

CITY OF SANTA ROSA
DEPARTMENT OF COMMUNITY DEVELOPMENT
STAFF REPORT FOR PLANNING COMMISSION
February 14, 2019

PROJECT TITLE

Roseland Village

APPLICANT

County of Sonoma Community
Development Commission and MidPen
Housing Corporation

ADDRESS/LOCATION

665 & 883 Sebastopol Road

PROPERTY OWNER

County of Sonoma Community
Development Commission & MidPen
Housing Corporation

ASSESSOR'S PARCEL NUMBERS

125-101-031, 125-111-037

FILE NUMBER

PRJ17-075; MAJ17-006; DB19-001

APPLICATION DATE

February 22, 2018

APPLICATION COMPLETION DATE

December 5, 2018

REQUESTED ENTITLEMENTS

Tentative Map, Density Bonus and
Development Incentives/Concessions

FURTHER ACTIONS REQUIRED

Design Review and Minor Use Permit

PROJECT SITE ZONING

General Commercial (CG)
R-3-18 (Multi-Family Residential)

GENERAL PLAN DESIGNATION

Retail/Medium Residential Mixed Use
Medium Density Residential (8.0 to 18.0
units per acre)

PROJECT PLANNER

Aaron Hollister

RECOMMENDATION

Approval

CITY OF SANTA ROSA
PLANNING COMMISSION

TO: CHAIR CISCO AND MEMBERS OF THE COMMISSION
FROM: AARON HOLLISTER, PLANNING CONSULTANT
PLANNING AND ECONOMIC DEVELOPMENT
SUBJECT: ROSELAND VILLAGE TENTATIVE MAP AND DENSITY
BONUS
AGENDA ACTION: RESOLUTION

RECOMMENDATION

It is recommended by the Planning and Economic Development Department that the Planning Commission, by Resolutions, (1) approve the Tentative Map to subdivide the project site consisting of two parcels into five parcels and (2) grant a 35% density bonus to allow for subsequent development of the Roseland Village mixed use project with 175 units, including 75 lower income affordable units, on the project site.

EXECUTIVE SUMMARY

The applicant requests the approval of a Tentative Map to subdivide a 7.41-acre project site currently consisting of two parcels into five parcels. Each of the respective five parcels in the subdivision would contain various elements of the Roseland Village project including 100 units of market-rate housing, 75 units of affordable housing, a civic building, a food market hall, and a publically accessible, one-acre plaza.

The applicant also requests a Density Bonus of 35% to allow development of 175 units, which exceeds that 133-unit maximum allowed by the Medium Density Residential (8.0 to 18.0 units per acre) General Plan land use designation, and two concessions/incentives to allow phased affordable housing development and reduced on-site parking.

Staff recommends approval of the proposed five parcel subdivision and the 35% density bonus with two concessions/incentives, consistent with the General Plan, the Roseland Area/Sebastopol Road Specific Plan, Sebastopol Road Urban Vision Plan, and the Zoning Code.

The subsequent development of the Roseland Village mixed use project is subject to design review and minor use permit approval by the Zoning Administrator.

BACKGROUND

1. Project Description

The requested Tentative Map and Density Bonus sets the stage for subsequent development of the Roseland Village mixed use project which is subject to design review and minor use permit approval by the Zoning Administrator.

The Roseland Village mixed use project is a public-private development proposal that will provide housing, retail, civic uses, and open space to help realize desired goals and improvements of the General Plan, the Roseland Village/Sebastopol Road Specific Plan and the Sebastopol Road Urban Vision Plan. A majority of the project site (6.81 acres, APN 125-111-037) is currently owned by the County of Sonoma Community Development Corporation (CDC). The private developers and CDC are currently completing negotiations under a Disposition and Development Agreement (DDA) for the sale of the land owned by the CDC to the project's private developers. Under the DDA, all lands currently owned by the CDC would be transferred to the developers, with the exception that CDC will retain ownership and control over the land that will be utilized for the project's public plaza.

The Roseland Village project would demolish and clear the existing project site improvements, which include a single-story commercial structure, a surface parking area and a temporary playground. A new street grid consisting of three new public streets (preliminarily named Streets A, B, and C) and a private street (Street D), as well as the existing West Avenue, will provide access to and circulation within the project.

Each of the components proposed in the project would be located on its own lot within the proposed tentative map. The table located immediately below contains the proposed size and development component of each lot in the subdivision (excluding public street/right-of-way):

Lot 1	1.53 Acres	Affordable Housing
Lot 2	2.10 Acres	Mixed-Use/Market-Rate Housing
Lot 3	0.35 Acres	Civic Building
Lot 4	0.22 Acres	Food Market Hall
Parcel A	0.86 Acres	Public Plaza

The following description of each conceptual project component, which is subject to review and approval by the Zoning Administrator, is provided to establish the purpose of the requested tentative map and density bonus.

