

CITY OF SANTA ROSA
PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT
STAFF REPORT FOR THE DESIGN REVIEW BOARD
June 4, 2020

PROJECT TITLE

Burbank Avenue Subdivision

APPLICANT

Joe Ripple

ADDRESS/LOCATION

1400 Burbank Avenue

PROPERTY OWNER

SB Land Company LP

ASSESSOR'S PARCEL NUMBER

125-331-003, 125-361-003, 125-361-006,
125-361-007

FILE NUMBER

PRJ19-031 (DR19-054)

PROJECT SITE ZONING

R-1-6-SR, R-1-6

GENERAL PLAN DESIGNATION

Light Industry

APPLICATION DATE

August 13, 2019

APPLICATION COMPLETION DATE

January 9, 2020

PROJECT PLANNER

Adam Ross

RECOMMENDATION

Deny Appeal and Approve the Minor
Design Review Permit

Agenda Item #6.1
For the Design Review Board Meeting of: June 4, 2020

CITY OF SANTA ROSA
DESIGN REVIEW BOARD

TO: CHAIR KINCAID AND MEMBERS OF THE BOARD

FROM: ADAM ROSS, CITY PLANNER
PLANNING AND ECONOMIC DEVELOPMENT

SUBJECT: BURBANK AVENUE SUBDIVISION MINOR DESIGN REVIEW
PERMIT APPEAL

AGENDA ACTION: RESOLUTION

RECOMMENDATION

It is recommended by the Planning and Economic Development Department and the Zoning Administrator that the Design Review Board (DRB), by resolution, deny the appeal and approve the Minor Design Review Permit for an attached housing project within the Roseland Priority Development Area, and allow development of 62 single-family units, 12 duets, and 64 multi-family apartments.

EXECUTIVE SUMMARY

The proposed development includes attached housing in a residential small lot subdivision that would allow development of 62 single-family units, 12 duets, and 64 multi-family apartments totaling 138 new housing units. The single-family homes and duets will be on individual lots and the multi-family apartments will be on one lot.

On February 5, 2020, the Zoning Administrator (ZA) held a duly noticed public hearing during a ZA Special Meeting pursuant to the Resilient City Development Measures for the Minor Design Review Permit (CUP19-095). The ZA received a presentation from staff, a presentation from the applicant team, heard public comments, and made findings for the approval of the Minor Design Review Permit. An appeal to the ZA's decision was filed by Mark Henry Parrish with the Planning and Economic Development Department on February 18, 2020.

Staff is recommending that the DRB deny the appeal based on the Zoning Administrator's (ZA) approval on February 5, 2020, as well as the Project's compliance with Design Review Guidelines for attached and multi-family housing, Zoning Code requirements, and consistency with the General Plan and Roseland Area/Sebastopol Road Specific Plan

policies associated with land use compatibility, range of housing types, and proximity to services and amenities.

BACKGROUND

1. Project Description

The proposed development includes attached housing in a residential small lot subdivision for 138 new housing units on a 14.25-acre site. The site consists of four (4) existing lots that would be subdivided into 75 new lots. The two-story duets will be located on lots 63 through 74 on the northwest corner of the site, oriented north toward a new public road and served by two new auto courts. The multi-family apartment complex will be located on a 90,198 square-foot lot at the southwest corner of the subdivision. The 64 multi-family units are placed within four, three-story buildings with one-and-two-story elements with a maximum height of 35 feet.

The 62 single-family detached homes will be on lots 1 through 62 that are centrally and easterly located throughout the development. Lots 1 through 16 will abut the small lot subdivision to the east. The single-family lots including the duets range in size with the smallest at 2,729 square feet, 8,517 square feet for the largest lot, and the average lot size of 4,687 square feet.

The site will take access from Burbank Avenue, via two new public roads. The roads will then connect to four internal public roads serving the single-family detached units and three private roads serving the multi-family apartment building.

The site is located within the Roseland Area/Sebastopol Road Specific Plan which outlines the need for a variety of housing types. Refer to the General Plan Analysis Section in this report for more information.

The original Project submittal dedicated the 64 multi-family units to very low-income residents which could qualify for a State Density Bonus and potential concessions. On January 21, 2020, prior to the first ZA public hearing, the affordable component was removed by the applicant. However, the Applicant has expressed an intent to still develop the multi-family component as fully affordable to low-income residents and on February 11, 2020, Council approved, by Resolution, for the submittal of a joint application to the State of California Department of Housing and Community Development's Infill Infrastructure Grant Program with the Burbank Avenue Apartments.

The site is subject to the Resilient City Development Measures which allows a reduced review authority for attached housing within Priority Development Areas (PDA). In this case, a Minor Design Review Permit in lieu of a Major Design Review Permit, after the project receives comments and considerations from the Design Review Board as a Concept Item (ZC Section 20-16.070). On November 7, 2019,

the Project was seen as a Concept Item by the Design Review Board (DRB) and received comments, considerations, and recommendations by the DRB. As such, the Zoning Administrator held a special meeting on February 5, 2020, and considered and approved the Minor Conditional Use Permit (File No. CUP19-095) and Minor Design Review (DR19-054) for the Project. On February 13, 2020, the Commission held a duly noticed public hearing for the Major Subdivision Tentative Map and made findings for approval (MAJ19-003).

