

CITY OF SANTA ROSA
PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT
STAFF REPORT FOR PLANNING COMMISSION
DECEMBER 14, 2017

PROJECT TITLE

Santa Rosa Memorial Hospital Medical
Office Building and Parking Structure

APPLICANT

Wesley Okamoto

ADDRESS/LOCATION

1102, 1110, 1120, 1144, 1150, 1154,
1166, 1170 Montgomery Drive; 110, 114,
118, 122 Sotoyome Street

PROPERTY OWNER

Santa Rosa Memorial Hospital

ASSESSOR'S PARCEL NUMBERS

009-172-001, 009-172-002, 009-172-003,
009-172-004, 009-172-005, 009-172-006,
009-172-007, 009-172-014, 009-172-019,
009-172-023, 014-081-003, 014-081-004,
014-081-023

FILE NUMBER

PRJ17-009, CUP17-008

APPLICATION DATE

February 21, 2017

APPLICATION COMPLETION DATE

September 15, 2017

REQUESTED ENTITLEMENTS

Conditional Use Permit

FURTHER ACTIONS REQUIRED

Design Review, Building Permits

PROJECT SITE ZONING

CO (Office Commercial)

GENERAL PLAN DESIGNATION

Office

PROJECT PLANNER

Patrick Streeter

RECOMMENDATION

Approval

Agenda Item # 8.2
For Planning Commission Meeting of: December 14, 2017

CITY OF SANTA ROSA
PLANNING COMMISSION

TO: CHAIR CISCO AND MEMBERS OF THE COMMISSION
FROM: PATRICK STREETER, SENIOR PLANNER
PLANNING AND ECONOMIC DEVELOPMENT
SUBJECT: SANTA ROSA MEMORIAL HOSPITAL MEDICAL OFFICE
BUILDING AND PARKING STRUCTURE

AGENDA ACTION: ADOPT MITIGATED NEGATIVE DECLARATION, APPROVE
CONDITIONAL USE PERMIT

RECOMMENDATION

It is recommended by the Planning and Economic Development Department that the Planning Commission, by resolution, approve a Conditional Use Permit to allow an increase in building height and permit operation of a commercial parking facility, and adopt a Mitigated Negative Declaration for the Santa Rosa Memorial Hospital medical office building and parking structure.

EXECUTIVE SUMMARY

The project proposes to demolish existing buildings on site and construct a new, 4-story medical office building with 92,000 square feet of floor area, a 6-level, 600-stall parking garage, and associated site improvements. The proposed medical office land use is permitted by right within the CO (Office Commercial) zoning district. The maximum building height in the Office Commercial zoning district is 35-feet, with additional height allowed through a Conditional Use Permit. The medical office building has a proposed height of 68-feet and the parking structure will be 56 feet at the upper parapet wall and 70 feet at the elevator tower. In addition to serving the medical office building, the parking structure will provide supplementary parking inventory for Memorial Hospital and other St. Joseph Health facilities in the area.

BACKGROUND

1. Project Description

The Santa Rosa Memorial Medical Office Building and Parking Structure project proposes development of a 92,000 square-foot, 4-story medical office building (MOB), 6-level, 600-stall parking structure, 58 surface parking spaces, and associated improvements. The height of the MOB will be 61 feet with 7 feet of

mechanical screening. The parking garage will be approximately 56 feet in height at the parapet, with a 70-foot elevator tower. The upper level of the parking structure could accommodate approximately 23,200 square feet of solar panels, the tops of which would be lower than the 70-foot elevator tower.

The parking structure will be located at the corner of Sotoyome Street and Montgomery Drive and will be accessible from both streets. There will be a minimum of 48-feet and 4-inch building setback from Sotoyome Street and approximately 22-feet from Montgomery Drive.

The new MOB will include a hospital licensed outpatient diagnostic imaging clinic on the first floor, with a potential to include 2,500 square feet for a credit union and 1,500 square feet for a café. The second floor will have doctors' offices. The anchor tenants in the new MOB's will be Santa Rosa Memorial Hospital's (SRMH) outpatient diagnostic imagine clinic and the affiliated physician medical group. The affiliated physician medical group is a multi-specialty group practice that is currently located in individual medical office buildings in the surrounding area. Development of the new MOB will allow for the consolidation of these physician services, and by collocating the doctors' offices with the diagnostic imaging clinic, will help in reducing patient vehicular trips. The proposed parking structure will address parking demand generated by the MOB and provide additional inventory to serve nearby facilities.

