



2. LAND USE AND DEVELOPMENT

This chapter documents the existing land use and regulatory context of the planning area, including existing land use patterns, densities and intensities, land ownership patterns, recent development activity, and applicable plans and regulations.

2.1 Existing Land Uses

The total area of land in the planning area is approximately 720 acres, including an additional 70 acres between E Street and Brookwood Avenue added with the eastward expansion of the 2007 planning area boundary. The distribution of existing land uses within the planning area – ie how land is currently used today – is shown on Figure 2.1. Table 2.1 provides a breakdown of existing land uses, based on data from the Sonoma County Assessor.

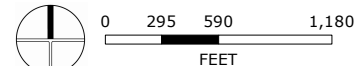
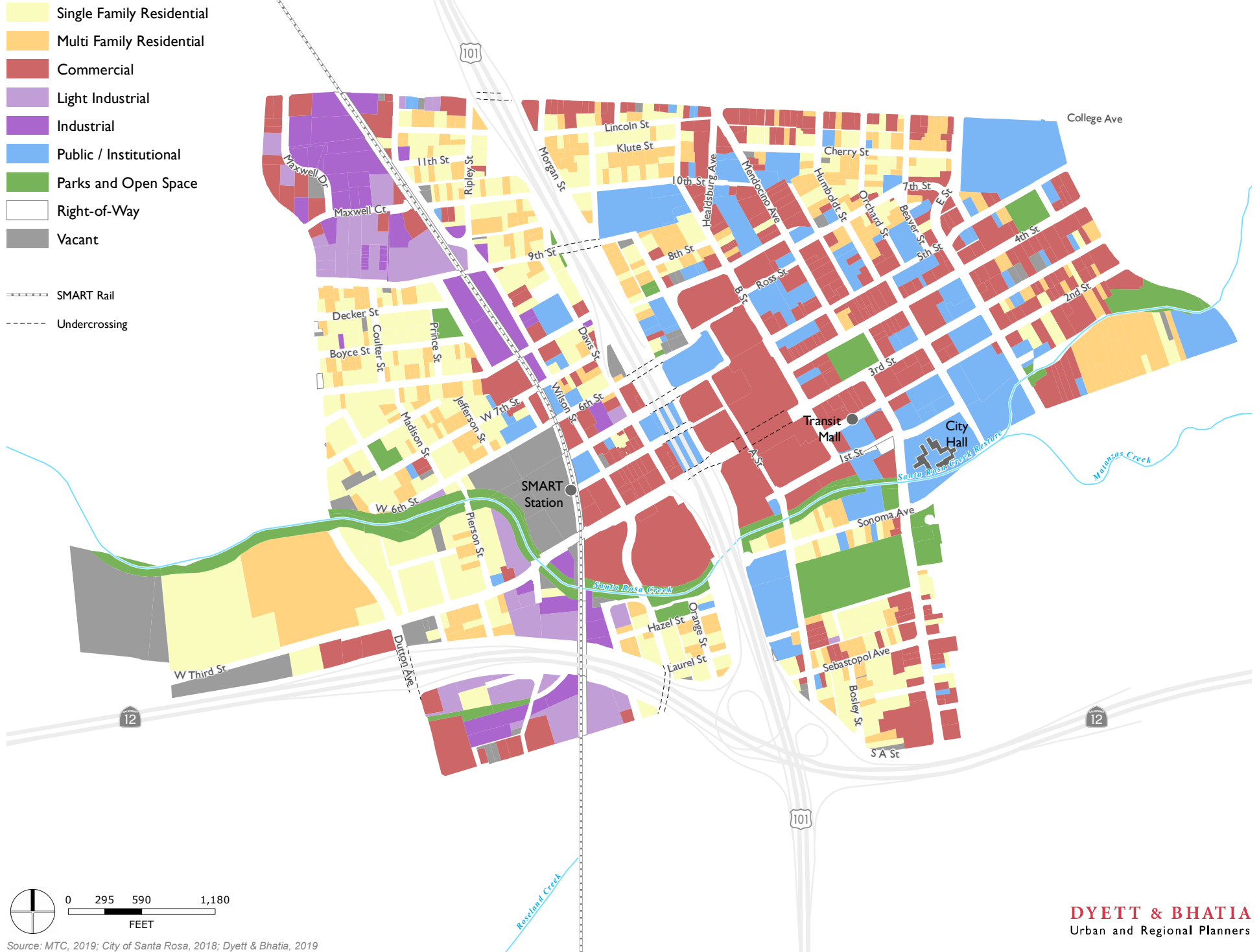
Residential uses account for 183.6 acres or 25 percent of the land within the planning area, concentrated primarily in established neighborhoods. There is a relatively even split between the area developed with single-family land uses and that developed with multi-family uses. In general, multi-family residential land uses are interspersed throughout the residential neighborhoods, although there are two sizable new multi-family developments at the northwest corner of West Third Street and Dutton Avenue, and several smaller multifamily developments clustered along Sonoma Avenue in the southeastern portion of the planning area.

Commercial land uses, including retail and office uses, account for 138 acres, or 19 percent of the land in the planning area. These are primarily concentrated in the core of the planning area around Courthouse Square, Railroad Square, the Santa Rosa Plaza Mall, and east of E Street as well as corridors like Santa Ros Avenue and College Avenue. These areas include a mix of bars, restaurants, retail stores, and hotels depending on the location. Courthouse Square typically contains locally-serving restaurants, banks, and large offices. Railroad Square has a mixture of uses that cater more towards tourists, like hotels, shops, bars, and restaurants, while containing some small offices. Santa Rosa Plaza Mall

Table 2.1: Summary of Existing Land Uses		
<i>Existing Land Use Categories</i>	<i>Acres*</i>	<i>Percent of Total*</i>
Residential	183.6	25%
Single Family	102.6	14%
Multi-Family	80.9	11%
Commercial	137.9	19%
Industrial	53.5	7%
Light Industrial	25.0	3%
Heavy Industrial	9.8	1%
Industrial Warehouse	18.7	3%
Public / Institutional	52.3	7%
Parking	24.8	3%
Open Space / Recreation	43.9	6%
Vacant	20.0	3%
Right-of-Way (includes roads, railroad, and non-parceled land)	204.0	28%
TOTAL	720.0	100%

Sonoma County Assessor; Dyett & Bhatia, 2018.

Figure 2.1 Existing Land Use



Source: MTC, 2019; City of Santa Rosa, 2018; Dyett & Bhatia, 2019

has regionally-serving retail and a variety of chain restaurants and shops. East of E Street has a variety of small-scale shops and offices as well as a few medical facilities and banks. Santa Rosa Avenue, although many parcels are vacant, contains auto-oriented businesses like body shops and vehicle sales as well as other locally-serving retail. College Avenue commercial uses are mostly small-scale offices, although some auto-oriented businesses like gas stations and body shops are present.

Industrial land uses, representing seven percent of the planning area, are generally located adjacent to the railway tracks west of US 101. The Maxwell Court area in the northwest of the planning area contains a number of active industrial and light industrial uses, including businesses engaged in manufacturing, equipment sales and service, and automotive repairs. In June 2019, the BoDean Asphalt Plant announced that it was relocating out of the area, providing an opportunity for redevelopment of the six-acre site it occupies. Further south below Highway 12 is the industrial and commercial area of Roberts Avenue. Whereas Maxwell Court has active manufacturing businesses, the industrial uses in Roberts Avenue consists of auto body shops, vacant land, and commercial at the corner of Sebastopol Road and Dutton Avenue. In between Maxwell Court and Roberts Avenue along the railway tracks are a number of large warehouses and other industrial uses.

Institutional land uses make up 52 acres, or seven percent of the planning area. This includes a variety of public or semi-public land uses, like churches, museums, schools, and branches of government. Some examples include Santa Rosa City Hall, the Postal Service, the US Internal Revenue Service, Santa Rosa Middle School, Saint Rose Catholic Church, the Museum of Sonoma County, the Sonoma County Library, and the Santa Rosa Police Department. There is also nearly 25 acres of parking lots, or three percent of the planning area, which are generally accessible to the public.

Vacant land makes up 20 acres or approximately three percent of the planning area. Several large sites account for a large portion of the vacant land in the planning area, including the SMART site west of the

Downtown Station between West Third and West Sixth Streets (7.9 acres) and several properties in the east of the planning area around Imwalle Gardens (12.1 acres). One of these – 713 West Third Street - is approved for residential development and under construction as of October 2019.

Open space and recreation account for another 44 acres or seven percent of the planning area and are generally spread throughout downtown. These parcels include a variety of parks and open spaces, including major community focal points, like Old Courthouse Square plaza, Juilliard Park, and the Santa Rosa Creek Trail, along with neighborhood parks like Luther Burbank Home and Gardens, Fremont Park, and Olive Park.

The remainder of the planning area consists of right-of-way, including public streets, sidewalks, and the railway line.

2.2 Densities and Intensities

Residential density is a measure of development intensity that represents the number of dwelling units in a given land area. Like most California communities, Santa Rosa has established minimum and maximum numbers of dwelling units per acre for various types of neighborhoods throughout the city in its general plan. In the planning area residential densities range from 1.2 du/ac to upwards of 35 du/ac, with the average density of the planning area approximately 15.8 units per acre. With 77 units on 0.32 acres of land, Rosenberg Apartments at Fourth Street and Mendocino Avenue is one of the highest density housing projects at 240 du/ac. These densities are generally in line with other medium-density residential neighborhoods in station-oriented cities found in Sonoma County, like Windsor and Petaluma.

