

CITY OF SANTA ROSA
PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT
STAFF REPORT FOR PLANNING COMMISSION
February 28, 2019

PROJECT TITLE

Roseland Village Neighborhood Center

APPLICANT

MidPen Housing Corporation (MidPen)

ADDRESS/LOCATION

665 & 883 Sebastopol Road

PROPERTY OWNER

665 Sebastopol Rd.- County of Sonoma
Community Development Commission
(CDC)

883 Sebastopol Rd.- MidPen

ASSESSOR'S PARCEL NUMBERS

665 Sebastopol Rd. - 125-111-037

883 Sebastopol Rd. - 125-101-031

FILE NUMBER

PRJ17-075 (MAJ17-006, CUP17-153,
DB19-001)

APPLICATION DATE

February 22, 2018

APPLICATION COMPLETION DATE

December 5, 2018

REQUESTED ENTITLEMENTS

Tentative Map, Density Bonus and
Concession/ Incentives

FURTHER ACTIONS REQUIRED

Minor Design Review (for Roseland
Village Project), Minor Use Permit (for the
Plaza Temporal)

PROJECT SITE ZONING

665 Sebastopol Rd. - General
Commercial (CG)

883 Sebastopol Rd. - R-3-18 (Multi-
Family Residential)

GENERAL PLAN DESIGNATION

665 Sebastopol Rd. - Mixed - Retail &
Business Services and Medium
Residential (8.0 to 18.0 du/ac)

883 Sebastopol Rd. - Medium Density
Residential (8.0 to 18.0 du/ac)

PROJECT PLANNER

Andy Gustavson

RECOMMENDATION

Approval

CITY OF SANTA ROSA
PLANNING COMMISSION

TO: CHAIR CISCO AND MEMBERS OF THE COMMISSION
FROM: ANDY GUSTAVSON, SENIOR PLANNER
PLANNING AND ECONOMIC DEVELOPMENT
SUBJECT: ROSELAND VILLAGE NEIGHBORHOOD CENTER
TENTATIVE MAP AND DENSITY BONUS
AGENDA ACTION: RESOLUTIONS

RECOMMENDATION

The Planning and Economic Development Department recommends the Planning Commission, by resolutions, approve (1) the Tentative Map to subdivide two parcels into five, and (2) a 32% density bonus for 175 multi-family units, including 75 affordable housing units, and three concessions to the Zoning Code.

EXECUTIVE SUMMARY

MidPen Housing Corporation (Applicant) requests a tentative map and a density bonus (Project) to subdivide the 7.41-acre project site, provide subdivision infrastructure and streets, and allow increased residential density necessary to support future development of the Roseland Village Neighborhood Center (Roseland Village). The Tentative Map would split the two existing parcels within the project site into five parcels (including Parcel A). The resulting five parcels would be configured to extend subdivision infrastructure and public roads through the site, and to support mixed use development within Roseland Village including residential, retail, civic, and park uses.

A 32% density bonus is requested to allow 175 housing units, including 75 lower income units, on the project site. Without the density bonus, 133 units is the maximum number of dwelling units allowed under the General Plan land use designation. The Applicant will allocate 14 Very Low and 14 Low income units. These units each equate to 10% (20% total) of the 133 maximum number of dwelling units allowed on the 7.41-acre project site and qualify the future Roseland Village project for the requested density bonus and three concessions. The 28 density bonus units will be subject to a density bonus housing agreement between the Housing Authority and the applicant; the remaining 47 lower income units (including Very Low and Low income) will be subject to a separate density bonus housing agreement between the applicant and CDC.

The number of allocated lower income units allow the Applicant to request three concessions/incentives that result in identifiable and actual cost reductions to provide

for affordable rents. A “concession” or “incentive” is defined in state and local law as a reduction in development standards or a modification of Zoning Code or architectural design requirements. The Applicant requests three concessions to Zoning Code requirements pertaining to (1) location of affordable units, (2) timing for constructing affordable units, and (3) parking reductions. The locational concession will allow the applicant to construct one apartment building with all the affordable units on a separate parcel, rather than dispersing the affordable units among market rate units as required by code. The timing concession will allow the affordable units to be constructed after two apartment buildings are built with 100 market rate units, rather than concurrently with market rate construction as required by code; allowing market rate construction to occur first will reduce the cost of site development, building construction, and property management. The third concession would reduce overall project site parking by 18%, or 69 spaces, to avoid the cost of constructing structured parking on the project site.

Under state law (California Government Code Section 65915), the city is required to grant the concessions or incentives proposed by an applicant unless the city finds that the proposed concession or incentive does not result in identifiable and actual cost reductions, would cause a public health or safety problem, would cause an environmental problem, would harm historical property, or would be contrary to law.

Staff recommends approval of the requested tentative map and density bonus.

Although this item was noticed as a Tentative Map, Density Bonus and Conditional Use Permit, no Conditional Use Permit is required for this project because the residential component of the planned Roseland Village is allowed by right, pursuant to the City’s Resilient City Ordinance (Zoning Code Section 20-16-060.A.7).



Figure 1 Roseland Village Neighborhood Center

Roseland Village Neighborhood Center		
Lot	Acres	Use
1	1.53	One Apartment Building - Affordable Housing
2	2.10	Two Apartment Buildings - Market Rate Housing with ground floor Retail
3	0.35	Civic Building
4	0.22	Mercado Food Hall
A	0.86	Public Plaza (Plaza Temporal)

The submitted tentative map shows subdivision infrastructure including water, sewer, and storm drains will be developed to support planned mixed-use development within the project site. West Avenue will extend north through the site and is designed to serve as the public road and service corridor that will support future development on the vacant land north of the Joe Rodota Trail. The side roads –Street A, Street B, and Street C – will provide circulation between uses within the project site as well as access to the commercial uses on the Paulsen property to the east and the private access road – D Street – that serves commercial properties to the west.

Proposed sidewalk improvements throughout the project site and West Avenue will create a direct public access link between Sebastopol Road, the Joe Rodota Trail, and the Paulsen property to the east. The proposed one-acre plaza located along the Sebastopol Road street frontage will be open to the public and serve as the Roseland community gathering hub.

