

CITY OF SANTA ROSA
PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT
STAFF REPORT FOR PLANNING COMMISSION
July 13, 2017

PROJECT TITLE

Farmers Lane Senior Housing Project

ADDRESS/LOCATION

201 Farmers Lane

ASSESSOR'S PARCEL NUMBER

014-071-093

APPLICATION DATE

July 19, 2016

REQUESTED ENTITLEMENTS

Rezoning, Density Bonus, and Tentative Map

PROJECT SITE ZONING

Existing: R-3-18 (Multi-family Residential)
Proposed: R-3-18-SH (Multi-family Residential, Senior Housing)

PROJECT PLANNER

Susie Murray

APPLICANT

Barbara Hayes

PROPERTY OWNER

Farmers Lane Associates

FILE NUMBER

PRJ16-018

APPLICATION COMPLETION DATE

July 19, 2016

FURTHER ACTIONS REQUIRED

Rezoning & Density Bonus – City Council
Design Review – Design Review Board

GENERAL PLAN DESIGNATION

Medium Density Residential (8-18 units per acre)

RECOMMENDATION

Approval

CITY OF SANTA ROSA
PLANNING COMMISSION

TO: CHAIR CISCO AND MEMBERS OF THE COMMISSION

FROM: SUSIE MURRAY, CITY PLANNER
PLANNING AND ECONOMIC DEVELOPMENT

SUBJECT: FARMERS LANE SENIOR HOUSING PROJECT

AGENDA ACTION: THREE RESOLUTIONS

RECOMMENDATION

It is recommended by the Planning and Economic Development Department that the Planning Commission (Commission), by three separate resolutions, recommend that the City Council (Council) introduce and adopt an ordinance rezoning the project site into the Senior Housing combining district; recommend the Council approve a resolution for a Density Bonus; and approve a Tentative Map for Farmers Lane Senior Housing located at 201 Farmers Lane.

EXECUTIVE SUMMARY

The Farmers Lane Senior Housing project (project) proposes to construct two multi-family residential structures consisting of 26 condominium units and common area, of which five units will be designated for moderate income owners.

The applications before the Commission include a request to rezone into the Senior Housing combining district, which will require at least 80 percent of the occupied units to be occupied by at least one person who is 55 years of age or older; a Density Bonus that will allow an eighteen percent (18%) density increase and concessions for both parking and building height; and a Tentative Map to subdivide two structures into 26 condominium units and common area.

BACKGROUND

1. Project Description

The project proposes to develop a 1.22-acre parcel with two multi-family structures inclusive of 26 condominium units and common space. Five units, which represents 23% of the maximum allowable density, will be designated for moderate income occupants. This represents 0.82% of the City's 5-year goal for market rate units, and 0.63% of the 5-year goal for moderate income units. The proposal also includes a request to rezone into the Senior Housing combining district.

The larger four-story structure, located on the northern end of the parcel adjacent to Santa Rosa Creek, is proposed at 47-feet tall with 24 residential units. The smaller two-story structure is located on the southern end of the property, and will provide two residential units. The airspace units (floor plans) range in size from 1,069 to 1,608 square feet. The exterior materials for both structures will be primarily stucco, with wood accents.

The development site is located along the west side of Farmers Lane, just south of the intersection of 4th Street, Hwy 12 and Farmers Lane. The property is vacant, generally flat, and vegetated with several trees, shrubs and grasses. Development of Farmers Lane Senior Housing will result in the removal of eight heritage trees and four non-heritage trees. The project's planting plan includes several replacement trees in compliance with the City's Tree Ordinance (City Code Chapter 17-24).

Vehicular access would be provided via a single driveway off Farmers Lane. One covered parking space will be provided for each unit, and guest parking will be provided between the structures. A trash enclosure will be located at the southwest corner of the 4-story building.

The project includes the installation of a pedestrian/bicycle path adjacent to Santa Rosa Creek, which will be available to the public. On-site stormwater will be collected and treated via best management practices pursuant to the City of Santa Rosa Low Impact Design Manual. Water and sewer services would be provided through existing infrastructure managed and maintained by the City.