An appeal was filed for the Minor Conditional Use Permit and the Minor Design Review on February 18, 2020. The Minor Conditional Use Permit appeal hearing will be reviewed by the Planning Commission and is scheduled for June 11, 2020. On February 24, 2020, an appeal was filed for the Major Subdivision Tentative Map with the City Clerk's Office. The Major Subdivision Tentative Map appeal hearing will be reviewed by City Council on June 16, 2020.

2. Surrounding Land Uses

North: (R-1-6-SR) Single-family residential/personal storage

South: (R-1-6-SR) Single-family residential/vacant

East: (PD 96-002/R-1-6/PI) Single-family residential/public school

West: (PI-SR/R-1-6-SR) Roseland School District/single-family residential/assisted living facility

The project is located at 1400, 1690, and 1780 Burbank Avenue, across four (4) parcels totaling 14.25 acres in Southwest Santa Rosa between Hughes Avenue and Liana Drive, which is within the Roseland Area/Sebastopol Road Specific Plan and Roseland Priority Development Area. Single-family detached homes and a personal storage facility abut the north side of the site; west of the site includes Roseland School District with Roseland Creek running through their parcel site, single-family homes, and an assisted living facility; vacant lots and single-family homes are immediately south of the site; single-family homes and Sheppard Accelerated Elementary School is to the east of the site.



3. Existing Land Use – Project Site

The 14.25-acre project site has frontage on Burbank Avenue. The site has one (1) existing home and five barn storage buildings. There is no permanent pedestrian path on Burbank Avenue.

The site is located within the California Tiger Salamander habitat (CTS habitat). The Biological Resource Assessment prepared by WRA, Inc., dated June 2019, indicates that the, “Study Area does not provide any wetlands or seasonal aquatic features suitable for CTS breeding, and as such the persistence of a population there and on adjacent properties north of Hearn Avenue is highly unlikely.” Additionally, future CTS movement onto the site is unlikely because the surrounding land uses and infrastructure acts as a barrier. However, the project is subject to Conditions of Approval 8 and 9 in the Development Advisory Committee Report dated January 13, 2020, which require consultation with the Department of Fish and Wildlife and compliance with their requirements.

4. Project History

July 31, 2018	Pre-Application Neighborhood Meeting was held (PRAP18-090)
Aug 13, 2019	Application was submitted to the Planning and Economic Development Department
Aug 21, 2019	The Project was referred to City departments, applicable jurisdictions, and Tribal review
Nov 7, 2019	Concept Design Review Board Meeting was held
Dec 11, 2019	A second referral was sent out to City departments
Jan 9, 2020	Application was deemed complete
Feb 5, 2020	The Zoning Administrator held a Public Hearing and approved the Minor Conditional Use Permit and Minor Design Review Permit Applications for the Project
Feb 11, 2020	Council approved, by Resolution, for the submittal of a joint application to the State of California Department of Housing and Community Development’s Infill Infrastructure Grant Program with the Burbank Avenue Apartments
Feb 13, 2020	The Planning Commission held a Public Hearing and approved the Tentative Map
Feb 18, 2020	An Appeal was filed by a Mark Henry Parrish for the Minor Conditional Use Permit and the Minor Design Review Permit

Feb 24, 2020

An Appeal was filed by a Mark Henry Parrish for the
Tentative Map approved by the Planning Commission

BOARD/COMMISSION/COMMITTEE REVIEW AND RECOMMENDATIONS

On November 7, 2019, the project was reviewed as a Concept Item by the Design Review Board (DRB). The DRB had the following comments/recommendations:

- Consider redesigning the + pattern on the multi-family apartment complex.
- The multi-family residential building's color is dark. Consider using a color scheme more similar to the proposed single-family units.
- Maximize the gathering areas and further develop the courtyard renderings to utilize a diverse array of amenities.
- Consider different street trees more in tune with the surrounding neighborhood and native to Santa Rosa.
- Consider lowering the apartment building to two stories.
- Provide greater screening between the north and south property lines to screen the existing single-family residential units.
- Consider horizontal massing.
- Consider alternatives to the site's perimeter fencing.
- Consider incorporating sound dampening technologies.

Based on the concept design review board meeting comments, the following changes were made from the original plans by the applicant:

Architecture

- Moved apartment complex 5' north to create a wider landscape buffer along the southern property boundary.
- Reworked the apartment unit plans to create more relief in the facades including 1 story shed sections at the ends of all projecting wings and a greater recess at the center of each building.
- Replaced half of the tuck under carports along the south side of the apartment complex with freestanding carports to reduce the height in those areas from 3 story to 2 story.
- Moved the laundry facilities from a single centralized location to one location per building and moved the on grade 3BR units to the central courtyard.
- Reworked the elevation treatment of the facades to create a visually distinct base for each building and to eliminate the checkerboard window pattern.
- Changed the roof forms along the southern façade to feature more low eaves and minimize projecting gable ends.
- Changed to color pallet to feature less somber colors and to bring it into greater harmony with the single family and duplex portions of the project.

Landscape Architecture

- Increased the southern property line landscape buffer from the single family

current uses to screen the apartment building. Increased the density of the planting with evergreen Live oaks and fruitless olives trees that grow 30-40' tall. All trees will be planted as 36" box specimens for increased immediate visual impact. A 6' tall good neighbor fence will also be provided for visual screening of cars, head lights and pedestrians.