- Mixed-Use/Market Rate Housing – The market-rate housing element would consist of 100 units of multi-family, rental units consisting of one

and two-bedroom units split between two buildings proposed to measure three and four stories, respectively. The four-story apartment building would feature ground-floor retail uses, while the three-story apartment building would feature walk-up apartments at the ground floor. UrbanMix is the proposed developer of the mixed-use/market housing component

- Affordable Housing – The affordable housing component of the project would be developed by MidPen Housing Corporation and would include 75 deed restricted affordable housing units. A mix of one, two, and three-bedroom units are proposed in the affordable housing component, as well as common community facilities in a four-story building. While the mix of affordable unit types are not yet set as of this date, the applicant anticipates at least 30-percent will be Very Low Income units, occupied by households earning at or below 30-percent of area mean income, and 70-percent will be Low Income units, occupied by households earning at or below 60% area mean income.
- Civic Building – The proposed civic building is proposed to be two stories and in height and would contain approximately 25,000 square feet in area at the northwest corner of the intersection of Sebastopol Road and West Avenue. The ground-floor area of the civic building is proposed to contain a public library serving the Roseland area. The public library is currently housed in a temporary location in the existing single-story commercial structure found on-site. The second story would contain space for non-profits, office and community uses.
- Food Market Hall – The food market hall (“the Mercado”) would contain approximately 5,000 square feet of area and is intended to be a multi-vendor market/food hall. The Mercado will be located immediately to the east of the Public Plaza at the northwest corner of the intersection of Sebastopol Road and the proposed Street B.
- Public Plaza – The public plaza will be located along the project’s frontage on Sebastopol Road between West Avenue and Street B. The one-acre plaza is intended to serve as the Roseland community gathering place and serve as a public space for community events, arts and culture, farmers markets, neighborhood commerce, and recreation. The space would be programmed with passive recreation areas, a playground, gathering/picnic areas. The CDC would design, fund, and provide for the on-going operations and maintenance of the public plaza.

The public plaza use will be activated at the start of Phase 1 by the development of the “Plaza Temporal”, a hardscape area on the eastern half of the plaza, adjacent to the future Mercado site. This space will include planters and seating and will be served by mobile food vendors, a bar, and public restrooms. It is intended to provide a communal gathering

place for activities such as movie screenings and concerts. This temporary space will be incorporated into the full plaza when site infrastructure is completed.

Currently, the designs for the buildings and individual sites within the development are conceptual. Each site would be subject to Design Review once formalized plans are submitted for each of the resulting lots.

The project is proposed to be developed in a three-phased approach. The first phase would include establishment of the plaza temporal, construction of the public-right-of-way infrastructure, and the completion of the public plaza. The development of the mixed-use/market-rate housing parcel is proposed as the second development phase to help fund the project's infrastructure development. The third phase would include the development of the civic building parcel, the Mercado parcel, and the affordable housing parcel. Build-out and construction of the project is expected to commence in 2019 and conclude in 2022.

2. Surrounding Land Uses

North:	Joe Rodota Trail/Highway 12 Corridor
South:	Commercial retail and restaurants
East:	Commercial retail and restaurants
West:	Restaurant/gas station/industrial uses

The project site is surrounded on three sides by developed properties of differing uses and intensities primarily featuring single-story commercial development and commercial uses such as retail and restaurants. The Joe Rodota trail borders the project site immediately to the north. The nearest residential uses can be found approximately 250 feet south of the project site. Industrial uses and outdoor storage areas can be found further afield to the west of the project site on the north side of Sebastopol Road.

3. Existing Land Use – Project Site

The 7.42 acre project site was annexed into the City in November 2017 and is comprised of two parcels owned respectively by CDC and MidPen. The CDC-owned parcel (665 Sebastopol Road/APN125-111-037) is a 6.81-acre property that has been completely developed. A single-story commercial retail building housing a discount retailer, the temporary location of the Roseland Library, and other non-profits currently occupy the CDC site. The majority of the CDC site is currently developed with paved surface parking areas. A playground area and recreation courts developed by the CDC can also be found on the project site. The site is relatively flat with a slight change in overall slope from north to south.

The other parcel (883 Sebastopol Road/APN 125-101-031) is a 0.6-acre property owned by MidPen Housing Corporation. The MidPen property is also

completely developed and contains paved surface parking area and a vacant, derelict commercial building.

4. Project History

In 2011, the CDC acquired the 665 Sebastopol Road property with redevelopment housing funds. When the State Legislature dissolved redevelopment agencies in 2012, the property was transferred to the Sonoma County Housing Authority/SCCDC as a housing asset. The property was acquired by the CDC to help facilitate the production of affordable housing on the property and to implement the goals and policies of the Sebastopol Road Urban Vision Plan that was adopted by both the City and County in 2007.

The CDC initiated demolition of a vacant warehouse, bowling alley, grocery store, and gas station starting in 2014. The CDC also undertook and completed remediation and environmental clean-up activities on the property pursuant to a work plan approved by the North Coast Regional Water Quality Control Board. The environmental clean-up activities were necessary due to the site being the former location of a gas station and a dry cleaner.

In 2014, the CDC convened a project task group to help conduct the community engagement process for the planning and redevelopment of the property. With the assistance of the task group, the CDC also commenced a series of community forums to allow community members to contribute to the plans for the development of the CDC parcel.

