

CITY OF SANTA ROSA  
PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT  
STAFF REPORT FOR THE DESIGN REVIEW BOARD  
June 20, 2019

<b><u>PROJECT TITLE</u></b>	<b><u>APPLICANT</u></b>
Guerneville Road Homes	Barry Freeland, on behalf of 1665 Guerneville Rd, LLC
<b><u>ADDRESS/LOCATION</u></b>	<b><u>PROPERTY OWNER</u></b>
1665 Guerneville Road	1665 Guerneville Rd, LLC
<b><u>ASSESSOR'S PARCEL NUMBER</u></b>	<b><u>FILE NUMBER</u></b>
136-101-010	PRJ18-089
<b><u>APPLICATION DATE</u></b>	<b><u>APPLICATION COMPLETION DATE</u></b>
December 20, 2018	April 11, 2019
<b><u>REQUESTED ENTITLEMENTS</u></b>	<b><u>FURTHER ACTIONS REQUIRED</u></b>
Preliminary & Final Design Review	Rezoning – City Council
<b><u>PROJECT SITE ZONING</u></b>	<b><u>GENERAL PLAN DESIGNATION</u></b>
Existing: RR-20 (Rural Residential)	Medium Density Residential
Proposed: R-3-18 (Multi-Family Residential)	
<b><u>PROJECT PLANNER</u></b>	<b><u>RECOMMENDATION</u></b>
Kristinae Toomians	Approval

Agenda Item #  
For the Design Review Board Meeting of: June 20, 2019

CITY OF SANTA ROSA  
DESIGN REVIEW BOARD

TO: CHAIR KINCAID AND MEMBERS OF THE BOARD

FROM: KRISTINAE TOOMIANS, SENIOR PLANNER  
PLANNING AND ECONOMIC DEVELOPMENT

SUBJECT: GUERNEVILLE ROAD HOMES

AGENDA ACTION: RESOLUTION

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**RECOMMENDATION**

The Planning and Economic Development Department recommends that the Design Review Board, by resolution, grant Final Design Review for the development of 12 single-family attached units, of which three will include accessory dwelling units (ADU), located at 1665 Guerneville Road, Assessor's Parcel No. 036-101-010.

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**EXECUTIVE SUMMARY**

The Guerneville Road Homes project (Project) is a proposal to construct 12 single-family attached units, of which three will include accessory dwelling units.

Project entitlements include a major Design Review to develop attached residential units, a rezoning from RR-20 (Rural Residential) Zoning District to R-3-18 (Multi-Family Residential), a Conditional Use Permit for a small lot subdivision to allow lot sizes less than 6,000-square-feet, and a Tentative Map to subdivide the existing property into 12 individual parcels.

**BACKGROUND**

1. **Project Description**

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

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

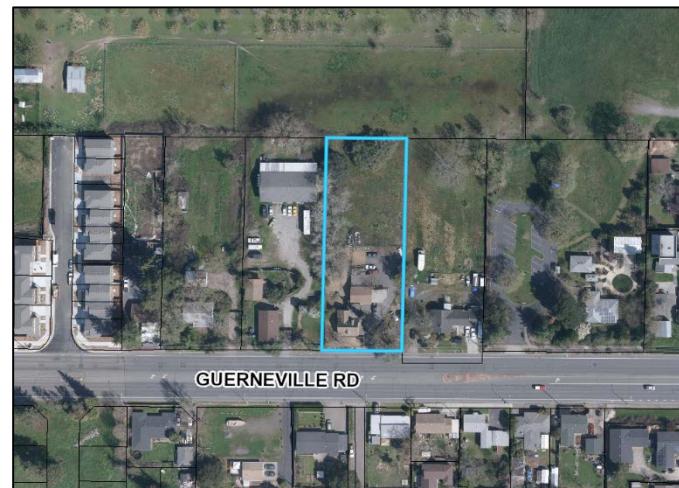


Figure 1: Aerial of project site.