2. Surrounding Land Uses

North:	Retail and Business Services; currently developed with restaurant, retail and office uses.
South:	Medium Density Residential (8 -18 units per acre); currently developed with medical services and multi-family residential uses.
East:	Public/Institutional; currently developed with a meeting facility (church) and school

West: Low Density Residential (2-8 units per acre); currently developed with detached single-family residential uses.

3. Existing Land Use – Project Site

The 1.22-acre project site is currently undeveloped and has recently been used by the City of Santa as a staging area for construction projects. The site is generally flat, vegetated with several trees, including significant heritage trees, shrubs, grasses and riparian vegetation along the creek.

4. Project History

On November 18, 2008, the Council approved a General Plan Amendment and Rezoning of the subject site changing the land use designation to Medium Density Residential and the zoning to the R-3-18 (Multi-family Residential) zoning district.

On November 19, 2015, the Design Review Board reviewed the project plans as a Concept item. Refer to the Board/Commission/Committee Review and Recommendations section of this report for more details.

On March 29, 2016, a Development Review Pre-Application Meeting was held with City staff. The purpose of the meeting was to offer the applicant an interdepartmental staff review of the conceptual design.

On July 6, 2016, a Neighborhood Meeting was held to introduce the project to nearby neighbors. Refer to the Neighborhood Comments section of this report for more details.

On July 19, 2016, the project applications were submitted to Planning and Economic Development, including Rezoning, Density Bonus, Tentative Map, and Design Review.

On December 8, 2016, a letter was sent to the applicant identifying issues and additional information necessary to continue processing the applications.

On March 8, 2017, the applicant submitted a response letter coupled with the requested additional information and application materials.

PRIOR CITY COUNCIL REVIEW

Not applicable.

ANALYSIS

1. General Plan

The General Plan land use designation for the site is Medium Density Residential which allows a density of 8-18 units per acre. The following General Plan goals and policies are applicable to the project:

- | | |
|----------------|--|
| H-A | Meet the housing needs of all Santa Rosa residents. |
| LUL-E | Promote livable neighborhoods. Ensure that everyday shopping is within walking distance of most residents. |
| 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. Downtown is excepted. |
| LUL-A | Foster a compact rather than a scattered development pattern to reduce travel, energy, land, and material consumption while promoting greenhouse gas emission reductions citywide. |
| UD-A | Preserve and enhance Santa Rosa's scenic character, including its natural waterways, hillsides and distinctive districts. |
| UD-F-2 | Protect natural topographic features such as hillsides, ridgelines and mature trees. |
| 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-C | Expand the supply of housing available to lower income households. |
| H-C-11 | Provide opportunities for higher density and affordable housing development on regional/arterial streets and for convenient access to transit. |
| H-D | Provide housing for households with special needs. |
| H-D-11 | Encourage the development of affordable housing for the elderly, particularly for those in need of assisted and skilled nursing care. 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. |

- H-F-5** Utilize the design review checklist to expedite affordable housing developments through the Design Review process.
- H-G** Develop energy efficient residential units.
- T-K-1** Link the various citywide pedestrian paths, including street sidewalks, downtown walkways, pedestrian areas in shopping centers and work complexes, park pathways, and other creekside and open space pathways.
- T-K-2** Allow the sharing or parallel development of pedestrian walkways with bicycle paths, where this can be safely done, to maximize the use of public right-of-way.
- T-L** Develop a citywide system of designated bikeways that serves both experienced and casual bicyclists.

Farmers Lane Senior Housing furthers the goals of the General Plan. The Medium Density Residential land use designation is intended for specific areas where higher density is appropriate. Pursuant to General Plan Policy H-F-4, which provides for continued implementation of the City's Density Bonus Ordinance, the project proposes 26 for-sale, condominium units, of which five will be designated for moderate income owners.