- Simplified the programming of outdoor spaces to allow for more flexible uses for small scaled and larger gatherings.
- Created a more diverse street tree program and incorporated native valley oaks into project where size of planting spaces allowed.

On February 5, 2020, a Special Zoning Administrator Meeting was conducted pursuant to Resilient City Development Measures (20-16.090). During that meeting, a Public Hearing was held, and approval was granted for the Minor Design Review and Minor Conditional Use Permit (CUP19-095 and DR19-054) for the Project. An Appeal was filed by Mark Henry Parrish for the Minor Conditional Use Permit and the Minor Design Review Permit on February 18, 2020.

1. Appeal Statement, Staff Response and Council Options

Pursuant to Zoning Code Chapter 20-62, Minor Design Review appeals of decisions made by the Zoning Administrator shall be evaluated by the DRB. The Commission may consider any issue involving the matter that is the subject of the appeal, in addition to the specific grounds for appeal.

With respect to the Minor Conditional Use Permit, the Commission may:

- Affirm, affirm in part, or reverse the action, the determination, or decision that is the subject of the appeal; or
- Adopt additional conditions of approval, that may address issues or concerns other than the subject of the appeal; or
- If new or different evidence is presented on appeal, the DRB may refer the matter back to the ZA for further consideration.

The appellant has provided the following two grounds for the appeal. The full appeal Statement is provided as an attachment. Staff and Zoning Administrator responses follow each item.

- 1) *This appeal is based on the lack of information given to the public about the project, known as Burbank Ave. Subdivision. Both before and during the Public Hearing of the Zoning Administrator for the City of Santa Rosa, there was inadequate information available to the public at the meeting. The meeting was held without any of the relevant documents available to the public at the time as the City Planner Adam Ross told the public he had left the plans in his office. Further, the meeting was held without keeping minutes or recording the meeting as was requested by a member of the public in attendance, Mr. Duane De Witt.*

The Zoning Administrator, Mr. A. Gustavson stated, "This is a neighborhood in transition" but did not provide any proof to the public as to what will be occurring regarding the building of roads, stormwater infrastructure, and the traffic impact and cumulative effects on the existing community by such a project. Repeated efforts by myself, Mark Parrish, and others, to obtain information about the project by repeated email communications to the city staff have not brought any useful responses. Regarding the Santa Rosa City Council policy 002-20 (Citizen Participation, dated Aug. 18, 1987) there have been important information withheld from the public. This is an inadequate response by the city and therefore we neighbors feel it is cause for overturning the Zoning Administrator's decision for the project to be approved.

We seek the invalidation and reversal of the Zoning Administrator decision and ask for all of the relevant materials concerning the proposed project be made available to the public in hard copy printed format before, and during, the Zoning Administrator hearing so adequate and informed public comment is a permanent part of the record as the matter goes to the City Planning Commission. Further, we seek to have minutes and recording be kept of the meeting to be accessible to members of our community who do not have the ability to come to city meetings.

Staff Response:

The Resilient City Development Measures approved by Council provides a streamlined path to a reduced review authority and modifications to the Design Review process in Priority Development Areas for certain projects. In this case, a Minor Conditional Use Permit instead of a Major Conditional Use Permit (ZC Section 20-16.060(B)(14)) and a Minor Design Review Permit in lieu of a Major Design Review Permit, after the project receives comments and considerations from the Design Review Board as a Concept Item (ZC Section 20-16.070). Zoning Code Sections 20-52.030(C)(Table 5-2) and 20-52.050(C)(2) identifies the ZA as the review authority for Minor Design Review and Minor Conditional Use Permits. In relation to the Tentative Map, City Code Section 19-24.070 identifies the Planning Commission as the review authority.

The ZA public hearing for the Project was noticed in accordance with Section 20-66.020 of the Zoning Code. Notices of the ZA meeting were mailed on January 24, 2020, before the Special ZA meeting on February 5, 2020. The public had access to the file, plans, and attachments at City hall, as stated in the notice. During the ZA Meeting, the plans were in the Project folder and a presentation showing the plans, public improvements, and recommendations were presented.

- 2) *Heritage Trees need to be protected and our private roadway must also be protected. We have never been contacted by the developer of this project except when we see them in the city.*

Staff Response:

City Code Section 17-24.050(A) requires that:

All development proposals and subdivision applications shall clearly designate all trees on the property by trunk location and drip line, and shall indicate those trees which are proposed to be altered, removed, or relocated and those trees proposed to be designated protected trees. The reasons for the proposed removal of any tree shall be stated in writing. The development plan or tentative subdivision map shall indicate the genus and species, the shape, the drip line and the trunk circumference of each tree and heritage tree. These tree delineations must also be shown on every page of the development and improvement plans where any work is proposed within the root zone of any tree. The owner of the property and the person in control of the proposed development shall protect and preserve each tree and heritage tree situated within the site of the proposed development during the period the application(s) for the proposed development is being considered by the City.

Sheet No. 2 of 6 of the Tentative Map (Attachment 3) identifies trees and heritage trees to be removed from the site. Zoning Code Section 20-28.050(F)(2) reads:

Special care shall be taken to preserve the maximum number of trees possible, including exempt trees. Prior to the approval of a project the applicant shall demonstrate that each tree proposed for removal shall not have a negative impact on the scenic quality of the corridor, or that the tree is a hazard or unhealthy, as determined by a certified arborist.

