

COMMUNITY DEVELOPMENT DEPARTMENT

23 Russell Boulevard – Davis, California 95616
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Meeting Date: June 24, 2009

Item No. 6A

Staff Report

June 19, 2009

TO: Planning Commission

FROM: Katherine Hess, Community Development Director
Michael Webb, Principal Planner
Xzandrea Fowler, Planner

SUBJECT: Planning Application #42-08, General Plan Amendment, Specific Plan Amendment, Rezoning and Preliminary Planned Development, Development Agreement, Affordable Housing Plan, Tentative Map, Final Planned Development, Design Review, and Mitigated Negative Declaration for Residential Subdivision (Willowbank Park) at the vacant property located on Mace Boulevard, south of San Marino Drive and north of Redbud Drive

Recommendation

Staff recommends that the Planning Commission hold a Public Hearing and recommend that the City Council take the following actions:

1. Determine that Mitigated Negative Declaration#05-08 prepared for this project adequately addresses the environmental impacts associated with the proposed project;
2. Adopt the attached resolution amending the General Plan land use designation of the parcel, APN#69-490-35, from Public/Semi-public to Residential Medium Density, based on the findings in the resolution;
3. Adopt the attached resolution amending the South Davis Specific Plan land use designation of parcel, APN#69-490-35, from Public/Semi-public to Residential Cluster Homes;
4. Introduce the attached Planned Development(P-D) Ordinance that rezones the parcel from Planned Development #4-92 to Planned Development #2-08, permitting the proposed residential subdivision and uses, based on the findings and conditions in P-D;
5. Approve the following implementing entitlement applications, based on the findings and conditions attached to this report;
 - Tentative Map #07-08, subdividing the approximately 4.48 gross-acre parcel for single family residential lots, greenbelt lots, and roadway; and
 - Final Planned Development#04-08, establishing final zoning standards for the residential lots in the new P-D district.
 - Design Review #27-08, establishing the site plan and architectural features for the six affordable housing units.



- Affordable Housing Plan #02-08, establishing the affordable housing plan for the residential development.
6. Introduce the attached Ordinance adopting the Development Agreement that establishes the agreement between the City of Davis and Brix and Mortar Partners, LLC: and
 7. Direct staff to amend Exhibit C-7: Community Improvements of the Willow Bank 10 Development Agreement, thereby shifting responsibility of the completion of the bicycle and pedestrian connections from Willowbank 10 subdivision to Willowbank Park Subdivision.

Aerial photograph of the project site



Executive Summary

The proposed project involves multiple entitlement applications. As proposed, it will result in the development of 29 single family homes on the vacant 4.48 gross acres parcel. The lots range in size from 1,932 square feet (affordable units) to 6,381 square feet. The affordable units range in size from 1,202 square feet to 1,405 square feet, and the market rate units range in size from 1,373 square feet to 2,654 square feet.

The site is located along the west side of Mace Boulevard just south of San Marino Drive; bordered by the Putah Creek channel on the north, residential development on the west and south and Mace Boulevard on the east. The proposed project will involve the changing of the General Plan designation from Public/Semi-public to Residential Medium-density; changing the South Davis Specific Plan designation from Public/Semi-public to Residential Cluster homes; changing the Zoning Ordinance designation from Planned Development #4-92 to Planned Development #2-08, approval of a Development Agreement, and approval of implementing entitlement applications.

The property was originally owned by the Church of Latter Day Saints, and the property was intended for the development of a new church. After holding on to the site for more than a decade the church decided that they no longer needed the property and sold it to the project applicants.

Land use change/Density. The property is currently zoned as a Planned Development with Public/Semi-public land use designation. The proposal is to allow land use change to develop a 29-unit residential subdivision on the 4.48-gross acre lot. The unadjusted density of the proposal is 6.47 units per acre. This is within the range of the requested General Plan Land use designation of Residential Medium-density. The maximum allowable density on a 4.48 acre site would be 62 units. However, the General Plan Policy Interpretation excludes the required acreage for neighborhood greenbelts, right of way and park dedication from the density calculation. Thus, the site's "adjusted" acreage for density calculation is 2.64 acres, which provides for a maximum of 36 units under the requested Residential Medium-density designation. This site was evaluated by the Housing Element Steering Committee. Their final report concludes that the site is recommended for housing and recommends a density range of 22 to 50 dwelling units. See Attachment--- for additional information.

Zoning Standards. The proposed rezoning will be consistent with the proposed General Plan amendment. Permitted, accessory, and conditional uses are those allowed in the Residential One-family district similar to allowed uses in the surrounding areas. Some deviations from standard Residential One-family district's development standards are necessary to accommodate the proposed project. No significant zoning issues have been identified.

Site Plan. The project has vehicular access to and from Mace Boulevard and Pistachio Court. The primary new street into the subdivision will run east-to-west from Mace Boulevard to Pistachio Court. It will create two cul-de-sacs streets and a dead-end street providing access to residential lots.

