

CITY OF SANTA ROSA
PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT
STAFF REPORT FOR THE DESIGN REVIEW BOARD
JANUARY 3, 2019

PROJECT TITLE

Piner Road Assisted Living Residence

APPLICANT

Steve Ring, on behalf of Fulcrum Real Estate and Development

ADDRESS/LOCATION

1980 Piner Road

PROPERTY OWNER

Larry Bertolone

ASSESSOR'S PARCEL NUMBER

036-011-053

FILE NUMBER

PRJ18-054

APPLICATION DATE

September 12, 2018

APPLICATION COMPLETION DATE

September 12, 2018

REQUESTED ENTITLEMENTS

Preliminary & Final Design Review

FURTHER ACTIONS REQUIRED

None

PROJECT SITE ZONING

CG (General Commercial)

GENERAL PLAN DESIGNATION

Retail & Business Services

PROJECT PLANNER

Susie Murray

RECOMMENDATION

Approval

Agenda Item #6.1
For the Design Review Board Meeting of: January 3, 2019

CITY OF SANTA ROSA
DESIGN REVIEW BOARD

TO: CHAIR BURCH AND MEMBERS OF THE BOARD

FROM: SUSIE MURRAY, SENIOR PLANNER
PLANNING AND ECONOMIC DEVELOPMENT

SUBJECT: PINER ROAD ASSISTED LIVING RESIDENCE

AGENDA ACTION: RESOLUTION

RECOMMENDATION

It is recommended by the Planning and Economic Development Department that the Design Review Board, by resolution, grant Preliminary Design Review for the development of Piner Road Assisted Living Residence to be located on Assessor's Parcel No. 036-011-053.

EXECUTIVE SUMMARY

The Piner Road Assisted Living Residence project (Project) is a proposal to construct an approximately 69,500-square foot, two-story, 92-unit assisted care facility comprised of studio, 1- and 2-bedroom units.

Project entitlements include a major Design Review to develop a building greater than 10,000 square feet, and minor Conditional Use Permit (MUP) for a Community Care Facility.

BACKGROUND

1. Project Description

The Project involves the construction of a 92-unit senior care facility, which will provide both memory care and assisted living. The two-story, approximately 69,500-square foot facility will offer studio, one- and two-bedroom units. The front of the building will include a porte-cochere to provide shelter for people entering and exiting vehicles and the building. The Project includes 37 parking spaces, eight bicycle spaces and a covered trash enclosure.

The two-acre development site is one of two undeveloped parcels located along the south side of Piner Road, between Bay Meadow Drive and Marlow Road, adjacent to Walgreens. There is a small area identified as protected wetlands along the southern boundary of the site. The Project has been designed to avoid any disruption to the wetland area. During construction, the area will be protected from construction-related activities. When construction is complete, a decorative fence and signage will be installed to provide continued protection.

The facility will take access from Piner Road, with a secondary access point at the southeastern corner, through the Walgreens parking lot located east of the Project site. Site circulation includes a covered pick-up/drop-off point at the northeast corner of the building with 35 parking spaces located between the access points. The Project will complete a pedestrian/bicycle path that connects Bay Village Avenue to the south and the commercial center/public transportation to the east.

2. Surrounding Land Uses

North: Medium Density Residential (8-18 units per acre); currently developed with attached multi-family residential structures

South: Medium Density Residential/Retail & Business Service; currently developed with attached and detached, single-family residential structures

East: Medium Density Residential/Retail & Business Service; currently developed with commercial uses

West: Medium Density Residential/Retail & Business Service; currently undeveloped.

3. Existing Land Use – Project Site

The subject site is currently vacant.

4. Project History

On July 31, 2018, a Pre-application Meeting was held with City staff, which is designed to offer applicants an interdepartmental staff review of preliminary or conceptual design applications.

On August 27, 2018, a Neighborhood Meeting was held. Other than staff and the applicant team, two people attended. Refer to the Neighborhood Comments section of this report for more discussion.

On September 12, 2018, the Project applications were submitted to Planning and Economic Development.

On September 20, 2018, the Design Review Board (DRB) reviewed the Project as a concept item; the plans reviewed by the DRB are provided as attachment 8 to this report. Refer to the Board Review and Recommendation section of this report for more discussion.

PRIOR CITY COUNCIL REVIEW

Not applicable.

ANALYSIS

1. General Plan

The General Plan land use designation for the Project site is Medium Density Residential/Retail and Business Services. The site is one of several contiguous properties also designated by the General Plan Land Use Diagram as a Community Shopped Center, intended for areas throughout the City to provide retail and business services to surrounding neighborhoods, and may include residential elements.