After completion of the community forums, the CDC issued a Request for Proposals (RFP) in 2015 for a master developer to complete the development of the CDC parcel. In addition to the provisions for affordable housing, the RFP included the construction of a one-acre public plaza and pathway connection to the Joe Rodota Trail as required elements of any plan submittal. Other desired uses in the RFP (as identified by residents via the outreach process) included a multi-cultural community center providing youth programs and other community activities, retail uses, recreational activities, educational programming and/or library services. MidPen Housing Corporation was selected by the CDC and this selection was approved by the County Board of Supervisors in 2016.

In April 2016, a pre-application meeting was held City and County staff and MidPen to discuss policy issues and development standards sought by each jurisdiction. At the time of the meeting, the Roseland annexation process was underway but the exact timing of the annexation was not yet known.

MidPen began a series of three community engagement workshops starting in August 2016 to help inform and define the public aspects to be developed on the project site – particularly the public plaza.

In November 2016, MidPen formally submitted a tentative map application to the County. Subsequent formal entitlement applications were filed with the County in April 2017.

Joint conceptual design review meetings with the City and County were held in December 2016 and June 2017 to review the project's development program, site plan and conceptual architecture.

On November 1, 2017, the Local Agency Formation Commission approved the Roseland Area Annexation. After the annexation, the County determined in December 2017 that the City should process and analyze required entitlement applications.

The City's Design Review Board (DRB) reviewed the conceptual designs for each of the sites in the proposed development, as well as the overall project site plan on December 21, 2017. At the meeting the DRB indicated that they could recommend the project's overall site plan to the Planning Commission and accepted the site plan design. However, the DRB had a number of comments on the individual elements of the project including comments on the individual components' architectural styles, orientation of building features, and the materiality of the buildings. The DRB requested that each of the buildings return for preliminary and final design review.

On February 21, 2018, the project's entitlement applications were submitted to the City. These applications included a tentative map application, design review application, and density bonus application.

The required neighborhood outreach meeting was held on March 14, 2018, in the on-site temporary library space. Seventeen members of the public signed-in at the meeting. Primary concerns of the attendees included traffic generation, parking availability, and the programming of the public plaza area.

The tentative map and density bonus applications were deemed complete by the City on December 4, 2018.

The Development Advisory Committee reviewed the proposed tentative map and recommended approval by the Planning Commission, subject to conditions listed in the accompanying DAC Report. On January 31, 2019, the DAC report was revised to modify conditions of approval, consistent with City development code, in response to applicant comments.

PRIOR CITY COUNCIL REVIEW

None.

ANALYSIS

As part of the project analysis for the Tentative Map, the Planning Commission will need to consider the project's consistency with the General Plan. Applicable General Plan Goals and Policies have been included immediately below. Staff's analysis of the project's consistency with the General Plan can also be found immediately below.

1. General Plan

The project site contains two General Plan Land Use Designations – Retail/Medium Residential Mixed-Use (665 Sebastopol Road) and Medium-Density Residential (883 Sebastopol Road). The Retail/Medium Residential Mixed-Use designation allows for mixed-use development opportunities with a residential component allowing 8.0 to 18.0 dwelling units per acre.

Medium Density Residential allows residential development at a density of 8.0 to 18.0 units per acre. The project density (24.0 units per acre) exceeds the allowed density range and thus a density bonus is requested for the project as discussed below. The Medium Density Residential designation permits a range of housing types, including single family attached and multifamily developments, and is intended for specific areas where higher density is appropriate.

The project site is located in the General Plan-Designated Roseland Priority Development Area. Plan Bay Area (the Sustainable Communities Strategy for the Bay Area) designates Priority Development Areas as areas for investment, new homes and job growth.

The following General Plan goals and policies are most relevant to the proposed project:

Land Use

- | | |
|---------|---|
| LUL-A | Foster a compact rather than a scattered development pattern in order to reduce travel, energy, land, and materials consumption while promoting greenhouse gas emission reductions citywide. |
| LUL-E | Promote livable neighborhoods. Ensure that everyday shopping, park and recreation facilities, and schools are within easy walking distance of most residents. |
| LUL-E-1 | Provide new neighborhood parks and recreation facilities, elementary schools, and convenience shopping in accordance with the General Plan Land Use Diagram. Specific to Southwest Santa Rosa, 14 parks, five schools, an international marketplace, two community shopping centers, and three neighborhood shopping centers have been identified as needed facilities. |

- 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-F-4 Allow development on sites with a Medium Density Residential designation to have a maximum density of 24 units per gross acre (and up to 30 units per acre provided at least 20 percent of the housing units are affordable, as defined in the Housing Element).
- LUL-G Promote mixed-use sites and centers.
- LUL-G-2 Require design of mixed use projects to focus residential uses in the upper stories or toward the back of parcels, with retail and office activities fronting the regional/arterial street.