2. Surrounding Land Uses

| | |
|--------|---|
| North: | Santa Rosa Memorial Hospital |
| South: | Multi-family residential use, medical offices |
| East: | Medical offices and hospital uses |
| West: | Medical offices and hospital uses |

The project site is located at the corner of Sotoyome Street and Montgomery Drive and surrounded by medical offices and hospital uses. Santa Rosa Memorial Hospital is directly north of the project site, across Montgomery Drive. To the east, development includes single-story medical offices, as well as a 4-story medical office building and a 5-level parking garage across Doyle Park Drive. A multi-story medical office building and a two-story residential apartment building are to the south, and to the west, across Sotoyome Street, is a two-story hospital and medical building.

3. Existing Land Use – Project Site

The project site is approximately 2.98 acres in area and consists of 14 separate parcels. All of the parcels have previously been graded and developed. There are 86 mature trees along streets, parking lots, and landscaped areas. Of 13 structures originally on the project parcels, 3 have been removed, under permit,

and 2 are vacant. The remaining structures will be demolished or relocated by the time of project construction.

4. Project History

On April 13, 2016, a neighborhood meeting was held to introduce a surface parking lot concept on some of the project parcels.

On June 13, 2016, formal applications were submitted for the surface parking lot project.

On December 4, 2016, applications for the surface parking lot project were withdrawn.

On December 14, 2016, a neighborhood meeting was held to introduce the presently proposed project: a new 4-story medical office building and a 6-level parking structure.

On February 16, 2017, the project went before the Design Review Board as a Concept item.

On February 21, 2017, applications were submitted for the proposed project.

On August 3, 2017, the project returned to the Design Review Board for a second Concept review.

On October 9, 2017, a Notice of Intent to adopt an Initial Study/Mitigated Negative Declaration was posted, with a planned public hearing date of November 9, 2017.

On November 9, 2017, the public hearing was continued to December 14, 2017, to allow time for the preparation of this staff report.

PRIOR CITY COUNCIL REVIEW

Not applicable to this project.

ANALYSIS

1. General Plan

The project site is designated for the Office land use in the General Plan. This classification is intended to accommodate sites for administrative, financial, professional, medical, and public offices.

The following General Plan policies are applicable to the project:

- LUL-A Foster a compact rather than a scattered development pattern in order to reduce travel, energy, land, and materials consumption while promoting greenhouse gas emission reductions citywide.
- LUL-D-2 Require that uses such as parking garages and theaters provide ground-level uses that generate activity or provide visual interest, and are compatible with surrounding ground-level uses.
- LUL-I Maintain vibrant, convenient, and attractive commercial centers.
- LUL-I-1 Provide a range of commercial services that are easily accessible and attractive, that satisfies the needs of people who live and work in Santa Rosa and that also attracts a regional clientele.
- LUL-J Maintain the economic vitality of business parks and offices, and Santa Rosa's role as a regional employment center.
- LUL-J-1 Maintain an adequate supply of employment centers in a variety of locations and settings to ensure the city's continued economic vitality.
- UD-A-5 Require superior site and architectural design of new development projects to improve visual quality in the city.
- UD-A-12 Promote green building design and low impact development projects.
- UD-D-2 Maintain a uniform setback of structures from the street. Require parking areas to be placed to the side or rear of structures, not in front.
- EV-B Facilitate the retention and expansion of existing businesses and provide sufficient land for business expansion and attraction of new employers that utilize the area's existing labor pool.
- EV-D-1 Continue to promote Santa Rosa's role as a regional center.

The proposed project implements many of the above-mentioned General Plan goals and policies. By consolidating several medical office buildings into one, with on-site services and high-density parking, the project reduces vehicle trips and advances environmental efficiency. Through its relationship with St. Joseph Health, the project would support a regional employment center. The project has been revised in response to multiple concept meetings with the Design Review Board, which indicates a commitment from the applicant team toward achieving superior site and architectural design.