The Project implements several General Plan goals and policies:

LAND USE AND LIVABILITY

- | | |
|---------|---|
| LUL-E-3 | Avoid concentration of large community care facilities in any single residential neighborhood. |
| LUL-F | Maintain a diversity of neighborhoods and varied housing stock to satisfy a wide range of needs. |
| LUL-G-1 | Develop the area located at Piner Road and Marlow Road, designated as a Community Shopping Center, with a mix of commercial and residential uses. |

HOUSING

- | | |
|--------|---|
| H-A | Meet the housing needs of all Santa Rosa residents. |
| 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. |

ECONOMIC VITALITY

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.

As discussed above, the Project site and surrounding properties are designated by the General Plan as a Community Shopping Center. The site is surrounded by residential uses to the north and south; commercial uses to the east; and by a large vacant parcel to the west. The Project will contribute to meeting the housing needs of Santa Rosa seniors; will provide diversity in housing types in the area; and will provide employment opportunities to Santa Rosa's labor pool. There are no other large community care facilities in the immediate vicinity.

2. Other Applicable Plans

Not applicable.

3. Zoning

The Project site is within the CG (General Commercial) zoning district. This zoning district is applied to areas of the City appropriate for a range of retail and service 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 or independent residential developments. The CG zoning district is consistent with the General Plan land use designation of Medium Density Residential/Retail and Business Services.

Zoning for surrounding properties:

North: PD (Planned Development) zoning district

South: PD (Planned Development) zoning district

East: CG (General Commercial) zoning district

West: RR-40 (Rural Residential zoning district

The following Zoning Code sections are applicable to the Project:

Zoning Code Section 20-23.040, Table 2-7, provides development standards for commercial properties, and allows some flexibility through the Design Review process.

Building Height

The Zoning Code allows a maximum 55-foot height for structures within the CG zoning district. The proposed structure is approximately 33 feet at its tallest point.

Setbacks & Private Open Space

The Project complies with all required setbacks:

Front: The Zoning Code requires a 7.5-foot front setback for new structures constructed in the CG zoning district when the site is adjacent to residential zoning districts. The proposed structure is located adjacent to residential districts to the north, south and west. The proposed structure is set back more than 35 feet from the back of sidewalk.

Side: The Zoning Code requires a five-foot side setback when adjacent to a residential zoning district and none elsewhere. The proposed structure is placed ten feet from the west property where it is adjacent to a residential zoning district, and more than 26 feet from the east property line, which is adjacent to a commercial zoning district.

Rear: The subject site contains a small area identified as a protected wetland along the southern (rear) property line (for more discussion, refer to the Environmental Review section of this report). To avoid disturbance to the wetland area, the structure is placed 76 feet from the rear property line, which far exceeds the ten-foot rear yard setback requirement, and allows an additional buffer zone, decorative fence and signage to protect wetland area.

Pursuant to Zoning Code Chapter 20-36, Table 3-4, the Project is required to provide 33 parking spaces (one space/three beds). The Site Plan shows 37 parking spaces, which complies with the Zoning Code.

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, which is tentatively scheduled before the Zoning Administrator on January 3, 2019. If approved, the DRB may grant both Preliminary and Final Design Review.

4. Design Guidelines

The Design Guidelines shown below are applicable to the Project:

Section 1.1 – Neighborhood Design

- I.A To promote the development of new “neighborhoods” that incorporate a variety of uses as opposed to subdivisions that feature single-family homes exclusively.
- I.E To encourage neighborhood design that supports pedestrians, bicyclists and use of public transit as well as automobile use.

Section 1.3 – Streetscapes

- I.B To provide a buffer between pedestrian and vehicular traffic (parked cars or planter strip with trees).
- I.E/F To develop a comprehensive pedestrian/bicycle circulation system.

Section 3.2 – Multi-family Residential

- I.B. To provide a quality living environment.
- I.E. To provide developments with logical layouts that people can navigate through without confusion.
- I.F To enhance the public realm with attractive buildings and landscaping treatment along the City’s streetscape.
- II.A.1 Incorporate existing natural features such as trees, topography, creeks and riparian vegetation into the site plan. These and similar natural elements should be considered when developing a site plan. Every effort should be made to preserve dominant elements, such as mature trees, for example. When trees must be removed mitigation may be required. See the Appendix for Chapter 17-24 of the City Code which governs tree removal and replacement issues.
- II.A.3 For the purposes of noise attenuation, early acoustical site planning is encouraged. State law and the General Plan regulate acceptable noise levels for both indoor and outdoor environments. Mitigate noise to stipulated levels. Use the structure of the home to shelter the private yards from noise. Use the building skin to reduce noise within homes to acceptable levels. The use of frontage roads with structures facing Transitional Streets and side-on treatment are all preferable to back-on treatment with walls or fences to block noise. Sound walls should be considered only after all other options have been exhausted.
- II.B.3 Integrate multiple-family projects with pedestrian and bicycle circulation systems that extends to neighborhood centers, along creek corridors and to adjacent neighborhoods and shopping districts.

