

STAFF REPORT

DATE: January 24, 2017

TO: City Council

FROM: Mike Webb, Assistant City Manager
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SUBJECT: West Davis Active Adult Community – Preliminary Directions for Process

Recommendation

Staff recommends the City Council direct staff to do the following:

1. Solicit Commission input on the proposal, as outlined in this report;
2. Return to Council with a budget adjustment and contract for preparation of an Environmental Impact Report;
3. Initiate review of the fiscal impacts of the proposal; and
4. Process the applications without unnecessary delay, and bring them to Planning Commission and City Council hearing upon completion of staff and commission reviews.

Council Goals

The West Davis Active Adult Community has the potential to further the following Council goals:

Goal #4: Promote Community

Objective #6: Increase, maintain and improve the supply of affordable housing.

Goal #6: Fund, Maintain, and Improve the Infrastructure

Objective #2: Provide a safe and efficient circulation system.

Goal #7: Ensure a Safe and Healthy Community

Objective #3: Create and maintain a built environment that promotes safety and well-being.

Fiscal Impact

Costs of processing the planning applications, including preparation of the Environmental Impact Report, will be covered by application fees. Fiscal impacts of the proposed West Davis Active Adult Community will be assessed as part of the review process.

Background

David Taormino has submitted applications to the City proposing consideration of the West Davis Active Adult Community project. The site is 75 acres on the north side of Covell Boulevard, west of Sutter-Davis Hospital. Approval of the project would require General Plan Amendment, and voter approval under Measure R. An Environmental Impact Report will be prepared. Other entitlements would include Development Agreement, Affordable Housing Plan,

Annexation (including a tax-share agreement) and implementing approvals, such as subdivision maps.

Summary of Proposal:

- 325 for-sale units, primarily single-family detached and predominantly single-story
- 150 affordable senior apartments
- 3-acre (approximate) Activity and Wellness Center, including pool, public restaurant, outdoor patio, and parking lot
- 3-acre (approximate) parcel for University Retirement Community expansion
- Greenbelts, drainage, and agricultural buffer (including off-site agricultural buffer and stormwater detention)

Eighty percent of the units, including the affordable apartments, are proposed to be entitled as a senior citizen housing development. At least one occupant of these units would be required to be 55 and over, with all other occupants either spouses/partners aged 45 and older or health care providers. The remaining twenty percent of the units would not have age restrictions.



Application documents are at <http://cityofdavis.org/city-hall/community-development-and-sustainability/development-projects/west-davis-active-adult-community>

In November, staff issued a *Request for Proposals* for consultants to prepare the Environmental Impact Report for the proposed project. Five firms submitted proposals and three were invited to interviews in early January. De Novo Planning Group, which has experience preparing EIRs in Davis, was selected to prepare the CEQA documents. Staff anticipates that the following policy topics will drive the key planning and environmental analysis for this project:

- Impacts to agricultural and biological resources.
- Traffic and circulation impacts, including accommodations for pedestrians and cyclists connecting to the existing built environment.

- Project consistency with City goals for sustainability, urban development, parks and open space, and community character.

The Environmental Impact Report will also cover the required CEQA analyses of impacts to public utilities and facilities, greenhouse gas emissions, alternatives, and cumulative impacts.

Recommended Review Process

Staff and the applicant are exploring a two-phase decision process for the West Davis Active Adult Community entitlements. The initial phase would involve environmental review, General Plan Amendment and zoning, leading to a determination by the City Council on forwarding the project to the voters for Measure R consideration. If approved by the Council and the voters, the project would be subject to further public review with implementing entitlements such as subdivision map. A Development Agreement is anticipated during the first phase, to be refined as necessary with implementation.

Staff is recommending review by advisory commissions prior to the applications being scheduled for public hearing before the Planning Commission and City Council. Staff is recommending an approach that will allow applicable commissions to comment on the Draft Environmental Impact Report (DEIR), and allow all applicable commissions to make advisory comments on policy consistency related to their charges. Specifically, commissions will be requested to comment on project components that should be incorporated into the Baseline Project Features as the City Council considers presenting the proposal to the voters.

Senior Citizen Commission

The West Davis Active Adult Community would be the first age-restricted subdivision in Davis. Staff is proposing to solicit comments from the Senior Citizen Commission early in the review process, so that recommended changes could be considered prior to the project description being finalized for the environmental review. Discussion topics are anticipated to include senior-friendly provisions of the proposal, including age restrictions, greenbelt configuration, unit types and features, and homeowner association amenities. The proposed schedule includes an introductory workshop before the SCC on February 9, with Commission recommendations to staff and the applicant at the following meeting, on March 9, 2017.

Planning Commission

Staff is proposing to present the proposal at a Planning Commission workshop (tentatively, February 8) for preliminary review and comment, focusing on general topics such as mix of land uses, roadway and greenbelt networks, relationship of the site to surrounding uses, and issues to be addressed as the project is refined prior to hearing. Later in the review process, the Planning Commission will hold a public meeting during the DEIR public review period to allow commissioners and the public to make comments on the draft document.

Planning Commission, as the body formally charged with reviewing land-use applications, would hold the required public hearing and make formal recommendation to the City Council on the merits of the proposal as a whole. Staff anticipates that comments from advisory commissions would be presented to the Planning Commission and City Council in a matrix format, with staff notes on how recommendations have been addressed.