The site design is greatly influenced by the Putah Creek habitat buffer to the north. The California Department of Fish and Game has implemented a 50 foot buffer zone restriction that applies to properties located south of Putah Creek. The purpose of the buffer is to protect the habitat that is dependent on the creek. Any alterations to the land within that buffer zone require Department of Fish and Game approval. In compliance with the buffer requirement, all proposed structures will be located outside the 50 foot buffer zone; however the rear yards for nine proposed lots are inside the buffer zone. Department of Fish and Game has not confirmed what types of development will be acceptable in those rear yards (i.e., swimming pools, accessory structures, etc.). As with the Willowbank 9 Subdivision property owners will be required to consult with the Department of Fish and Game prior to installation of rear yard improvements.

Site Plan



Policy Discussion Items. Staff supports the concept of re-designating the property for single-family residential development. The type of use and subdivision layout is appropriate for the neighborhood and generally consistent with the General Plan Housing Element Update Steering Committee development recommendation for the property. However, the Planning Commission and City Council may wish to further discuss the following items:

1. Acceptable Density. The Housing Element Steering Committee's final recommendation, adopted by Council, for the site is to allow a range of 22 to 50 units on the 4.48 acre site (i.e., Medium Density Residential). Staff has prepared and attached a map showing the possibility of developing a 26-unit subdivision on the site. Given the requested land use change, a discussion on the project's density in acknowledgement of General Plan policies regarding infill development and the Housing Steering Committee recommendation is appropriate.
2. Sustainability. The City Council has made clear its support for sustainable development. The proposed new subdivision would be subject to the City's new Green Building Ordinance and the City's newly adopted standards reducing the greenhouse gas emissions from new developments. The applicant's proposal to offset the greenhouse gas emissions associated with the proposed development has been incorporated into the draft Development Agreement. The project will accomplish this with a combination of factors, including photovoltaics, exceeding Title 24 standards, and monetary offset contributions.
3. Plan for Affordable Housing and the elimination of the Middle-income units. The proposal was reviewed by the Social Services Commission on April 20, 2009. The Social Services Commission concluded that the proposal was generally consistent with city affordable housing requirements. The commission rejected the applicant's proposal to remove the appreciation cap that is required in the Affordable Housing Ordinance; however they supported the applicants request for deviation from the 100% first-floor accessibility for all low-moderate income housing. Instead the commission recommended the inclusion of at least two first-floor accessible low-moderate income units to ensure that potential homebuyers with physical disabilities or accessibility limitations could be accommodated. The recommendation of the Commission is included in the rezoning special conditions of approval and the Development Agreement, which are consistent with staff recommended conditions of approval to Social Services Commission. In May 2009, the City Council approved the suspension of the Middle-income unit requirement for new residential developments. In response to Council action the applicant is no longer proposing three middle-income units.
4. Bike/Pedestrian Connections along the Putah Creek. The applicant is proposing to construct a pedestrian trail adjacent to Putah Creek channel from the current bike path to Mace Boulevard, and a joint use bicycle/pedestrian path that goes through a "greenbelt connector" to a local street. The local street crosses through the middle of the project site, connecting to Mace Boulevard. Construction of a joint use bike and pedestrian trail are currently community improvements that were included in the Development Agreement for the Willowbank 10 subdivision. The project applicant has agreed to construct improvements for the pedestrian trail and the joint use connector which meets the goal for pedestrian and bicycle circulation which resulted in the obligation in the Development Agreement for Willowbank 10. If this project is approved, and if the City

Council concurs, the Willowbank 10 Development Agreement will be amended and the obligations of the Willowbank 10 developer will be transferred to the applicant, and these obligations will be addressed in the Development Agreement for this project.

Background and Analysis

Project Data

Applicant/Owner:

Brix and Mortar Partners, LLC.
C/o Jason Taormino
505 Second Street, Davis, CA 95616

Location:

West side of Mace Boulevard between San Marino Drive and Redbud Drive; Bordered by Putah Creek on the north, Residential Developments on the west and south, and Mace Boulevard on the east; APN:69-490-35

Property Size:

4.48 gross acres

General Plan Designation:

Public/ Semi-public

Zoning Designation:

Planned Development 4-92 (Public/Semi-public Subarea)

Project Site & Its Surrounding GP Land Uses/Zoning Designations

	<u>Existing Use</u>	<u>Zoning Ordinance</u>	<u>General Plan</u>
Site:	Vacant	P-D #4-92	Public/Semi-public
North:	Putah Creek	P-D #14-75	Neighborhood Greenbelt
South:	Residential	P-D #4-92	Residential Low Density
East:	Mace Boulevard	N/A	N/A
West:	Drainage Pond	P-D #4-92	Neighborhood Greenbelt

Relevant Planning History

The project site does not have an extensive planning history. The property was owned by Church of Jesus Christ of Latter-day Saints. In 1992 the property was annexed into the City and zoned Planned Development #4-92. At the time of zoning a preliminary site plan for the layout of a church was proposed for the subject property. The property has remained vacant since annexation and the church never submitted planning applications for development. In the spring of 2008 the Church put the property for sale and the applicants purchased it in June 2008.