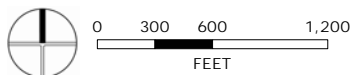
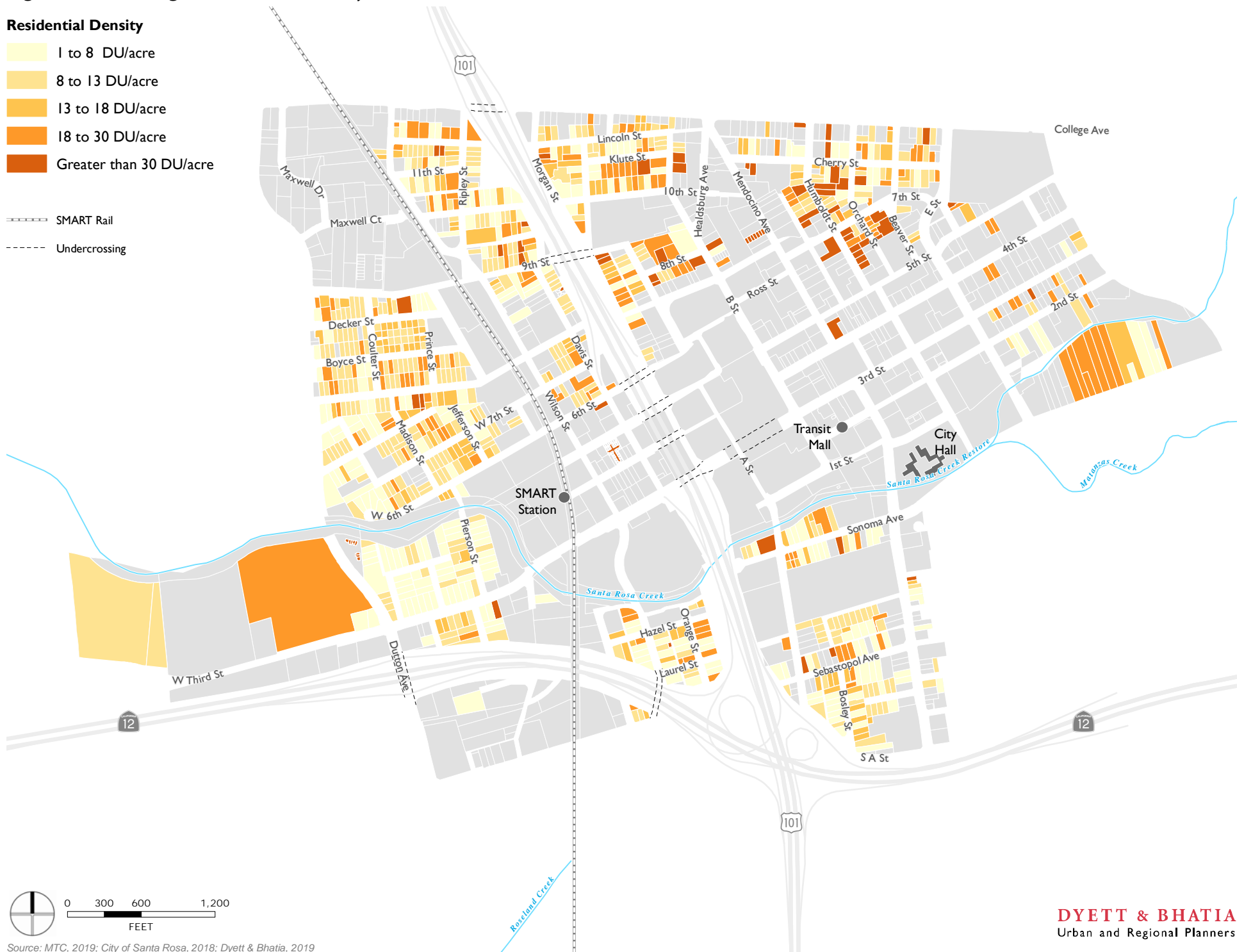
Figure 2.2 shows the existing residential density throughout Downtown Santa Rosa and Figure 2.3 shows the current allowable density under the 2007 Specific Plan. The difference in these maps show where develop-

Figure 2.2 Existing Residential Density in Downtown Santa Rosa

Residential Density

- 1 to 8 DU/acre
- 8 to 13 DU/acre
- 13 to 18 DU/acre
- 18 to 30 DU/acre
- Greater than 30 DU/acre

- SMART Rail
- Undercrossing



Source: MTC, 2019; City of Santa Rosa, 2018; Dyett & Bhatia, 2019

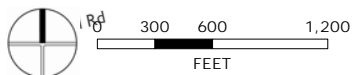
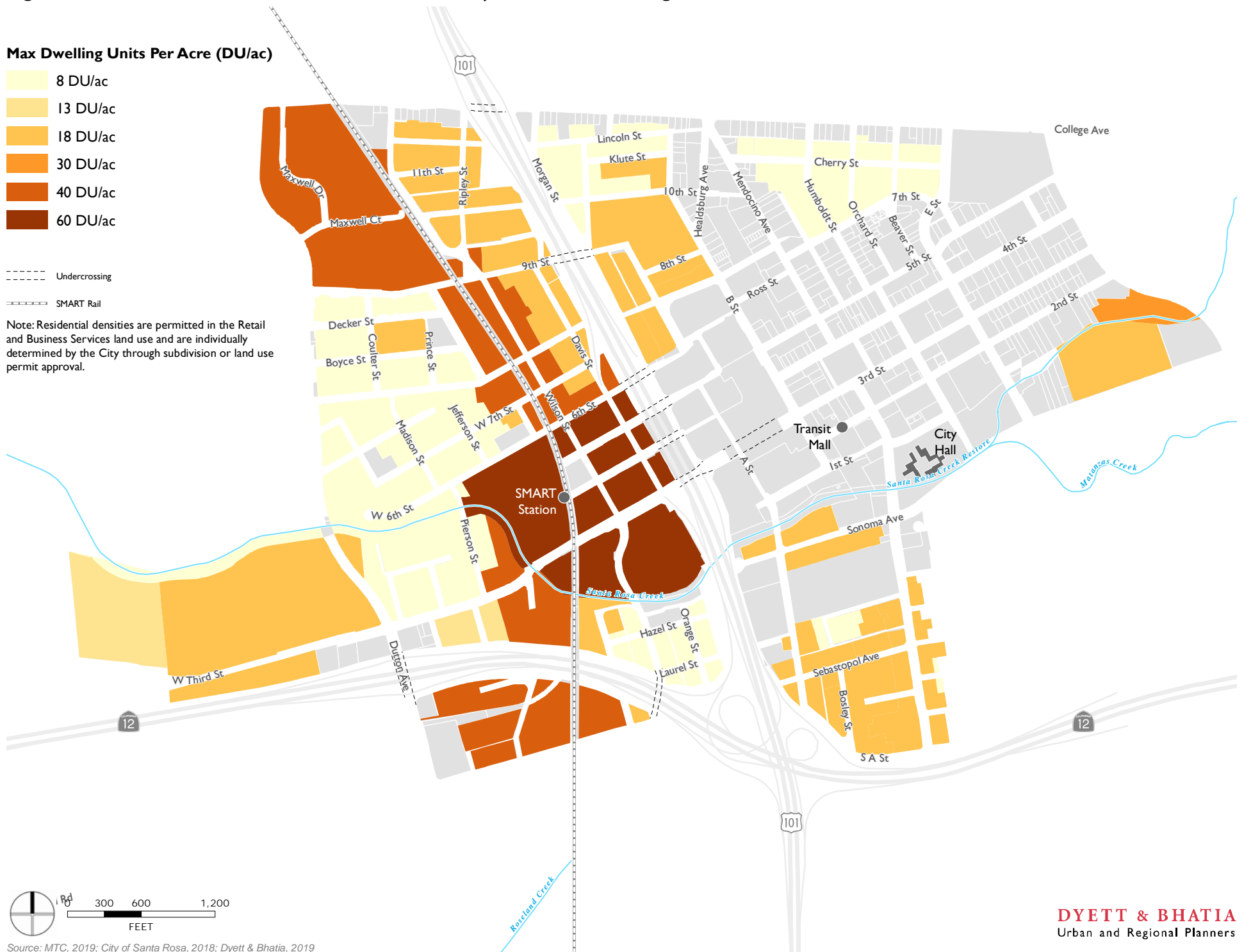
Figure 2.3: Maximum Permitted Residential Density Per Land Use Designation

Max Dwelling Units Per Acre (DU/ac)

- 8 DU/ac
- 13 DU/ac
- 18 DU/ac
- 30 DU/ac
- 40 DU/ac
- 60 DU/ac

- Undercrossing
- SMART Rail

Note: Residential densities are permitted in the Retail and Business Services land use and are individually determined by the City through subdivision or land use permit approval.



Source: MTC, 2019; City of Santa Rosa, 2018; Dyett & Bhatia, 2019

ment has or has not occurred, showing that most of the areas designated for the most density—Railroad Square, the SMART Station, Santa Rosa Avenue, and industrial properties—have not been developed since adoption of the 2007 Specific Plan. In addition, residential properties in the Low Residential land use designation have a maximum density of 8 du/ac which does not reflect the existing residential density which could be much higher, sometimes at 18 to 30 du/ac or more.

For commercial, office, industrial, and mixed use uses, floor area ratio (FAR), is typically used as a standard for building intensity throughout California and the U.S. FAR represents the ratio of a project's total building space in relation to lot size (see Figure 2.4). It is calculated by dividing the total building square footage by the area of the lot.

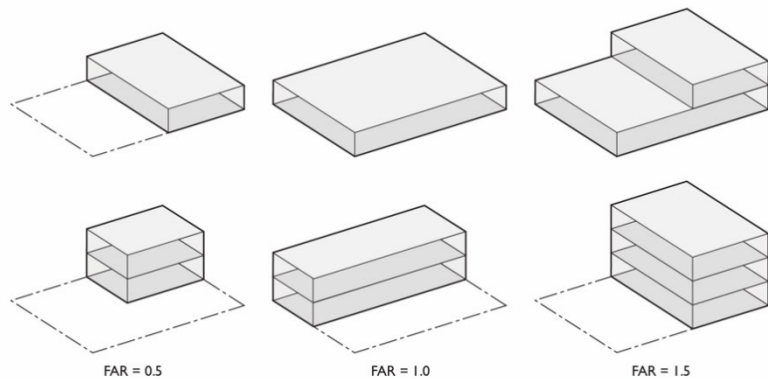


Figure 2.4: Determining Floor Area Ratio (FAR)

The building intensity of existing residential and non-residential development in the planning area is shown in Figure 2.5, with the maximum FAR of 4.5. Buildings with higher FARs are typical for downtown areas as more of the land is utilized with taller buildings. For example, most buildings on Santa Rosa Avenue have FARs less than 0.5 because of their small building footprints, large parking lots and lower slung strip mall development. In comparison, the building at 100 B Street is three stories tall and takes up most of the lot, resulting in a higher FAR

of 3.0. Non-residential buildings in the planning area have a median FAR of 0.29. More than a third of non-residential buildings have a FAR of less than 1.5.

