials include: tile, brick, split faced concrete block, concrete cementitious horizontal siding, masonry veneer, and powder coated aluminum or traditional wood storefronts.
- 2.4.1 Design buildings to be sensitive to the neighborhood with regard to scale, architectural style, use or materials, bulk and historic context. This is especially important in designated historic districts.
- 2.4.2 Design new development in historic preservation districts to be compatible with existing structures.

#### Neighborhood Design

- 1.1 I C Promote neighborhoods that feature a variety of housing types (both single-family and multiple-family) as well as a variety of price ranges
- 1.1 II A 5 Incorporate a range of residential densities and price ranges within a neighborhood. *While remaining consistent with General Plan density requirements, providing a range of housing opportunities supports affordable housing goals as well as creating more interesting neighborhoods.*

#### Multi-Family Residential

- 3.2 I D Encourage multi-family projects which are safe, contribute to safer neighborhoods, and support Police and Fire Department efforts to promote public safety.
- 3.2 II A 5 When existing public amenities such as parks or school playgrounds are in the immediate vicinity, provide pedestrian access to take advantage of these features.
- 3.2 II B 4 Integrate multi-family developments with surrounding neighborhoods as opposed to isolating his housing. In vehicular connections between new projects and adjacent neighborhoods in an indirect pattern.

#### Building Design

- 3.2 III A 1 Break up the mass of larger structures with articulation of the form, use of color and the use of multiple materials.

- 3.2 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.
- 3.2.III A 5 Within mixed income developments, provide the same level of detailing and materials on the affordable units as on the market rate units.
- 3.2 III C 1 Incorporate features such as balconies, cantilevers, dormers, bay windows, patios, entries, accent materials, etc. to provide articulation and interest.
- 3.2.III E 2 Locate garages so as to minimize their impact from the public street. The main building should be the dominant visual statement along the public street.
- 3.3 II B 13 In a development with a large off-street parking area, clearly demarcate entrance to the parking area. Where there is a high traffic density, provide sufficient number of entrances and exits to avoid traffic bottlenecks, but at the same do not provide an excessive number which may a negative impact on pedestrian and bicycle traffic.
- 3.3 II D 2 When residential uses are combined with commercial uses, care should be taken to ensure adjacent uses will be compatible.
- 3.3 III A 5 For facades greater than 50 feet in length, incorporate significant wall plane projections or recesses to reduce the massive and uniform look typical of these types of projects.
- 3.3 III A 11 Include features that articulate upper floor wall plane, such as windows, balconies, and awnings.
- 3.3 III A 15 Develop a sense of architectural continuity, but all elevations need not be identical.

Historic Districts

- 4.7 A Preserve Santa Rosa's historic heritage.
- 4.7 E Assist property owners and designers in developing plans for historic properties and to encourage the compatibility of new structures in historic districts, and having those plans approved by the City.

Staff response: The subject site is located within one-half mile of the Downtown SMART station adjacent to the rail tracks, in an area designated by the General Plan for increased density. It is currently developed with the DeTurk Winery complex made up of the historical DeTurk Winery and U.S. Bonded Warehouse structure.

On March 3, 2016, the applicant came before the DRB and CHB at a joint Concept Design Review meeting at which point both boards provided direction to the project proponents. Discussion point included massing, materials, design,

and location of new buildings.

The site is separated from the predominantly single-family residential West End neighborhood by DeTurk Park and DeTurk Round Barn. The project will result in the construction of 185 1- and 2-bedroom units, of which 15 will be designated for very low income residents. As discussed in the Historical Evaluation, prepared by Susan Clark, dated September 2016, the proposed materials and design reflect the industrial character of the historic Donahue Street.

Where possible, the design offers street-level windows. Due to the preservation of the onsite historic structures, there are some areas where ground level glazing was not an option. The primary entrance to building D is accentuated by a landscaped area.

There are three off-street parking areas. The primary garage (101 spaces) is located on the ground floor of Building D between residential units that front onto Donahue Street and the rail tracks. Access is taken to this lot from two locations. One entrance is located on W. 9<sup>th</sup> Street and, due to its proximity to the rail tracks, will be limited to right in/right out only. To minimize the glare from headlights, the second access point is located mid-block along Donahue Street, south of Decker Street. A small existing parking lot (13 spaces) and second garage (18 spaces) are located on the south end of the development, and take access from Donahue Street, mid-block just south of Boyce Street.

The project involves a Vacation of Public Right-of-way for a 18,725 square foot stretch of street along the east side of Donahue Street. The area being vacated will be improved with 42 on-street parking spaces, 10 more than are currently available. These parking spaces will be designated for public use with restricted hours as discussed in the Zoning section of this report.

There are several small landscaped areas surrounding the building including at the primary entrance, entries to individual units, a planted area in the south parking lot, and tree wells along the sidewalk. In an effort to maximize landscaped surfaces, the project includes planted areas on the podium level and on the roof.

Bicycle parking, additional storage and community trash receptacles are located in the Building D garage.