Density Bonus: The requested 32% density bonus will allow development of 175 units, including 75 affordable units, within Roseland Village when the General Plan would otherwise limit the total number of residential units on the site to 133. The submitted Density Bonus Application targets 43%, or 75 of the 175 units, for lower income households. Overall, 30% of these units will be allocated to qualified Very Low income households and 70% of the units will be allocated to qualified Low income households. The Density Bonus Application specifies that 14 Very Low and 14 Low income units (each representing 10% of the maximum 133 units allowed on the project site) will be restricted by the City’s density bonus agreement, qualifying the project for a 32% density bonus. The remaining 46 affordable units will be allocated or tied to a separate Affordable Housing Agreement with CDC. All of the Affordable units will be deed-restricted for 55 years and subject to other density bonus requirements such as similar construction and size as market rate units, consistent with State Law and the City’s Zoning Code.

The proposed 28 City allocated affordable units (14 Very Low income and 14 Low income) qualifies Roseland Village for three concessions/incentives. The Applicant requests concessions from the following Zoning Code requirements.

1. **Affordable Housing Development Timing:** The Applicant requests a concession from Zoning Code Section 20-31.100.H.1 which requires affordable units be constructed at the same time as market rate units. A concession from this requirement will allow the 100 market rate housing units built in the 2nd phase to financially support the development of affordable units in the 3rd Phase.
2. **Affordable Housing Development Location:** The Applicant requests a concession from Zoning Code Section 20-31.100.H.2 which requires affordable units be dispersed amongst market rate units within a density bonus project. This concession will allow the affordable units to be located within the proposed apartment building on Lot 1, separate from the market rate units in the apartment buildings on Lot 2.
3. **Reduced Parking:** The Applicant requests a concession from Zoning Code Section 20-36.040 which requires a minimum of 393 off-street parking spaces for mix of uses within the planned Village. The Applicant requests an 18% parking reduction from 393 to 324 spaces to avoid having to construct structured parking.

Staff recommends approval of the three requested concessions. The concessions result in identifiable and actual cost reductions that are necessary for the project's construction, and the requested concessions would not harm the environment, historical property, create a public health or safety issue, or be contrary to law.

Roseland Village Neighborhood Center: The uses proposed for the planned Roseland Village project are allowed by right and are not subject to Planning Commission review. The proposed uses are described below, however, because the requested tentative map and density bonus are intended to accommodate the proposed uses. The future development of the proposed uses will be subject to separate Design Review. Staff intends to elevate this review to the Design Review Board. In the case of the Plaza Temporal (described below), a Minor Use Permit, subject to Zoning Administrator review, will be required in accordance with City's Resilient City Ordinance (Zoning Code Chapter 20-16-060).

- Affordable Housing (Lot 1): 75 multifamily rental units (1, 2, and 3 bedroom apartments ranging from approximately 516 sq. ft. to 1,025 sq. ft.) in a single 4-story building ("Building A") of stacked flats, and including approximately 3,500 sq. ft. of resident commons facilities (management and services offices, resident educational/lifestyle amenities spaces, storage and bike room). The main public entrance will be at the corner of Street A and West Avenue. A separate resident entrance will be located in a connector between the two building legs. The two primary facades respond to the urban conditions along

Street A and West Avenue, embracing the street. Parking is screened from view in a podium and parking court.

- Market Rate Housing (Lot 2): A total of 100 units of multifamily rental units (1 and 2 bedroom apartments ranging from approximately 577 sq. ft. to 1,077 sq. ft.) in one 3-story and one 4-story building of stacked flats, and up to 3,950 sq. ft. of resident commons facilities (leasing office, community gathering spaces, fitness and lifestyle amenities, storage and bike room) and up to 1,080 gross sq. ft. (rentable 1,000 sq. ft.) of retail ground floor use. A separate retail space, including room for outdoor dining, faces Street B. The main public entrance will be adjacent to the retail use. Residents may enter both buildings from either the parking courtyard or the north parking lot. In general, buildings are sited to accommodate stoops and patios on the front and tuck-under parking on the back. Non-residential uses pop out to engage the street.
- Civic Building (Lot 3): Approximately 24,800 gross sq. ft. of shared space in a single 2-story building, combining approximately 11,000 net sq. ft. for a ground floor public library, and approximately 11,000 net sq. ft. of 2nd story space for Office and Community uses.
- Mercado Food Hall (Lot 4): A 7,400 gross sq. ft. (7,000 rentable sq. ft.) 1-story food hall is planned at the corner of B Street and Sebastopol Avenue. This food hall is intended to utilize food as a catalyst for neighborhood economic development opportunities by featuring local restaurants and is also intended to serve as a food-based business incubation and enterprise opportunity.



Figure 3 View of Mercado and Plaza

- Public Plaza (Parcel A): A one-acre public plaza will serve as Roseland’s community gathering hub and provide a public venue for community events, arts and culture, the farmers market, neighborhood commerce, and recreation. A “plaza temporal” is proposed as an interim use to activate the public plaza as a gathering space at the start of the project. The plaza temporal would enclose a portion of the plaza (less than 10,000 square feet) and establish an outdoor eating area with food and bar service, seating, and restrooms.

Project Phasing: The Project will be developed in three phases after the existing single-story commercial structure (Dollar Tree), parking lot, and temporary playground are removed from the site. The first phase would establish the Plaza Temporal, construct subdivision infrastructure and streets, and build the public plaza, which will replace and remove the Plaza Temporal. The market rate apartment buildings will be constructed in the second phase to help fund project infrastructure and streets. The third phase will see the development of the affordable apartment building on Lot 1, and then the civic and Mercado buildings as Lots 3 and 4 are funded or sold for development. Build-out and construction of the Project is expected to commence in 2019 and conclude in 2022.