In this case, the trees being removed are necessary to build the required public right-of-way improvements. These improvements include new sidewalk, street trees, bike lane, and curb and gutter. See Attachment 2 – Project Narrative for further explanation. In addition to this, the Development Advisory Committee (DAC) Report has several Conditions of Approval for additional Tree Protections as required by the Mitigation Monitoring and Reporting Program (MMRP) associated with the Roseland Area/Sebastopol Road Specific Plan Environmental Impact Report (EIR). Please refer to Condition 10 of the DAC Report dated January 13, 2020, for further review.

The Project does not include private roadway improvements or additional access to the private roadway south of the project site. Furthermore, City Code does not require additional public outreach other than what is required by City Code, (i.e., Neighborhood Meeting) and all required public noticing has been satisfied for this project.

ANALYSIS

1. General Plan

The General Plan designation for the site is Medium-Low Density Residential, which allows residential development at a density of 8 to 13 units per acre. The parcels in the surrounding area vary between the same or similar land use designation with the exception of Public Institutional for the adjacent Roseland School District facilities. The project's proposed density is 9 units per acre and is within the allowed density range. The following General Plan goals and policies are most relevant to the proposed project:

Land Use

- LUL-E-2 As a part of planning and development review activities, ensure that projects, subdivisions, and neighborhoods are designed to foster livability.
- LUL-F Maintain a diversity of neighborhoods and varied housing stock to satisfy a wide range of needs.
- LUL-F-1 Do not allow development at less than the minimum density prescribed by each residential land use classification.
- LUL-F-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.
- LUL-S Develop an attractive, safe, and extensive network for pedestrian and bicyclist movements.
- LUL-S-3 Link pedestrian and bicycle paths to community destinations (parks, etc.), the surrounding rural countryside trail system, and the downtown area.

Urban Design

- UD-F-3 Encourage creative subdivision design that avoids walling to neighborhoods abutting regional/arterial streets with long monotonous stretches of fencing or walls.

Transportation

- T-D Maintain acceptable motor vehicle traffic flows.
- T-D-3 Require traffic studies for development projects that may have a substantial impact on the circulation system.

T-J Provide attractive and safe streets for pedestrians and bicyclists.

Roseland/Sebastopol Road Specific Plan

- AH-1 Provide a variety of housing types and densities to support a diverse population.
- AH-1.2 Encourage new residential development to include a mix of housing types, such as single-family residences with duplexes and triplexes, townhomes, and apartment units, for all income levels.
- AH-1.3 Encourage the development of quality, well-built, attractive market-rate and below- market-rate housing units that contribute to neighborhood character and quality of life.
- AH-1.5 Encourage residential development that meets the special needs of population groups including seniors, large and small families, low- and middle-income households, and people of all abilities.
- RN-1.2 Require dedication of right-of-way and related street improvements or new streets as identified in the Circulation Plan when properties develop.
- PBN-1.5 Require dedication of right-of-way for improvements and/or expansion of pedestrian and bicycle facilities where insufficient right-of-way currently exists.
- PBN-2.2 Implement streetscape improvements resulting in attractive, functional streets with overall enhanced access, lighting, and safety for pedestrians, bicyclists, transit users, and motorists.

Staff Response:

The project furthers a number of goals and policies of the General Plan and the Roseland Area/Sebastopol Road Specific Plan. The subdivision fosters livability by designing the lots to accommodate single-family attached and detached housing and provides diversity within the residential neighborhood. The project is within the allowable density range and does not require any special accommodation for density.

The project design orients units facing inward toward the development. Overall the project site incorporates small lots that include single-family detached and single-family attached units, while the 64 multi-family units furthers the General Plan and Roseland Area/Sebastopol Road Specific Plan's goals and policies with a variety of housing types.

The project provides safe and attractive streets including right-of-way dedications, street improvements, and new public and private roads. Further, new Class II bicycle lanes and sidewalk will be provided on Burbank Avenue fronting the site and is incorporated throughout the new internal public roads.

2. Other Applicable Plans

Not applicable.

3. Zoning

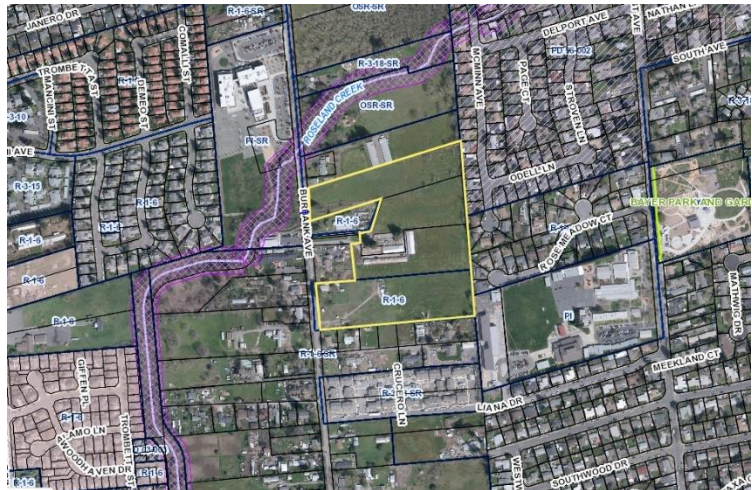
North: (R-1-6-SR) Single-family residential/personal storage