Commissions with charges relating to environmental issues

- Bicycle, Transportation, and Street Safety
 - Natural Resources
 - Open Space and Habitat

These commissions would have the application presented to them twice. The first meeting, during the comment period for the DEIR, would allow each commission to comment, as a whole, on the DEIR document. Commissioners would also have the ability to make preliminary comments and ask questions about policy consistency and the merits of the application relating to the charge of the commission. The second commission meeting, after the close of the EIR comment period, would allow Community Development staff and the applicant to report back to the commission how its preliminary comments have been addressed. The commission would then have the opportunity to make formal recommendations to the Planning Commission and Council.

Commissions with charges relating to other policy (non-environmental) issues

- Recreation and Park
- Social Services
- Finance and Budget

These three commissions would have the application presented to them. Each commission would be requested to make formal recommendations to the Planning Commission and Council on the areas of their expertise.

Staff is proposing to initiate fiscal analysis of the proposal using the City's current fiscal model. The analysis will be presented to the Finance and Budget Commission this spring/summer, with the goal of soliciting Commission assistance in identifying factors to be considered during sensitivity analysis of the proposal. Factors could include change in residence sizes/values, varying amounts of greenbelt or HOA-maintained areas, or different tax-share arrangements with Yolo County.

Timeline

Completion of the Environmental Impact Report would likely require nine to twelve months from contract execution. Public hearings before Planning Commission could be expected in early 2018.

The applicant has stated a desire for an all-mail election for this proposal. In 2011, the legislature granted Yolo County the ability to hold up to three all-mail elections on a pilot basis. This authority expires January 1, 2018, and no extension is proposed. The Board of Supervisors must take final action to call an election is required approximately 88 days before the election date. The process for City Council to finalize documentation, request an election and schedule the County agenda generally requires an additional 2-3 weeks before the Board action. Given the requirement for a robust environmental and public review process, staff has concluded that any Measure R vote for this project would be through a customary general or special election.

Preliminary Review Comments

Staff has a few initial comments on the proposal, based upon our preliminary review. These will be refined and presented to the Planning Commission for its February workshop.

Location and Uses. This location may be appropriate for development of housing targeted to seniors. It is proximate to Sutter-Davis Hospital, the University Retirement Community, and medical offices. The site is within the Sphere of Influence adopted by the Yolo County Local Agency Formation Commission. Adequacy of proximate services for residents, including shopping, recreational amenities, social activities, and schools, would be evaluated as part of the application review.

Measure R Requirements. Staff anticipates that Baseline Project Features, as required by Measure R, will be refined through public and commission review. Development Agreement and Preliminary Planned Development provisions are also anticipated to be reviewed concurrently with the Baseline Project Features. Should the applications be approved by the City Council and the voters, implementing actions such as subdivision maps and conditional use permits would be processed through Planning Commission. At that time, Development Agreement could be refined, as necessary, in accordance with the provisions of the General Plan Amendment and Baseline Project Features.

Greenbelts. The preliminary concept plan shows greenbelts of 25-35 feet throughout the project, no public park, and an HOA-maintained outdoor area as part of the Activity Center. The General Plan calls for greenbelts averaging 100 feet wide, and a park within 3/8 mile of all dwelling units. Staff feels that a central greenbelt can serve as the ped/bike circulation corridor and public green space for subdivision residents, but it would need to be of appropriate width to accommodate a variety of uses, including activity nodes that might include uses such as play structures, outdoor exercise equipment, and/or a fenced play area for small dogs.

Roadway connectivity and emergency access. Primary vehicular access to the site would be from Risling Place, adjacent to Sutter-Davis Hospital. Secondary (right-in, right-out) vehicular access would come from Cowell Boulevard west of the main entrance. Staff feels that the preliminary site plan could be improved with the addition of greater connectivity and loop streets, similar to the concepts illustrated in Figure 2 of the General Plan Transportation Element.

Interconnectedness will accommodate vehicles for emergency services and waste removal, and improve “permeability” and resident access throughout the neighborhood. Moreover, the accommodations for bicycle, pedestrian, and vehicular travel along Risling Place will require particular care with respect to crosswalk placement, adequacy of vehicular circulation, and adequacy of bicycle facilities.

The Environmental Impact Report will identify improvements necessary to mitigate impacts of the project on the transportation system. Any new or modified roadways will be required to meet current street standards. Staff anticipates that review of the proposal, including consideration by the Bicycle, Transportation, and Street Safety Commission, will consider on-site circulation and the Covell Boulevard “edge” as well as opportunities to improve the west Covell Boulevard corridor.

Sustainability. The applicant has initiated discussions on possible sustainability components, including photovoltaics on every single-family unit and compliance with the City’s mandatory CalGreen Tier 1 standard. Residential projects receiving building permits after January 1, 2020 will be required to be Zero Net Energy, as defined by the California Energy Commission. Other opportunities to explore through the development review process include feasibility of a zero-net carbon subdivision, potential to provide resources for “greening” existing neighborhoods, and incorporation of the three “E”s for sustainability: environment, economy, and equity.

Attachment

1. Preliminary Master plan