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

## 2. Surrounding Land Uses

- North: RR-40 – single-family residence with orchard
- South: R-1-6 & PD04-001 – developed with single-family detached and single-family attached units.
- East: RR-20 – developed with a private meeting facility (Redwood Forest Friends Meeting House)
- West: RR-20 – developed with a single-family dwelling

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

## 3. Existing Land Use – Project Site

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

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

#### 4. Project History

May 20, 2018	A Pre-Application Neighborhood Meeting was held.
July 19, 2018	Project was presented as a Concept Design Review before the Design Review Board.
December 20, 2018	Applicant submitted project applications and plans.
January 24, 2019	A Notice of Application was mailed to property owners within 400-feet.
April 11, 2018	The application was deemed complete
May 9, 2019	At the time this report was written, the Rezoning recommendation, Conditional Use Permit for Small-lot Subdivision, and Tentative Map are scheduled for review by the Planning Commission.

#### PRIOR CITY COUNCIL REVIEW

Not applicable.

#### ANALYSIS

##### 1. General Plan

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

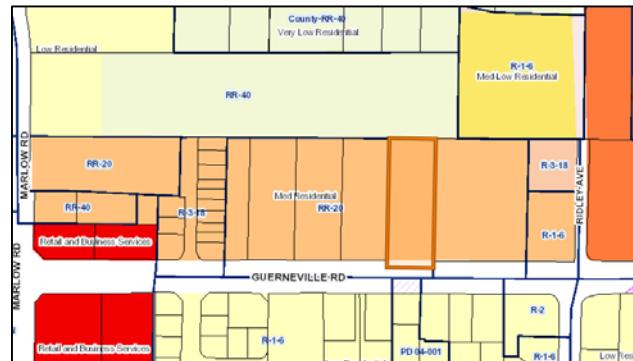


Figure 2: General Plan and Zoning Designations for surrounding properties.

### Land Use

- LUL-E-2 As a part of planning and development review activities, ensure that projects, subdivisions, and neighborhoods are designed to foster livability.
- LUL-F Maintain a diversity of neighborhoods and varied housing stock to satisfy a wide range of needs.
- LUL-F-1 Do not allow development at less than the minimum density prescribed by each residential land use classification.
- LUL-F-2 Require development at the mid-point or higher of the density range in Medium and Medium High Density Residential Categories. Allow exceptions where topography, parcel configuration, heritage trees, historic preservation or utility constraints make the mid-point impossible to achieve

### Urban Design

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

### Housing

- 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.

### Transportation

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

### Staff Response:

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

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

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

2. Other Applicable Plans

Not applicable.

3. Zoning

- North: RR-40 – single-family residence with orchard
- South: R-1-6 & PD04-001 – developed with single-family detached and single-family attached units.
- East: RR-20 – developed with a private meeting facility (Redwood Forest Friends Meeting House)
- West: RR-20 – developed with a single-family dwelling

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

Per Zoning Code Section 20-42.140, a small lot subdivision may be proposed and approved on any site within the R-1, R-2, R-3 Zoning Districts. Because the subdivision proposes lot sizes smaller than the R-3-18 minimum lot size of 6,000 square-feet, the applicant has requested a Conditional Use Permit for a residential small lot subdivision. Zoning Code Section 20-42.140 provides development standards for small lot subdivisions and allows flexibility for individual units or project design alternatives if authorized by the review authority

as part of Conditional Use Permit approval. The applicant has not requested any special consideration from the allowable standards summarized below:

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

Building Height - The maximum allowable building height for residential structures is 35 feet. The proposed elevations depict the proposed units at 33-feet tall. While these plans are not binding through the CUP process, the plans indicate the applicant's intent to develop within the height regulation. The Project has been further conditioned to comply with development standards in Zoning Code Section 20-42.140.