March 20, 2007: Willowbank 10 subdivision, to the south, and development agreement were approved by City Council.

October 17, 2008: The applicant submitted a pre-application to solicit staff and neighborhood comment regarding the project proposal.

November 19, 2008: The applicant received a Biological Clearance from the City for the area immediately south of Putah Creek for the installation of the walking path.

Environmental Determination

An Initial Study was completed to examine potential areas of impact resulting from the proposed project. It reveals that there are no significant adverse impacts associated with the proposed project that would warrant an Environmental Impact Report given the recommended mitigation measures, which are acceptable to the applicant. Recommended mitigation measures and conditions of approval will reduce any impacts associated with this project to less than significant levels; a Mitigated Negative Declaration has been prepared for City Council adoption.

Public Notice and Neighborhood Outreach

A public hearing notice for this Planning Commission meeting was published in the Davis Enterprise. The public hearing notice was mailed to property owners within an expanded noticing area. In addition, a city initiated neighborhood meeting was held on January 22, 2009. Approximately 5 people attended the meeting, excluding staff and the applicant. The neighborhood comments were received and some of them were addressed by the applicant prior to this report.

A meeting, initiated by the neighbors, was held on June 17, 2009. Approximately 20 neighbors attended the meeting; the neighbors expressed the following concerns with the project proposal:

- The proposed density of 10.98 net acres is inappropriate and incompatible with the existing low density neighborhoods
- The density will result in increased vehicle miles which is counter to the City's efforts to it's carbon footprint.
- The proposed cul-de-sacs are un-attractive and will force residents to park their vehicles on other streets, impacting existing residents.
- Larger lot development would be more lucrative for the developer and better supported by the neighbors.
- The affordable units should have accessible bedrooms and bathrooms to accommodate seniors.
- Dense infill development should be encouraged in the core of the city not near the edges where services are limited.
- The project does not offer the city any community amenities or fiscal benefits.
- The development of this site will reduce the foraging habitat of the red fox.
- Site work around the drainage pond will negatively impact the red fox.
- The pace at which the project has progressed has limited the neighborhoods chance to adequately review the project and its potential impacts on the existing neighborhood.
- There needs to be assurances that the proposed pedestrian path, bicycle path and restoration of the drainage pond landscaping are completed prior to the completion of the development.

- The proposed development is inconsistent with the South Davis Specific Plan and the General Plan, because residential development was never envisioned for this property.
- The proposed landscape plan, and architectural elevations are very attractive, and if the project is approved there needs to be assurance that the high quality designed proposed is what is constructed.

The neighbors also presented the findings of the online survey that they conducted. According to the survey the majority of neighbors were concerned about the potential parking issues, the proposed density, and the incompatibility with the existing neighborhood.

In response to the neighborhood concerns regarding the potential impacts of the proposed development on the red fox the City's Wildlife Resource Specialist will provide a memorandum on the subject to the Planning Commission. It should be noted that the red fox is not a protected species nor are there any guidelines or mitigations of loss for foraging habitat; therefore the City has no legal obligation to require mitigation from the applicant for potential impacts to the red fox foraging habitat. That being said, the City is interested in providing decision makers with additional information on this subject.

The proposed pedestrian path, bicycle path and restoration of the drainage pond landscaping have been addressed in the proposed Development Agreement between the City and the applicant. Staff believes that the language in the development agreement will adequately address the neighbors concerns.

In response to their concerns the applicant agreed to do the following:

- Complete the pedestrian path, bicycle path and the restoration of the drainage pond landscaping in the early phase of the project. The applicant also agreed to put the terms of this agreement in writing with the neighbors.
- The high quality landscaping, architecture and design features will be constructed as proposed.
- Is willing to close off the existing street (Pistachio Court) to address the parking concerns.
- Is willing consider limiting the building height for lots 17, 18 and 19.

This timing obligation regarding the improvements to the pedestrian path, bicycle path and the restoration of the drainage pond landscaping is also reflected in the Development Agreement and project conditions of approval.

The proposed site plan was generally not acceptable to the neighbors, due to the density; however, the neighbors felt that the landscape plan and architectural features (exterior design finishes and color palette) are attractive. Staff has included recommended conditions of approval to assure that the proposed high quality design, architectural and landscape features are implemented in the final product.