2. Zoning

North: PD 0110 (Planned Development)
South: CO (Office Commercial)
East: CO (Office Commercial)
West: CO (Office Commercial)

The project site and the parcels to the east, west, and south, are within the Office Commercial zoning district. Santa Rosa Memorial Hospital, to the north, is within a planned development district specifically created for the hospital. The CO district implements the Office land use designation of the General Plan and is intended to support administrative, business, financial, medical, professional, and public office uses, together with similar and related compatible uses.

Building Height:

The standard maximum building height in the Office Commercial zoning district is 35-feet. Pursuant to Zoning Code Section 20-30.070(D)(2), structures within a commercial zoning district may achieve additional height through approval of a Conditional Use Permit (CUP). There are no specific findings required for approval of increased height beyond those required for all CUPs. The medical office building has a proposed height of 68-feet and the parking structure will be 56 feet at the upper parapet wall and 70 feet at the elevator tower. Structures of the height proposed for the project are not unprecedented in the vicinity. The hospital to the north has a 70-foot tall tower with patient rooms at a height of 56 feet above grade. The existing medical office building and parking structure at the corner of Montgomery Drive and Doyle Park Drive both reach 53 feet in height at the tallest points.

Parking:

The proposed parking garage will serve the MOB as well as other hospital and medical uses in the vicinity. The Zoning Code requires one vehicular parking space per 250 square-feet of general office floor area, one space per 300 square feet of medical service floor area, and one space per 200 square feet of doctor's office floor area. Using the most restrictive calculation, the MOB project would be prescribed 460 on-site parking spaces. Approval and construction of the 6-level, 600 stall parking facility, would allow the project to meet that anticipated parking demand, with surplus spaces available to serve related uses in the general vicinity. The Zoning Code identifies a Parking Facility as a parking lot or structure providing parking for a fee. It is not clear at this time whether a fee will be charged for use of the parking structure, but if the parking structure were to operate as a Parking Facility, the use is allowed within the CO district with a minor Conditional Use Permit. A Parking Analysis prepared by Boulder Associates and a Traffic Impact Study prepared by W-Trans identify no

unmitigable impacts associated with the approval of the MOB and parking structure proposed.

3. 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.C To encourage neighborhood design that supports pedestrians, bicyclists, and use of public transit as well as automobile use.

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 C 2 Avoid buildings with a massive appearance. Divide buildings into segments that break down the scale.

Landscaping:

- 4.1.II.1 Integrate landscaping into all site development
- 4.1.II.2 Provide special attention to incorporation of trees in all landscape design.
- 4.1.II.8 Utilize planting areas to break up large expanses of paving, to visually separate masses of parked cars, and to provide a shady canopy. These planting areas within paved areas should be a minimum of 5' wide.

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 possible 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.

The project includes substantial glazing at the street level and a variety of materials on the MOB and the parking structure. In response to the two Concept Design Review meetings before the Design Review Board, modifications have been made to the plant palette and layout of landscaping as well as the alignment of the buildings and pedestrian and vehicle paths of travel. The horizontal elements of the stairwell and elevator shaft on the garage structure work to soften the massing of the building. Substantial landscaping and a public art element are proposed to improve the aesthetic value added by the development to the streetscapes of Montgomery Drive and Sotoyome Street.

4. Neighborhood Comments

Neighborhood comments received by staff at the December 14, 2016, Neighborhood Meeting and following the Notice of Application of the proposed project have included concerns regarding traffic and pedestrian safety at surrounding intersections, existing and future development plans of Santa Rosa Memorial Hospital, parking in existing facilities, and general operation of the hospital. A question regarding the impact of the MOB on nearby solar panels was also received.

Pedestrian crossing areas, intersection improvements, wayfinding, and level of service impacts were analyzed in the Parking Analysis prepared by Boulder Associates and a Traffic Impact Study prepared by W-Trans, and discussed in detail in the Initial Study and Draft Mitigated Negative Declaration (IS/MND) prepared for the project. Based on recommendations presented in the studies and review by City staff, the project will include installation of a traffic signal at the intersection of Sonoma Avenue and Sotoyome Street, and consolidation of two existing midblock pedestrian crossings into one safety-enhanced location.

Additional concerns have been expressed regarding the future development and expansion of facilities associated with Memorial Hospital. The topic of a master plan for the hospital was raised with City staff. While Planning staff has engaged in conversation with hospital representatives regarding a master plan, there is no such document currently being prepared. The currently proposed project is consistent with the City's General Plan and Zoning Code and has been analyzed for cumulative impacts in the IS/MND. Any future development proposed in the area that is not consistent with the Zoning Code and/or General Plan would be

subject to the appropriate amendments as well as environmental review.