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

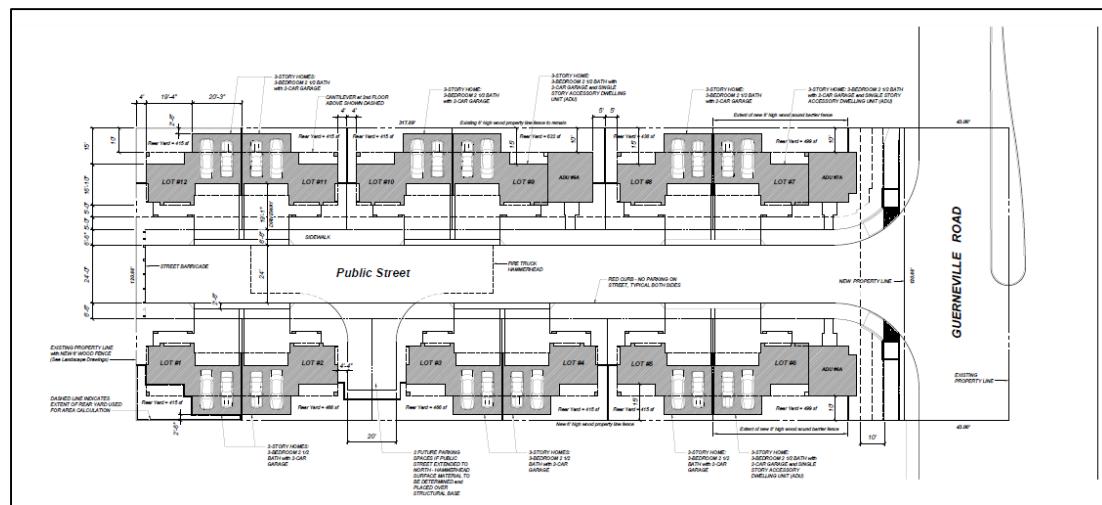


Figure 3: Proposed lot configuration.

Private Open Space - The standard requirement for private open space on individual lots within a small lot subdivision is 400 square feet, of which no dimension should be less than 15 feet, unless otherwise approved through the CUP process. All lots meet this requirement.

#### Parking

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

#### Noise

The City's General Plan (NS-B-4) requires that all new projects proposed for areas with existing noise above 60 dBA DNL. The applicant submitted an Environmental Noise Assessment, which identified the day-night average noise level at the project site as 69 to 70 dBA over the weekend and 71 dBA during weekdays. The report recommended an 8-foot noise barrier to reduce the exterior noise levels in the rear yards of the two nearest units to Guerneville Road (Lots 6 and 7) to 60 dBA DNL. The report recommends 6-foot noise barriers to reduce exterior noise levels in the rear yards of the next two units closest to Guerneville Road (Lots 5 and 8) to 60 dBA DNL or less. Exterior noise levels at rear yards located further north (Lots 1-4 and 9-12) would be less than 60 dBA DNL. The report recommends proper wall construction techniques, selection of proper windows/doors, and the incorporation of forced-air mechanical ventilation systems to allow occupants to control noise by closing windows. The project incorporates a variable 6-foot and 8-foot wooden sound fence along the rear yards of the units closest to Guerneville Road.

Pursuant to Zoning Code 20-52.03, the Project requires Design Review. Due to the type and size of the development, the review authority is the DRB. This section of the Zoning Code also requires all land use entitlements be acted on prior to Final Design Review being granted. The Project requires approval of a Conditional Use Permit for a small-lot subdivision and Tentative Map, which is tentatively scheduled before the Planning Commission on May 9, 2019; and approval of a Rezoning, which is tentatively scheduled for the City Council on June 4, 2019. If approved, the DRB may grant Preliminary, with Final Design Review pending approval of the rezoning.

#### 4. Design Guidelines

The following is a summary of the most appropriate City of Santa Rosa Design Goals and Guidelines which apply to the proposed project.

