

CITY OF SANTA ROSA  
PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT  
STAFF REPORT FOR PLANNING COMMISSION  
**JUNE 27, 2019**

**PROJECT TITLE**

Acacia Village

**ADDRESS/LOCATION**

746 Acacia Lane

**ASSESSOR'S PARCEL NUMBER**

182-520-050

**APPLICATION DATE**

May 31, 2018

**REQUESTED ENTITLEMENTS**

Conditional Use Permit, Tentative Map  
and Density Bonus

**PROJECT SITE ZONING**

R-1-6 (Single-family Residential)

**PROJECT PLANNER**

Susie Murray

**APPLICANT**

Robert Upton, Acacia Village LLC

**PROPERTY OWNER**

Marcene Mork

**FILE NUMBER**

PRJ18-036

**APPLICATION COMPLETION DATE**

May 31, 2018

**FURTHER ACTIONS REQUIRED**

None

**GENERAL PLAN DESIGNATION**

Low Density Residential

**RECOMMENDATION**

Approval

Agenda Item #10.2  
For Planning Commission Meeting of: June 27, 2019

CITY OF SANTA ROSA  
PLANNING COMMISSION

TO: CHAIR CISCO AND MEMBERS OF THE COMMISSION

FROM: SUSIE MURRAY, SENIOR PLANNER  
PLANNING AND ECONOMIC DEVELOPMENT

SUBJECT: ACACIA VILLAGE

AGENDA ACTION: TWO RESOLUTIONS

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RECOMMENDATION

It is recommended by the Planning and Economic Development Department that the Planning Commission, by two resolutions, approve a Conditional Use Permit and Tentative Map for Acacia Village, a 25-unit housing development, located at 746 Acacia Lane.

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EXECUTIVE SUMMARY

The Acacia Village project (Project) proposes to construct 25 single-family detached residential units, of which three will be designated for low-income owners. The project entitlements include a Conditional Use Permit for a small lot subdivision, and Tentative Map to subdivide an approximately 2.5-acre area into 25 individual residential lots and common area. The requested density bonus and concessions/incentives/waivers are allowed by right and were approved by the Zoning Administrator.

BACKGROUND

1. Project Description

The Project site is located on the east side of Acacia Lane, in the northeast quadrant of Santa Rosa. The Project proposes to subdivide a 2.5-acre parcel and construct 25 detached single-family dwellings, made up of one- and two-story units, of which three will be designated for low-income owners (Lots 16, 18 and 19). Individual lots will range in size from 1,966 square feet to 3,544 square feet.

The Project will have two access points, one off Acacia Lane and the other from

Winding Creek Avenue. Winding Creek Avenue will be extended to Acacia Lane as part of the Project's required improvements. The site plan includes 65 parking spaces (53 off-street parking spaces and 12 on street); common trash enclosures in each parking lot; a recreation area including an outdoor eating and children's play areas; and landscaping.

The Project involves a five-unit Density Bonus over the maximum allowable density that is permitted by right, and entitlements for a Conditional Use Permit for a small lot subdivision, and a Tentative Map to subdivide a 2.5-acre parcel into 25 individual lots.

2. Surrounding Land Uses

North: Low Density Residential (2-8 units per acre); currently developed with residential uses.

South: Low Density Residential; currently developed with residential uses.

East: Low Density Residential; currently developed with residential uses.

West: Low Density Residential; single-family residences are currently under construction.

3. Existing Land Use – Project Site

The site is currently developed with a single-family residential structure and several outbuildings. Fences divide the parcel into several sections. All existing structures will be removed prior to the construction of the Project.

4. Project History

On December 20, 2016, 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 May 23, 2017, the Council adopted Resolution No. RES-2017-079 reserving \$1,134,552 from the Housing Incentive Fund Pilot Program to be used for public infrastructure improvements to facilitate this development.

On April 5, 2018, a Neighborhood Meeting was held to introduce the proposed Project to surrounding neighbors. Public comments are summarized in the Public Comment section of this report.

On May 31, 2018, the Project applications were submitted to Planning and Economic Development.

On April 4, 2019, the applicant declined the City's funding from the Housing Incentive Fund Pilot Program and revised the project description.

On June 11, 2019 the Zoning Administrator granted a Density Bonus allowing an additional five units above the allowable density (discussed in more detail in the Zoning section of this report).