Sebastopol Road Urban Vision and Corridor Plan

- LUL-X Create an active, mixed use community shopping center at the Roseland Village Shopping Center site on Sebastopol Road near Dutton Avenue and develop the Sebastopol Road area – from Stony Point Road to Dutton Avenue – with a mix of neighborhood uses, focusing on commercial activity and neighborhood services for the Roseland area.
- LUL-X-1 Require a one-acre plaza facing Sebastopol Road including landscaping, a water feature and serving as a gathering place, to be incorporated into the design of the new center
- LUL-X-2 Pursue development of an International Marketplace offering crafts, food and wares of the many ethnic groups residing in Roseland
- LUL-X-3 Require new buildings fronting Sebastopol Road to be located adjacent to the sidewalk to ensure an interactive relationship between the public realm and ground floor uses.

- LUL-X-4 Include strong pedestrian and bicycle connections from the shopping center and its plaza to the Joe Rodota Trail.
- LUL-Y Create a pedestrian friendly streetscape with a distinctive ambiance on Sebastopol Road from Stony Point Road to Olive Street.
- LUL-Y-1 Widen sidewalks as specified in the Sebastopol Road Urban Vision and Corridor Plan to ensure a safe, pleasant pedestrian environment.
- LUL-Y-4 Require new development be oriented to the street and pedestrian friendly.
- LUL-Y-5 Require new development along the Joe Rodota Trail to be oriented to the trail, and where appropriate, to the proposed neighborhood park.

Urban Design

- UD-A-5 Require superior site and architectural design of new development projects, to improve visual quality in the city.
- UD-D Avoid strip patterns of commercial development. Improve the appearance and functioning of existing commercial strip corridors, such as Santa Rosa Avenue and Sebastopol Road.
- UD-D-1 Restructure existing strip developments to cluster commercial uses in neighborhood nodes, with higher density housing included where possible. Residential, office, or institutional uses that generate less traffic should be located between the nodes.
- UD-E Create a framework of public spaces at the neighborhood, city, and regional scale.
- UD-E-1 Provide for new open space opportunities throughout the city, especially in neighborhoods that have less access to open spaces.
- UD-G Design residential neighborhoods to be safe, human-scaled, and livable.
- UD-G-2 Locate higher density residential uses adjacent to transit facilities, shopping, and employment centers, and link these areas with bicycle and pedestrian paths.
- UD-G-9 Encourage pedestrian-oriented village character, rather than strip malls, in neighborhood centers for local shops and services. Shops

should front on streets rather than parking lots. Parking areas should be located in less visible locations behind buildings and away from the street edge.

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-6 Facilitate higher-density and affordable housing development in Priority Development Areas (PDA), which include sites located near the rail transit corridor and on regional/arterial streets for convenient access to bus and rail transit. Implement existing PDA specific plans to encourage the development of homes that have access to services and amenities.

Economic Vitality

- EV-A Maintain a positive business climate in the community.
- EV-C Promote new retail and higher density uses along the city's regional/ arterial corridors.

Staff Response:

The project furthers a number of goals and policies of the General Plan by providing an infill, mixed-use development in a Priority Development Area that can support the density of the proposed development via existing and proposed infrastructure. The project is located in an area where alternative modes of vehicular transportation exist including public transit and bicycle routes, thus minimizing dependence on automobiles and greenhouse gas emissions, which are goals identified in the City's General Plan. The project will provide a direct connection to the Joe Rodota trail immediately to the north of the project site, which is a Class I bicycle route. Class II bicycle lanes will be installed on West Avenue as part of the project and Class II bicycle lanes already exist on Sebastopol Road. Public transit in the area includes bus lines along Sebastopol Road and West Avenue. The Downtown SMART station is located slightly over a half-mile away from the project site as is the Second Street Bus Terminal. The project will also expand and enhance existing transit stops located immediately

adjacent to the project site on the north side of Sebastopol Road and on the south side of Sebastopol Road.

The Roseland Village project will help meet the City's housing needs by providing 175 units of housing in an area that features walkable community services and amenities including shopping, restaurants, and the future public plaza and library contained within the Roseland Village development. Of the 175 dwelling units contained in the project, 75 of the units will be deed-restricted to households earning at the very low and low-income levels – a housing product that the City greatly needs.

The project's proposed mixed-use neighborhood center is encouraged by the General Plan as it will provide walkable, pedestrian-friendly, pedestrian-scaled streetscapes. The project will be providing a desirable pedestrian experience at the street level by providing activating uses including the Mercado, ground-floor retail, the ground-floor public library, and walk-up residential units. The project will also provide streetscape improvements including standard streetscape enhancement features and street trees. Furthermore, parking areas (aside from standard street parking) have been located at the back of buildings in the project to further enhance the pedestrian experience.

The redevelopment of the Roseland Shopping Center site with the proposed Roseland Village project is a vision of both the Sebastopol Road Urban Vision Plan and the Roseland Area/Sebastopol Road Specific Plan – both of which included extensive input from the community. The goals and policies for the redevelopment of the site have been carried forward to the General Plan and Specific Plan Land Use goals and policies. The project furthers the goals and policies set forth in the General Plan for the Roseland Area/Sebastopol Road Specific plan by providing a one-acre public plaza, providing a market hall, providing a space for civic uses (including a library), and by providing a connection to the Joe Rodota trail, while maintain a strong, pedestrian-friendly layout and design.