2. Surrounding Land Uses

North:	Joe Rodota Trail/Highway 12 Corridor
South:	Commercial retail and restaurants
East:	Commercial retail and restaurants
West:	Restaurant/gas station/industrial uses

The project site is surrounded on three sides by developed properties of differing uses and intensities primarily featuring single-story commercial development and commercial uses such as retail and restaurants. The Joe Rodota trail borders the project site immediately to the north. The nearest residential uses can be found approximately 250 feet south of the project site. Industrial uses and outdoor storage areas can be found further afield to the west of the project site on the north side of Sebastopol Road.

3. Existing Land Use – Project Site

The 7.41-acre project site was annexed into the City in November 2017 and is comprised of two parcels owned respectively by CDC and MidPen. The CDC-owned parcel (665 Sebastopol Road/APN125-111-037) is a 6.81-acre property which is flat and has an overall slope from north to south. A single-story commercial retail building stands on the site and is currently occupied by a discount retailer (Dollar Tree), the Roseland Library, and other non-profits. A parking lot, a playground area, and recreation courts occupy the remainder of the site.

The other parcel (883 Sebastopol Road/APN 125-101-031) is a 0.60-acre property owned by MidPen. The MidPen property lies on the west side of the CDC parcel and is also flat site. It is developed with a vacant commercial building and a parking lot.

Project History

In 2011, the CDC acquired the 665 Sebastopol Road property with redevelopment housing funds.

In 2012, when the State Legislature dissolved redevelopment agencies, the property was transferred to the Sonoma County Housing Authority/SCCDC as a housing asset. The property was acquired by the CDC to help facilitate the production of affordable housing on the property and to implement the goals and policies of the Sebastopol Road Urban Vision Plan that was adopted by both the City and County in 2007.

In 2014, The CDC started demolition of a vacant warehouse, bowling alley, grocery store, and gas station. The CDC also undertook and completed remediation and environmental clean-up activities on the property pursuant to a work plan approved by the North Coast Regional Water Quality Control Board. The environmental clean-up activities were necessary due to the site being the former location of a gas station and a dry cleaner.

In 2014, the CDC convened a project task group to help conduct the community engagement process for the planning and redevelopment of the property. With the assistance of the task group, the CDC also commenced a series of community forums to allow community members to contribute to the plans for the development of the CDC parcel.

In 2015, after completion of the community forums, the CDC issued a Request for Proposals (RFP) for a master developer of the CDC parcel. In addition to the provisions for affordable housing, the RFP included the construction of a one-acre public plaza and pathway connection to the Joe Rodota Trail as required elements of any plan submittal. Other desired uses in the RFP (as identified by residents via the outreach process) included a multi-cultural community center providing youth programs and other community activities, retail uses, recreational activities, educational programming and/or library services.

In 2016, CDC selected, and the County Board of Supervisors approved, MidPen Housing Corporation as master developer.

In April 2016, A City/County pre-application meeting was held with MidPen to discuss policy issues and development standards. The Roseland annexation process was underway at this time but the exact timing of the annexation was not yet known.

In August 2016, MidPen began a series of three community engagement workshops to help inform and define the public aspects to be developed on the project site – particularly the public plaza.

In November 2016, MidPen formally submitted a tentative map application to the County.

In April 2017, MidPen filed subsequent entitlement applications including use permit, Design Review, and density bonus.

Joint conceptual Design Review meetings with the City and County were held in December 2016 and June 2017 to review the project's development program, site plan and conceptual architecture.

On November 1, 2017, the Local Agency Formation Commission approved the Roseland Area Annexation. After the annexation, the County determined in December 2017 that the City should process and analyze required entitlement applications.

On December 21, 2017, the City's Design Review Board (DRB) reviewed the Project concept plan. The DRB approved the overall site plan and required the individual buildings return for their preliminary and final Design Review to resolve comments regarding architectural style, orientation, and materials.

On February 21, 2018, tentative map, use permit, and Design Review applicants were submitted to the City. (The density bonus application was submitted January, 2019.)

On March 14, 2018, A neighborhood meeting was held on-site at the library. The 17 attendees voiced concern about traffic generation, parking availability, and the programming of the public plaza area.

On December 4, 2018, the City deemed the entitlement applications complete.

On January 3, 2019 the Development Advisory Committee reviewed the proposed tentative map and recommended the Planning Commission approve the tentative map, subject to conditions listed in the accompanying DAC Report. The recommended DAC conditions were revised on January 31, 2019 and again on February 20, 2019 in response to Applicant comments, consistent with City development regulations.

PRIOR CITY COUNCIL REVIEW

None.

ANALYSIS

1. General Plan

The project site is subject to two General Plan land use designations. The entire site is located within the Roseland Priority Development Area. The CDC parcel is designated Retail & Business Services and Medium-Density Residential (8-18 du/ac) and denoted by the General Plan land use map as an Existing Community Shopping Center site. This mixed-use designation is applied where higher density development is sought for investment, new homes and job growth. The MidPen site is designated Medium Density Residential (8-18 du/ac) where higher residential density development is sought.

The following General Plan goals and policies are most relevant to the Project:

Land Use

- LUL-A Foster a compact rather than a scattered development pattern in order to reduce travel, energy, land, and materials consumption while promoting greenhouse gas emission reductions citywide.
- LUL-E Promote livable neighborhoods. Ensure that everyday shopping, park and recreation facilities, and schools are within easy walking distance of most residents.
 - LUL-E-1 Provide new neighborhood parks and recreation facilities, elementary schools, and convenience shopping in accordance with the General Plan Land Use Diagram. Specific to Southwest Santa Rosa, 14 parks, five schools, an international marketplace, two community shopping centers, and three neighborhood shopping centers have been identified as needed facilities.
 - 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-F-4 Allow development on sites with a Medium Density Residential designation to have a maximum density of 24 units per gross acre (and up to 30 units per acre provided at least 20 percent of the housing units are affordable, as defined in the Housing Element).
- LUL-G Promote mixed-use sites and centers.
- LUL-G-2 Require design of mixed use projects to focus residential uses in the upper stories or toward the back of parcels, with retail and office activities fronting the regional/arterial street.