#### 5. Historic Preservation Review Standards

The General Plan, DSASP, Zoning and Design Review sections of this report include discussion that addresses Historic Preservation. For reference, this section will focus on items not previously addressed.

The West End Preservation District was designated by the City Council on August 13, 1996. The period of significance is the 1870s through the 1940s. Character defining elements include a predominantly single-family residential neighborhood made up of single-story vernacular houses on narrow, deep lots. The most common architecture represented are bungalows and Queen Anne or Colonial cottages. The neighborhood also includes a mix of commercial

buildings including Stark's Steakhouse, Western Farm Center, CHOPS, and DeTurk Round Barn, to name a few.

Applicable historic review guidelines for the project include:

### **Processing Review Procedures for Owners of Historic Properties**

- I.G.1 Height – The height of new construction should be compatible with adjacent structures.
- I.G.2 Proportion – New construction should match adjacent structures in proportions of width and height.
- I.G.5 Materials and Texture – New construction should be compatible with adjacent buildings on the block.
- I.G.7 Architectural Details and Decorative Features – More successful new buildings take their clues from historic images and reintroduce and reinterpret designs of traditional decorative elements.
- I.O.1 Replacement windows and doors should retain the same configuration and details as the originals.
- I.O.5 Ideally, window and door openings should not be reduced or enlarged in size. Alterations to window and door openings should remain in proper proportion to the overall design of the building.
- I.O.6 Sensitively designed exceptions to these guidelines will be considered by the Cultural Heritage Board when such proposals are conceived to accommodate the adaptive reuse of older buildings or to conform to the provisions of the Americans with Disabilities Act.

### **Secretary of the Interior's Standards**

#### Standards for Rehabilitation

- 2. This historic character of a property will be retained and preserved. The removal of distinctive material or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.
- 5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.
- 6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.
- 8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be

undertaken.

9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.
10. New additions and adjacent or related new construction will be undertaken in a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

Standards for Restoration

7. Materials and features from the restoration period will be retained and preserved. The removal of materials or alteration of features, spaces, and spatial relationships that characterize the period will not be undertaken.
8. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.

Staff response: As discussed previously in this report, at the direction of the CHB and DRB during the most recent Joint Concept Design Review meeting, the applicant has changed the exterior materials and simplified the appearance of the new structures to achieve a more “industrial” look.

To accommodate the new construction, internal portions of the winery and the cement block building located at 918 Donahue Street will be removed. A project involving a new addition to a historic building is considered acceptable within the framework of the Secretary of the Interior’s Standards if it preserves significant historic material and features; preserves the historic character of the building; and protects the historic significance by making a visual distinction between old and new.

The project application includes a historic evaluation prepared by Susan Clark M.A., Architectural Historian, dated September 2016, which addresses the standards listed above. Tables 1 & 2 of the report provide a comprehensive list of historically significant character-defining features for the DeTurk Winery Building and the U.S. Bonded Warehouse.

Clark’s report also discusses several alterations that have been made to the historic winery building that are not consistent with its historic integrity. Per the recommendations made by Clark, the following items have been included in the conditions of approval:

- Remove the blue stucco from exterior bricks;
- Where possible, reopen arched windows and doors that have been

bricked in;

- Restore the original round windows on the south elevation;
- Remove metal roll up doors and replace with brick; and
- Appropriate repairs should be made to correct deterioration in masonry walls.

Clark's evaluation discusses the relationship to the nearby single family residential West End neighborhood. While the proposed DeTurk Winery Village architecture shares virtually no common design features with these smaller homes, the report indicates that "the neighborhood park and the DeTurk Round Barn provide a buffer and make it possible for there to be residential development which is compatible with the prominent winery."

6. Neighborhood Comments

A well-attended neighborhood meeting was held on February 24, 2016. Comments pertained to parking, density, building height, property values, safety, periods of construction, street improvements, and architectural design.

Staff has received calls throughout the application review process from three neighbors concerned about building height.

Additional comments are included in the attachment titled "Public Correspondence."

Staff response:

<u>Comment/topic</u>	<u>Staff response</u>
Parking	Parking requirements have been met
Density	The requested density is allowed, and encouraged, through the Density Bonus regulations.
Building height	The applicant qualifies for two concessions with the designation of 15 units for very low income occupants for a period of 55 years. Refer to the Zoning Code section of this report that discusses building height for further discussion.
Property values	No economic analysis was prepared for or reviewed by staff, nor should an economic analysis influence the decision of these boards.
Safety	The project plans have been reviewed by City staff and conditioned appropriately.
Periods of construction	A standard condition of approval was added limiting construction hours from Monday through Friday, 7:00 am to 6:00 pm. With consideration to special events at the DeTurk Round Barn and nearby residential uses, no noise generating activities associated with

	construction are permitted on Saturday, Sunday or holidays.
Street improvements	The project plans have been reviewed by City staff and conditioned appropriately.
Architectural design	The applicant has responded to the direction of the CHB and DRB to achieve an “industrial” look.
Short-term rentals	The City does not currently regulate vacation rentals as a land use separate and distinct from a residential land use.
Vacation of Public ROW	If approved, the vacated 18,725 square feet of public right-of-way will result in an additional 23 residential units.