2.3 Recent Development Activity

As of October 2019, thirteen development projects are under review, permitted, or under construction within the planning area. The location and description of all current developments in the planning area is illustrated in Figure 2.6 and summarized in Table 2.2. As listed in Table 2.2, there are a total of 579 dwelling units that have been approved with 497 of them as multifamily units. There are an additional 209 multifamily units that are in progress of being reviewed by the City. In terms of non-residential development, there is a total of 114,679 square feet in progress or approved by the City within the planning area, of which 42,580 square feet do not have a residential component associated with the project.

Although there is a pipeline of nearly 788 units that are approved or pending, actual development and construction of projects is a much larger and complex issue. The 2007 DSASP projected to have 3,409 residential units built by 2027, which equates to around 170 dwelling units per year being added to the housing stock. However, only 100 dwelling units have been built in the planning area since 2007. In terms of non-residential development, which includes office, retail, and institutional uses, the 2007 DSASP projected 493,500 square feet of development by 2027. The construction of non-residential development has fared better, with nearly 40 percent of the 2027 projected area has been constructed.

Representative Project Profiles

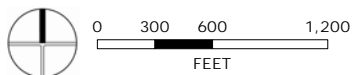
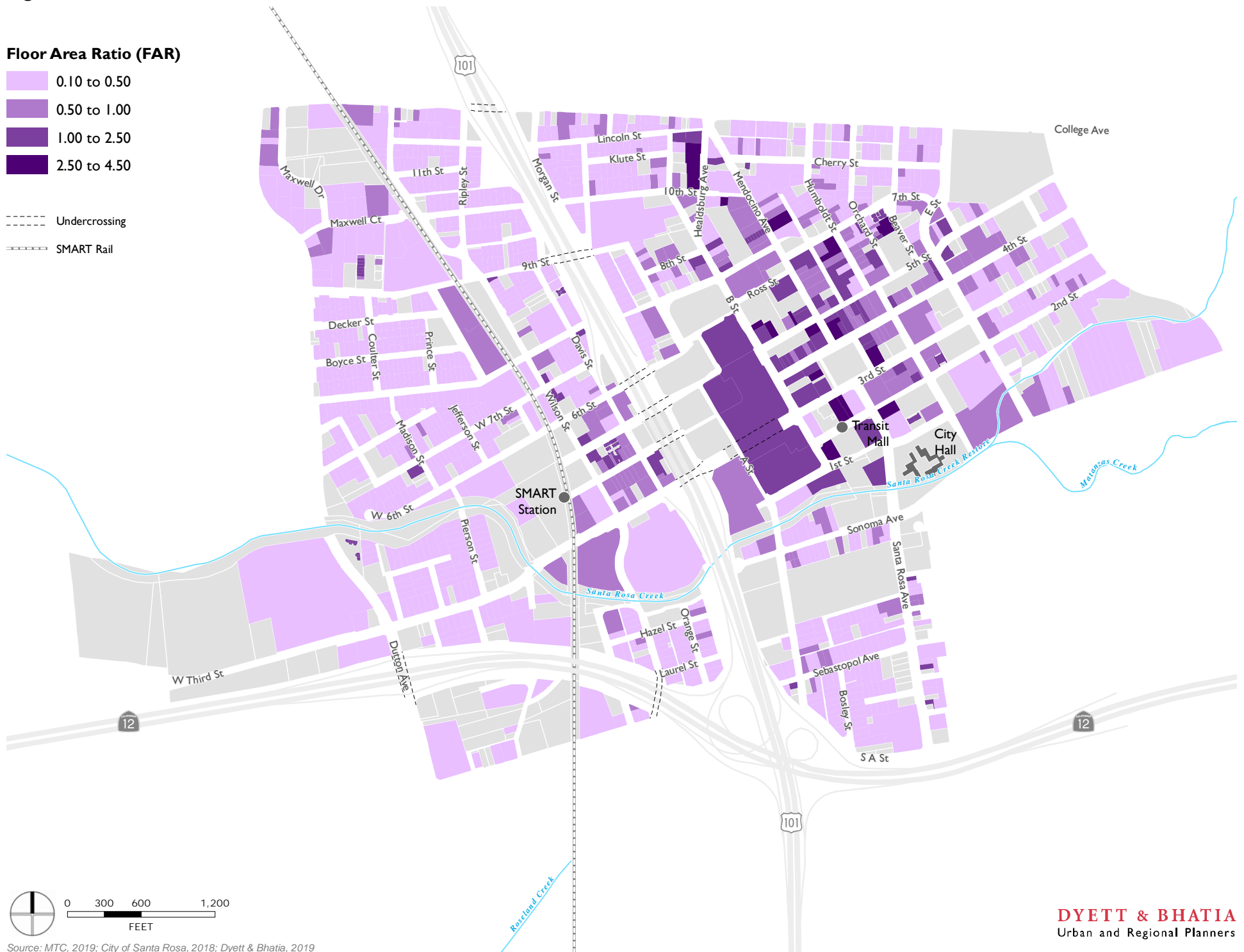
The projects listed below offer a brief look into some development opportunities and challenges about what has or has not worked in terms of construction and development within the planning area. A reoccurring theme behind some of these projects is that they were approved in 2008.

Figure 2.5 Residential and Commercial Built Floor Area Ratio (FAR) in Downtown Santa Rosa

Floor Area Ratio (FAR)

- 0.10 to 0.50
- 0.50 to 1.00
- 1.00 to 2.50
- 2.50 to 4.50

- Undercrossing
- SMART Rail



Source: MTC, 2019; City of Santa Rosa, 2018; Dyett & Bhatia, 2019

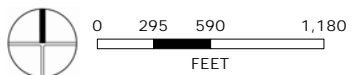
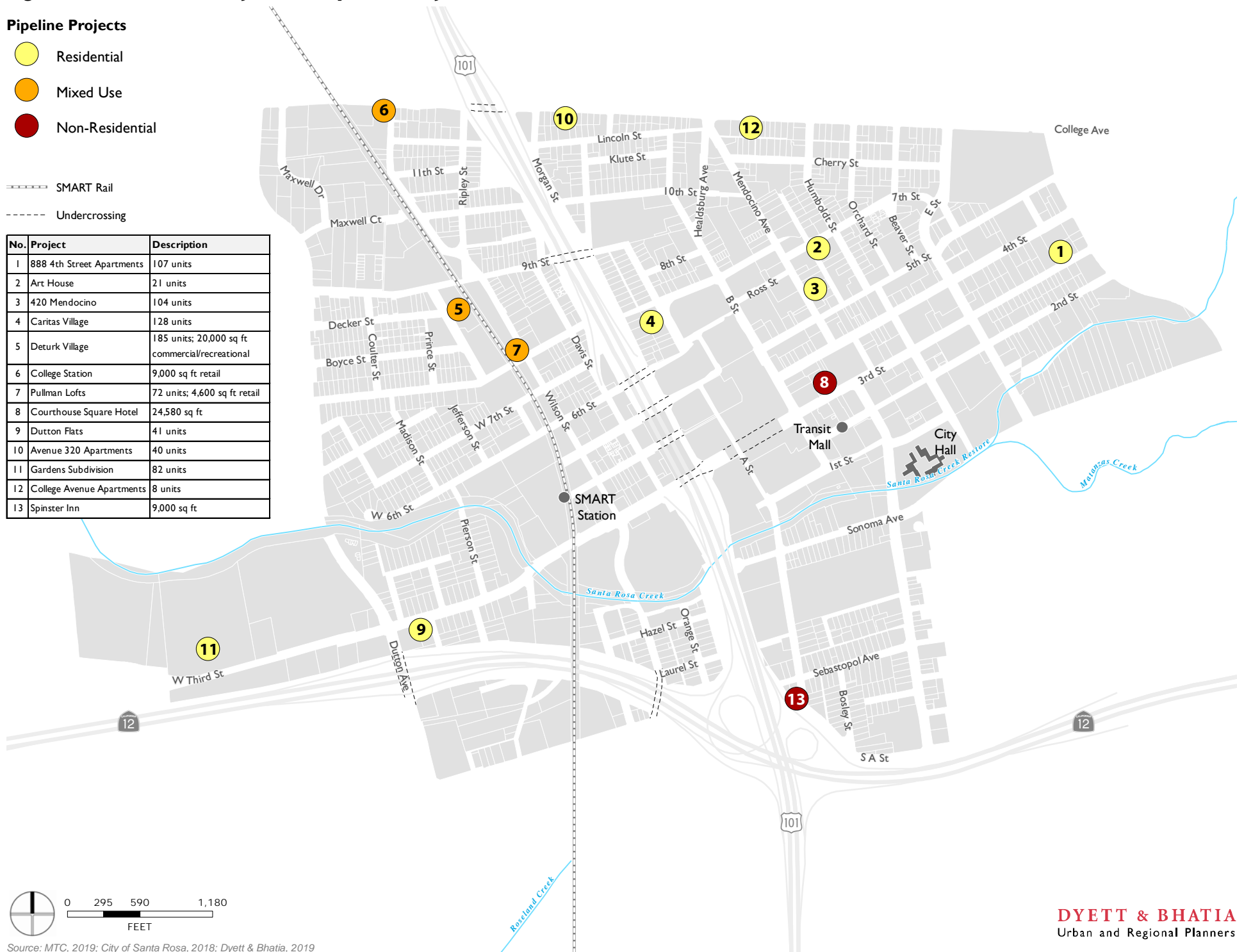
Figure 2.6 Location of Major Development Projects

Pipeline Projects

- Residential
- Mixed Use
- Non-Residential

- SMART Rail
- Undercrossing

No.	Project	Description
1	888 4th Street Apartments	107 units
2	Art House	21 units
3	420 Mendocino	104 units
4	Caritas Village	128 units
5	Deturk Village	185 units; 20,000 sq ft commercial/recreational
6	College Station	9,000 sq ft retail
7	Pullman Lofts	72 units; 4,600 sq ft retail
8	Courthouse Square Hotel	24,580 sq ft
9	Dutton Flats	41 units
10	Avenue 320 Apartments	40 units
11	Gardens Subdivision	82 units
12	College Avenue Apartments	8 units
13	Spinster Inn	9,000 sq ft