The project includes a request for an 18% density increase. The request is consistent with State Law, which allows development at densities higher than allowed by the General Plan land use designation in return for affordable units. Several General Plan goals and policies relate specifically to housing for the elderly. In addition to providing five for-sale units for moderate income owners, the entire project will be designated for persons 55 years of age and older.

The project proposes higher density housing along an arterial street and provides housing opportunities within walking distance of public transportation, three commercial centers, schools and recreation areas. The commercial centers offer a grocery store, dining, and a variety of other retail and commercial services.

The site is physically suitable for the increased density. Water service, sewer treatment, and other utilities are available, emergency services including Police and Fire are provided.

2. Citywide Creek Master Plan

The Santa Rosa Creek Watershed drains approximately 78.6 square miles, including agriculture, parks and open space, and urban land uses. The Citywide Creek Master Plan (CCMP) divides Santa Rosa Creek into eight reaches. The

project site is located within Reach 3, which spans from Farmers Lane to E Street.

Reach 3 is fairly natural and is recommended for preservation, due to its value as fish and wildlife habitat. Enhancements including removal of invasive species and replanting with natives are recommended. The project includes the installation of several native trees within the creek setback area.

The CCMP also embraces the concept that waterways are important for multiple uses, including recreational uses. As such, the project includes a bicycle/pedestrian pathway adjacent to the creek.

3. Tentative Map

City Code, Title 19, sets forth the regulations pertaining to Tentative Maps, including condominium units. Pursuant to Section 19-24.080, the Planning Commission must make the following findings before approving a Tentative Map:

1. The proposed map is consistent with the general plan and any applicable specific plans as specified in [Government Code](#) Sections 65451 and 66474.5.
2. 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.
3. 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
4. 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.

The proposed map is consistent with the General Plan in that the land use designation is Medium Density Residential which is intended for higher density residential development. The project also involves a Density Bonus, which is discussed in more detail in the Zoning section of this report. Density Bonuses are encouraged by the General Plan to meet the over-all housing requirements for Santa Rosa residents, and more specifically, to meet the housing requirements for Santa Rosa seniors (reference General Plan Policies H-D-11 and H-F-4).

Staff has reviewed the project plans and determined that the service needs of the

subdivision's residents was considered in the scope of the General Plan 2035, which was adopted in 2009.

4. Zoning

The project site is within the R-3-18 (Multi-family Residential) zoning district. This zoning district is consistent with the General Plan land use designation and is applied 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.

Zoning for surrounding properties:

North: CG (General Commercial) district
South: R-3-18 (Multi-Family Residential) district
East: R-1-6 (Single-Family Residential) district
West: R-1-6 (Single-Family Residential) district

The following Zoning Code sections are applicable to the project:

Rezoning

The project proposes to modify the existing R-3-18 (Multi-family Residential) zoning district by including the site in the Senior Housing combining district. In doing so, 80% of the total units must be occupied by at least one person 55-years of age or older. The project will also realize a reduced parking requirement, which is discussed in the Development Standards section below.

The Senior Housing (-SH) combining district is intended to create a zoning district for senior housing and to set forth a process through which property may be rezoned specifically as housing for older persons within the City in compliance with Federal and State Fair Housing Law by establishing a clear set of requirements for senior housing.

Zoning Code Section 20-28.080 provides regulations pertaining to senior housing projects. A senior housing projects must enter into a regulatory agreement with the City prior to recording the Final Map. A project providing residential units pursuant to the City's Density Bonus ordinance may enter into a single agreement for purposes of regulating and monitoring the senior residential units and other restrictions applicable under Chapter 20-31 in accordance with the most restrictive requirements. The regulatory agreement will require verification of occupancy in a format approved by the Executive Director of the Housing Authority.

Zoning Code Section 20-64.030 discusses Rezoning requirements. A request to rezone requires a recommendation from the Commission to the Council for the approval of a proposed amendment. The recommendation shall be made by resolution, and carried by the affirmative vote of at least four Commission members.

The Commission may modify a proposed Zoning Map amendment, by reducing the area involved, or by recommending a more restrictive land use or zoning classification, as applicable. Should the Commission extend the modification into another land use or zoning category, additional public notice of the Commission reconsideration is required.