South: (R-1-6-SR) Single-family residential/vacant

East: (PD 96-002/R-1-6/PI) Single-family residential/public school

West: (PI-SR/R-1-6-SR) Roseland School District/single-family residential/assisted living facility

The subject site is within the R-1-6-SR (Single Family Residential-Scenic Road Burbank Avenue) zoning district. The Burbank Avenue Scenic Road requires a 25-foot setback measured from edge of pavement to a two-story or greater structure or element, or one-story structure or element with height over 25 feet. This project proposes a setback



greater than 25 feet. Additionally, the Burbank Avenue Scenic Road overlay district (Zoning Code Section 20-28.050(F)(2) requires tree removal for new development within 100 feet of a scenic road comply with the following:

Special care shall be taken to preserve the maximum number of trees possible, including exempt trees. Prior to the approval of a project the applicant shall demonstrate that each tree proposed for removal shall not have a negative impact on the scenic quality of the corridor, or that the tree is a hazard or unhealthy, as determined by a certified arborist.

In this case, the trees being removed are necessary to build the required public right-of-way improvements. These improvements include new sidewalk, street trees, bike lane, and curb and gutter. See Attachment 2 – Project Narrative for

further explanation. In addition to this, the DAC Report has several Conditions of Approval for more Tree Protections for this project as it utilizes the Mitigation Monitoring and Reporting Program, from the Roseland Area/Sebastopol Road Specific Plan Environmental Impact Report (EIR). Please refer to Condition 10 of the DAC Report dated January 13, 2020, for further review.

Further, the project is in compliance with all applicable zoning standards with approval of a Minor Conditional Use Permit for small lot subdivisions.

Lot Size

As part of a residential small lot subdivision, the minimum lot size is determined by Minor Conditional Use Permit pursuant to Zoning Code Section 20-42.140.

Building Height

The maximum building height proposed for the multi-family apartments is 35 feet, which is the maximum allowable building height in the R-1-6 zoning district (Zoning Code 20-22.050 Table 2-4).

Setbacks

The site is subject to the residential small lot subdivision setback requirements in Zoning Code Section 20-42.140, which is allowed in the R-1-6 zoning district, as well as the -SR combining district for Burbank Avenue (Zoning Code Section 20-28.050(10)(a)).

A residential small lot subdivision allows alternative setbacks as compared to the standard R-1-6 zoning district and is determined by the Minor Conditional Use Permit. Some of the alternatives include 4-foot single-story side setbacks, 8-foot two-story portion side setback, and 10-foot front setback. Alternatives to these setbacks can be approved by the review authority at the request of the applicant. Specific to this project, the subdivision includes a second-story side yard setback of 7 feet and is included as a Condition of Approval in the Minor Conditional Use Permit, therefore, the setbacks have been established. Additionally, any action taken by the DRB will be subject to approval of the land use actions currently under appeal.

Because this project has two- and three-story elements, a setback of 25 feet from the edge of pavement on Burbank Avenue is required (Zoning Code Section 20-28.050(10)(a)). The duets and multi-family units that front Burbank Avenue have setbacks greater than 25 feet from edge of pavement.

Parking

450 parking spaces are provided where 421 parking spaces are required, pursuant to Zoning Code section 20-36.040, Table 3-4. The table below outlines the specific

parking requirements relative to the particular land use.

Table 10 – Parking Analysis Summary				
Land Use	Units	Supply (spaces)	City Requirements	
			Rate	Spaces Required
1 bdr Apartment	17 du	64 covered sp 32 tandem sp 58 open sp	1.0 covered sp/unit 0.5 visitor sp/unit	17 covered sp 9 visitor sp
2+ bdr Apartment	47 du		1.0 covered sp/unit 1.5 visitor sp/unit	47 covered sp 70 visitor sp
Duplex	12 du	24 covered sp 24 tandem sp	1.0 covered sp/unit 1.5 visitor sp/unit	12 covered sp 18 visitor sp
Detached Single-Family Dwelling	62 du	124 covered sp 124 tandem sp	1 covered sp/unit 3 additional sp/unit	62 covered sp 186 other sp
Total		450		421

Notes: du = dwelling unit; bdr = bedrooms; sp = space

Finding – The proposed parking supply for the project would be adequate to meet the City's parking requirements.

The Project includes a Traffic Impact Study (Traffic Study) prepared by W-Trans, dated December 11, 2019. The Study indicates that, "Two of the study intersections are expected to continue operating acceptable overall during both peak hours upon the addition of project-related traffic to Baseline volumes. However, the operation at Hearn Avenue and Burbank Avenue would drop from Level of Service (LOS) D to E during the a.m. peak hour." As identified in the City of Santa Rosa's Traffic Impact Study Guidelines interpretation of General Plan Section 5.8, Policy T-D-2, when an intersection LOS changes from a D to an E or F, and has a larger than five second delay, a traffic signal is required. Because of the impact to the LOS at Hearn Avenue and Burbank Avenue, the project includes a Condition of Approval that requires the applicant pay a *fair share contribution* of \$96,000 towards a traffic signal at the affected intersection.

Outdoor Lighting

The Project shall comply with all outdoor lighting requirements for single-family and multi-family developments as codified in Zoning Code Section 20-38.080.