Entitlement Applications Analysis

Project Description. The proposed project will involve the following:

1. General Plan Amendment to change the land use map designation for the 4.48 gross acres parcel from Public/Semi-public to Residential Medium-density;
2. Specific Plan Amendment to change the land use map designation for the 4.48 gross acres parcel from Public/Semi-public to Residential Cluster Homes;
3. Rezoning and Preliminary Planned Development to change the zoning designation of the site from Planned Development #4-92 to Planned Development Residential One-family. Some deviations from Residential One-family district development standards are requested to accommodate the proposed planned development;
4. Approval of a Development Agreement to govern the affordable housing component of the proposed development, construction of the pedestrian walking path adjacent to Putah Creek and bicycle path improvements from the greenbelt to Mace Boulevard and the green house gas reduction efforts for new developments;
5. Approval of a Development Agreement Amendment for the Willowbank 10 subdivision to eliminate the section governing the construction of the pedestrian walking path adjacent to Putah Creek and bicycle path improvements from the greenbelt to Mace Boulevard;
6. Tentative Subdivision Map to divide the 4.48 gross acre parcel into 29 lots for single-family residential development, including provision of greenbelt parcels to the north and along the west of the site, Mace Boulevard improvements, and internal public roadway. The proposed lots will range in sizes as follows:
 - Market-rate lots from 2,405 to 6,381 square feet (23 total)
 - Low-income lots from 1,932 to 2,953 square feet (6 total)
7. Final Planned Development to establish zoning standards for the 29 lots, which include yard setbacks, building heights, lot coverage, floor area ratio, parking, and usable open space. Requested deviations for the market-rate lots pertain to yard setbacks, lot coverage, lot width, floor area ratio, impervious surfacing in the front yard setback and minimum lot size. The deviations for the affordable housing lots pertain to yard setbacks, lot width, and floor area ratio. Lot coverage, usable open space, impervious surfacing in the front yard setback and minimum lot size;
8. Design Review to establish the site plan and architectural features of the affordable housing lots; and
9. Mitigated Negative Declaration to evaluate and address any potential environmental impacts of the proposed project.

A formal affordable housing plan was submitted. The proposal is consistent with the Affordable Housing Ordinance with the exception of long-term affordability and accessibility. The current proposal is to provide six low-moderate income single-family for-sale ownership units. Those units will be priced at approximately \$247,500 and will be available to individuals or families at 80 to 120% of Yolo County median income consistent with the Affordable Housing Ordinance. These units will be required to be owner occupied.

The City Council adopted a policy to target obtaining 100% visitability in new market rate units and 100% first-floor accessibility in low-moderate income units. All of the proposed units are

visitable, however only one low-moderate income unit is first-floor accessible. At their April 20, 2009 meeting the Social Services Commission recommended that at least two low-moderate income units have first-floor accessibility. Given the density of the project and accessibility goals, staff supports the recommendation of the Social Services Commission. To accomplish these the applicant will need to make modification to the site plan. Staff has included a condition to address this.

Policy Discussion Items. Staff has identified the following key policy discussions:

1. Acceptable Density for the site.

The Commission and Council may wish to discuss whether the proposed project's density is acceptable given the Housing Steering Committee's final recommendation for this site, the General Plan policies regarding infill development, and the South Davis Specific Plan policies regarding low density residential development within the project area. The final report of the General Plan Housing Element Steering Committee, as approved by the City Council, ranked the site 14 out of 36 sites, and designated it "Green Light" for potential residential development. The Committee recommended that the site be designated Residential Medium-density, and be developed with 22 to 50 units. Below is excerpt of the Committee's final report information relative to the project site.

"Rationale for Recommended Site Ranking Category and Number (including Key Principles):

- 14.1 Close to neighborhood greenbelts, schools and shopping. Can complete greenbelt system.
- 14.2 Adequate access to Mace Boulevard.
- 14.3 Bounded by residential and buffered by creek, greenbelt and street.

Countering Views to Recommended Site Ranking Category and Number:

- 14.4 Location would promote car travel.
- 14.5 Medium density would not be compatible with the existing adjacent low density neighborhoods.
- 14.6 Consider higher density.

Recommended Land Use and Design Considerations, Requirements or Conditions, and Any Additional Information that May be Needed for Site Development:

- 14. A Buffer existing residential and complete greenbelt system in area.
- 14. B Feather densities with lower densities near the existing low density neighborhoods.

Location: West side of Mace Boulevard, Between San Marino Drive and redbud Drive

Site Size: (Gross/Net Assumption) 4.48ac/3.0 ac

Recommended General Plan Overall Residential Density Category (net density range including density bonus): Medium (7.2-17.79 du/ac)

Estimated Potential Number of Housing Units Range: Per General Plan Category 22-50 du

Steering Committee Recommendation: 22-50 du"

Applicable General Plan land use principles, goal, and policies include:

Principle 2: Focus growth inward to accommodate population increases. Infill development is supported as an appropriate means of meeting some of the city's housing needs.

Policy LU A.1: In infill projects, respect setback requirements, preserve existing greenbelts and green streets, and respect existing uses and privacy on adjacent parcels.

Goal LU2: Define the types, locations, pace, and intensity of infill development consistent with neighborhood, agricultural and open space preservation policies.