### PRIOR CITY COUNCIL REVIEW

The Council reviewed the project plans as part of the Housing Incentive Fund Pilot Program. No direction was given to staff in terms of project design.

### ANALYSIS

#### 1. General Plan

The General Plan land use designation is Low Density Residential, which allows residential development at densities ranging from 2-8 units per acre. With the density bonus units, the project will be constructed at a density of ten units per acre. Pursuant to the State's Density Bonus regulation, Section 65915, "density bonus" means a density increase over the otherwise maximum allowable gross residential density. The project complies with the General Plan.

### **LAND USE AND LIVABILITY**

LUL-F     Maintain a diversity of neighborhoods and varied housing stock to satisfy a wide range of needs.

### **URBAN DESIGN**

UD-F-4     Provide visual interest in building, site, and landscape design that avoids the sense of a monotonous tract development.

UD-G-4     Provide through-connections for pedestrians and bicyclists in new developments. Avoid cul-de-sac streets unless public pedestrian/bikeways interconnect them.

UD-G-6     To promote social interaction, houses in new developments should contain porches, front gardens, and windows overlooking front yards and sidewalks.

UD-G-7     Ensure that garages do not dominate streetscapes by setting them back from the front of houses, locating them at the rear of the site, accessed by an alleyway, or clustering them on shared driveways.

UD-G-8     Promote personal safety in project design, particularly in multifamily development, by locating windows and walkways to assure visual

access to common areas. Locate children's play space within view of the nearest units and discourage designs with unutilized open space.

## **HOUSING**

- H-A Meet the housing needs of all Santa Rosa residents
- H-A-2 Pursue the goal of meeting Santa Rosa's housing needs through increased densities, when compatible with existing neighborhoods. Development of existing and new higher-density sites must be designed in context with existing, surrounding neighborhoods.
- H-C Expand the supply of housing available to lower income households.
- H-C-5 Continue to provide funding for affordable housing projects, particularly if a portion of the project units are targeted to extremely low-income households.
- H-C-13 Encourage the development of units with three or more bedrooms in affordable housing projects.
- H-C-15 Encourage new affordable housing development to provide amenities for residents, such as on-site recreational facilities.
- H-F-4 Continue to implement the City's Density Bonus Ordinance, consistent with State Law.
- H-G Develop energy efficient residential units.

## **GROWTH MANAGEMENT**

- GM-A-1 Contain urban development in the Santa Rosa area within the city's Urban Growth Boundary.
- GM-B-4 Direct growth to areas where services and infrastructure can be provided efficiently.

## **URBAN DESIGN**

- UD-F-4 Provide visual interest in building, site, and landscape design that avoids the sense of a monotonous tract development.
- UD-G-6 To promote social interaction, houses in new developments should contain porches, front gardens, and windows overlooking front yards and sidewalks.

- UD-G-7 Ensure that garages do not dominate streetscapes by setting them back from the front of houses, locating them at the rear of the site, accessed by an alleyway, or clustering them on shared driveways.

## **TRANSPORTATION**

- T-B Provide a safe, efficient, free-flowing circulation system.
- T-C-3 Implement traffic calming techniques on streets subject to high speed and/or cut-through traffic to improve neighborhood livability.

Acacia Village will help meet the housing needs of Santa Rosa by constructing 25 detached single-family residences, of which three will be designated for low-income property owners.

The development site is located on the east side of Acacia Lane in a location that can be served by all utilities and emergency services. The Project involves a Density Bonus and is proposed at a density of ten units per acre. Higher density equates to smaller lots. Accordingly, the parcels range in size from 1,966 to 3,544 square feet, for which a development waiver has been granted.

The homes along the eastern property line all have the same orientation with the backyard on the east side, which was intended to protect the integrity of private open space for the neighbors on the west side of Breeden Street by providing deeper backyard setbacks. The applicant is proposing a mix of one- and two-story units, with three floor plans, one of which is available with either three or four bedrooms. Each unit will have a front porch and windows on all four elevations. Several units have a direct view of the common open space area that will include an outdoor cooking area, a children's play structure and a community garden.

There are two common parking areas and the site plan includes 65 parking spaces. Six units, four of which take direct access off Winding Creek Avenue and two off Acacia Lane, have connected tandem garages coupled with driveway spaces. All other units are provided with one designated garage space and shared guest parking. One common parking area is in the northwest corner of the site and the second is in the southeast corner.