- II.I.5 Along public street frontage, provide a planter between the curb and sidewalk that is planted with ground cover and street trees.
- II.L.7 All site features including trash enclosures, fencing, light fixtures, mailboxes, laundry and facilities utility screens, should be architecturally compatible with the main structures.
- 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.
- 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.
- III.B.1 Orient the main entrance of each unit, or the building to the street or to a common open area.
- III.C.2 Avoid buildings with a massive appearance. Divide buildings into segments that break down the scale.
- 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.

Section 4.3 - Infill Development

- I.B To ensure that projects are designed in such a way as to reduce to a minimum possible negative consequence, such as loss of privacy, noise, increased traffic and lighting overspill that infill development may have on existing neighbors.
- 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.
- 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.
- 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.
- 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 site is located north of a large residential neighborhood. The Bay Village subdivision, immediately adjacent to the Project site and currently under construction, includes the first segment of a pedestrian/bicycle pathway intended to connect the residential uses south of the Project site to the commercial uses and public transportation east of the site. The Project will complete the path.

The Project's site design includes a driveway that begins at the northwest corner, continues along the east side of the building and terminates at the southwest corner. A secondary access point that is intended primarily for deliveries and garbage pickup is located at the southeast corner. A porte cochere provides a covered area for residents exiting vehicles or the building, and longer-term parking is provided along the eastern and southern property lines.

In addition to improvements in the public right-of-way including a sidewalk and landscape strip planted with large canopy trees, the Project will provide a fence along the western and southern property lines; additional landscaping along the street frontage separating the onsite drive aisle from the sidewalk; and a landscaped buffer along the eastern property line to separate the care facility from commercial uses.

In response to comments made by the DRB during concept review, the trash enclosure that was relocated adjacent to the secondary driveway access point, has been designed with similar exterior materials as the primary structure. The Project has been designed to avoid a small wetland along the southern boundary, which will be protected by a split-rail or similar fence.

The two-story structure includes an interior courtyard. Exterior materials, that wrap on all sides, include stone veneer, stucco and lap siding; aluminum windows, and a composition roof. The landscape pallet provides a mix of large canopy and smaller ornamental trees, vines, shrubs and ground-covers.

5. Historic Preservation Review Standards

Not applicable.

6. Neighborhood Comments

During the neighborhood meeting held on August 27, 2018, the following issues were raised:

Q: Will noise associated with air conditioning units impact nearby residential neighborhoods?

A: All HVAC and other rooftop equipment will be adequately screened for sound and visual protection.

Q: Will there be adequate parking for residents and employees?

A: As discussed in the Zoning Section of this report, the Project exceeds the required parking.

Q: How will trash be maintained?

A: Trash will be collected inside the facility and taken to the fully-contained trash enclosure. Medical waste will be stored inside the facility.

7. Public Improvements/On-Site Improvements

A comprehensive list of public improvements can be found on the Exhibit A, attached the draft resolution, as summarized below:

- Piner Road will be dedicated and a new sidewalk with planter strip will be constructed;
- The second (final) leg of a pedestrian/bicycle pathway will be constructed providing connectivity from commercial uses to the residential neighborhood; and
- A fire hydrant will be installed on Piner Road.

FISCAL IMPACT

Not applicable.

ENVIRONMENTAL IMPACT

The Project has been found in compliance with the California Environmental Quality Act (CEQA):

- a. Pursuant to CEQA Guidelines Section 15332, the Project qualifies for a categorical

exemption as in-fill development.