Source: MTC, 2019; City of Santa Rosa, 2018; Dyett & Bhatia, 2019

Table 2-2: List of Current Development Projects

<i>Project</i>	<i>Type</i>	<i>Location</i>	<i>Status</i>	<i>Description</i>
Dutton Flats	Multifamily, 100% affordable	208 W 3 rd St	In progress	1.03 acres; 41 units
Avenue 320 Apartments	Adaptive reuse from Office to Multifamily dwelling	320 College Avenue	In progress	0.63 acres; 40 units
Caritas Village	Multifamily dwelling and support services	465 A Street	In progress	2.78 acres; 128 units; 41,290 sq ft support and services
Gardens Subdivision	Single Family Dwelling	713 W 3 rd St	Approved	10.23 acres; 82 units
College Avenue Apartments	Multifamily dwelling	542 College Ave	Approved	8 units
888 Fourth Street Apartments	Multifamily dwelling/General Retail	891 3 rd Street	Approved	0.74 acres; 107 units; 2,600 retail
Art House	Multifamily dwelling/General Retail	620 7 th Street	Approved	0.2 acres; 21 units; 2,000 retail
420 Mendocino	Multifamily dwelling	420 Mendocino Ave	Approved	0.48 acres; 106 Units;
Pullman Lofts	Multifamily dwelling/retail	701 Wilson St	Approved	1.83 acres; 72 units; 4600 sq ft retail
Deturk Village and Deturk Winery Village	Multifamily dwelling/commercial recreational	8 W 9 th Street	Deturk Village: Approved Deturk Winery Village: In Progress	3.43 acres; 185 units; 20,000 sq ft commercial recreational
College Station	Drive through	80 College Ave	Approved	9,000 sq ft retail
Spinster Inn	Hotel	407 S A St	Approved	9,000 sq ft
Courthouse Square Hotel	Hotel	25 Old Courthouse Square	Approved	24,580 sq ft

and, due to the economic recession, were on-hold until recently. In general, this is a good sign that the Santa Rosa market is recovering from the recession and an indication that future development could be continued.

420 Mendocino

Project description:

420 Mendocino is a six-story, mixed-use housing project with 106 units and ground floor retail space. The site is located about a block away from Old Courthouse Square and is in the heart of downtown Santa Rosa. It was approved in 2018 and slated for occupancy in 2020.

Development Opportunities and Challenges:

420 Mendocino is proof of Santa Rosa's efforts to spur development within the downtown area. This project was one of the first to benefit from these efforts and went through the Resilient City Design Review Process, which included various incentive such as a streamlined approval by reducing the Design Review Board process from ten months to three and an expediated permit process.

888 Fourth Street

Project description:

Initially approved in 2008 and then reapproved in 2017, the 888 Fourth Street project involves the construction of a seven-story mixed-use building comprising of 107 residential units on the upper six floors, and a residential lobby, services, fitness room, commercial space, an outdoor pool, and a parking garage at the street level. While the site was rezoned by City Council to allow for a seven-story building, the rest of the surrounding neighborhood is mostly one to two stories in height.

Development Opportunities and Challenges:

The project was brought before the planning commission again on April 11, 2019 in order to approve a Conditional Use Permit to increase the building height from the allowed 95-foot limit up to 112-feet. This height increase was due to the conversion of subterranean parking to ground-level parking. This was due to the developer realizing that subterranean parking did not pencil out and would be too expensive to proceed. This project, if constructed, would be a successful attempt of the City attracting infill development to the downtown area and proof that tall residential mixed-use buildings are feasible. The challenge, as shown by the necessity to build additional stories, the 10 year plus construction cycle, and the inability to provide underground parking, is the high costs of development and ensuring that these types of mixed-use developments are able to pencil-out in downtown Santa Rosa.

Art House

Project description:

The Art House is a five-story, 21-unit residential mixed-use and live-work project in Downtown Santa Rosa. The project is under construction as of August 2019 and anticipated completion date is early to mid-2020. The project was initially approved in 2008.

Development Opportunities:

The Art House project is unique in that it incorporates an art gallery and provides housing for artists under the live/work category. Since the project is under construction, it is proof that development is possible downtown and is economically feasible. Plus, in a news article in The Press Democrat, this project is said to be one of the first developments in Santa Rosa to take advantage of federally mandated "opportunity zones" which could be appealing to other developers looking to build downtown.

DeTurk Winery Village

Project description:

DeTurk Winery Village is a mixed-use development proposal with 185 apartments, of which 15 will be designated to very low-income occupants and will retain approximately 20,000 square feet of existing commercial space. The project site is located on the old DeTurk Winery at 806 Donahue Street and 8 W. 9th Street, adjacent to the SMART train tracks.

Development Opportunities and Challenges:

One of the biggest challenges behind developing the DeTurk Winery Village is the balance between historic preservation and high-density housing. Although initial development of the site was approved in 2008, the current project wasn't under review until 2017 when a joint body of the Design Review Board and Cultural Heritage Board effectively denied Preliminary Design Review of the project due to lack of consensus. The Cultural Heritage Board also denied an application for a Landmark Alteration to the site. Then, the applicant appealed to City Council to overrule the lower board's decision. In January 2017, the City Council agreed and overruled both the Design Review Board and Cultural Heritage Board and approved moving forward with the project. Currently, the project is still under review, with a portion of the project listed as DeTurk Village (shown in Table 2.2) approved. The opportunities of the project include a potential to jump start develop on industrial, underutilized land that is close to the SMART station and, if done correctly, could serve as a good example on how to balance high density with historic preservation.

Pullman Lofts

Project description:

Pullman Lofts is a proposed mixed-use development with 72 apartment units, 3,440 square feet of community area, and a 2,142 square foot

community/retail commercial space located at the former Law Yeager Lumber Yard at 701 Wilson Street. The building at the corner of Wilson Street and 8th Street is considered historic and will be kept as part of the redevelopment of the site. The project was initially approved in 2015 and went back to Design Review approval in February 2018.

Development Opportunities and Challenges:

The project has gone back to Design Review Board multiple times over the last few years in order to approve modifications to the design. This could indicate that the project didn't pencil out in 2015 and design changes had to be made. Similar to 888 Fourth Street, the developer eliminated below grade parking which indicates that underground parking is still not financially feasible. Another challenge was found in an article published in The Press Democrat on February 18, 2019 which mentions that the developer of Pullman Lofts was resolving an insurance issue which further delayed the project. The opportunity of this project is similar to the DeTurk Winery Village, in which the redevelopment of a vacant industrial parcel into a transit-oriented development could help revitalize the area and bring infill housing in proximity to the SMART station area.

The Cannery

Project description:

The Santa Rosa Cannery was approved in 2008 as a 93-unit housing project and was part of a larger mixed-use development vision for the SMART station area.

Development Opportunities and Challenges:

The primary challenge of this project was the ability to secure funding and dealing with the complexities of the previously industrial site. With the Great Recession in 2008 and abolishment of redevelopment agency funding in 2012, capital for the initial Cannery development fell through

and the project was halted. According to the March 2018 Citywide Summary of Pending Development reported by the City of Santa Rosa, the project was deemed inactive, which means that there was no activity in the two years since last City staff review. The opportunities of the site include developing high-density housing directly around the SMART station, environmental remediation of a previously industrial site, and historic preservation of the original century-old cannery walls.

Barriers and Incentives for High-Density Multifamily Housing

Two reports finished late 2018 looked at some of the barriers and solutions towards developing high-density infill housing in Sonoma County and Santa Rosa. The first report, completed by Keyser Marston Associates, took a critical look at the impact of high city fees and provided sample pro-formas for different development types. This report found that high-density residential development currently faces challenges due to high development costs and the inability to project future apartment rent growth to offset rising costs. The report concluded that even if the Park and Capital Facilities impact fees were completely waived, the estimated development profit would still fall at or below the lower end of the targeted profit range, making it less appealing for developers to pursue projects. However, the report noted that reducing fees in addition to other incentives could create a positive impact and increase the likelihood that projects can move forward.

The second report called “Accelerating Infill in Santa Rosa & Sonoma County” was published by the Council of Infill Builders and came up with four key barriers and seven near-term priority solutions to incentivize high-density multifamily housing development. According to the report, the four most common key barriers that generally limit infill opportunities include:

1. **Market uncertainty** due to unknown demand for infill in key cities and urban areas in Sonoma County.

2. **Lack of demonstrated viability** and financing for infill and car-free living.
3. **Lack of policy and process commitment** to support infill development.
4. **High costs** and fees to build infill.

In response to these barriers, the report recommended the following seven near-term priority solutions to help incentivize development:

1. **Pilot projects with public partnership** with possible concessions regarding fees, land purchase, and streamlined entitlements.
2. **Rent guarantees** for employees from employers to boost demand for infill.
3. A Joint Powers Agency (JPA)/Renewal Enterprise District (RED) to **guide and fund infill development**.
4. **Zoning, parking requirement, and development fee reforms** to encourage rather than stymie infill development.
5. **Improved availability of public sector infill financing** and enhanced access to sales and use taxes.
6. **CEQA streamlining for qualifying infill**, as contemplated by legislation like AB 2267 (Wood).
7. A **market study and project development** navigator to help streamline infill investment and deployment.

Some of these solutions are already in play, including federal opportunity zone designation for downtown which allows for special financing, State legislature that supports CEQA streamlining abilities for infill development, and local-level initiatives like the expedited Resilient City Design Review Process. Other opportunities to remove development barriers could be examined throughout the DSASP planning process as well.

2.4 Lot Size and Ownership Patterns

Large parcels and clusters of smaller parcels under common ownership generally represent the best opportunities for redevelopment. While a fifth of the planning area's land is parceled into smaller individually-owned lots in established residential neighborhoods, there are several larger lots that offer important opportunities for housing development. Figure 2.7 shows where some of the largest property owners are throughout the downtown area, several of which own adjacent parcels. West of Dutton Avenue, the Imwalle family owns three parcels, totaling a combined 25 acres. The cluster of parcels owned by Cachita, LLC near Maxwell Court and those owned by New Maxwell, LLC total 4.7 acres and 4.6 acres, respectively; each offer opportunity for significant redevelopment.