Standard LU 2.1a: Guidelines should recognize various forms and patterns of infill development including:

“...;3) residential infill in/near established neighborhoods(e.g., Grande and Wildhorse school sites); 4) densification of existing single family lots.; 5) targeted residential infill to help address the needs of UC Davis students and employees, City and school district employees, seniors, lower income households and other special need groups (e.g., prospective joint UC-City-RDA-private sector sponsored projects).”

The site includes 2.64 acres after excluding greenbelt and road way. The maximum density for Residential Medium-density land use designation is 13.99 units per acre, or up to 36.93 units for the net acreage of site.

In response to neighborhood concerns about density and compatibility with adjacent homes the applicant proposes larger lots on the western edge with significant rear setbacks. The denser components of the plan are located in the center and eastern sides. Staff believes 29 units is appropriate for this site as it strikes a balance between current city land use policies for infill development and the desire to have the project relate well to the surrounding neighborhood.

2. Sustainability.

The subdivision would be subject to the City's new Green Building Ordinance. In addition, the subdivision will be subject to the City's new Greenhouse Gas (GHG) emission thresholds and standards for new residential development. The proposal includes the following proposed mitigations:

- 35% better than 2005 Title 24
- Household Photovoltaic Systems on a minimum of five units (minimum 1.5 kW system)
- \$1,000 /unit contribution to community GHG emission reduction program (e.g., Low Carbon Diet)

Based on the applicant's proposed mitigation program the project would meet the GHG mitigation requirements. The proposed mitigation program has been included in the draft Development Agreement.

3. Plan for Affordable Housing and the elimination of Middle-income units.

The basic affordable housing proposal is consistent with applicable city regulations. The requested deviations from the standard requirements is to remove the resale appreciation restriction of 3.75% per year, compounded annually, for the six proposed low-moderate income units; and to provide only one low-moderate income unit with first-floor accessibility.

The applicant is requesting the deviations because they have doubts about the marketability of these units with the restrictions. Staff and the Social Services Commission believe that the request for the removal of the appreciation cap has merit, given the downturn in the housing

market. However, staff believes that purchasing an affordable home in Davis remains highly attractive for low-moderate income buyers. Additionally, the resale restrictions were adopted so that housing stock could be maintained as affordable overtime in spite of market forces and in light of local smart growth policies. For these reasons staff and the Commission do not support modifying these requirements for this project.

The recommendation of the Social Services Commission on April 20, 2009, regarding the applicant's proposal to provide only one first-floor accessible low-moderate income unit, was to require the applicant to provide two first-floor accessible low-moderate income units. The Commission sympathized with the applicant's dilemma, because in order to provide a dense project on this site the proposed lot sizes must be small, therefore reducing the buildable lot area. When the buildable lot area is reduced it becomes increasingly difficult to provide functional living area on the first floor. The Commission was split between density and accessibility. If the density of the project is reduced then the number of low-moderate income units required is also reduced, but if the density remains as proposed then there simply is not enough lot area on the affordable lots to add a bedroom and full bathroom to the first floor.

However, staff believes that with the recent suspension of the middle income requirement, the development requirements have been reduced, therefore the applicant has the flexibility to make minor changes to the site plan and/or lot sizes to accommodate an additional bedroom and full bathroom on the first floor of at least two low-moderate income units. A condition has been included to require this change.

4. Bike/Pedestrian Connections along Putah Creek.

The applicant's proposal to construct a pedestrian trail adjacent to Putah Creek and to extend the existing bike path from the greenbelt via a "greenbelt connector" to Mace Boulevard via the main local street is consistent with General Plan and South Davis Specific Plan principles, goals, and policies. The provisions for bicycle and pedestrian circulation from the existing greenbelt to Mace Boulevard were originally part of the development agreement for the Willowbank 10 subdivision. At the time of preparation of the agreement, it was envisioned that the circulation goal would be met by the construction of a joint use bicycle/pedestrian path. As the subdivision improvement plans were prepared, issues emerged as to how bicycle traffic could be safely merged onto the Mace Boulevard corridor at what would have amounted to a "mid-block" intersection. The applicant has agreed to take responsibility to provide community bicycle and pedestrian improvements as part of their proposed residential development. Staff believes that it is appropriate for the applicant to take on these improvements, and strongly supports the reconfigured design for these improvements. Bicyclists, particularly those seeking to proceed north once reaching Mace Boulevard will be able to do so significantly more safely than they would have been able to with the improvements envisioned by the Willowbank 10 project. As a result of the applicant accepting the transfer of obligations for bicycle and pedestrian improvements staff supports the amendment of the Willowbank 10 Subdivision Development agreement, deleting the obligation for those improvements. The pedestrian trail along the creek completes the easterly extension of a two mile long recreational pathway following the entire length of Putah Creek in south Davis. The trail is one of the most scenic, shady and heavily used in the city's greenbelt system. Additionally the trail provides an access route for future

maintenance of the trees and channel. The improvements have been included in the Development Agreement for the proposed subdivision to ensure their completion.

Other Items. Staff believes that the items below are noteworthy as they guide future improvements provisions and subsequent occupation of the approved project, should the proposal be approved.