##### *Neighborhood Design*

- 1.1 I D To 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.*

*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, including: horizontal wood, cement fiber and composite siding, vertical wood siding, stucco, wood shingles, real and cultured masonry.

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 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 or carports to minimize their impact from the public street. The main buildings should be the dominant visual statement along the public streetscape.

*Infill Development*

4.3 I A To provide for continuity of design between existing and new development.

4.3 I B To ensure that projects are designed in such a way as to reduce to a minimum any negative consequences, such as: loss of privacy, noise, increased traffic and lighting overspill that infill development may have on existing neighbors.

4.3 II 1 Integrate new development carefully into existing neighborhoods with respect to scale, level of detailing, use of materials, landscaping, and other characteristics of the neighborhood.

4.3 II 2 Where Santa Rosa's General Plan calls for a change or an intensification in land use, new development should consider the character of the surrounding neighborhood or district, particularly at the edges adjacent to existing development.

4.3 II 3 At edge conditions of infill avoid placing structures and elements which adversely affect adjacent residents. For example, avoid placing the following directly adjacent to residences:

- a. trash enclosures, which are both smelly and noisy;
- b. large structures which block sunlight; and
- c. living spaces with second and third story windows that permit residents to look directly into neighbors' yards.

4.3 II 4 In addition to what is discussed in #3 above, design infill development at its edges to:

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

The project, as proposed, will bring an underdeveloped site into compliance with the density and pattern of development envisioned by the City's General Plan. The applicant has provided floor plans for the proposed attached single-family dwellings and the attached ADUs proposed on Lots 6, 7, and 11. The square-footage ranges from 1,530-square-feet to 1,750-square-feet, for homeowners that opt to fully build out the ground floor entry/garage level. Each unit will have a two-car garage, stepped back from the front of each dwelling.

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

5. Historic Preservation Review Standards

Not applicable.

6. Neighborhood Comments

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

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

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

Boulevard along the entire frontage with public sidewalks. The proposed project provides sufficient parking per unit, as required by City Code.

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

7. Public Improvements/On-Site Improvements

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

FISCAL IMPACT

Not applicable.

ENVIRONMENTAL IMPACT

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

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

- The project was reviewed by City agencies and any potential impacts will be lessened by uniformly applied development policies, standards and conditions, including street improvements, limits on construction hours, adherence to BAAQMD best management practices, and compliance with the Standard Urban Stormwater Mitigation Plan.
- The site can be adequately served by all necessary utilities and public services.

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

Review of CEQA Guidelines Section 15183 shows that:

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

#### BOARD/COMMISSION/COMMITTEE REVIEW AND RECOMMENDATIONS

On May 9, 2019, the Planning Commission will consider an ordinance to recommend that the City Council rezone the subject parcel to the R-3-18 (Multi-Family Residential) Zoning District, approve a Conditional Use Permit for a small lot subdivision, and adopt a Tentative Map. Staff will report the results of that meeting during the subject Design Review hearing.

The rezoning is tentatively scheduled for the City Council on June 4, 2019.

**NOTIFICATION**

This item was noticed as a Public Hearing per the requirements of Chapter 20-66 of the City Code. Notification of this public hearing was provided by posting an on-site sign, publishing notice in a newspaper of general circulation, mailed notice to surrounding property owners, electronic notice to parties that had expressed interest in projects taking place in this geographic area of Santa Rosa, and bulletin board postings at City Hall and on the City website.

**ATTACHMENTS**

Attachment 1 – Disclosure Form

Attachment 2 – Neighborhood Context Map

Attachment 3 – Site Photos

Attachment 4 – Project Plans, received December 20, 2018

Attachment 5 – Design Narrative

Attachment 6 – Plan Provided for Concept Review

Attachment 7 – Public Correspondence

Resolution:      Preliminary Design Review with Exhibit A – DAC Report

**CONTACT**

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