Additionally, the City owns a cumulative total of 24.9 acres of land in the planning area, including relatively larger parcels in the central business district. These parcels include the City Hall site, the Public Safety Building at Sonoma Boulevard and Brookwood, and several centrally located surface parking lots in the Courthouse Square area. As part of a strategy to catalyze redevelopment downtown, the City could sell these parcels or pursue redevelopment through a public private partnership. The seven parcels that comprise the Santa Rosa Plaza mall total 31 acres and are owned by four different entities. Should the owners of these parcels elect to redevelop, the mall properties represent a significant redevelopment opportunity given their location and size.

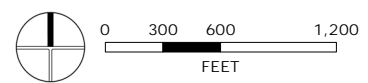
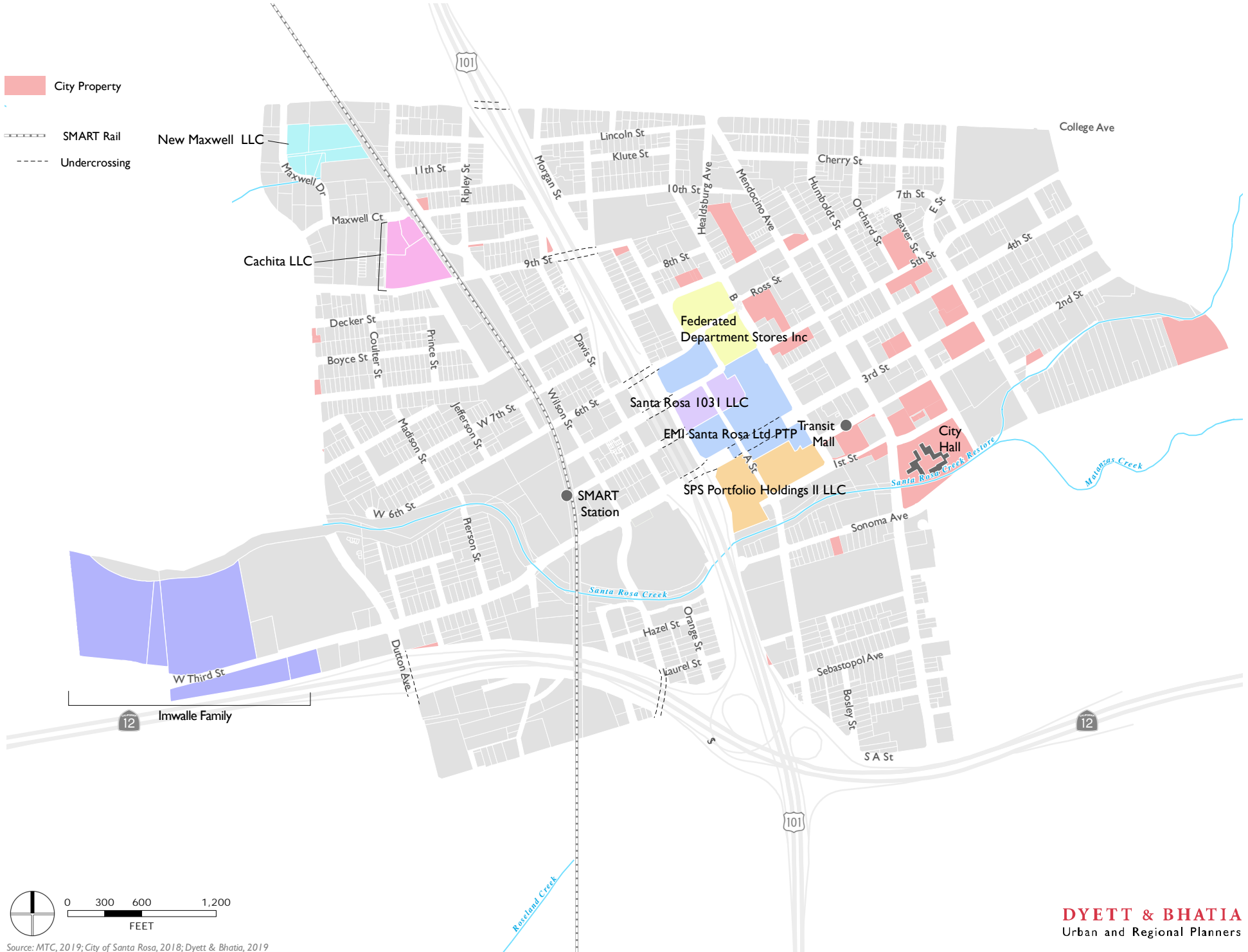
2.5 Opportunity Areas and Infill Potential

Opportunity Areas are locations where significant physical change is foreseeable downtown. These are areas with clusters of vacant and underutilized parcels that present an opportunity for redevelopment. The term underutilized refers to properties where the value of the land is worth more than the buildings and structures on it, giving the owner and incentive to redevelop with new uses that command higher rents or sales prices. As discussed above, large parcels and City-owned parcels also present opportunities, particularly when located adjacent to vacant and underutilized land. Figure 2-8 shows opportunity areas downtown.

As shown, there are eight distinct Opportunity Areas downtown:

- Courthouse Square,
- Santa Rosa Avenue,
- Roberts Avenue,
- SMART Station area,
- Wilson-Donahue,
- Maxwell Court, and
- College Avenue.

Figure 2.7 Ownership of Large Parcels and City-Owned Parcels in Downtown Santa Rosa

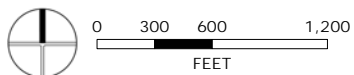
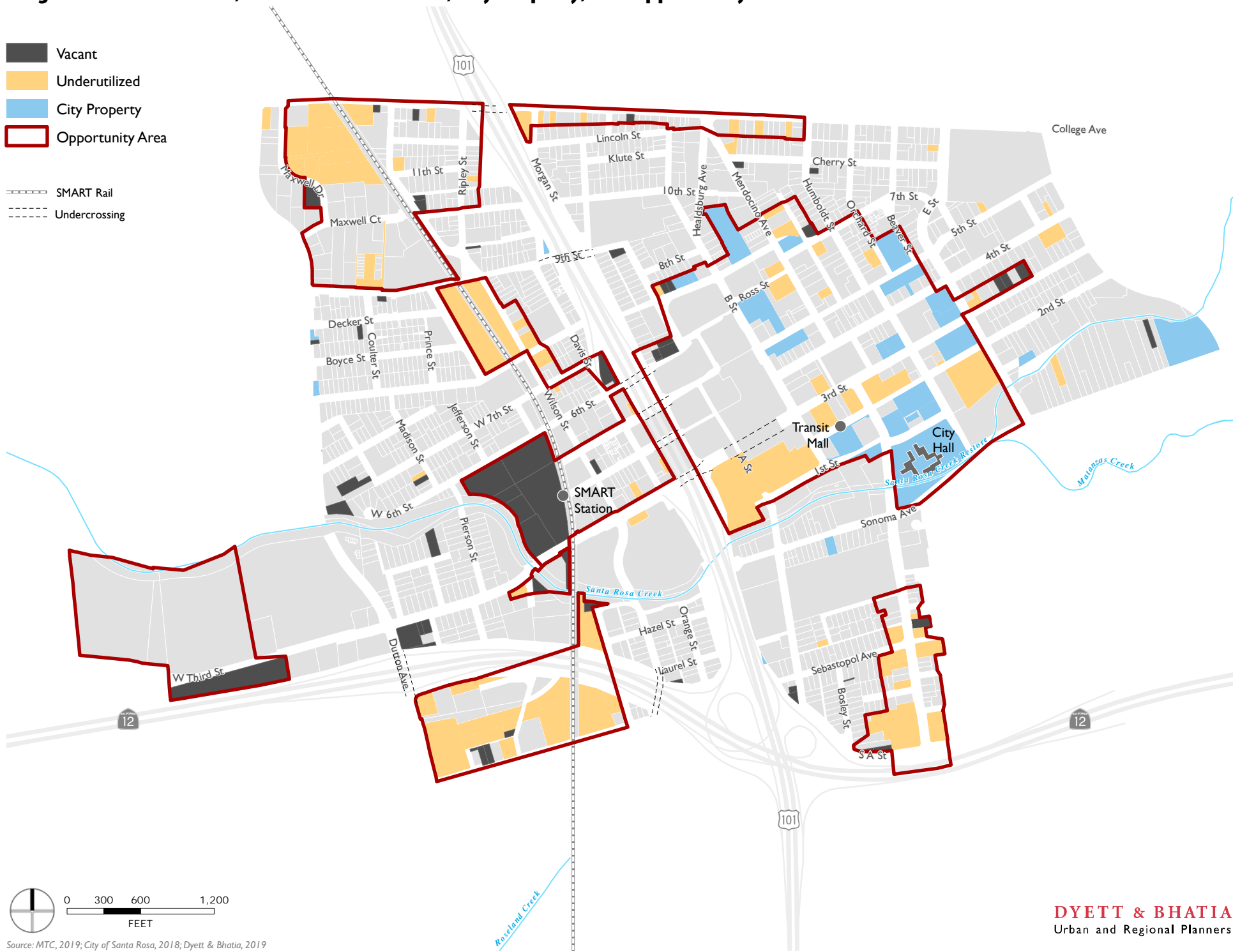


Source: MTC, 2019; City of Santa Rosa, 2018; Dyett & Bhatia, 2019

Figure 2.8 Vacant Land, Underutilized Parcels, City Property, and Opportunity Areas

- Vacant
- Underutilized
- City Property
- Opportunity Area

- SMART Rail
- Undercrossing



Source: MTC, 2019; City of Santa Rosa, 2018; Dyett & Bhatia, 2019

2.6 Applicable Plans and Regulations

This section describes land use plans and regulations applicable in the planning area.

Santa Rosa General Plan 2035

The Santa Rosa General Plan establishes a vision and action plan for the city's long-term development. The plan outlines goals and policies to encourage balanced development that conserves and revitalizes established neighborhoods and commercial areas, while promoting mixed-use and transit-supportive developments.