4. Design Guidelines

Design Guidelines

Some of the goals and implementation measures set forth in the City's Design Guidelines, that are applicable to this project, are shown below:

Neighborhood Design

- 1.1. 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.
- 1.1.I.C To promote neighborhoods that feature a variety of housing types (both single-family and multiple-family) as well as a variety of price ranges.
- 1.1.I.E To encourage neighborhood design that supports pedestrians, bicyclists and use of public transit as well as automobile use.

Streetscapes

- 1.3I.E/F To develop a comprehensive pedestrian/bicycle circulation system.

Multi-family Residential

- 3.2.I.A Develop multi-family housing that is compatible with existing surrounding homes and other structures and provides “superior design.”
- 3.2.I.D Encourage multiple-family projects which are safe, contribute to safer neighborhoods, and support Police and Fire Department efforts to promote public safety.
- 3.2.I.E To provide developments with logical layouts that people can navigate through without confusion.
- 3.2.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.
- 3.2.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.
- 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.B.1 Orient the main entrance of each unit, or the building to the street or to a common open area.

- 3.2.III.C.2 Avoid buildings with a massive appearance. Divide buildings into segments that break down the scale.
- 3.2.III.E.2 Locate garages or carports to minimize their impact from the public street. The main buildings should be the dominant visual statement along the public streetscape.

Landscaping

- 4.1 I E To develop landscaping that is easily maintained and conserves water.
- 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 3 Provide landscaping that exhibits a strong design concept and creates a harmonious composition.
- 4.1 II 5 Landscaping incorporated in a development should reflect or improve on the landscaping already present in the neighborhood.
- 4.1 II 6 Select landscape materials and plants that are appropriate in scale and function to the locations in which they are placed.
- 4.1 II 10 Select planting materials that are appropriate for local climatic conditions and historic continuity.
- 4.1 II 12 Maintainability is an important consideration in landscape design. To this end care should be taken to ensure that plants are selected which, at maturity, do not outgrow their planting site. Other factors to be considered include exposure, microclimate, soil condition and type, irrigation to be used, and the impact of plantings on pedestrian traffic.
- 4.1 II 13 Automatically controlled irrigation systems with multiple programs and repeat start times, are required.

Off-Street Parking

- 4.2 II A 1 Design parking areas to facilitate the movement of vehicles in and out, to avoid difficult turning maneuvers, and to reduce the possibility of accidents to vehicles and pedestrians.
- 4.2 II A 2 Do not locate parking stalls adjacent to vehicular entrances and exits where vehicles entering and exiting the parking space will be in conflicts with vehicles entering and exiting the parking lot. Provide a minimum of 15 feet behind the sidewalk to the first parking space.
- 4.2 II B 1 Landscape parking lots with shade trees to provide a canopy over the parked cars and reduce solar heat gain in the summer. The City's

preference is for “orchard” style planting, typically a minimum of one tree should be planted for every five parking spaces.

- 4.2 II B 3 Screen parked cars from public street frontage. Screening may be of landscaping, a planted earth berm, planted fencing, or some combination of the above. The screening should be to a height of not less than 4 feet above the adjacent sidewalk (or curb if there is no sidewalk) to obscure the greater portion of each parked vehicle.

The proposed development includes both detached and attached single-family and multi-family housing with a variety of price ranges. The design layout of the site includes new public right-of-way and Class II bicycle lanes to promote safe routes for pedestrians, bicyclists, and motorists while providing a future stub to connect to Crucero Lane, which is part of the Roseland Area/Sebastopol Road Specific Plan Circulation Element.

The two-story single-family attached units off of the northwest corner abutting Burbank Avenue are accessed by new private motor courts. The motor courts allow for transition between Burbank Avenue and the new public road. All units provide semi-private open space to promote livability and privacy for future residents.

The multi-family design breaks up the massing and scale by providing one- and two-story elements for each of the four buildings. The front building faces Burbank Avenue with an outdoor area between the edge of sidewalk and the building’s entrances while the others face inward toward each other with additional outdoor spaces such as courtyards. Between each building are courtyards and usable outdoor space for residents that are appropriately landscaped while providing a flexible site plan that includes easy navigation for residents and visitors. The garages and carports are setback appropriately from Burbank Avenue and landscape buffering and a “good neighbor fence” is provided between the existing residential neighborhood.

The landscaping incorporates valley oak heritage trees, coast live oak, cork oak, and other trees that enhance the relatively flat terrain while maintaining the rural and scenic heritage of Burbank Avenue. Landscaping is provided between the new sidewalk and multi-family units with adequate shrubs and perennials. Finally, all landscaping will be in accordance with the City’s Landscaping Ordinance.

The design is appropriate for the intended use, consistent with the site’s residential zoning classification and contextually appropriate for the vicinity. The proposed architecture and massing, as well as colors and materials, are compatible with the existing conditions.

5. Historic Preservation Review Standards

Not applicable.