The Project will construct the final segment of Winding Creek Avenue, which will connect to Acacia Lane. In response to neighbor concerns of high speeds and cut-through traffic, a narrow street standard will be constructed in that section of Winding Creek Avenue.

## **2. Other Applicable Plans**

Not applicable.

3. Tentative Map

City Code, Title 19, sets forth the regulations pertaining to Tentative Maps. Pursuant to City Code Chapter 19-24, 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 Acacia Village Tentative Map is consistent with the General Plan in that the land use designation is Low Density Residential which is intended for single-family, detached residential development. Staff has reviewed the Project plans and determined that the service needs of the subdivision's residents will be met. Sewer and water capacity, circulation, stormwater management and emergency services have reviewed and the Project has been conditional appropriately.

4. Zoning

The project site is within the R-1-6 (Single-family Residential) zoning district. This zoning district is consistent with the General Plan land use designation and is applied to areas of the City intended to be maintained as residential neighborhoods, comprised of detached and attached single-family houses, clustered residential hillside projects, and small multi-family projects, together with compatible accessory uses.

Zoning for surrounding properties:

North: R-1-6 (Single-family Residential) zoning district

South: R-1-6 (Single-family Residential) zoning district

East: PD (Planned Development) zoning district for small lot residential development.

West: R-1-6 and PD zoning districts for small lot residential development.

The following Zoning Code sections are applicable to the project:

Acacia Village has been found in compliance with both City density bonus regulations (Zoning Code Chapter 20-31) and State regulations (California Code Section 69515). The maximum allowable density for this project is 20 units. Because 15% (three units) of the proposed units are designated for low-income property owners, the project is eligible for a 27.5% (up to six units) density increase.

The applicant has been granted a five-unit density bonus. As summarized by the applicant, major physical constraints include the size of the site, the preservation of two significant trees, and the need to retain stormwater on-site. As such, the project has been granted four waivers from development standards applied to small lot subdivisions:

#### Setbacks

The project provides the following setbacks, for which the project has been granted a development waiver:

	Acacia Village setback range	Standard setbacks pursuant to 20-42.140	Comments
Front yard	2 - 11 Feet	10 Feet	Where the setback is below ten feet, the homes are oriented towards common landscaped areas within the subdivision. Units that front onto streets have 11-foot setbacks.
Rear yard	10 - 10.3 Feet	15 Feet	The project provides a common recreation area.
Side yard - interior	3 - 5 Feet	4/8 Feet (first/second floor)	The site plan does not indicate any second-story stepping on side yard elevations.
Side yard - exterior	5.8 - 10.15 Feet		



### Private Open Space

The standard requirement for private open space in 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. In lieu of the traditional set back and private open space requirements, the project proposes a 'pocket neighborhood' that encourages community. The site design places an emphasis on a central common area designed for active and passive uses, that includes a covered community pavilion with an outdoor kitchen and seating, and a children's play area. Two significant existing trees will be incorporated into the landscape design in that area. Other amenities for the residents will include a community garden. Development waivers for both setbacks and private open space were included in the Density Bonus, granted by the Zoning Administrator.

### Lot Coverage

The standard allowable lot coverage in a small lot subdivision is 60%. Lot coverage ranges from 44.4% to 60.5%. Lots 2, 9 and 10 exceed the allowable lot coverage with 60.5%. The Zoning Administrator also granted a development waiver for increased lot coverage.

### Lot Size

Parcels in small lot subdivisions are permitted to range in size from 2,000-6,000 square feet. Lot sizes range from 1,966 to 3,544 square feet. Lots 2, 4, 8, 9, 10 and 14 are less than 2,000-square feet. The Zoning Administrator also granted a development waiver for reduced parcel size.

### Parking

Zoning Code Table 3-4 requires four parking spaces per home in single-family residential neighborhoods, which can consider street parking. Pursuant to Zoning Code Chapter 20-31 and California Government Code Section 65915(p), upon request by the Applicant, for which a request was made, the City may not require a proposed Housing Development that is eligible for a density bonus to provide more than the following parking ratios:

- Studio or units with one bedroom must provide one onsite parking space;
- Units with two or three bedrooms must provide two onsite parking spaces; and
- Units with four or more bedrooms must provide 2.5 parking spaces.