2. Sebastopol Road Urban Vision Plan

The Sebastopol Road Urban Vision Plan, adopted in 2007, was an effort undertaken to envision the future appearance and development of the Sebastopol Road corridor and the types of uses that should be located there. The Urban Vision Plan affects the stretch of Sebastopol Road between Dutton Avenue to the east and Stony Point Road to the west, linking both sides of Sebastopol Road as well as the area north of Sebastopol Road, abutting the SR 12 right-of-way. During this Vision Plan planning effort, land use, circulation, streetscape, and design criteria were identified for future development along the corridor, with an emphasis placed on evoking a sense of community pride. Challenges were addressed, including groundwater contamination, poor road conditions, and declining properties.

One of the Vision Plan's main goals is to create a neighborhood center with neighborhood-serving and residential uses at the project site known as the Roseland Village Shopping Center. Specifically, the Plan called for the following key design criteria to be incorporated into the design of the neighborhood center:

- West Avenue should be extended north through the new development;
- A public gathering space/public plaza approximately one acre in size;
- 15-foot-wide sidewalks between Sebastopol Road and the plaza;
- An international market place facing the plaza that would create a destination in Roseland for visitors to patronize, ideally offering crafts and foods of the various ethnicities present in Roseland;
- A strong bicycle/pedestrian connection between the public plaza, the mixed-use development and the Joe Rodota trail;
- Three- to four-story mixed-used buildings with activated ground floors; and,
- Parking tucked behind buildings in the development of the center.

The project has been found to be consistent with the Sebastopol Urban Vision Plan in that the project will implement the Plan's vision for the Roseland Village Shopping Center site. The project will include a one-acre public plaza with the "Mercado" opening onto the plaza on the east of the plaza. West Avenue will be extended north through the project site and pedestrian connections to the Joe Rodota trail will be established. The mixed-use/residential components will be three to four stories in height with activated ground floors featuring retail, community space, and walk-up units. The ground-floor of the civic building will be activated with the Roseland public library.

3. Roseland Area/Sebastopol Road Specific Plan

The Roseland Area/Sebastopol Road Specific Plan is a planning level document that addresses land use, circulation and infrastructure needs for the area located around the Southside Bus Transfer Center in southwest Santa Rosa. The project boundaries are generally: Highway 12 to the north, Bellevue Avenue to the south, Highway 101 to the east and Stony Point Road to the west.

The Specific Plan, adopted by the City in 2016, focuses on improving the physical environment for residents and employees; establishing a land use and policy framework to guide future development in the area toward transit supportive land uses and a healthy community; improving connections, particularly for bicycling and walking, to the bus transfer center, Sebastopol Road, and other key destinations; and promoting community health and equity. The Specific Plan was developed concurrently with consideration of annexation of the previously unincorporated area, along with three unincorporated areas just outside the plan boundary. The plan area includes the Roseland Priority Development Area (PDA) and part of the Sebastopol Road PDA. Community

preferences from the Sebastopol Road Urban Vision Plan regarding the land use plan and streetscape improvements are incorporated into the Specific Plan.

As outlined above, the project has been found consistent with the land use goals and policies for the Roseland Area/Sebastopol Road Specific Plan, as well as the Sebastopol Urban Vision Plan that has been incorporated into the Specific Plan. The Specific Plan also calls for the establishment of the one-acre public plaza on the project site, which the project will provide. A place for a community center and a library, social services, a cultural center, an extended education facility, and a youth activities center were identified by the Specific Plan as needs of the community along the Sebastopol Road corridor. The project will provide a civic building measuring approximately 28,500 square feet for these uses, including 11,000 square feet for a permanent home for the Roseland Public Library. The project has been found consistent with the Roseland Area/Sebastopol Road Specific Plan.

4. Bicycle and Pedestrian Master Plan

The Bicycle and Pedestrian Master Plan requires a five-foot-wide, Class II bicycle lane on Sebastopol Road. The frontage along the project site already contains such a bicycle lane configuration and the project will not change this condition. As a condition of approval, the existing bicycle lane on the project's Sebastopol Road frontage will be marked with bike lane symbols along the north side of the Sebastopol Road frontage and along both sides of West Avenue frontage replacing the existing markings and symbols.

5. Zoning

Land Use

The project site contains two zoning designations – General Commercial (CG) and R-3-18 (Multi-family Residential). The parcel located at 665 Sebastopol Road is currently zoned CG and the parcel zoned located at 883 Sebastopol Road is zoned R-2-18.

Zoning Code Section 20-23.020(B) describes the purposes of the General Commercial zoning district and the manner in which the district is applied as follows:

CG (General Commercial) district. The CG zoning district is applied to areas appropriate for a range of retail and service land 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, and independent residential developments. The CG zoning district is consistent with the Retail and Business Services land use classification of the General Plan

The R-3-18 (Multi-family Residential) zoning district is consistent with the Medium Density General Plan land use designation and is applied to areas of the City appropriate for residential neighborhoods with medium and higher residential densities, to provide home rental and ownership opportunities, and to provide a full range of choices in housing types to improve access to affordable housing.