7. Public Improvements/On-Site Improvements

The applicant will stripe 42 diagonal parking spaces, including two ADA spots, crosswalks, and ADA ramps.

The intersections at W. 8<sup>th</sup> Street and Donahue Street, and W. 9<sup>th</sup> Street and Donahue Street shall be improved to current City street standards.

A raised median will be installed along W. 9<sup>th</sup> Street to limit ingress/egress from the garage to right in/right out only.

Sidewalks along W. 9<sup>th</sup> Street and Donahue Street shall be improved to current City standards.

Existing contamination within Donahue Street will be remediated.

FISCAL IMPACT

The approval of this project will not result in any significant fiscal impacts. If the associated request for Vacation of Public Right-of-way is approved, it would convert 18,725 square feet of public ROW to taxable real property.

ENVIRONMENTAL IMPACT

The project has been found in compliance with the California Environmental Quality Act (CEQA).

- Pursuant to CEQA Guidelines Section 15183, the project is consistent with the General Plan, the DSASP, and zoning, for each of which an EIR was certified, No further environmental review is necessary, as staff’s 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.
- Pursuant to Section 15332, the project is exempt from CEQA as an In-fill Development.



- It is consistent with the General Plan land use designation of Transit Village Medium (25-40 units per acre) and complies with the TV-R-H-SA zoning district requirements.
- It occurs on site less than five acres within City limits, surrounded by urban uses.
- The site has no value as habitat for endangered, rare or threatened species.
- Approval of the project would not result in any significant effects relating to traffic, noise, air quality, or water quality that weren't previously considered in the scope of review of the DSASP Environmental Impact Report, certified by City Council Resolution No. 26949, dated October 9, 2007.
- The site can be adequately served by all required utilities and public services.
- Pursuant to Section 15330, the project is exempt from CEQA in that it involves a minor cleanup effort to eliminate the threat of release of known contamination along Donahue Street through excavation and offsite disposal of contaminated soils.
- Pursuant to Section 15331, the project is exempt from CEQA as maintenance, repair, stabilization, rehabilitation, restoration, preservation, conservation or reconstruction of historical resources, in that it involves restoration efforts to remove stucco from the exterior brick walls; open up arched windows and doors that were previously sealed up; and replacement in kind of extensively deteriorated or missing features/materials on the exterior masonry walls. In a historic evaluation, prepared by Susan Clark, M.A., Architectural Historian, dated September 2016, these restoration efforts are recommended and have been found to be consistent with the Secretary of the Interior's Standards.

### BOARD/COMMISSION/COMMITTEE REVIEW AND RECOMMENDATIONS

November 5, 2015 – The first of two Joint Concept Design Review meetings was held before the DRB and CHB.

March 3, 2016 – Due to significant changes in the conceptual plan, a second Joint Concept Design Review meeting was held before the CHB and DRB. The CHB emphasized the importance of preservation of historic buildings and expressed concerns regarding the new design façade in terms of building and accent materials, and parking. The DRB encouraged the applicant to bring an industrial character to the new buildings to celebrate the old while incorporating the new. Refer to the attachment titled "Concept Design Meeting Minutes, dated November 5, 2015 and March 3, 2016" for more meeting details.

### NOTIFICATION

November 10, 2015 – A Notice of Application for the Intent to Vacate Right-of-way was mailed.

May 26, 2016 – A Notice of Application for the Landmark Alteration, Design Review,

Density Bonus and Vacation of Public Right-of-way was mailed.

September 2016 – Pursuant to Zoning Code Chapter 20-66, a Notice of Public Hearing was mailed to property owners within 400 feet of the subject site, a Notice of Public Hearing was published in the Press Democrat, and three public hearing signs were erected on site.

### ISSUES

There are no unresolved issues with the project.

### ATTACHMENTS

- Attachment 1 - Disclosure Form
- Attachment 2 - Location Map
- Attachment 3 - Neighborhood Context Map
- Attachment 4 - Plans (including site plan, elevations, landscape plans, shadow study)
- Attachment 5 - Concept Design Meeting Minutes, dated November 5, 2015 and March 3, 2016
- Attachment 6 - Historic Evaluation
- Attachment 7 - Traffic & Parking Study
- Attachment 8 - DPR Primary Record
- Attachment 9 - Light Specifications
- Attachment 10 - Text of Assembly Bill 744
- Attachment 11 - CUP13-049
- Attachment 12 - Public Correspondence
- Attachment 13 - Project Description
- Attachment 14 – One-half mile radius graphic
- Resolution 1 - Landmark Alteration
- Resolution 2 - Preliminary Design Review

### CONTACT

Susie Murray, City Planner, [smurray@srcity.org](mailto:smurray@srcity.org), 707-543-4348