The Project proposes six units that provide an option for either three or four bedrooms. For the purpose of calculating the parking requirement, a worst-case scenario was assumed (all six units at four bedrooms). Based on that assumption,

the Project is required to provide 53 parking spaces. The Project provides 53 on-site spaces and an additional 12 on-street parking spaces.

Because the Project will provide a total of 65 parking spaces, staff finds this project in compliance with the Zoning Code.

#### Exterior Lighting

The Project is conditioned to comply with Zoning Code Section 20-30.080, which limits the height of outdoor lighting fixtures to 17 feet high and requires lighting fixtures to either be shielded or recessed to minimize light bleed to neighboring properties. As conditioned, the Project complies with the Zoning Code.

#### Tree Removal

In an arborist evaluation, prepared by Becky Duckles, Consulting Arborist, dated May 22, 2018, 21 trees were identified on the project site, of which 19 are proposed for removal. Included in the trees to be removed are four heritage trees and four exempt trees. The Project will plant the equivalent of 88 15-gallon replacement trees. The project complies with the Tree Ordinance, City Code Chapter 17-24.

#### Entitlements

The Project involves two entitlements:

**Conditional Use Permit for a small lot subdivision** – The Planning Commission may approve a Conditional Use Permit only after making the following findings:

- The proposed use is allowed within the applicable zoning district and complies with all other applicable provisions of this Zoning Code and the City Code;
- The proposed use is consistent with the General Plan and any applicable specific plan;
- The design, location, size, and operating characteristics of the proposed activity would be compatible with the existing and future land uses in the vicinity;
- The site is physically suitable for the type, density, and intensity of use being proposed, including access, utilities, and the absence of physical constraints;

- Granting the permit would not constitute a nuisance or be injurious or detrimental to the public interest, health, safety, convenience, or welfare, or materially injurious to persons, property, or improvements in the vicinity and zoning district in which the property is located; and
- The proposed project has been reviewed in compliance with the California Environmental Quality Act (CEQA). Refer to the Environmental Section of this report for further discussion.

As shown on the draft resolution, attached to this report, all required findings can be made.

**Tentative Map to subdivide 2.5 acres into 25 residential lots** – Refer to the discussion in the Tentative Map section of this report.

The Project also involves a five-unit Density Bonus which, pursuant to both State and City regulations, was granted by the Zoning Administrator.

5. Design Guidelines

Not applicable.

6. Historic Preservation Review Standards

Not applicable.

7. Neighborhood Comments

Approximately 23 neighbors attended a Neighborhood Meeting on April 5, 2018. The following list summarizes neighborhood concerns coupled with staff's response.

<u>Concern</u>	<u>Staff response</u>
Not enough parking	Pursuant to both City and State Density Bonus regulations, the project is required to provide 53 parking spaces. The project provides 65 parking spaces.
Privacy	The project was originally designed with two story structures along the east side of the development. In response the neighborhood comments, the project has been redesigned with single-story units along that side of the subdivision. This is not a Project requirement.

<u>Concern</u>	<u>Staff response</u>
Lighting	The project will comply with lighting standards set by Zoning Code Section 20-30.080.
Changes to CC&Rs	Changing CC&Rs is a burdensome process. The document must be drafted by a lawyer and requires outreach and a majority vote.
Play area for kids	The Project will pay Park fees.
Circulation & Safety	Winding Creek Avenue will be extended to Acacia Lane. Several neighbors requested a barrier to prohibit through traffic, which was not approved by the Fire Department.
Setbacks at northeast Corner of Project	<p>The Project was originally designed with Lots 1, 2 &amp; 3 perpendicular to the north</p> <p>property line. In response to neighborhood comments, the Lots 2 &amp; 3 were reoriented, and are now perpendicular to the east property line, which increased the setback from four to ten feet.</p>
Fences	The neighbors along the eastern property line are concerned about noise and glare from vehicles entering the parking lot. The Project will construct a solid wood fence along the east property line.
Site maintenance	Specific site maintenance requirements will be specified in the Covenants, Conditions and Restrictions (CC&Rs)

8. Public Improvements/On-Site Improvements

The Project will be required to improve both Acacia Lane and Winding Creek Avenue to the Minor Street standard. A comprehensive list of improvements can be found in the Development Advisory Report, dated May 31, 2019, attached to this report.

FISCAL IMPACT

Not applicable.