The General Plan also includes the following goals related to the planning area land use:

- LUL-C Maintain downtown as the major regional office, financial, civic, and cultural center in the North Bay, and a vital mixed-use center.
- LUL-D Foster compact, vibrant, and continuous retail at the core of downtown.
- LUL-L Ensure land uses that promote use of transit.
- LUL-M Ensure new development and streetscape projects provide pedestrian and bicycle circulation improvements.
- LUL-N Provide funding for public services and utilities in the planning area.
- LUL-O Provide recreational and cultural facilities for visitors and residents of the specific planning area.

The General Plan incorporates land use designations from the Downtown Station Area Specific Plan, described below.

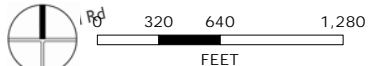
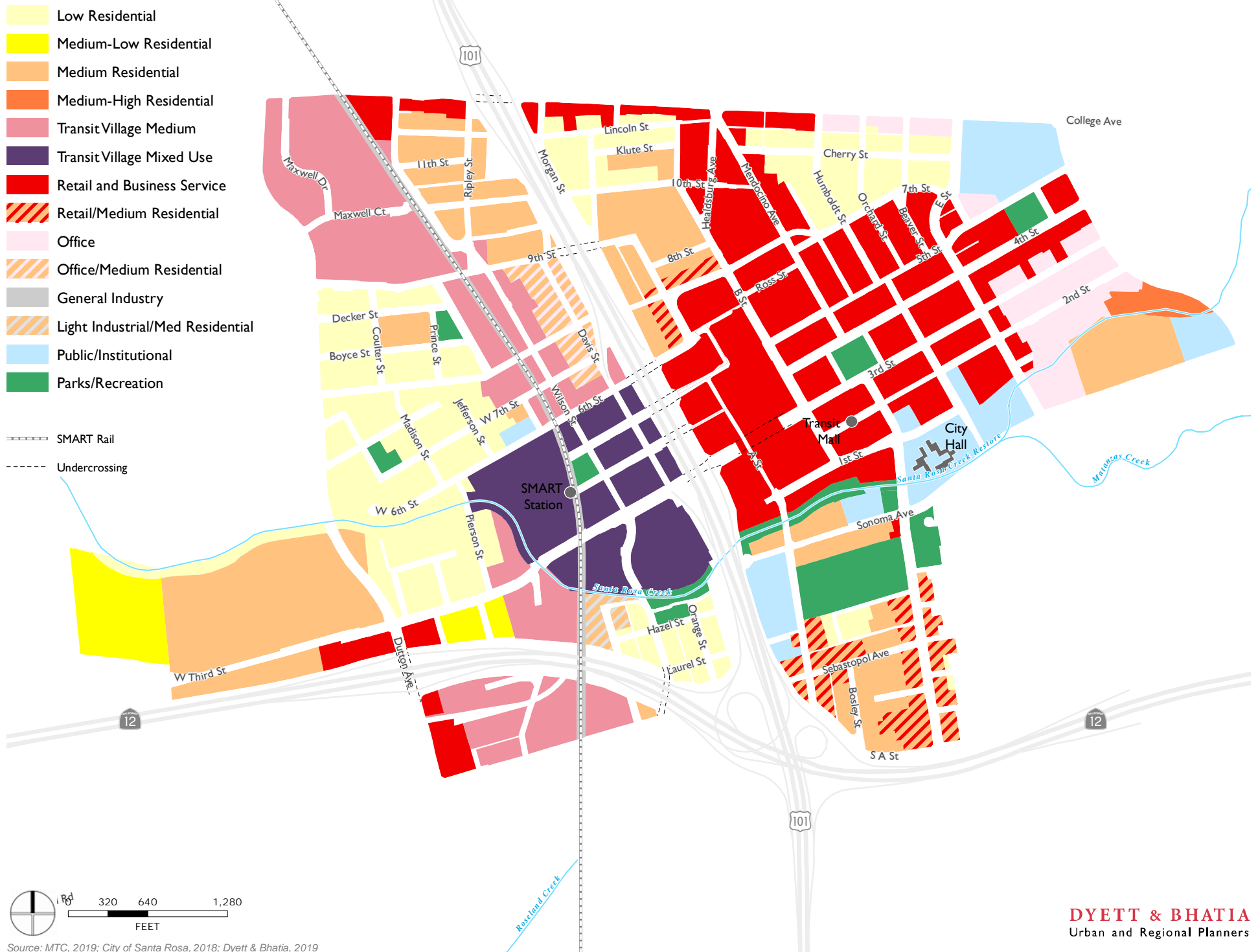
Santa Rosa Downtown Station Area Specific Plan

Originally adopted in 2007, the DSASP describes a vision for downtown as an energetic commercial and cultural center with a range of housing, employment, retail and restaurant options in a vibrant, walkable environment. The DSASP aims to enhance distinct identity and character, encourage a diverse mix of uses, incorporate transit-oriented development, and create additional pedestrian-friendly connections through a range of supportive policies and standards. The DSASP also specifies allowed land uses and intensities, and introduced two new land use designations: Transit Village Medium and Transit Village Mixed Use.

The DSASP land use categories are as follows and their distribution throughout the planning area is shown in Figure 2.9:

- Low Density Residential: Single-family residential development at a density of 2.0 to 8.0 units per gross acre is allowed in this classification, which is primarily intended for detached single-family dwellings. Attached single-family and multi-family units may be permitted.
- Medium Low Density Residential: Housing at densities from 8.0 to 13.0 units per gross acre is allowed in this classification, which is intended for attached single-family residential development. Single-family detached housing and multifamily development may be permitted. Development at the midpoint of the density range is desirable but not required.
- Medium Density Residential: Housing at densities from 8.0 to 18.0 units per gross acre is allowed in this classification, which permits a range of housing types, including single-family attached and multi-family developments, and is intended for specific areas where higher density is appropriate. Development at the mid-point of the density range or higher is required. Single-family detached housing is not permitted.

Figure 2.9 Santa Rosa Downtown Station Area Specific Plan 2007 Land Use



Source: MTC, 2019; City of Santa Rosa, 2018; Dyett & Bhatia, 2019

- **Transit Village Medium:** This classification is intended to accommodate mixed-use development within approximately one-half mile of a transit facility. Development should transition from less intense uses at the outlying edges to higher intensity uses near the transit facility. Residential uses are required, and ground floor neighborhood serving retail and live-work uses are encouraged. Housing densities range from 25.0 to 40.0 units per gross acre.
- **Transit Village Mixed Use:** This classification is intended to accommodate a well-integrated mix of higher intensity residential, office and commercial uses within one-quarter mile of a transit facility. Development is designed and oriented to create a central node of activity at or near the transit facility. Housing densities range from 40.0 to 60.0 units per gross acre.
- **Retail and Business Services:** This classification allows retail and service enterprises, offices, and restaurants. Regional centers, which are large complexes of retail and service enterprises anchored by one or more full line department stores, and destination centers, which are retail centers anchored by discount or warehouse stores, are allowed. (While housing is not a specified use in the land use designation, it is permitted under the zoning code.)
- **Office:** This classification provides sites for administrative, financial, business, professional, medical and public offices.
- **Light Industry:** This classification accommodates light industrial, warehousing and heavy commercial uses. Uses appropriate to this land use category include auto repair, bulk or warehoused goods, general warehousing, manufacturing/assembly with minor nuisances, home improvement retail, landscape materials retail, freight or bus terminals, research oriented industrial, accessory offices, and employee-serving commercial uses, and services with large space needs, such as health clubs. Professional office buildings are not permitted.
- **Public/Institutional:** This classification allows for an area or cluster of governmental or semi-public facilities, such as utility facilities, government office centers, etc. New facilities may be appropriate in any land use category based on need and subject to environmental review.
- **Parks and Recreation:** This classification allows for neighborhood and community parks, recreation complexes, golf courses and creekways.

Zoning Code

The Santa Rosa Zoning Code, included as Title 20 of the Municipal Code, controls the physical development of land and the kinds of uses allowed on each individual property in the planning area. The Zoning Code implements the General Plan, providing specific requirements for lots size, building placement, density of development, and height in addition to regulating allowable uses. In all, there are 13 primary zoning districts applicable in the planning area and three combining districts. Primary districts prescribe the base types of land uses, activities, and dimensional requirements. All properties within the City and the planning area are assigned to a primary district. Combining districts apply to certain properties and prescribe additional conditions over and above those that apply in the underlying primary district in order to address specific concerns such as public safety or historic resource protection. It is not unusual for a single property to have one or more combining zoning districts in addition to its primary zoning district.

Table 2-3 describes the primary zoning districts applicable in the planning area and Figure 2-10 shows their spatial distribution. Figure 2-11 shows the applicability of combining districts and a summary of each is provided below.