- a) Lots 21 to 29. Lots 21 to 29 as proposed back up to the Putah Creek Channel and the proposed pedestrian path. There is a 50 foot buffer requirement along the south-side of the creek. The buffer requirement is from California Department of Fish and Game. All proposed development within the buffer area is subject to review and approval from the California Department of Fish and Game. The Department of Fish and Game has reviewed the proposed project and has no objections to the proposed site layout or improvements to the proposed pedestrian path along the southern edge of the creek.

Given the proposed layout of individual homes on these lots, accessory structures in the rear yard may be restricted. Staff recommends that a disclosure to homebuyers be made, since the rear yards of those lots are in the required buffer area. Staff expects that in-ground pools and detached second units, for example, will not be permitted by the Department of Fish and Game. Therefore staff recommends a condition of approval that states that proposals for improvements in the rear yards of Lots 21 to 29 must receive written approval from the Department of Fish and Game prior to submittal of any planning entitlement or building permit applications.

- b) Landscape Strip along Mace Boulevard. The applicant has provided an alternative site plan that includes a landscape strip along Mace Boulevard. The landscape strip would facilitate the preservation of the at least three existing mature trees. See Attachment 1 for the conceptual landscape plan.

The benefits of the landscape strip are:

- Preserves mature trees
- Provides an additional buffer between homes and Mace Boulevard
- Provides pedestrians with shade along sidewalks
- Continues the Green Street concept, as implemented at the intersection of Mace Boulevard and Redbud Drive

The liabilities of the landscape strip are:

- Additional maintenance cost for the City of Davis
- Health of the trees is questionable, and they may not survive the development of the subdivision
- All landscape, irrigation improvements and existing trees would need to be removed to accommodate the widening of Mace Boulevard as may be needed in the future.

On balance, staff believes that the proposed landscape strip would be an asset to the development, but has concerns over the added maintenance expense and the irrigation connections. Staff is also concerned with the City taking on the financial obligation for street improvement between the curb and gutter and the street improvements proposed with this alternative, in the event that Mace Boulevard is widened in the future. Therefore, staff is suggesting the developer help offset this expense via an endowment to be negotiated as part of the Development Amendment.

General Plan Amendment/Consistency Finding. The proposed project is consistent with the proposed General Plan Designation of Residential Medium Density (6.00 to 13.99 units per gross acre). The proposed density of 6.47 units per acre is within the 6.00 to 13.99 units per acre allowed under Residential Medium-density land use designation. The proposal will comply with applicable General Plan policies based on the uses and configuration, subject to the overall recommended conditions of approval and mitigation measures of other entitlement applications.

Staff believes that the proposed subdivision is an appropriate project consistent with the General Plan policies for infill development. The General Plan calls for the development of Infill Design Guidelines, which has been crafted and adopted by the city. An analysis of how this project complies with the guidelines has been conducted by staff (see Attachment 8). The conclusion from the analysis is that the proposed project complies with all applicable aspects of the Infill Guidelines.

South Davis Specific Plan Amendment/ Consistency Finding. The proposed project is consistent with the proposed South Davis Specific Plan designation of Cluster homes. The proposed housing types and density is allowed under the Cluster homes land use designation. The proposal will comply with the majority of applicable South Davis Specific Plan policies based on the uses and configuration, subject to the overall recommended conditions of approval and mitigation measures of the other entitlement applications. Analysis of compliance with applicable South Davis Specific Plan policies is attached.

Staff believes that although the proposed project is consistent with the proposed South Davis Specific Plan designation of Cluster homes, it is clear that the intent of the 40 acre property that includes Willowbank 9, Willowbank 10, the vacant property at the northwest corner of Montgomery Avenue and Mace Boulevard, and the subject project site were intended for large lot, single-family uses because of the proximity to large lot homes on the east and west and Putah Creek on the north. The South Davis Specific Plan was originally adopted in the 1980's, when it was feasible to develop multiple subdivisions with low-densities and large lots. With the rising cost of land and the efforts to promote higher density development on infill properties, the goal of large lot development may no longer be feasible or consistent with the current General Plan policies or City Council direction.

Development Agreement (DA). A Development Agreement provides a vested right for development of an approved project. This Development Agreement contains three other main elements; development impact fees, affordable housing and sustainability. Affordable housing and sustainability have been discussed previously in this report. The proposed project will

generate approximately \$1,674, 586 in development impact fees. The applicant requested that all development impact fees be either deferred or prorated on a per house basis and due upon certificate of occupancy for each unit. Staff supports the deferral of all development impact fees, and the deferral of the Park in-lieu (Quimby), and the water and sewer fees until certificate of occupancy, since there is no impact to the parks, water, and sewer until the units are occupied. See Attachment 4 for the details of the Development Agreement.