6. Neighborhood Comments

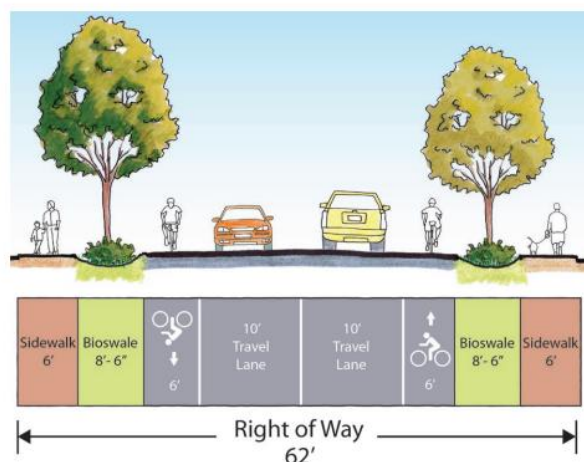
Staff has received Public Comments, both at the Neighborhood Meeting and in writing, from several interested parties. The following public comments and concerns were received by Staff:

- The height of the three-story apartment is not cohesive with the existing single-family homes throughout the neighborhood.
- There will be an increase in traffic associated with the new residential units.
- Concerns about the proposed streets and how they would connect to Crucero Lane in the future.
- The future connection between the new City streets and the existing Crucero Lane appear to run straight through existing private properties.
- The density of the subdivision, particularly the multi-family units, does not fit into the context of the surrounding single-family residential neighborhoods.
- The duets on the north side of the Project site does not fit into the context of the surrounding single-family residential neighborhoods.
- The lack of parking throughout the existing neighborhood will be negatively impacted by the new subdivision.
- What are the street improvements along Burbank Avenue going to be?
- Concerns over the location of the multi-family units; they should be located centrally instead of fronting Burbank Avenue and abutting existing single-family residential units.
- Concern over phasing the project.
- No solid wall separating the multi-family parking area from the existing residential homes to the south.
- Lack of traffic enforcement from police.
- Impacts to California Tiger Salamanders.

7. Public Improvements/On-Site Improvements

The project will include development of 3.86 acres of Public Right-of-Way. Burbank Avenue will be widened from approximately 50 feet to 62 feet and include two 10-foot vehicle travel lanes, six-foot wide Class II bicycle lanes, an 8.5-foot bioswale, and a six-foot sidewalk. Additional public improvements include five new public streets providing circulation throughout the site; two of the public streets will take access off of Burbank Avenue; one will provide a future stub to connect to Crucero Lane while the north side

Southern Section Street Design



would provide a Class II Bicycle Lane that would provide to a future connection for bicycles to a planned Bike Route to the SMART Path entrance off of Burbank Avenue.

FINDINGS REQUIRED FOR A MINOR DESIGN REVIEW PERMIT

The following findings are required for approval of a Minor Design Review Permit pursuant to Zoning Code Section 20-52.030(J):

1. The design and layout of the proposed development is of superior quality, and is consistent with the General Plan, any applicable specific plan, applicable Zoning Code standards and requirements, the City's Design Guidelines, architectural criteria for special areas, and other applicable City requirements (e.g., City policy statements and development plans);

Staff Response: The project as proposed is consistent with the General Plan, and the Roseland Area/Sebastopol Road Specific Plan with an allowable density of 9 units per acre. The site complies with all applicable Zoning Code for residential small lot subdivisions in R-1-6 zoning districts and is of superior quality by incorporating elements of the Design Review Guidelines, which include neighborhood design, multi-family residential, landscaping, and off-street parking.

2. The design is appropriate for the use and location of the proposed development and achieves the goals, review criteria and findings for approval as set forth in the framework of Design Review (Design Guidelines, Introduction, subsection C);

Staff Response: The attached duets and the updated multi-family units are of superior design as they provide unique and uniform designs without clashing with the surrounding residential area. The duets provide a unique design pattern including hip and gabled roofs, the use of horizontal and vertical siding, and both covered and wrap around porches creating a variety of elevation designs

The multi-family apartment complex has been redesigned to achieve a superior design that includes form and massing that provides adequate space between the multi-family buildings and includes an additional five feet of separation from the existing single-family residences to the south. Further, the three-story, multi-family buildings include two-story elements abutting the adjacent single-family residences to the south that soften the transition between the existing single-family residential and the new multi-family units as well as adhere to the scenic and rural qualities of Burbank Avenue. The landscaping area has been increased and incorporates larger evergreens including live oaks and fruitless olive trees.

3. The design and layout of the proposed development will not interfere with the use and enjoyment of neighboring existing or future developments;

Staff Response: The project site is currently a four vacant parcels with existing

residential developments to the north, south, east, and west of the site. Circulation is provided with the development of new public roads throughout the site and stub connections to future roads as designated in the Roseland Area/Sebastopol Road Specific Plan. Right-of-way improvements are provided for this site that will enhance the surrounding neighborhood by developing a Class II bicycle lanes on Burbank Avenue. The project implements City of Santa Rosa goals for Safe Routes to Schools by including a pedestrian path on the southeast corner of the site that connects to the existing Sheppard Accelerated Elementary School, while enhancing the public right-of-way on Burbank Avenue that provides a greater connectivity to Roseland Creek Elementary.

4. The architectural design of the proposed development is compatible with the character of the surrounding neighborhood;

Staff Response: The project is located in a residential area with existing small lot subdivisions for single-family homes as well as multi-family homes with varied architectural designs. The proposed architectural features create a character that complements the surrounding residential neighborhood with varied housing types. Additionally, the updated multi-family apartment complex includes recommendations by the Design Review Board received on November 7, 2019. The buildings are moved five feet north of the previous location which increases the spaces between the existing residential units to the south, while adding more landscaping in the setback area. The roof forms have been changed along the southern façade that feature lower eaves to minimize projecting gable ends. Half of the tucked-under parking has been removed to reduce the height (from three stories to two stories) of the building portions that face the single-family residential. The apartments were reworked to create more relief in the facades including one story shed sections at the ends of all projecting wings and a greater recess at the center of each building.