## ENVIRONMENTAL IMPACT

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

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 Low Density Residential, which allows residential development at a density of 2-8 units per acre. The Project will be developed at a density of ten units per acre. Pursuant to California Government Code Sections 65915 – 65918, the maximum allowable density may be exceeded by designating units as affordable units through the affirmation of a Density Bonus. The Project has an affirmed Density Bonus with three units designated for low-income owners and has received a five-unit density bonus.

The project also complies with the R-1-6 (Single-family Residential) zoning district development standards as applied to small lot subdivisions, pursuant to Zoning Code Table 2-5, in that the requested entitlements include a CUP for a small lot subdivision.

- The Project occurs on a site that is less than five acres within City limits and is substantially surrounded by urban uses.
- The Project site has no value as habitat for endangered, rare or threatened species. A Biological Resources Assessment, prepared by WRA Inc., dated November 2017, concluded “no wetlands, streams, or riparian areas are present. All special-status plant and wildlife species documented within the vicinity of the Study Area are unlikely or have no potential to occur. No further studies are required or recommended for this site.”
- An Environmental Noise Assessment, prepared by Illingworth & Rodkin, Inc., dated September 18, 2018, concluded that the implementation of standard conditions of approval would reduce temporary construction noises to a level less than significant. The project has also been conditioned to remain in compliance with the Noise Ordinance, City Code Chapter 17-16.
- The Project site is in a developed area where it can be adequately served by all required utilities and public services. City staff has reviewed the plans and conditioned the Project appropriately.
- Approval of the project would not result in any significant effects relating to traffic. A study conducted by W-Trans, dated August 7, 2018, concluded

that “given the limited number of peak hour trips [shown in the table below] that the project would be expected to generate, it’s reasonable to conclude that its impact on traffic operation will be less-than-significant.

**Table 1 – Trip Generation Summary**

Land Use	Units	Daily		AM Peak Hour				PM Peak Hour			
		Rate	Trips	Rate	Trips	In	Out	Rate	Trips	In	Out
Existing											
Single-Family Dwelling	1 sfd	9.44	9	0.74	1	0	1	0.99	1	1	0
Proposed											
Single Family Dwelling	25 sfd	9.44	236	0.74	19	5	14	0.99	25	16	9
Net Difference			227		18	5	13		24	15	9

Note: sfd=single family dwelling

- The project is required to comply with the City’s Low Impact Development standards, which will treat stormwater runoff generated by a one-inch storm over a 24-hour period.
- No exceptions to the exemption apply and there is no reasonable possibility that the activity will have a significant effect on the environment due to unusual circumstances. (CEQA Guidelines section 15300.2.)

The project is also exempt from CEQA pursuant to CEQA Section 15183, in that 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. There are no impacts peculiar to the site or off-site or cumulative impacts that were not analyzed in the prior General Plan EIR.

## BOARD/COMMISSION/COMMITTEE REVIEW AND RECOMMENDATIONS

Not applicable.

## 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 and occupants within 600 feet of the Project site, and a Notice of Public Hearing published in the Press Democrat.

## ISSUES

There are no unresolved issues pertaining to the Project.

### ATTACHMENTS

- Attachment 1: Disclosure Form
  - Attachment 2: Location Map
  - Attachment 3: Project Narrative, prepared by Robert Upton
  - Attachment 4: Project Plans, prepared by Firma Design, dated June 4, 2018
  - Attachment 5: Noise Study, prepared by Illingworth & Rodkin, Inc., dated September 14, 2018
  - Attachment 6: Air Quality & Community Risk Assessment, prepared by Illingworth & Rodkin, Inc., dated September 14, 2018
  - Attachment 7: Traffic Study, prepared by W-Trans, dated August 7, 2018
  - Attachment 8: Biological Resource Assessment, prepared by WRA Inc., dated November 2017.
  - Attachment 9: Arborist Report, prepared by Becky Duckles, dated May 22, 2018
  - Attachment 10: Geotechnical Investigation, prepared by Stevens, Ferrone & Bailey Engineering Company, Inc., dated October 5, 2017
  - Attachment 11: Density Bonus Zoning Clearance, approved by Andy Gustavson, dated June 11, 2019
  - Attachment 12: Development Advisory Report, signed by Clare Hartman, dated May 31, 2019
  - Attachment 13: Public Correspondence
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- Resolution 1: Conditional Use Permit
  - Resolution 2: Tentative Map (w/Development Advisory Report, dated May 31, 2019)
  - Exhibit A to Resolution 2

### CONTACT

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