- The Project is consistent with the General Plan land use designation of Medium Density Residential/Retail & Business Services, which allow a mix of commercial and residential uses.
- It occurs on a site that is less than five acres within City limits and is substantially surrounded by urban uses.
- A small area located on the southern border of the site has been identified as wetlands. The area was considered in a biological assessment, prepared by Laurence P. Stromberg, Ph.D., dated July 14, 2014, conducted for Bay Village, the residential development that borders the subject site. The report found that it is unlikely this wetland area is used by California Tiger Salamander due to its proximity to known breeding locations and surrounding development. A more recent evaluation of the site was conducted by Wildlife Research Associates. In a memo, prepared by Trish Tatarian, dated August 20, 2018, the same conclusion was drawn. Both documents are attached to this report. As shown on the site plan, the Project has been designed to avoid the wetland area. In addition to a landscape buffer around the wetland area, a split-rail or similar fence and signage will be placed for additional protection.
- Approval of the Project would not result in any significant effects relating to traffic. A trip generation analysis, prepared by Crane Transportation Group, dated September 12, 2018, found the Project would likely result in an additional 19 AM peak hour trips, and 26 PM peak hour trips.
- Air Quality and Greenhouse Gas emissions were also analyzed for the Project. A memo, prepared by the applicant, dated September 9, 2018, demonstrates that the Project, both during periods of construction and periods in operation, will be below the threshold of significance pursuant to the City's Climate Action Plan and Bay Area Air Quality Management District CEQA Air Quality Guidelines.
- The Project is required to comply with the City's Low Impact Development standards, which will treat storm-water runoff generated by a one-inch storm over a 24-hour period.
- An Noise Assessment, prepared by HWA Architecture Planning Interiors, dated October 11, 2018 (attached), concluded that:

According to the California Green Building Standards Code (CGBSC) section 5.507.4.1.1, buildings exposed to a noise level of 65dB during any hour of operation are required to have exterior wall and roof-ceiling assemblies to have a minimum STC rating of 45 and windows to have an STC of 40.

The exterior wall and roof-ceiling assemblies that are required to meet building/energy codes will be designed to comply with or exceed the required STC rating. Windows will be specified as Milgard Quietline or equivalent which can achieve STC ratings up to 48. The exterior envelope will meet or exceed the requirements of CGBSC section 5.507.4.1.1.

- The Project site is in area designated for residential and commercial uses and can be adequately served by all required utilities and public services. City staff has reviewed the plans and conditioned the Project appropriately.
- b. Pursuant to CEQA Guidelines Section 15183, the Project is consistent with the General Plan and zoning, for which an Environment Impact Report (EIR) was certified by Council in 2009. The EIR analyzed impacts to traffic, air quality & greenhouse gases, and noise for implementation of the General Plan.

BOARD/COMMISSION/COMMITTEE REVIEW AND RECOMMENDATIONS

On September 6, 2018, the DRB reviewed the Project as a concept item. Comments and suggestions made by the Board included, but were not limited to, the following:

- Relocate the trash enclosure to the north side of the secondary access driveway at the southeast corner of the development site.
- Be consistent with railings and fences.
- Clarify the planting plan.
- Reduce the size of the Porte-cochere.
- Minimize types of siding used.

On January 3, 2019, the Zoning Administrator will consider the Project's Conditional Use Permit. Staff will report the results of that meeting during the subject Design Review hearing.

NOTIFICATION

Pursuant to Zoning Code Chapter 20-66, all required public noticing was done, including the installation of three public hearing signs at the Project site, a mailed Notice of Public Hearing to property owners within 400 feet of the Project site, and a Notice of Public Hearing published in the Press Democrat.

ISSUES

As noted in the Project History section of this report, the applicant attended a Pre-application meeting with City staff. Staff provided feedback, including several site design changes. The applicant implemented the changes and addressed all staff comments before the formal application was submitted. There were no issues identified by staff.

ATTACHMENTS

- Attachment 1: Disclosure Form
- Attachment 2: Location and Neighborhood Context Maps
- Attachment 3: Project Narrative
- Attachment 4: Project Narrative, Site Plan, Floor Plans & Roof Plan, prepared by HWA Architecture Planning Interiors, dated November 9, 2018
- Attachment 5: Renderings, Elevations & Materials, prepared by HWA Architecture Planning Interiors, dated November 9, 2018
- Attachment 6: Conceptual Landscape Plan, prepared by JETT Landscape Architecture &, dated November 9, 2018
- Attachment 7: Applicant's Response to Concept Design Review, date-stamped December 5, 2018
- Attachment 8: Plan Provided for Concept Review
- Attachment 9: Noise Analysis, prepared by HWA Architecture Planning Interiors, dated October 11, 2018
- Attachment 10: Trip Generation, prepared by Crane Transportation Group, dated September 12, 2018
- Attachment 11: Air Quality Assessment, prepared by Fulcrum Development, dated September 9, 2018
- Attachment 12: Biological Assessment, prepared by Laurence P. Stromberg, Ph.D., dated July 14, 2014, and Supplemental Biological Assessment Memorandum, prepared by Wildlife Research Associates, dated August 20, 2018

Resolution: Preliminary Design Review with Exhibit A

CONTACT

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