Zoning for surrounding properties includes:

North: General Commercial (CG) zoning district
South: General Commercial (CG) zoning district
East: General Commercial (CG) zoning district
West: R-3-18 (Multi-family Residential) zoning district

The area of the project site that is currently zoned R-3-18 would contain a portion of the multi-family, affordable housing component of the project. Multifamily housing is allowed by right in the R-3-18 zoning district.

The Resilient City Development Measures of Zoning Code Section 20-16.060 allow multi-family residential and the residential portion of a mixed-use project located on CG-zoned properties in a Priority Development Area as by-right uses. On non-PDA properties zoned CG throughout the City, a Minor Use Permit would need to be approved to allow a multi-family residential use and/or a residential portion of a mixed-use project. Please note that the applicant's project narrative (Attachment 4 of this report) refers to a use permit requirement. The use permit requirement is no longer required for the project since the adoption of the Resilient City Development Measures occurred between the submittal of the project narrative by the applicant and current time.

The other uses found in the project including the library, office/non-profit space, the public plaza, and the market hall are allowed by right in the CG zoning district.

Density Bonus

The project is seeking a density bonus and development concessions/incentives as allowed by the Zoning Code and State law. On January 8, 2019, the City Council approved the amendment of the City's density bonus ordinance (Zoning Code Chapter 20-31) and the ordinance becomes effective on February 15, 2019.

Forty-three percent of the units in the project will be low and very low income units. The project qualifies for a 35% density bonus and two concessions/incentives under the City's existing and amended ordinance, as well as State law. At a maximum of 18 dwelling units per acre, the project could have 133 units as of right. With the density bonus, the project could have up to 180

dwelling units (175 total dwelling units are proposed). All density bonus projects are subject to a Housing Agreement with the City Housing Authority to ensure continued availability of affordable housing for the entire 55-year term.

The applicant may request any regulatory concession/incentive, the reduction of site development standard or modification of a Zoning Code requirement, that results in identifiable and actual cost reductions to provide affordable housing. The City cannot deny the requested concession/incentive unless the City finds granting the request will create significant, adverse impacts to public health and safety, to the physical environment, or to properties listed in the California Register of Historical Resources.

The applicant requested two development concessions/incentives: (1) a zoning code concession allow affordable units to be constructed after the market rate units, and (2) a parking reduction of 51 spaces, or 13% reduction, when 393 spaces are otherwise required. Each of these requests is described in more detail below.

Affordable Housing Development Location: Zoning Code Section 20-31.090.F requires affordable units be dispersed amongst and constructed at the same time as the market rate units within a density bonus project. This provision is carried forward by the amended ordinance; it is not, however, a requirement of State law. Roseland Village has been envisioned since its inception as a phased project having a designated affordable component on a separate parcel. The affordable units at Roseland Village are being financed with Low Income Housing Tax Credits, as well as other public funding sources that further restrict the occupancy and affordability of the units. In order to access these funding sources, the project must meet state and federal requirements and will be subject to additional monitoring by the granting organizations. The dispersal of the density bonus units through the entire site will prevent the project from meeting the income requirements of the California Tax Credit Allocation Committee and prevent the developer from being able to obtain tax credits for the affordable component of the project. Furthermore, it is not until the 75 affordable units are developed in Phase 3, after 100 market rate units are constructed in Phase 2, that the density bonus is needed construct more than 133 units on the site. The density bonus entitlement will allow the project to include 43% affordable units at buildout. Strictly enforcing the concurrent construction requirement may delay the start of construction, which will increase the developer's carrying cost and thus threaten the financial feasibility of the project. Finally, there are no substantial, adverse impacts associated with granting this concession/incentive.

Reduced Parking: The traffic impact study found 343 parking spaces would adequately serve the project including residential and non-residential uses on the site. The project site is served by two bus lines and the Joe Rodota Trail (a major bicycle pedestrian facility), and the site is located just over ½ mile from the

Downtown Santa Rosa Transit Station. The traffic impact study found hourly cumulative parking demand generated by all uses within the project site would not exceed the proposed 343 parking spaces. If the reduction is not granted, the project would have to add structured parking on the site to accommodate 393 parking spaces, which will increase overall project construction costs and impact the financial feasibility of the project. Finally, the traffic study found the 13% parking reduction of the otherwise required 393 parking spaces will not create a significant, adverse impact on public parking on surrounding streets or adjoining properties.

Specific development regulations of the Zoning Code such as setbacks, lot coverage, building height, and parking will be analyzed when the individual components of the project are being analyzed under their respective Design Review requests. The applicable zoning regulations related to the Tentative Map are as follows:

Lot Size

The zoning code does not provide for a specific lot size minimum or maximum in the CG zoning district. Alternatively, the zoning code allows for the CG lot size to be determined via the tentative map process based on factors such as characteristics of the site and surroundings and environmental constraints. Most of Lot 1 and all of Lots 2, 3 and 4, and Parcel A are located in the CG-zoned portion of the project site. Staff has determined that the proposed lot sizes are adequate to house the respective development found on each site with no environmental constraints.