Sebastopol Road Urban Vision and Corridor Plan

- LUL-X Create an active, mixed use community shopping center at the Roseland Village Shopping Center site on Sebastopol Road near Dutton Avenue and develop the Sebastopol Road area – from Stony Point Road to Dutton Avenue – with a mix of neighborhood uses, focusing on commercial activity and neighborhood services for the Roseland area.
- LUL-X-1 Require a one-acre plaza facing Sebastopol Road including landscaping, a water feature and serving as a gathering place, to be incorporated into the design of the new center
- LUL-X-2 Pursue development of an International Marketplace offering crafts, food and wares of the many ethnic groups residing in Roseland
- LUL-X-3 Require new buildings fronting Sebastopol Road to be located adjacent to the sidewalk to ensure an interactive relationship between the public realm and ground floor uses.
- LUL-X-4 Include strong pedestrian and bicycle connections from the shopping center and its plaza to the Joe Rodota Trail.
- LUL-Y Create a pedestrian friendly streetscape with a distinctive ambiance on Sebastopol Road from Stony Point Road to Olive Street.
- LUL-Y-1 Widen sidewalks as specified in the Sebastopol Road Urban Vision and Corridor Plan to ensure a safe, pleasant pedestrian environment.
- LUL-Y-4 Require new development be oriented to the street and pedestrian friendly.
- LUL-Y-5 Require new development along the Joe Rodota Trail to be oriented to the trail, and where appropriate, to the proposed

neighborhood park.

Urban Design

- UD-A-5 Require superior site and architectural design of new development projects, to improve visual quality in the city.

- UD-D Avoid strip patterns of commercial development. Improve the appearance and functioning of existing commercial strip corridors, such as Santa Rosa Avenue and Sebastopol Road.

- UD-D-1 Restructure existing strip developments to cluster commercial uses in neighborhood nodes, with higher density housing included where possible. Residential, office, or institutional uses that generate less traffic should be located between the nodes.

- UD-E Create a framework of public spaces at the neighborhood, city, and regional scale.

- UD-E-1 Provide for new open space opportunities throughout the city, especially in neighborhoods that have less access to open spaces.

- UD-G Design residential neighborhoods to be safe, human-scaled, and livable.

- 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.

- UD-G-9 Encourage pedestrian-oriented village character, rather than strip malls, in neighborhood centers for local shops and services. Shops should front on streets rather than parking lots. Parking areas should be located in less visible locations behind buildings and away from the street edge.

Housing

- 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 compatible with existing neighborhoods. Development of existing and 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-C-6 Facilitate higher-density and affordable housing development in Priority Development Areas (PDA), which include sites located near the rail transit corridor and on regional/arterial streets for convenient access to bus and rail transit. Implement existing PDA specific plans to encourage the development of homes that have access to services and amenities.

Economic Vitality

- EV-A Maintain a positive business climate in the community.
- EV-C Promote new retail and higher density uses along the city's regional/ arterial corridors.

Staff Response: The requested tentative map and density bonus will further the above goals and policies by establishing lots, developing subdivision infrastructure and roads, and by providing a 32% residential density bonus to develop 175 units, including 75 affordable units, within the planned Roseland Village. The Project will support higher density residential and commercial development within the Roseland Priority Development Area and will thus provide residents, workers, and visitors with increased access to public transit, pedestrian facilities, and bicycle routes. The Project will create a direct pedestrian/bicycle connection between the Joe Rodota trail – a Class I bicycle pedestrian path – and Sebastopol Road. It will support public transit use along Sebastopol Road and West Avenue corridors that serve Downtown SMART station, Second Street Bus Terminal, and downtown employment locations. The Project will construct sidewalk improvements that will support pedestrian travel within the vicinity of the project site. In this regard, the Project will help to minimize dependence on automobiles and greenhouse gas emissions within the City consistent with General Plan goals.

The Project will allow future development of a 175-unit housing project within the center of the Roseland community and within walking distance of community services, schools, shopping, restaurants, and a future public plaza and library. The Project will also enable construction of 75 deed-restricted housing units for very low- and low-income households – a housing product that the City greatly needs.

The proposed redevelopment of the Roseland Shopping Center site implements the vision of both the Sebastopol Road Urban Vision Plan and the Roseland Area/Sebastopol Road Specific Plan – both of which included extensive input from the community - by providing a one-acre parcel for a public plaza and adjoining parcels for the Mercado and a civic building for public uses (including a library).

2. Sebastopol Road Urban Vision Plan

The Sebastopol Road Urban Vision Plan, adopted in 2007, was an effort undertaken to envision the future appearance and development of the Sebastopol Road corridor and the types of uses that should be located there. The Vision Plan affects the stretch of Sebastopol Road between Dutton Avenue to the east and Stony Point Road to the west, linking both sides of Sebastopol Road as well as the area north of Sebastopol Road, abutting the SR 12 right-of-way. During this planning effort, land use, circulation, streetscape, and design criteria were identified for future development along the corridor, with an emphasis placed on evoking a sense of community pride. Challenges were addressed, including groundwater contamination, poor road conditions, and declining properties.



One of the Vision Plan's main goals is to create a neighborhood center with neighborhood-serving and residential uses in the Roseland Village Shopping Center. The Project and the future Roseland Village are located along West Avenue, on the western half of this center.

Specifically, the Vision Plan called for the following key design criteria for redevelopment of the project site.

- West Avenue should be extended north through the new development;
- A public gathering space/public plaza approximately one acre in size;
- 15-foot-wide sidewalks between Sebastopol Road and the plaza;
- An international market place facing the plaza that would create a destination in Roseland for visitors to patronize, ideally offering crafts and foods of the various ethnicities present in Roseland;
- A strong bicycle/pedestrian connection between the public plaza, the mixed-use development and the Joe Rodota trail;
- Three- to four-story mixed-used buildings with activated ground floors; and,
- Parking tucked behind buildings in the development of the center.