Tentative Map. A tentative map confers a right to proceed with development in substantial compliance with the ordinances, policies and standards of the city as described in section 66474.2 of the Subdivision Map Act. Given this right and the fact that some plans, such as the landscape strip, is conceptual, appropriate conditions of approval have been recommended to require compliance with the standards in place at the time of filing for Final map, or the Community Development Director signing of the approved tentative map. Likewise, payment of development impact fees associated with the development and compliance with municipal code regulations are recommended to apply at the appropriate times, such as filing for building permit applications.

Consistency Finding/Rezoning and Preliminary Planned Development. Section 40.22.050(a) of the city code requires that a Planned Development district process two separate applications; The Preliminary Planned Development and the Final Planned Development. The applications may be processed concurrently. Preliminary Planned Development designates land use classifications, development densities and standards, and street circulation patterns. Final determinations regarding lot configurations and design standards are made through the Final Planned Development and Tentative Map processes. Staff believes that the proposed project will comply with zoning requirements, as conditioned. Given that the project involves concurrent applications' processing, the final zoning standards are addressed under the Final Planned Development (FPD) application.

The purpose of a P-D district (section 40.22.010) is to allow diversification in the relationship of various buildings, structures and open spaces in order to be relieved from the rigid standards of conventional zoning.

Final Planned Development (FPD). The final P-D application establishes the final zoning standards for the project, such as building height, yards setbacks, lot coverage, FAR, usable open space, and parking standards. The FPD establishes the final development standards for the new P-D. The proposed project is compared to the base zone, R-1-6, development standards. Staff believes that the deviations requested are minor and appropriate. See comparative table below. They facilitate the development of the affordable housing lots with units that will be compatible with the market-rate units. See Final Planned Development table below.

Final Planned Development Table

Lot No.	Lot Area (Square Feet)	Max. Lot Coverage (Percent)	Max. F.A.R. (Percent)	Min. Open Space (Percent)	Max. Imp. Surface (Percent)	Driveway Width (Feet)	Min. Lot Width (At Street) (Feet)	Setback (Front)	Setback (Side)	Setback (Rear)
1	2800	R-1-6	55	R-1-6	N/A	N/A	27	N/A	N/A	N/A
2	2191	R-1-6	60	R-1-6	N/A	N/A	N/A	N/A	N/A	N/A
3	2928	R-1-6	46	R-1-6	N/A	N/A	N/A	N/A	N/A	N/A
4	2953	R-1-6	46	R-1-6	N/A	N/A	N/A	N/A	N/A	N/A
5	2212	R-1-6	46	15	62	N/A	N/A	27	0, 10	14
6	1932	R-1-6	67	R-1-6	65	N/A	25	27	0, 5	14
7	4139	R-1-6	50	R-1-6	R-1-6	16	N/A	10	5, 10	11
8	4155	R-1-6	50	R-1-6	R-1-6	16	N/A	10	5, 10	16
9	4021	R-1-6	62	R-1-6	45	12 to 16	33	20	5	7
10	3250	48	76	15	45	16	30	15	5	7
11	2787	R-1-6	54	15	R-1-6	10	N/A	10	5, 10	14
12	2405	R-1-6	62	R-1-6	R-1-6	10	40	10	5	14
13	2405	R-1-6	62	R-1-6	R-1-6	10	40	10	5	14
14	3798	48	75	R-1-6	45	16	N/A	14	5	14
15	4958	R-1-6	59	R-1-6	R-1-6	16	N/A	14	5, 10	14
16	5711	R-1-6	51	R-1-6	R-1-6	16	50	20	5	20
17	6381	R-1-6	47	R-1-6	R-1-6	16	50	20	5	20
18	6319	R-1-6	47	R-1-6	R-1-6	16	50	20	5	20
19	6059	R-1-6	49	R-1-6	R-1-6	16	50	20	5	20
20	4687	R-1-6	62	R-1-6	R-1-6	16	46	20	5	16
21	4886	R-1-6	59	R-1-6	45	12 to 16	15	26	5	Varies
22	3937	42	63	R-1-6	48	12 to 16	29	15	5	Varies
23	3976	42	72	15	45	12 to 16	33	11	5	Varies
24	4415	42	65	R-1-6	50	12 to 16	15	24	5	Varies
25	5271	R-1-6	55	R-1-6	55	12 to 16	15	44	5	Varies
25	4330	R-1-6	48	R-1-6	R-1-6	12 to 16	21	20	5	Varies
27	3619	R-1-6	56	R-1-6	45	12 to 16	28	18	5	Varies
28	3834	R-1-6	53	R-1-6	R-1-6	12 to 16	26	20	5	Varies
29	4423	R-1-6	47	R-1-6	65	12 to 16	15	42	5, 10	Varies
Parcel A	4967									
Parcel B	11575									

As stated above, the main deviations are associated with the affordable housing. The deviations are appropriate in order to facilitate the development of the affordable housing lots. The recommended conditions of approval appropriately reflect the final zoning standards for each lot.

Design Review. The design review application establishes the site plan and architectural standards for the affordable housing units in the P-D district.