The Historic (-H) Combining District applies to all properties within designated preservation districts. This combining district is intended to recognize, preserve, and enhance Santa Rosa's locally designated historic resources. It establishes character defining elements for each preserva-

Figure 2.10 Santa Rosa Zoning Code Designations

Residential District

- Single-Family Residential (R-1)
- Single-Family Residential/
Multi-Family Residential (R-1/R-3)
- Medium Density Multi-Family
Residential (R-2)
- Multi-Family Residential (R-3)
- Transit Village-Residential (TV-R)

Commercial Districts

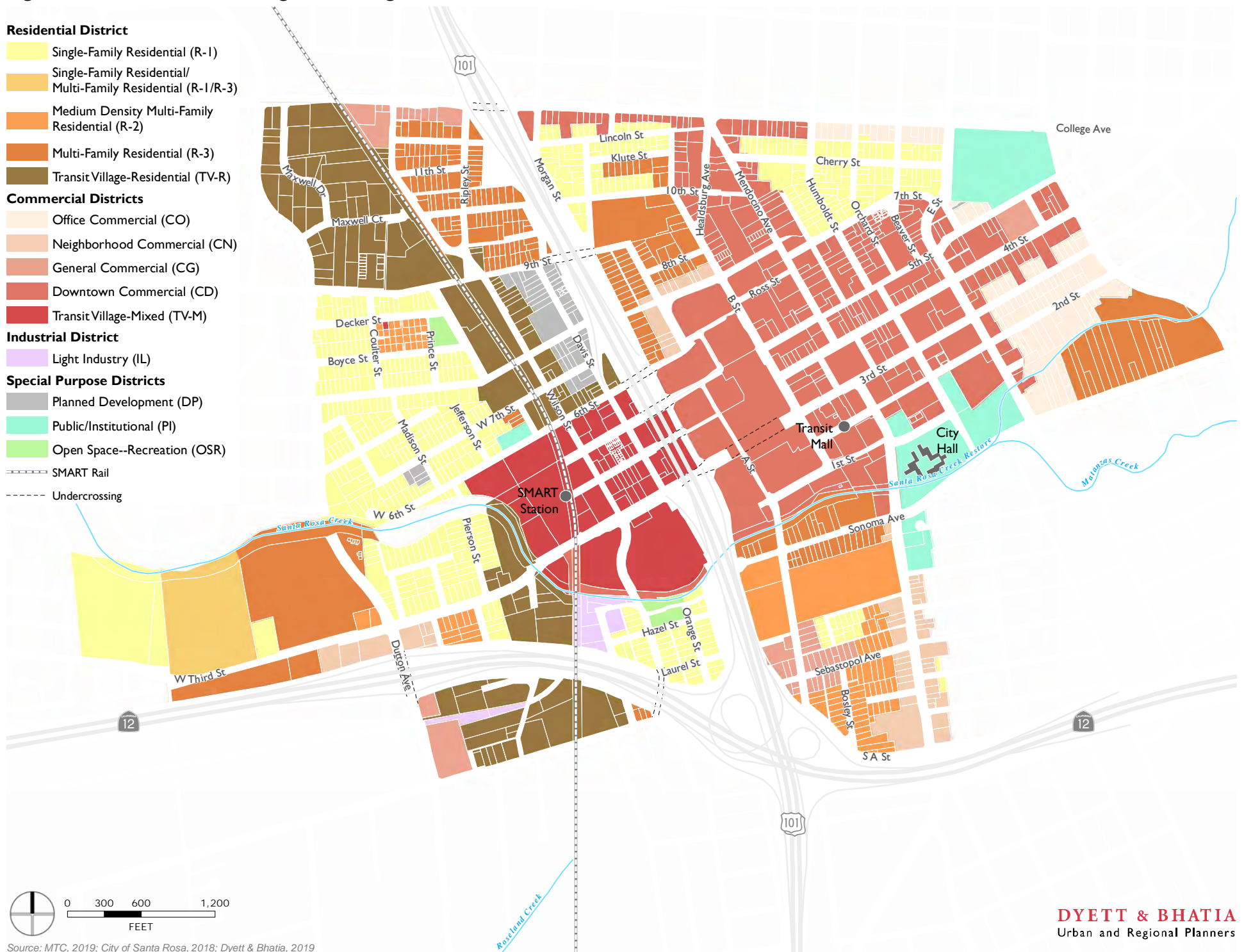
- Office Commercial (CO)
- Neighborhood Commercial (CN)
- General Commercial (CG)
- Downtown Commercial (CD)
- Transit Village-Mixed (TV-M)

Industrial District

- Light Industry (IL)

Special Purpose Districts

- Planned Development (DP)
- Public/Institutional (PI)
- Open Space--Recreation (OSR)
- SMART Rail
- Undercrossing



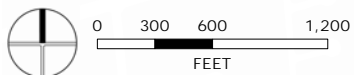
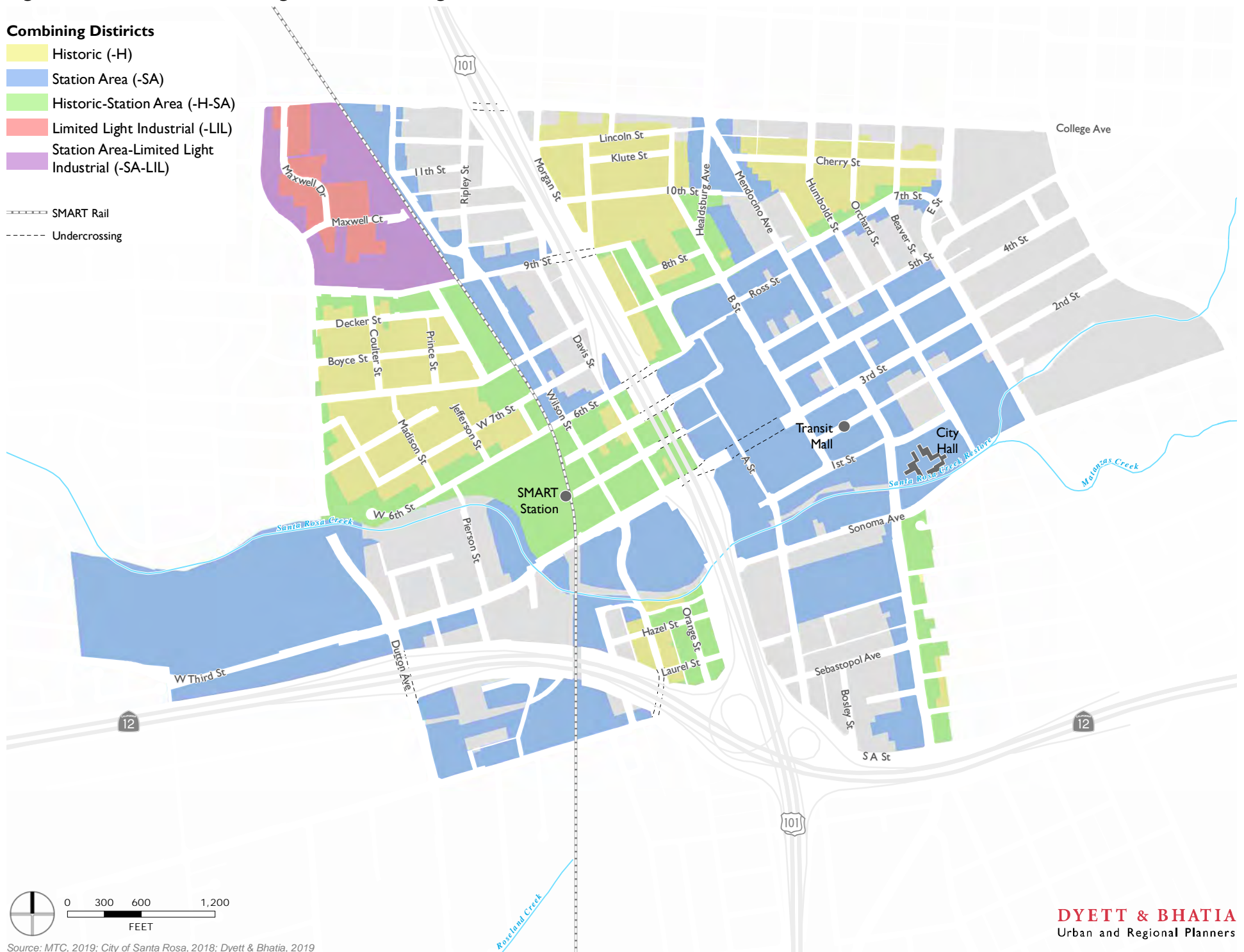
Source: MTC, 2019; City of Santa Rosa, 2018; Dyett & Bhatia, 2019

Figure 2.11 Santa Rosa Zoning Code Combining Districts

Combining Districts

- Historic (-H)
- Station Area (-SA)
- Historic-Station Area (-H-SA)
- Limited Light Industrial (-LIL)
- Station Area-Limited Light Industrial (-SA-LIL)

- SMART Rail
- Undercrossing



Source: MTC, 2019; City of Santa Rosa, 2018; Dyett & Bhatia, 2019

Table 2.3: Descriptions of Santa Rosa Zoning Code Designations

<i>Type</i>	<i>Purpose/Description</i>
Single-Family Residential (R1)	The R-1 zoning district is applied to areas of the City intended to be maintained as residential neighborhoods comprised of detached and attached single-family houses, clustered residential hillside projects, and small multi-family projects, together with compatible accessory uses. The maximum allowable density ranges from two to 13 dwellings per acre, with the specific allowable density for each parcel shown on the zoning map by a numerical suffix to the R-1 map symbol (see Section 20-22.040). The R-1 zoning district implements and is consistent with the Residential—Very Low Density (where residential clustered on hillsides is desirable), Low Density/Open Space, Low Density, and Medium Low Density land use classifications of the General Plan.
Medium Density Multi-Family Residential (R2) and Multi-Family Residential (R3)	The R-2 and R-3 zoning districts are 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. The maximum allowable density ranges from eight to 30 dwellings per acre, with the specific allowable density for each parcel shown on the zoning map by a numerical suffix to the R-3 map symbol (see Section 20-22.040). Densities of more than 30 dwellings per acre may be allowed within the Mixed Use land use designation of the General Plan. The R-2 and R-3 zoning districts implement and are consistent with the Residential—Medium Density and Medium High Density land use classifications of the General Plan.
Neighborhood Commercial (CN)	The CN zoning district is applied to areas within and adjacent to residential neighborhoods appropriate for limited retail and service centers for convenience shopping. Uses in these centers are intended to provide for the day-to-day needs of local neighborhoods and workplaces, but not to be of such scope and variety as to attract substantial traffic volumes from outside the neighborhood. New development is encouraged to include both a residential and nonresidential component as noted by Section 20-23.030 (Commercial Land Uses and Permit Requirements). The CN zoning district is consistent with and implements the Neighborhood Shopping Center land use classification of the General Plan.
Downtown Commercial (CD)	The CD zoning district is applied to the Santa Rosa downtown, to provide for a mixture of ground-floor pedestrian-oriented shops, personal and business services, restaurants, and other office and commercial uses that serve the entire City and/or neighborhoods surrounding the downtown. Large and small grocery store uses are permitted in this district. Residential units may be developed in either a freestanding project, or incorporated into a mixed use project. The CD zoning district is consistent with and implements the Mixed Use and Retail and Business Services land use classifications of the General Plan.
Office Commercial (CO)	The CO zoning district is applied to areas appropriate for administrative, business, financial, medical, professional, and public office uses, together with similar and related compatible uses. Residential uses may also be accommodated as part of mixed use projects. The CO zoning district is consistent with and implements the Office land use classification of the General Plan.
General Commercial (CG)	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.