The Project is consistent with these key design criteria. The tentative map will result in the construction of public improvements including the West Ave extension and wide sidewalks, creation of lots configured for the plaza and the international market (Mercado), establish a strong bicycle/pedestrian link to the Joe Rodota Trail. The Roseland Village project plan is to develop the remaining new parcels with a mix of housing (Lots 1 and 2), civic and retail uses (Lots 3 and 4) consistent with the goal of the Vision Plan for neighborhood-serving and residential uses within the Roseland Village Shopping Center site.

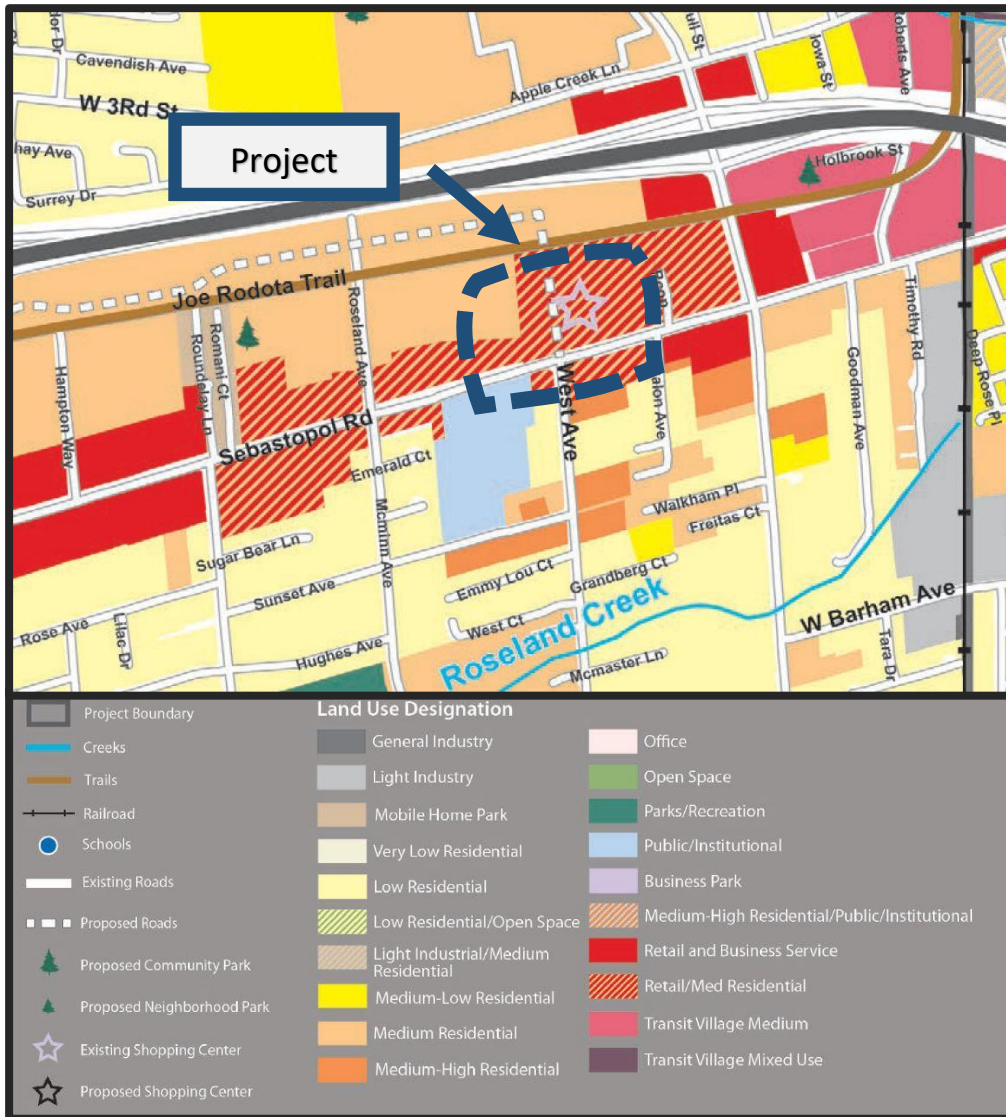
3. Roseland Area/Sebastopol Road Specific Plan

The Roseland Area/Sebastopol Road Specific Plan (Specific Plan), adopted 2016, is a planning level document that addresses land use, circulation and infrastructure needs for the area located around the Southside Bus Transfer Center in southwest Santa Rosa, which includes the project site.

The Specific Plan focuses on improving the physical environment for residents and employees; establishing a land use and policy framework to guide future development in the area toward transit supportive land uses and a healthy community; improving connections, particularly for bicycling and walking, to the bus transfer center, Sebastopol Road, and other key destinations; and promoting community health and equity. The Specific Plan was developed concurrently with consideration of annexation of the previously unincorporated area. The plan area includes the Roseland Priority Development Area (PDA) and part of the Sebastopol Road PDA. The community land use and streetscape preferences expressed by the Sebastopol Road Urban Vision Plan are incorporated into the Specific Plan.

The Project is consistent with the land use goals and policies for the Specific Plan. The Project will provide a one-acre parcel (Parcel A) for the public plaza as called for by the Specific Plan. Lot 3 will provide land for the future

community center that is designated for a public library and various other public uses including social services, a cultural center, an extended education facility, and a youth activities center needed by the community.



4. Bicycle and Pedestrian Master Plan

The Bicycle and Pedestrian Master Plan requires a five-foot-wide, Class II bicycle lane on Sebastopol Road. The frontage along the project site already contains such a bicycle lane configuration and the project will not change this condition. As a condition of approval, the existing bicycle lane on the project's Sebastopol Road frontage will be marked with bike lane symbols along the north side of the Sebastopol Road frontage and along both sides of West Avenue frontage replacing the existing markings and symbols.

5. Zoning

The project site is split between two zoning districts. The larger CDC parcel is zoned General Commercial (CG); the smaller MidPen parcel is zoned R-3-18. (Multiple Family Residential, 18 du/ac).