Site Design Items. There are no significant site layout issues that staff can identify. However, staff and the neighbors have expressed some concern over the proposed cul-de-sacs because they do not provide for street parking and they create flag lots with long narrow driveways. Due to the number of lots on each cul-de-sac there is limited room for landscaped front yards. The size of the cul-de-sacs also prohibits street parking, which limits the parking for those units to their driveways or the adjacent streets. The neighbors have expressed concern that the overflow parking may end up in the existing neighborhood, particularly along Pistachio Court since the street will have a direct connection to the project site. The standard parking requirement for single family homes is two off-street spaces with at least one being covered. With 29 units this project would require a minimum of 58 off street spaces. The project provides 93, plus 12 on street. Staff acknowledges that several of the spaces are in tandem configuration but we believe that adequate parking is provided within the project to minimize impacts on the adjacent neighborhood.

The neighbors and applicant have expressed interest in not having a street connect to the existing street stub at Pistachio Court. Staff is opposed to eliminating this connection for several reasons. Police and Fire Department access is greatly enhanced with the connection. The connection also provides for a relief valve for site access in the case of an emergency at Mace and Blue Oak Drive. Furthermore, for the street closure to be an effective deterrent to parking in the existing neighborhood, pedestrian and bicycle access would have to be eliminated by installing a wall or similar impassable barrier. This is contrary to General plan policy and does not promote neighborhood connectivity.

Staff believes that the recommended conditions of approval relative to street parking adequately mitigated the parking concerns.

Staff prepared a conceptual site plan that eliminates the cul-de-sacs and increases the amount of street parking within the development. However, by eliminating the cul-de-sacs three lots were also eliminated, bringing the total unit count to 26 (21 market rate units and 5 low-moderate income units). To minimize the number of driveways on the street staff utilized shared driveways for the lots in the northwest and northwest corner of the project site. The downside to shared driveways is that they require property owners to maintain the driveway themselves and due to the narrowness they it can be difficult to maneuver a vehicle. The upside to the shared driveways is that they make the development look less dense from the streetscape, because units are tucked away. See staff Alternative Site Plan below.

Staff Alternative Site Plan



Architectural Design Items. The primary entrance to the site will be located on Mace Boulevard. The applicant is proposing a landscaped entrance with a stone wall to provide privacy and to act as a buffer between Mace Boulevard and the ne residences. The affordable housing lots are located next to the primary entrance into the subdivision. The affordable housing units will be attached to replicate the mass and scale of the market rate homes in the development as well as in the adjacent neighborhoods. From the street the homes will appear to be one large single family home, with the front door to each unit facing on a different street. Each unit will have a covered front porch and prominent entry. The units will be two stories in height with a combination of stucco and siding exterior finishes. Each unit will have two reserved, uncovered parking spaces.

Staff is concerned that the lack of covered parking will be undesirable amongst potential home buyers. The floor plan also lacks storage space. The combination of no garage and no additional storage could reduce the marketability of the units.

The interior of the units is an open floor plan with a great room that connects to the kitchen. Each unit will have a minimum of three bedrooms and one and a half bathroom, the exception is the first-floor accessible units, which will have four bedrooms and two and a half bathroom. The applicant is considering some interior options that may add a second full bathroom. Each unit has upstairs indoor laundry.

Staff is recommending that the applicant incorporate some storage space for each low-moderate income unit and that the applicant look at reconfiguring the second floor for either a larger bathroom or a second full bathroom. Typically, most new homes with two or more bedrooms have two full bathrooms (usually one for the master bedroom and one for the other bedrooms).

Conclusion

Staff recommends approval of the project applications for the following reasons: (a) the proposed subdivisions and neighborhood layout is compatible and complements the existing neighborhood; (b) the use adds to the city's housing stock variety and addresses housing needs; (c) conditions of approval and mitigations measures recommend for adoption will adequately address any concerns raised due to the proposed project; and (d) there are no significant issues with the proposed infill residential project. All the findings for all the requested entitlement applications can easily be made and are made in the attached findings and conditions. Staff raised areas for further discussions, which include whether the density proposed is appropriate or should be decreased; sustainability mitigations for the reduction of Green house gases; the applicant's request to remove the appreciation cap on the low-moderate income units and the number of first-floor accessible low-moderate income units provided; and the amendment to the Willowbank 10 Development Agreement regarding the pedestrian and bicycle path improvements. The Commission and Council may choose to discuss these items further, or accept staff recommendation and approve the project applications as proposed and recommended.

Attachments

1. Applicant's Submittal packet
 - Project Description
 - Site Plan and Vicinity Map
 - Exhibit Maps
 - Design Concepts
 - Landscape Concepts
 - Aerial Photographs
2. General Plan Resolution
3. South Davis Specific Plan Resolution
4. Development Agreement Ordinance
5. Rezoning Ordinance
6. Findings and Conditions of Approval
7. Initial Study/Mitigated Negative Declaration
8. Infill Development Guidelines
9. Written Public Comments
10. Staff Alternative Site Plan