Approximately 0.6 acres of the 1.53-acre Lot 1 will be in the R-3-18 zoning district. The minimum lot size in R-3-18 is 6,000 square feet for interior lots and 7,000 square feet for corner lots. Proposed Lot 1 is consistent with the minimum lot size requirements of the R-3-18 zoning district.

Lot Width

The CG zoning district does not have minimum lot dimensions, while the R-3-18 Zoning District has a minimum lot width requirement of 80 feet for interior lots and 90 feet for corner lots. The project will comply with these dimensional requirements.

4. 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 map is consistent with the General Plan, as well as the Sebastopol Road Urban Vision Plan and the Roseland Area/Sebastopol Road Specific Plan. The project furthers a number of goals and policies of the General Plan by providing an infill, mixed-use development in a Priority Development Area that can support the density of the proposed development via existing and proposed infrastructure. The mixed-use, neighborhood center project will be in the vicinity of multiple modes of public transportation and bicycle routes and is in an area that features and will feature even further walkable everyday uses that will help the users/residents of the project be less reliant on personal automobiles for transportation. The project will also help address the City's housing needs by inclusion of differing housing options in the project including 100 market-rate units and 75 units of affordable housing deed-restricted to households earning at the very low and low income levels.

The project has been found consistent with the land use goals and policies for the Roseland Area/Sebastopol Road Specific Plan, as well as the Sebastopol Urban Vision Plan that has been incorporated into the Specific Plan. The Specific Plan also calls for the establishment of the one-acre public plaza on the project site, which the project will provide. A place for a community center and a library, social services, a cultural center, an extended education facility, and a youth activities center were identified by the Specific Plan as needs of the community along the Sebastopol Road corridor. The project will provide a civic building measuring approximately 28,500 square feet for these uses, including 11,000 square feet for a permanent home for the Roseland Public Library. An enhanced pedestrian experience will be provided by the project via activated ground-floor uses, streetscape improvements, and with the inclusion of a 15-foot-wide sidewalk along the project's frontage on Sebastopol Road. A connection to the Joe Rodota trail from the project site will also be included in the project, which is a goal of both the urban vision plan and the specific plan.

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

the subdivision's residents will be met. Sewer and water capacity exists in the area and the project will connect to the existing facilities in the area that would not result in violation of the requirements prescribed by the California Regional Water Quality Board. Project specific services, such as circulation and stormwater management, have been addressed.

Furthermore, the project will feature building elevations on each of the buildings in the project that will be able to utilize passive heating methods by absorbing the sun's heating energy throughout the day due to significant east, south, and west-facing building elevations on each building. The project's rooftops will also be able to easily accommodate solar arrays to capture the sun's energy. Passive cooling features such as sunshades and recessed building areas have been provided at the upper stories of the buildings in the project. The public plaza will also serve as a passive cooling mechanism by removing nearly one-acre of hardscape and replacing it with planted areas that will reduce urban heating that occurs on paved areas. The plaza will also feature shaded areas that will allow its users to access naturally shaded outside areas.

5. Neighborhood Comments

The representative of the adjacent property owner to the east has submitted comments regarding a reciprocal parking agreement between the CDC parcel and the easterly property (see Attachment 8 for the entirety of the comments). Both City and County staff have reviewed the correspondence and do not concur with its conclusions regarding the reciprocal parking agreement. Please see Attachment 9 for a previous legal opinion on the matter from County Counsel.

Seventeen neighbors signed-in at the project's required Neighborhood Meeting held on March 14, 2018. The primary concerns of those in attendance included concerns regarding traffic and vehicular circulation in the area, parking, and programming the park. It should be noted that a traffic impact study was prepared for the project (see Attachment 7). The traffic study concluded that the project would not result in any level-of-service failures at any of the intersections that study examined. Additionally, the study concluded that the project's estimated 342 parking spaces will be sufficient for the proposed project in that the project would generate the maximum need of 318-321 parking spaces at any one point in the day. The conclusions of the traffic impact study were accepted by the City's Traffic Engineering Division.

6. Public Improvements/On-Site Improvements

The project will provide a list of public improvements and on-site improvements. The improvements include the following:

- A pedestrian connection from the project site to the Joe Rodota trail will be provided.