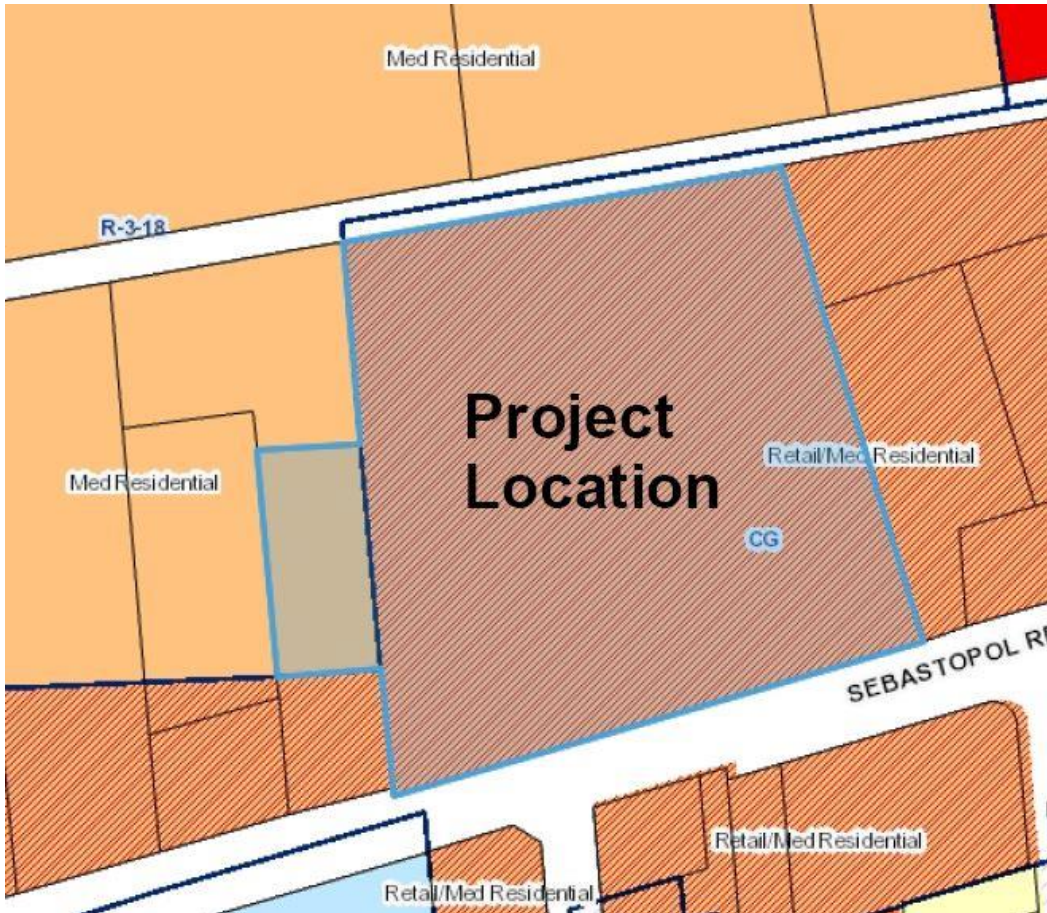


Figure 5 General Plan and Zoning

Zoning for surrounding properties includes:

- North: General Commercial (CG) zoning district
- South: General Commercial (CG) zoning district
- East: General Commercial (CG) zoning district
- West: R-3-18 (Multi-family Residential) zoning district

Allowed Uses: Zoning Code Section 20-23.020(B) describes the purposes of the General Commercial zoning district and the manner in which the district is applied as follows:

CG (General Commercial) district. The CG zoning district is applied to areas appropriate for a range of retail and service land uses that

primarily serve residents and businesses throughout the City, including shops, personal and business services, and restaurants. Residential uses may also be accommodated as part of mixed use projects, and independent residential developments. The CG zoning district is consistent with the Retail and Business Services land use classification of the General Plan

The planned future development of the Roseland Village with a mix of residential, retail, civic, and open spaces uses on Lots 2, 3, and 4 and on Parcel A is consistent with the General Commercial zoning district.

The R-3-18 (Multi-family Residential) zoning district applies to areas of the City appropriate for residential neighborhoods with medium and higher residential densities, to provide home rental and ownership opportunities, and to provide a full range of choices in housing types to improve access to affordable housing.

The R-3-18 zoned portion of the project site would lie over the western part of Lot 1. The planned Roseland Village project would construct a portion of the affordable apartment building and related parking lot within this zoning. Multifamily residential uses are allowed by right in the R-3-18 zoning district.

The Resilient City Development Measures offset forth in Zoning Code Section 20-16.060 allow multi-family residential and the residential portion of a mixed-use project located on CG-zoned properties in a Priority Development Area as by-right uses. On non-PDA properties zoned CG throughout the City, a Minor Use Permit would need to be approved to allow a multi-family residential use and/or a residential portion of a mixed-use project.

Lot Size: The Zoning Code does not provide for a specific lot size minimum or maximum in the CG zoning district. Alternatively, the Zoning Code allows for the CG lot size to be determined via the tentative map process based on factors such as characteristics of the site and surroundings and environmental constraints. Most of Lot 1 and all of Lots 2, 3 and 4, and Parcel A are located in the CG-zoned portion of the project site. Staff has determined that the proposed lot sizes are adequate to house the respective development planned for each site with no environmental constraints.

Approximately 0.6 acres of the 1.53-acre Lot 1 will be in the R-3-18 zoning district. The minimum lot size in R-3-18 is 6,000 square feet for interior lots and 7,000 square feet for corner lots. Proposed Lot 1 is consistent with the minimum lot size requirements of the R-3-18 zoning district.

Lot Width: The CG zoning district does not have minimum lot dimensions, while the R-3-18 Zoning District has a minimum lot width requirement of 80 feet for interior lots and 90 feet for corner lots. The project will comply with these dimensional requirements.

6. Tentative Map

The Development Advisory Committee reviewed the requested tentative map and issued its report recommending the tentative map be approved subject to conditions. Some of the notable subdivision improvements noted by the DAC Report (January 3, 2019, revised February 20, 2019) are listed below.