5. Public Improvements/On-Site Improvements

In addition to the MOB and the parking structure, the project includes surface parking areas, landscaping, bioretention areas, and a covered walkway connecting buildings on-site. Off-site improvements include a midblock pedestrian crossing with signal lighting, dedication of public right-of-way to accommodate intersection improvements at Sotoyome Street and Montgomery Drive, and installation of a traffic signal at the intersection of Sotoyome Street and Sonoma Avenue.

FISCAL IMPACT

Approval or denial of this Conditional Use Permit application will not have a direct fiscal impact on the General Fund.

ENVIRONMENTAL IMPACT

The project has been evaluated pursuant to the provisions of the California Environmental Quality Act (CEQA). An Initial Study was prepared, which determined that the project, with inclusion of mitigation measures, would not result in creation of significant environmental impacts. A Notice of Intent to adopt a Mitigated Negative Declaration was submitted to the California State Clearinghouse and posted at the project site, County Clerk's Office, at City Hall and on the City's webpage, with a review and comment period running from October 9, 2017, to November 8, 2017. Because the public hearing for the project was continued to a future date, the review and comment period was extended to December 13, 2017.

BOARD/COMMISSION/COMMITTEE REVIEW AND RECOMMENDATIONS

The project was before the Design Review Board on February 16th and August 3rd of this year as a Concept item. During the meetings, the Design Review Board gave suggestions on the use of columnar trees, the layout of buildings on site, the use of plants and building materials, and the treatment of the parking structure elevations. The minutes from the Concept meetings and the responses from the project team are attached to this staff report.

NOTIFICATION

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

ISSUES

City staff engaged the applicant team in substantial discussion of improvements and potential traffic impacts. The analysis prepared to support the IS/MND has been reviewed and accepted as adequate by the City's Traffic Engineering division and staff is satisfied with the improvements proposed to the Sotoyome Street intersections and pedestrian crossings.

ATTACHMENTS

- Attachment 1 - Disclosure Form
- Attachment 2 - Location Map
- Attachment 3 - Neighborhood Context Map
- Attachment 4 - Project Narrative, dated October 10, 2017
- Attachment 5 - Project Plan Set, dated October 10, 2017
- Attachment 6 - Materials list, dated October 10, 2017
- Attachment 7 - Proposal Statement, prepared by J. Kapolchok + Associates, dated received June 30, 2017
- Attachment 8 - Design Review Board Minutes, February 16, 2017, and August 3, 2017
- Attachment 9 - Applicant response to Design Review Board comments, dated October 10, 2017
- Attachment 10 - Previous drawings, dated June 28, 2017
- Attachment 11 - Initial Study/Mitigated Negative Declaration, prepared by J. Kapolchok + Associates, dated September 15, 2017
- Attachment 11a - Preliminary Stormwater Mitigation Plan, prepared by BkF Engineers, January 2017
- Attachment 11b - Aesthetics Analysis, prepared by Boulder Associates Architects, June 19, 2017
- Attachment 11c - Parking Analysis, prepared by Boulder Associates, January 2017
- Attachment 11d - Traffic Impact Study, prepared by W-Trans, September 8, 2017
- Attachment 11e - Medical Waste Management Policy, Santa Rosa Memorial Hospital, August 2010
- Attachment 11f - Environmental Noise and Vibration Assessment, prepared by Illingworth & Rodkin, March 18, 2017
- Attachment 11g - Construction Toxic Air Contaminants Assessment, prepared by Illingworth & Rodkin, June 29, 2017
- Attachment 11h - Habitat Loss Assessment, prepared by Kjeldsen Biological Consulting, January 30, 2017
- Attachment 11i - Geotechnical Consultation, prepared by Bauer & Associates, June 28, 2017
- Attachment 12 - Letter from Caltrans, dated November 3, 2017
- Attachment 13 - Public Correspondence

Draft Resolution adopting a Mitigated Negative Declaration

Draft Resolution approving a Conditional Use Permit

CONTACT

Patrick Streeter, Senior Planner
Planning and Economic Development
100 Santa Rosa Avenue, Room 3
(707) 543-4323
PStreeter@SRCity.org