Density Bonus

Zoning Code Chapter 20-31 sets forth the City's Density Bonus regulations. It is intended to provide incentives for affordable housing. Pursuant to both Zoning Code Section 20-31.060 (A) and Government Code § 65915 (State of California density bonus regulations), because this housing developer is electing to designate 23% of the maximum allowable units for moderate income occupants, the project is entitled to two concessions and an 18% density increase. The applicant is requesting concessions for building height and parking. The proposed 26 residential units includes the maximum 18% density increase.

Government Code Section 65915 and Zoning Code Section 20-31.080(B) both require the City to grant the concessions requested by the applicant unless the City can make a written finding, based on substantial evidence, that one or more of the following circumstances apply:

1. The concession is not required in order to provide for affordable housing costs or affordable rents.

Response: The Design Review Board (DRB) requested parapets on the four-story building to shield rooftop equipment. Without a concession for the additional two feet in building height, costly revisions to the plans would be required to reduce the height of the structure, relocated HVAC equipment, and maintain the current design.

The applicant is requesting a concession for parking requirements so the review authority does not require additional on-site parking. This is discussed in more detail in the Parking section of this report.

2. 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.

Response: The project site is not listed in the California Register of Historical Resources. As conditioned, the project would not have any specific adverse impact upon public health or safety or the physical environment.

3. The incentive or concession would be contrary to State or Federal law.

Response: Neither concession would be contrary to State or Federal law.

Zoning Code Section 20-31.030 provides a list of application requirements. Included in the list are:

- Identification of the location, acreage, and the maximum number of base units allowed under the zoning and the land use designated under the General Plan without the density bonus.

Pursuant to Government Code § 65915, each component of any density calculation, including base density and bonus density, resulting in fractional units shall be separately rounded up to the next whole number. Using that rounding standard, the maximum allowable density without density bonus for the 1.22-development area is 22 units. The applicant is proposing that five units, or 23%, be designated for moderate income owners, which qualifies the project for an 18% density increase; a total of 26 units.

- Identification of the total number of units proposed, specifically identifying the density bonus units and the affordable units which will demonstrate eligibility under this Chapter.

The applicant has provided an exhibit, attached to this report, that demonstrates eligibility for Density Bonus.

- Identification of the requested concessions or incentives or a list of any alternative concessions or incentives which would provide, in the developer's opinion, an equivalent financial value to the concession or incentive requested. This requirement does not impair the applicant from substituting a new incentive or concession from what is initially proposed, but substitution may cause project delays and require revision of

environmental documents, and may necessitate additional processing fees as determined by the Director of Community Development.

The applicant has requested a concession for building height. The four-story structure is proposed at 47-feet, which is two feet taller than allow by Zoning Code development standards. As discussed above, the additional two feet of building height will allow for parapets to screen rooftop equipment.

The applicant has also requested a concession for parking. The project meets parking the requirements of Zoning Code Table 3-4 (Parking Requirements). Approval of the Density Bonus would preclude the review authority from requiring additional parking.

- A clear statement of how the requested concessions or incentives are necessary to make the proposed housing development economically feasible, and result in identifiable, financially sufficient and actual cost reductions. The information should be sufficiently detailed to enable City staff to examine the conclusions reached by the developer.

The applicant has provided a justification for the requested concessions; a copy is attached to this report. Due to costs associated with plan modifications, the shape of the parcel, and proximity to the creek, the developer would not be able to provide affordable units without concessions for building height.

Regarding parking, also discussed above, the project will provide the required 29 parking spaces; the requested concession is to preclude the review authority from requiring additional parking.

- Other pertinent information as the Director of Community Development may require to enable the City to adequately analyze the identifiable, financially sufficient and actual cost reductions of the proposed housing development with respect to the requested additional concession or incentive and other concessions or incentives which may be made available.

The applicant has provided all additional information requested by City staff.

The Project was reviewed by staff and has been found in compliance with City and State Density Bonus regulations.