- A pedestrian connection from the project site to the Joe Rodota trail will be provided.
- A new network of public roads and sidewalks including a 15-foot-wide sidewalk along Sebastopol Road.
- Streetscape improvements including decorative street lighting and planters.
- New intersection turn lanes including a “right turn only lane” for the west-bound lane of Sebastopol Road.
- Bicycle racks will be provided within the Plaza and near all the projects non-residential Buildings.
- The transit stop improvements including benches and shelters consistent with City Design Standards.
- Overhead utility lines will be placed underground

In order for the Planning Commission to approve the requested tentative map, it must make the following findings, pursuant to City Code Chapter 19-24.

- 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: As noted in parts 1, 2, and 3 of the Analysis section of the staff report, the proposed tentative map is consistent with the General Plan, as well as the Sebastopol Road Urban Vision Plan and the Roseland Area/Sebastopol Road Specific Plan.

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

Staff Response: The Project complies with the City of Santa Rosa Housing Allocation Plan (HAP) by providing lots that will be developed with residential uses with more than 15% allocated affordable units on-site (City Code Section 21-02.070(C)). The subdivision will establish two residential parcels for the development of 175 rental units, including 75 units for lower income (i.e., Very Low and Low income) households. Twenty percent, or 28 units of the 133 maximum allowed units, will be “allocated” for lower income households and will be subject to a density bonus housing agreement with the Housing Authority. The location of the project site and the provision of public improvements and streets required by the tentative map will help to

ensure the provision of public services to the subdivision's residents are within the City's available financial and environmental resources.

- The design of the proposed subdivision has, to the extent feasible, provided for future passive or natural heating or cooling opportunities in the subdivision; and

Staff Response: Lots 1, 2, 3 and 4 are all configured with at least two street frontages that provide separation which will allow future buildings within the planned Roseland Village project to utilize passive heating methods by absorbing the sun's heating energy throughout the day due to significant east, south, and west-facing building elevations. The rooftops of these future buildings will also be able to easily accommodate solar arrays to capture the sun's energy. Passive cooling features such as sunshades and recessed building areas are proposed at the upper stories of these buildings. The future public plaza on Parcel A will also serve as a passive cooling mechanism by removing nearly one-acre of hardscape and replacing it with planted areas that will reduce urban heating that occurs on paved areas. The plaza will also feature shaded areas that will allow its users to access naturally shaded outside areas.

- 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.

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

Staff recommends the proposed tentative map be approved subject to the conditions of approval in Exhibit A of the Tentative Map Resolution.

7. Density Bonus and Concessions

The submitted Density Bonus Application, included in the project description, identifies 14 very low and 14 low income housing units that will be allocated towards the requested 32% density bonus. These units each equate to 10% (20% total) of the 133 maximum number of dwelling units allowed on the 7.41-acre project site and qualify the future Roseland Village project for the requested density bonus and three concessions. MidPen will develop and manage these and the other 47 affordable units within the one apartment building on Lot 1. This building would be built in Phase 3 after the two apartment buildings and 100 market rate units are constructed on Lot 2 in Phase 2.

Staff recommends the Planning Commission grant, by resolution, the requested Density Bonus subject to conditions that require the Applicant to enter into an

Affordable Housing Agreement with the City Housing Authority to ensure the 28 affordable units are deed-restricted and maintained as affordable housing for the entire 55-year term consistent with the City's density bonus regulation. This resolution will also require the Applicant to submit, prior to a building permit or recordation of the final map, evidence that the other 47 affordable units are similarly restricted by their affordable housing agreements with CDC.

The City must grant concessions to allow the reduction of site development standard or modification of a Zoning Code requirement, when they will result in identifiable and actual cost reductions to provide affordable housing. The City cannot deny the requested concession unless the City finds granting the request will create significant, adverse impacts to public health and safety, to the physical environment, or to properties listed in the California Register of Historical Resources.

The Applicant's justification for the three requested concessions is presented below.

1. Affordable Housing Development Timing (Zoning Code Section 20-31.100.H.1): The Applicant's request for a concession from the current construction requirement would allow the 100 market rate housing to be built in the 2nd phase before the affordable units are built in the 3rd Phase. The sales proceeds from the Market Rate development will be reinvested in the public infrastructure component and Affordable development component which both help reduce total costs of the Affordable development. Enforcing the concurrent construction requirement would delay the start of the Market Rate construction, which would increase the Market Rate developer's carrying cost and total construction cost, and could then threaten the financial feasibility of the project. The market rate sales proceed contribution would reduce greatly, thus decreasing the total amount reinvested in both the Affordable development and the public infrastructure component.
2. Density Bonus affordable housing construction location (Zoning Code Section 20-31.100.H.2): The Applicant's request for a concession from the dispersal requirement would avoid having to mix the affordable and market rate units within the planning Roseland Village apartment buildings. This dispersal requirement triggers a complex financing structure that would make the residential component of the Roseland Village project very difficult to finance and construct in a timely matter, which will increase the developer's carrying cost and thus threaten the financial feasibility of the project. Additionally, tax credit projects are required to meet and exceed sustainability design guidelines, which would add a significant cost burden to the market rate developer, threatening the financial feasibility of the project.
3. Reduced Parking (Zoning Code Section 20-36.040): The Applicant's request for an 18% parking reduction to provide 324 parking spaces, when 393 are

otherwise required, would allow the future Roseland Village project to be constructed without structured parking. The requested concession will result in identifiable and actual cost reductions to provide affordable housing by avoiding the added cost of having to construct structured parking as there is no unused surface area on the site to accommodate 69 additional spaces. The traffic impact study found 324 parking spaces would adequately serve the project including residential and non-residential uses on the site during peak demand. Structured parking will increase overall project construction costs and impact the financial feasibility of the project.