Table 2.3: Descriptions of Santa Rosa Zoning Code Designations

Type	Purpose/Description
Transit Village- Residential (TV-R)	The TV-R zoning district is applied to areas within approximately one-half mile of a transit facility that is appropriate for mixed use development. Development should transition from less intense uses at the outlying edges to higher intensity uses near the transit facility. Residential uses are required, and ground floor neighborhood serving retail and live-work uses are encouraged. The maximum allowable density ranges from 25 to 40 dwellings per acre. The TV-R zoning district is consistent with and implements the Transit Village Medium land use classification of the General Plan.
Transit Village-Mixed (TV-M)	The TV-M zoning district is applied to areas within approximately one-quarter mile of a transit facility that is appropriate for a mix of higher density residential, office and commercial uses. Development is designed and oriented to create a central node of activity at or near the transit facility. The minimum allowable density is 40 dwellings per acre; there is no maximum density. The TV-M zoning district is consistent with and implements the Transit Village Mixed Use land use classification of the General Plan.
Public/Institutional (PI)	The PI zoning district is applied to areas appropriate for public facilities, utilities, hospitals, and public assembly facilities including: public schools, libraries, government offices, etc. The PI zoning district is consistent with and implements the Public/Institutional land use designation of the General Plan.
Light Industrial (IL)	The IL zoning district is applied to areas appropriate for some light industrial uses, as well as commercial service uses and activities that may be incompatible with residential, retail, and/or office uses. Residential uses may also be accommodated as part of work/live projects. The IL zoning district is consistent with the Light Industry land use classification of the General Plan.
Planned Development (PD)	The PD district is intended to recognize the advantage that integrated community offers over conventional zoning techniques in implementing General Plan goals through specific site developments. The PD district is specifically envisioned as a mechanism to preserve and/or create distinctive, high quality, single or mixed use developments that meet or exceed the goals of the General Plan. The requirements of this district are intended to encourage preservation of existing amenities and creation of new amenities; provide for a variety of housing types and densities; and achieve superior relationships among uses, both within and surrounding the district. The PD district is intended to be used only where the other zoning districts established by this Zoning Code cannot achieve these goals.
Open Space-Recreation (OSR)	The OSR zoning district is applied to public park and recreation sites and areas within the City. The OSR zoning district is consistent with and implements the Parks & Recreation land use classification of the General Plan.
Transit Area Combining District (SA)	The -SA combining district is intended to enhance and reinforce distinctive characteristics within the Downtown and North Santa Rosa Station Area Specific Planning areas and create environments that are comfortable to walk in.

Source: Santa Rosa City Code, Division 2 Zoning Districts and Allowable Land Uses.

tion district and it stipulates that no structures shall exceed a maximum height of 35 feet or 2 stories, unless the Cultural Heritage Board (given review authority under Chapter 20-58 of the Municipal Code) finds that increased height does not detract from the character of the preservation district or any adjacent contributing properties. It allows for a reduction of setbacks established in the primary zone only where specific findings can be made. More information on each specific preservation district's character and location in the planning area can be found in Chapter 4 of this report, Historic Resources.

The Limited Light Industrial (-LIL) combining district applies to industrial properties within Maxwell Court. This combining district is intended to allow properties to maintain industrial uses while also allowing the uses permitted in the primary zoning district, Transit-Village Residential. Allowed uses under this combining district include light/artisan/craft manufacturing, storage, live/work units, multi-family dwellings, and other light industrial uses. It establishes a height limit of 55 feet as well as front, rear and side setbacks. Maximum lot coverage is determined by the reviewing authority. The -LIL combining district was established as a temporary measure subsequent to adoption of the 2007 DSASP. It will be reconsidered by the Council after January 1, 2020.

The Station Area (-SA) combining district applies to many of the commercial and industrial properties throughout the planning area, including most of Courthouse Square, Maxwell Court, and Railroad Square. This combining district is intended to enhance and reinforce distinctive characteristics within the Downtown and North Santa Rosa Station Area Specific Planning areas and create environments that are comfortable to walk in. Within this combining district, eight separate street typologies are established with differing requirements for height, ground floor uses, and building placement. Compatibility with existing development is emphasized within the combining district, subject to the discretion of the review authority (principally the Design Review Board or Cultural Heritage Board).

In addition, Chapter 20-16 of the Zoning Code outlines short-term Resilient City Development Measures intended fast-track housing development to address housing needs and economic development following the Tubbs and Nuns fires of October 2017. The measure allows most residential uses by-right throughout most of the planning area, with the exception of properties located east of E Street that were not included in the 2007 DSASP. Further, design review for new development and major remodels is delegated to the Zoning Administrator, with the exception of projects located in the H-combining district. The Resilient City Development Measure was established as a temporary measure following the fires in 2017. It expires on May 11, 2021.

Creeks Master Plan (2007, Updated 2013)

The Citywide Creek Master Plan presents a set of creek-related policies and recommendations for habitat preservation, enhancement, restoration projects, and other site-specific improvements to the nearly one hundred miles of creeks that flow through Santa Rosa. The purpose of the 2013 update was to recognize completed projects and changed conditions along creeks, incorporate additional creeks and rename certain existing creeks for consistency with other agencies, and to establish a new prioritization system for creek projects. The Creeks Master Plan includes 11 goals and associated objectives and policies related to habitats; storm water; economic; open space; recreation; education; aesthetics; water quality; private property; health and safety; and cultural resources. The Creeks Master Plan also makes specific recommendations for the Santa Rosa and Matanzas Creek Watersheds, located in the planning area.

The Creeks Master Plan requires that development adjacent to waterways be consistent with the Creeks Master Plan to the extent feasible, including by encouraging creek-compatible land uses, creek access throughout the system, integrating development project features with creek improvements, and allowing for future creek improvements to be made. It requires that all developments adjacent to creeks follow certain

requirements in the Santa Rosa Creek Design Guidelines Manual, including for site planning, grading, creek crossings, architecture, pathways, landscaping, and fencing.

Santa Rosa Avenue Corridor Plan (2011)

Approved in 2011, the Santa Rosa Avenue Corridor Plan provides a comprehensive and long-term vision for this corridor and surrounding area, including recommendations for capital improvements and design guidelines. The Corridor Plan boundaries are wholly contained within the 2007 DSASP planning area, which envisioned the Corridor as a place where “new development will provide a shared identity for these two neighborhoods and enable new connections across Santa Rosa Avenue.” The DSASP also emphasized a mixed-use area with housing and retail uses allowed throughout. At the same time, the DSASP recognized that the Corridor is an area in transition and included provisions for existing nonconforming uses to operate in the interim. The Plan presents the recommendations and solutions that make up the Streetscape Design, with the goals of improving access, circulation, and safety for pedestrians, bicyclists and vehicles throughout the Corridor, creating a safe and walkable corridor; uniting the surrounding neighborhoods; and celebrating the adjacent neighborhoods’ unique character. Specific recommendations include reconfiguring the roadway; creating Class II bicycle lanes; limiting roadway access and reducing parking; widening sidewalks; and making other improvements for pedestrian safety.

Growth Management Program

The City’s Growth Management Ordinance, Chapter 21-03 of the Municipal Code, places a limit on the number of allotments that can be granted annually. The allotment allows the issuance of a building permit, granted by the Director of Community Development at the time of a project’s final discretionary approval. For the period 2014 to 2020, 850 allotments are available annually. From 2021 to 2022, 800 allotments are available annually. Allotments are granted in the year requested by the project developer if they are available. If no allotments are available, the allotments are issued in the next year they are available, and the developer receives allotments in the desired year when they become available. To

ensure allotments for many projects, single-family projects may receive no more than 75 allotments per year; the multifamily maximum is 200 per year.

2.7 Key Findings and Planning Considerations

- The basic land use pattern of the planning area consists of a mix of residential, commercial, office, retail, industrial, and entertainment uses. Established residential neighborhoods are located within easy walking distance of the city’s central business district around Courthouse Square and the SMART station in Railroad Square. The mix of uses and their relative proximity makes for good walkability.
- There are several clusters of large, vacant parcels in the Imwalle area and in industrial areas adjacent to the railway tracks that can accommodate significant new development to address unmet housing need in the community. Additionally, the City owns numerous parcels in the central business district around Courthouse Square, many of which are currently used for surface or structured parking, that could potentially be redeveloped with housing and other uses.
- Average existing floor area ratio (FAR) in the planning area is 0.41, which is lower than in other downtowns of a comparable size. Along Santa Rosa Avenue and in industrial areas where there are low-slung buildings surrounded by surface parking, FARs range from 0.10 to 0.29. This is an indicator of infill development potential.
- Together, vacant and underutilized properties in the planning area have capacity for residential development that far exceeds

regional projections for housing demand downtown. Plan Bay Area projects a need for 3,400 housing units downtown, but vacant and underutilized sites alone can accommodate more than 15,000 units.

- Established residential neighborhoods include a mix of single-family detached homes and small-scale apartments. The average density is 15.8 dwelling units per acre in these neighborhoods; however, the Low Residential designation that applies has a maximum density of 8 units per acre. This means that the City's standards are calling for development that is generally less dense than what is currently built today.
- The Retail and Business Services land use designation applies on 117 acres of land in the planning area, including in the core area around Courthouse Square. This designation does not explicitly allow housing, although the underlying zoning does permit residential development. There is an opportunity to revise the land use designations to more clearly signal the desired mix of uses downtown as part of the DSASP Update.
- Current zoning includes a variety of primary and combining districts that establish an array of overlapping requirements for height, setbacks, and building placement. The provisions of the primary zone are often subject to limitations in one or more combining districts and the resulting complexity makes it challenging to understand what can actually be developed on a given parcel. There is an opportunity with the DSASP update to simplify and streamline provisions for development.
- The existing growth management program could be a limiting factor for downtown housing development. The program currently caps the total number of multifamily housing permits that can be issued in a given year to 800 citywide and further allows only 200 units in any single development during the same period. Construction of 350 new units per year would be needed to achieve a total of 7,000 new units in the planning area over a 20-year period.