Development Standards

Parking

Pursuant to Zoning Code Section 20-36.040, Table 3-4, as a senior housing project, the project is required to provide 29 parking spaces: one space per residential unit plus one guest space for each 10 units. As proposed, the project includes 29 parking spaces, which meets these requirements. Because Zoning Code Section 20-36.050(C)(1)(a) allows the review authority to, as a condition of approval, require additional parking spaces, the applicant has requested parking as one of two Density Bonus concessions.

Building Height

Table 2-5 of the Zoning Code provides that the maximum allowable height for a building within the R-3-18 zoning district is 45 feet. The 24-unit, four-story structure located adjacent to the creek exceeds the maximum building height by two feet. As previously discussed, the applicant has requested a concession for the additional height for parapets to screen rooftop equipment.

Setbacks, Building Separation and Lot Coverage

The project meets setback, building separation and lot coverage requirements pursuant to Table 2-5 of the Zoning Code.

Tree Removal

The project proposes the removal of twelve trees. Pursuant to the City's Tree Ordinance, City Code Chapter 17-24, the planting plan includes replacement trees in compliance with Section 17-24.050 for tree removal on property proposed for development. The proposed landscape plan will be reviewed by the Design Review Board. The landscape plans included with plans submitted for building permits will be required to comply with both the City's Tree Ordinance and the Water Efficient Landscape Ordinance.

5. *Design Guidelines*

On November 19, 2015, the project was presented to the Design Review Board as a Concept item and received general favorable support. Pursuant to Zoning Code Section 20-52.030(G), Final Design Review approval for projects that also require land use entitlements must occur following land use approval. The project will be scheduled for Preliminary and Final Design Review pending actions related to the Rezoning, Density Bonus and Tentative Map.

6. *Historic Preservation Review Standards*

Not applicable.

7. *Neighborhood Comments*

Approximately 10 neighbors attended a Neighborhood Meeting held on July 6, 2016. Since then, several written public comments have been received.

The following list summarizes neighborhood concerns, followed by the staff response:

<u>Comment/topic</u>	<u>Staff response</u>
Parking	The project meets parking requirements, however, Zoning Code Section 20-36.050(C)(1)(a) allows the review authority to increase the required number of parking spaces. As such, the applicant has requested a concession for parking.
<u>Comment/topic</u>	<u>Staff response</u>
Density	The requested density is allowed, through the Density Bonus regulations.
Building height & privacy	The proposed 47-foot tall, four-story structure is two feet taller than the maximum 45-foot building height allowed by Table 2-5 of the Zoning Code. The applicant has requested a concession for building height.
Trash	The project plan includes a trash enclosure that complies with Design Guidelines Section 3.2.
Property values	No economic analysis was prepared for or reviewed by staff, as it relates to neighboring property values.
Trees	The project landscape plans, including tree preservation, removal and replacement, comply with the City's Tree Ordinance, City Code Chapter 17-24. The project is also conditioned to protect trees on neighboring properties.
Fence height	The project proposes an eight-foot tall fence along the western property line, which will provide a barrier between Farmers Lane Senior Housing and the neighboring single-family residential neighborhood.

8. Public Improvements/On-Site Improvements

The project includes construction of street and sidewalk improvements along the Farmers Lane frontage, including 26-foot wide driveway apron, street lights, tree wells, etc.

A Class 1 bike path shall be installed adjacent to Santa Rosa Creek. The developer shall provide a means acceptable to the City for ongoing maintenance of the path.

A comprehensive list of public and on-site improvements are included in the Development Advisory Report, dated April 28, 2017, attached to the draft resolution for the Tentative Map.

FISCAL IMPACT

Not applicable.