5. The design of the proposed development will provide a desirable environment for its occupants, visiting public, and its neighbors through the appropriate use of materials, texture, and color, and would remain aesthetically appealing and be appropriately maintained;

Staff Response: The design incorporates horizontal and vertical wood siding for the duet and multi-family apartment's siding materials, adding a texture similar to the single family homes surrounding the project site. The apartment complex has been moved five feet north to create a wider landscape buffer along the southern property while adding diverse street trees and incorporating native valley oaks. The paint options allow for a unique but unified color palette and landscaping that provides a desirable exterior visible from the public right-of-way. The outdoor spaces have been simplified to allow for more flexible uses by the future residents of the site for small and large gatherings.

6. The proposed development will not be detrimental to the public health, safety, or

welfare or materially injurious to the properties or improvements in the vicinity; and

Staff Response: The proposed design has been reviewed by City Staff and does not create an unsafe urban environment and will comply with all requisite regulations, including but not limited to applicable Building and Fire Codes.

7. The proposed project has been reviewed in compliance with the California Environmental Quality Act (CEQA).

Staff Response: Refer to the Environmental Impact section of this Report for further information.

FISCAL IMPACT

Not applicable.

ENVIRONMENTAL IMPACT

The proposed project has been reviewed in compliance with the California Environmental Quality Act (CEQA). The project is statutorily exempt from CEQA pursuant to Government Code Section 65457 and CEQA Guidelines Section 15182(a)(c) in that the project would develop a residential land use that is undertaken to implement, and is consistent with, the Roseland Area/Sebastopol Road Specific Plan. The EIR prepared for the Specific Plan was certified by the City Council in 2016 and no events subsequent to certification have required a supplemental EIR pursuant to Public Resources Code section 21166.

The Project also qualifies for an exemption pursuant to CEQA Guidelines section 15183 in that the project is consistent with the City's General Plan for which an EIR was prepared and certified by the Council on November 3, 2009, As evidenced by the Burbank Avenue Subdivision Consistency Determination Memorandum prepared for the project by FirstCarbon Solutions, dated December 18, 2019, which determines that the project does not contain conditions, nor would it result in effects that:

- Are peculiar to the project or the parcel on which the project would be located,
- Were not analyzed as significant effects in the General Plan EIR
- Are potentially significant off-site impacts and cumulative impacts which were not discussed in the prior EIR prepared for the general plan or
- Are previously identified significant effects which, as a result of substantial new information which was not known at the time the EIR was certified, are determined to have a more severe adverse impact than discussed in the prior EIR.

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. Pursuant to Government Code Section 65091, where necessary, the City has incorporated notice procedures to the blind, aged, and disabled communities. These procedures include audio amplifier/assistive listening device support at public meetings, closed captioning, and optical character recognition conversion of electronic notices.

ATTACHMENTS

- Attachment 1 – Disclosure Form
- Attachment 2 – Amended Project Narrative received on January 30, 2020
- Attachment 3 – Tentative Map received January 9, 2020
- Attachment 4 – School Access Exhibit received December 24, 2019
- Attachment 5 – Setback Exhibit, received January 6, 2020
- Attachment 6 – Landscape Plans received February 4, 2020
- Attachment 7 – Architectural Plans received February 4, 2020
- Attachment 8 – Architectural Plans received April 17, 2020
- Attachment 9 – Multifamily Architectural Plans received February 4, 2020
- Attachment 10 – Multi-Family Architectural Plans received April 17, 2020
- Attachment 11 – Burbank Ave Subdivision Consistency Memo with EIR
- Attachment 12 – Roseland Area Sebastopol Road Specific Plan Consistency Determination
- Attachment 13 – Final Traffic Impact Study dated December 11, 2019
- Attachment 14 – Biological Resources Assessment dated December 2019
- Attachment 15 – Wetland Delineation Report dated August 6, 2018
- Attachment 16 – Air Quality and Greenhouse Gas Emissions Analysis Report dated December 18, 2019
- Attachment 16a – Air Quality and Greenhouse Gas Emissions Analysis Appendix A
- Attachment 16b – Air Quality and Greenhouse Gas Emissions Analysis Appendix B
- Attachment 16c – Air Quality and Greenhouse Gas Emissions Analysis Appendix C
- Attachment 17 – Noise Impact Analysis Report dated December 18, 2019
- Attachment 18 – Planning Commission Amended Resolution No. 12005
- Attachment 19 – Public Correspondence
- Attachment 20 – Signed Resolutions CUP19-095 and DR19-054
- Attachment 21 – Appeal received February 18, 2020
- Attachment 22 – Applicant Response to Appeal Letter dated March 30, 2020
- Attachment 23 – Waterstone confirming purchase of multi-family units dated May 21, 2020

Development Advisory Committee Report dated January 13, 2020

Draft Resolution – Denying the appeal and approving the Minor Design Review Permit Presentation

CONTACT

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Burbank Avenue Subdivision Minor Design Review Permit Appeal
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