- A new network of internal roads in the project site including three new public streets and a private street. West Avenue will also be dedicated as a public street.
- The project's entire frontage along Sebastopol Road will need to be improved to the City Boulevard standard. Streets A, B, C, and D within the development will be improved to the City Collector Standard.
- A 15-foot-wide sidewalk will be installed along the project's Sebastopol Road frontage.
- West Avenue will be improved to the City's Main Street standard with the installation of bike lanes on either side of the road.
- Decorative luminaire street lighting will be required on West Avenue and Streets A, B, and C.
- Signal modification at the intersection of Sebastopol Road of West Avenue will be required as per the traffic plan with the applicant constructing and funding the signal modification.
- The applicant will restripe the offsite northbound approach of Sebastopol Road/West Avenue intersection to extend the length of the left-turn pocket to 130 feet, concurrent with the modification of the traffic signal that will be completed as part of the project.
- The existing parking lane near the intersection of Sebastopol Road and West Avenue will be converted to an "right turn only lane" for the west-bound lane of Sebastopol Road to turn right to northbound on West Avenue in the alignment of the parking lane.
- Bicycle racks will be provided within the Plaza and near all the projects non-residential Buildings.
- The project applicants will be coordinating with Santa Rosa City Bus to relocate the existing east bound bus stop on Sebastopol Road to the intersection of Sebastopol Road/West Avenue, including all amenities such as benches and shelters as consistent with City Design Standards.
- The existing eastbound City bus stop offsite on Sebastopol Road west of Avalon Street will be removed and relocated westerly on Sebastopol Road to the far side of the intersection of Sebastopol Road and West Avenue for protected Sebastopol Road and West Avenue crossings in marked and controlled intersection crosswalks. The relocated bus stop pad is to be within the existing Public Right of Way.
- Overhead utility lines along the project frontage and through the site will be placed underground including electrical distribution lines, telephone and cable television in conformance with the City's undergrounding ordinance. The overhead lines along the project frontage of the Joe Rodota Trail will also be placed underground with riser poles at the project boundary. All new services (electrical, telephone, cable or conduit) to new structures will also be located underground.

ENVIRONMENTAL IMPACT

The proposed project is exempt from the California Environmental Quality Act (CEQA) pursuant to CEQA Guidelines Section 15183.

As noted by the project description, the project site is within the boundary of the Sebastopol Road Urban Vision Plan as well as the Roseland Area/Sebastopol Road Specific Plan. The Roseland Area/Sebastopol Road Specific Plan and Final Environmental Impact Report (State Clearinghouse No. 2016012030) were adopted by the Santa Rosa City Council on October 18, 2016 (Resolution No. 28874). This action by the Council also included an amendment to the City of Santa Rosa General Plan, thus incorporating the policies of the Specific Plan into the General Plan. The implementing zoning for the specific plan and Roseland area annexation areas was adopted by the City Council on October 25, 2016 per Ordinance Nos. 4074 and 4075.

The applicant provided the specific environmental assessments and reports ("special studies") including Traffic and Circulation (WTrans, August 14, 2018), Biotic Resources (Wildlife Research Associates and Jane Valerius Environmental Consulting, April 12, 2017), and Cultural Resources (Tom Ortinger & Associates, January 30, 2017),

Based on the project application and these special studies, the following findings establish the project is exempt from CEQA under Section 15183 of the CEQA Guidelines.

1. The project is consistent with the development density established by existing zoning, community plan or general plan policies for which an EIR was certified. The project will develop 3-4 story buildings, with mixed commercial, institutional and residential uses at the intensity call for by the Specific Plan. The additional density granted by the density bonus is consistent with the General plan housing element and zoning code density bonus regulation.
2. There are no project specific effects which are peculiar to the project or its site, and which the GPU EIR failed to analyze as significant effects. The subject property is no different than other properties in the surrounding area, and there are no project specific effects which are peculiar to the project or its site. The project site is located in an area developed with commercial, institutional, and residential uses. The property does not support any peculiar environmental features, and the project would not result in any peculiar effects. In addition, all project impacts were adequately analyzed by the specific plan and general plan EIR.
3. There are no potentially significant off-site and/or cumulative impacts which the Specific Plan or General Plan EIR failed to evaluate. The proposed project is consistent with the density and use characteristics of the development considered by the Specific Plan and General Plan EIR and would represent a small part of the growth that was forecast for build-out of the General Plan. The General Plan EIR considered the incremental impacts of the future development,

such as the proposed project, and no potentially significant off-site or cumulative impacts have been identified which were not previously evaluated.

4. There is no substantial new information which results in more severe impacts than anticipated by the General Plan EIR. No new information has been identified which would result in a determination of a more severe impact than what had been anticipated by the General Plan EIR.
5. The project will undertake feasible mitigation measures specified in the Specific Plan and General Plan EIR. The mitigation measures will be undertaken through project design, compliance with regulations and ordinances, or through the project's conditions of approval.

BOARD/COMMISSION/COMMITTEE REVIEW AND RECOMMENDATIONS

The City's Design Review Board (DRB) reviewed the conceptual designs for each of the sites in the development, as well as the overall project site plan on December 21, 2017. At the meeting the DRB indicated that they could recommend the project's overall site plan to the Planning Commission and they accepted the site plan design. However, the DRB had a number of comments on the individual elements of the project including comments on the individual components' architectural styles, orientation of building features, and the materiality of the buildings. The DRB requested that each of the buildings return for preliminary and final design review.

NOTIFICATION

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

ISSUES

None.

ATTACHMENTS

Attachment 1 – Disclosure Form
Attachment 2 – Location Map
Attachment 3 – General Plan and Zoning Map
Attachment 4 – Project Narrative
Attachment 5 – Tentative Map, Dated Received August 28, 2018
Attachment 6 – Conceptual Programming and Design Plans
Attachment 7 – Traffic Impact Study
Attachment 8 – Public Comments
Attachment 9 – County Counsel Legal Opinion on Parking Easement

Resolution – Tentative Map
Resolution – Density Bonus

CONTACT

Andy Gustavson, Senior Planner, 707-543-3236, agustavson@srcity.org