ENVIRONMENTAL IMPACT

The proposed project has been found in compliance with the California Environmental Quality Act (CEQA) pursuant to the following CEQA Guidelines:

- Section 15183 - The Santa Rosa General Plan 2035 Environment Impact Report (EIR) was found in compliance with the California Environmental Quality Act (CEQA), and adopted by City Council Resolution No. 27509, dated November 3, 2009. The project is consistent with the General Plan and zoning. Staff has reviewed the proposed project and determined that the existing environmental review is sufficient in that all impacts were previously assessed because:
 - There are no effects peculiar to this project that were not addressed in the General Plan EIR;
 - There are no effects which were not previously analyzed as significant effects;
 - There are no potentially significant cumulative or off-site effects; and
 - There are no previously identified significant effects, which as a result of substantial new information, are determined to have more severe impacts.
- Section 15332 – The project qualifies for a Class 32 Categorical Exemption for in-fill development in that:

- It is consistent with the General Plan and zoning;
- The site is located within City limits on a property that is less than five acres in size and is substantially surrounded by urban uses;
- The project 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; and
- The site can be adequately served by all required utilities and public services.

BOARD/COMMISSION/COMMITTEE REVIEW AND RECOMMENDATIONS

The project was reviewed by the Waterways Advisory Committee (WAC) on April 23, 2015. The WAC was divided in its support for the pathway that connects the project from the north side of the four-story structure to the pedestrian/bicycle path adjacent to the creek. The policy of the Planning and Economic Department has been to permit pathways within required creek setback areas.

The Design Review Board (Board) reviewed the project as a Concept item on November 19, 2015. The Board indicated support.

NOTIFICATION

On June 16, 2016, a Neighborhood Meeting Notice was mailed to property owners within 400 feet of the project site.

In May 2017, a Public Hearing Notice was mailed to property owners within 400 feet of the project site; a Public Hearing Notice was published in the Press Democrat; and a sign announcing the public hearing before the Commission was installed at the project site, pursuant to Zoning Code Chapter 20-66.

Due to an error in noticing, the public hearing scheduled on June 8, 2017, was continued to June 22, 2017. The on-site public hearing sign was updated, a new notice was sent to property owners within 400 feet of the subject site, and a new Notice of Public Hearing was published in the Press Democrat.

At the applicant's request, the public hearing was continued again, from June 22, 2017, to July 13, 2017. The public hearing sign was updated to reflect the new public hearing date, a courtesy notice was mailed to property owners with 400 feet of the subject site, and a new Public Hearing Notice was published in the Press Democrat.

ISSUES

There are no unresolved issues.

ATTACHMENTS

- Attachment 1: Disclosure Form
- Attachment 2: Location Map
- Attachment 3: Project Plans (including Neighborhood Context Map, Site Photos, Site Plan, Floor Plans, Grading Plan and Landscape Plans), stamped received on March 8, 2017
- Attachment 4: City Council Resolution Nos. 27251 and 27252, and Ordinance No. 3901
- Attachment 5: Project Narrative and Response to Issues Letter, prepared by Steven Sharpe & Associates, both dated March 6, 2017
- Attachment 6: Environmental Evaluation, prepared by Steven Sharpe, Revised March 6, 2017
- Attachment 7: Affordable Units Exhibit, prepared by Hedgpeth Architects, stamped received May 24, 2017, and Affordable Unit Overview, prepared by Steven Sharpe, dated May 23, 2017
- Attachment 8: Trip Generation Analysis, prepared by W-Trans, May 24, 2016
- Attachment 9: Environmental Noise Assessment, prepared by Illignworth and Rodkin, Inc., dated June 2, 2016
- Attachment 10: Tree Inventory Report, prepared by Horticulture Associates, dated October 31, 2014
- Attachment 11: City of Santa Rosa Tree Ordinance, City Code Chapter 17-24
- Attachment 12: Biotic Survey and Biological Update, both prepared by Charles A. Patterson, Plant Ecologist, dated September 17, 2008 and February 27, 2017, respectively
- Attachment 13: Shadow Analysis, prepared by Hedgpeth Architects, dated September 2014
- Attachment 14: Public Correspondence
- Attachment 15: Planning Commission Questions and Answers
- Resolution 1: Rezoning
- Resolution 2: Density Bonus
- Resolution 3: Tentative Map with Development Advisory Report

CONTACT

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