Staff recommends the Planning Commission grant these requested concessions, by resolution, finding they will result in identifiable and actual cost reductions to provide affordable housing and that they will not create significant, adverse impacts to public health and safety, to the physical environment, or to properties listed in the California Register of Historical Resources

8. Neighborhood Comments

The representative of the adjacent property owner to the east has submitted comments regarding a reciprocal parking agreement between the CDC parcel and the easterly property (see Attachment 8 for the entirety of the comments). Both City and County staff have reviewed the correspondence and do not concur with its conclusions regarding the reciprocal parking agreement. Please see Attachment 9 for a previous legal opinion on the matter from County Counsel.

Seventeen neighbors signed-in at the project's required Neighborhood Meeting held on March 14, 2018. The primary concerns of those in attendance included concerns regarding traffic and vehicular circulation in the area, parking, and programming the park. It should be noted that a traffic impact study was prepared for the Project. The traffic study concluded that the project would not result in any level-of-service failures at any of the intersections that study examined. Additionally, the study concluded that the project's estimated 342 parking spaces will be sufficient for the proposed project in that the project would generate the maximum need of 318-321 parking spaces at any one point in the day. The conclusions of the traffic impact study were accepted by the City's Traffic Engineering Division.

ENVIRONMENTAL IMPACT

The Project qualifies for an exemption pursuant to CEQA Guidelines section 15183 in that the Project is consistent with the City's General Plan and the Roseland Area/Sebastopol Road Specific Plan for which EIRs were prepared and certified and, as evidenced by the special studies prepared for the Project, the Project does not contain conditions, nor would it result in any of the following effects.

- a. Effects that are peculiar to the project or the parcel on which the project would be located.

There are no project specific effects which are peculiar to the Project or its site, and which the General Plan or Specific Plan EIRs failed to analyze as significant effects. The subject property is no different than other properties in the surrounding area, and there are no Project specific effects which are peculiar to the Project or its site. The project site is located in an area developed with commercial, institutional, and residential uses. The property does not support any peculiar environmental features, and the Project would not result in any peculiar effects. In addition, all Project impacts were adequately analyzed by the specific plan and General Plan EIR.

- b. Effects that were not analyzed as significant effects in the General Plan EIR

The project site is within the planning boundaries of the Roseland Area/Sebastopol Road Specific Plan, adopted in 2016, and was analyzed by the Specific Plan EIR (State Clearinghouse No. 2016012030). The General Plan was amended in 2016 to incorporate the land use and housing policies of the Specific Plan. As noted earlier the Project is consistent with the Specific Plan land use policy. As such, the effects of the future development of the Roseland Village project, including the proposed subdivision and planned higher density mixed use development, was fully analyzed. The Project does not include any new land use that could create an effect that has not been previously analyzed by the Specific Plan or General Plan.

- c. Effects that are potentially significant off-site impacts and cumulative impacts which were not discussed in the prior EIR prepared for the General Plan.

There are no potentially significant off-site and/or cumulative impacts which the General Plan or Specific Plan EIRs failed to evaluate. The proposed Project is consistent with the density and use characteristics of the development considered by the General Plan or Specific Plan EIRs and would represent a small part of the growth that was forecast for build-out of the General Plan. The General Plan or Specific Plan EIRs considered the incremental impacts of the future development, such as the Project and planned Roseland Village project, and no potentially significant off-site or cumulative impacts have been identified which were not previously evaluated.

- d. Effects that 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.

The applicant provided the specific assessments and reports including Traffic and Circulation (WTrans, July 14, 2018, errata August 14, 2018), Biotic Resources (Wildlife Research Associates and Jane Valerius Environmental Consulting, April 12, 2017), and Cultural Resources (Tom Ortinger & Associates, January 30, 2017). These

assessments and reports did not reveal any new information or condition that suggest a previously identified significant effect is more severe than determined at the time the General Plan or Specific Plan EIR were certified.

BOARD/COMMISSION/COMMITTEE REVIEW AND RECOMMENDATIONS

The City's Design Review Board (DRB) reviewed the conceptual designs for each of the sites in the development, as well as the overall project site plan on December 21, 2017. At the meeting the DRB indicated that they could recommend the project's overall site plan to the Planning Commission and they accepted the site plan design. However, the DRB had a number of comments on the individual elements of the project including comments on the individual components' architectural styles, orientation of building features, and the materiality of the buildings. Staff will elevate the Preliminary and Final Design Review of each of the buildings as requested by the DRB.

NOTIFICATION

The Project was noticed for a Public Hearing on January 14, 2018 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.

The Planning Commission continued the January 14, 2018 public hearing to January 28, 2018 at the Applicant's request to allow the Project to be reviewed under the updated density bonus ordinance, allow the Applicant's project team and City Staff to resolve remaining tentative map conditions, and allow the Roseland Village Mixed Use Project Conditional Use Permit to be noticed and considered by the Planning Commission.

The Project was re-noticed for a Public Hearing on January 28, 2018 per the requirements of Chapter 20-66 of the City Code to reflect the addition of the Roseland Village Mixed Use Project Conditional Use Permit. The re-notification for 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.

The notice included a Conditional Use Permit (submitted February, 2018) for the residential component of the Roseland Village which is no longer required. In the aftermath of the October 2017 fires, the City adopted the Resilient City Ordinance (April, 2018) which reduced review authority for this type of residential use when, as in this case, the project is located in one of the City's Priority Development Areas zoning (Zoning Code Section 20-16-060.A.7). Consequently, the 175 dwelling units

associated with the future Roseland Village project are allowed by right. Therefore, staff recommends no action on the noticed use permit.

ISSUES

None.

ATTACHMENTS

Attachment 1 – Disclosure Form
Attachment 2 – Location Map
Attachment 3 – General Plan and Zoning Map
Attachment 4 – Project Description, Dated February 20, 2018
Attachment 5 – Tentative Map, Dated Received August 28, 2018
Attachment 6 – Conceptual Programming and Design Plans
Attachment 7 – Traffic Impact Study
Attachment 8 – Public Comments
Attachment 9 – County Counsel Legal Opinion on Parking Easement

Resolution 1 – Tentative Map
Exhibit A – DAC Report

Resolution 2 – Density Bonus

CONTACT

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