

City of Sacramento

Legislation Text

File #: 2019-01004, **Version:** 1

Title:

(Pass for Publication) Ordinance Approving Rezoning for Bruceville Apartments (P18-073)

File ID: 2019-01004

Location: 8373 Bruceville Road (APN: 117-0182-021-0000), District 8

Recommendation:

1) Review a Resolution adopting an addendum to the Environmental Impact Report and Mitigation Monitoring Plan for College Square PUD (P00-147)(Resolution 2004-053); 2) review an Ordinance rezoning ±8.76 acres from the Multi-Unit Dwelling (R-3-PUD) and Multi-Unit Dwelling (R-3A-PUD) zones to the Multi-Unit Dwelling (R-4-PUD) zone; 3) review a Resolution amending College Square Planned Unit Development (PUD) guidelines to reduce the minimum driveway throat depth from 100 feet to 30 feet; 4) review a Resolution adopting findings of fact and conditions of approval for Site Plan and Design Review to construct a 351-unit apartment complex on approximately 8.76 acres within the Multi-Unit Dwelling (R-4-PUD) zone and College Square Planned Unit Development and a Tree Permit to remove two city street trees; and 5) pass for publication the Ordinance titles as required by Sacramento City Charter 32(c) to be adopted July 30, 2019.

Contact: Daniel Abbes, Assistant Planner, (916) 808-5873; Marcus Adams, Senior Planner, (916) 808-5044, Community Development Department

Presenter: None

Attachments:

- 01-Description/Analysis
- 02-Background
- 03-Resolution: Environmental Addendum
- 04-Exhibit A: Mitigation Monitoring Plan (MMP)
- 05-Ordinance: Rezone
- 06-Exhibit A: Rezone Exhibit
- 07-Resolution: College Square PUD Guidelines Amendment
- 08-Exhibit A: College Square PUD Guidelines
- 09-Resolution: Project Entitlements for Site Plan and Design Review and Tree Permit
- 10-Exhibit A: Project Plans
- 11-Exhibit B: Tree Permit

12-Community Comments

Description/Analysis

Issue Detail: The applicant is requesting land use entitlements to construct a new 351-unit apartment complex on approximately 8.76 acres in South Sacramento. The site is located directly across (east) of Cosumnes River College and the Cosumnes River College light rail station. The proposed apartment property offers amenities including common lounge, dining, and gaming areas, a gym, a courtyard, and a pool. In order to construct the project, the applicant is required to obtain the following entitlements: 1) Rezone from the Multi-Unit Dwelling R-3-PUD and R-3A-PUD zones to the Multi-Unit Dwelling R-4-PUD zone; 2) Planned Unit Development (PUD) Guidelines amendment to reduce the minimum driveway throat depth from 100 feet to 30 feet; 4) Site Plan and Design Review

to construct site improvements and an apartment complex; and 5) a Tree Permit to remove two city street trees.

Policy Considerations: The property's General Plan Land Use Designation is Suburban Neighborhood High Density. This designation provides for single-use multifamily housing and predominantly residential mixed-use development in areas served by major transportation routes and facilities, and near major shopping areas. Multi-family dwellings (apartments) are an intended use within this General Plan designation. The following policies from the 2035 General Plan support this project:

Goal LU 1.1 Growth and Change. Support sustainable growth and change through orderly and well-planned development that provides for the needs of existing and future residents and businesses, ensures the effective and equitable provision of public services, and makes efficient use of land and infrastructure.

- **Policy LU 1.1.5 Infill Development.** The City shall promote and provide incentives (e.g., focused infill planning, zoning/rezoning, revised regulations, provision of infrastructure) for infill development, reuse, and growth in existing urbanized areas to enhance community character, optimize City investments in infrastructure and community facilities, support increased transit use, promote pedestrian and bicycle-friendly neighborhoods, increase housing diversity, ensure integrity of historic districts, and enhance retail viability.

The project implements this policy by developing a vacant infill site already connected to transit, utility, and road infrastructure with adjacency to major destinations and amenities such as Cosumnes River College, Valley Hi-North Laguna Library, Shasta Community Park, and a concentrated commercial area. Additional residences will enhance local retail viability.

Goal LU 2.6 City Sustained and Renewed. Promote sustainable development and land use practices in both new development, reuse, and reinvestment that provide for the transformation of Sacramento into a sustainable urban city while preserving choices (e.g., where to live, work, and recreate) for future generations.

- **Policy LU 2.6.2 Transit-Oriented Development.** The City shall actively support and facilitate mixed-use retail, employment, and residential development around existing and future transit stations.

The project implements this policy by locating multi-family housing across the street from a light rail station.

- **Policy LU 2.6.6 Efficiency Through Density.** The City shall support an overall increase in average residential densities throughout the city consistent with the adopted General Plan

Land Use & Urban Form Diagram, as new housing types shift from lower-density, large lot developments to higher-density, small lot and multifamily developments as a means to increase energy efficiency, conserve water, and reduce waste.

The project implements this policy by providing a dense multi-family development near destinations and amenities (thereby limiting vehicle trips) that is connected to existing transit, road, and utility infrastructure.

Goal LU 4.4 Urban Neighborhoods. Promote vibrant, high-density, mixed-use urban neighborhoods with convenient access to employment, shopping, entertainment, transit, civic uses (e.g., school, park, place of assembly, library, or community center), and community-supportive facilities and services.

- **Policy LU 4.4.5 Parking and Service Access and Design.** The City shall require that, to the degree feasible, parking and service areas in urban neighborhoods be accessed from alleys or side streets to minimize their visibility from streets and public spaces. Curb cuts for driveways should not be allowed along the primary street frontage.

The project implements this policy by providing its standard vehicle access from a secondary street, Kastanis Way. Only emergency vehicles will have access to the driveway from the primary street frontage (Bruceville Road).

Goal LU 5.1 Centers. Promote the development throughout the city of distinct, well-designed mixed-use centers that are efficiently served by transit, provide higher-density, urban housing opportunities and serve as centers of civic, cultural, and economic life for Sacramento's neighborhoods and the region.

- **Policy LU 5.2.1 Suburban Centers and Destinations.** The City shall provide incentives (e.g., rezoning, density bonuses, or housing by right) to transform existing auto-dominated suburban centers into neighborhood destinations by integrating residential, office, service, and community-supportive facilities and services with retail uses and by adding public plazas and pedestrian amenities that will create people-oriented centers for living, working, and gathering.

The project implements this policy by allowing a rezone to further encourage an integrated suburban center that positions more residences close to a cluster of convenient community and commercial services.

Project Density

The General Plan designation for the project site is Suburban Neighborhood High Density (SNHD), allowing up to 30 dwelling units per net acre (du/na). General Plan Policy LU 2.1.4 allows the

application of General Plan density to apply to the net developable area of the entire project site rather than individual parcels within the site. Some parcels may be zoned for densities that exceed the maximum allowed density of the project site's Land Use Designation, provided that the net density of the project as a whole is within the allowed density range. Subsequent to the adoption of the College Square PUD, Parcel #117-0182-023 adjacent to the project site, which is designated SNHD, was developed by the City of Sacramento as the Shasta Park Water Facility, assuring that this site is not going to have residential uses. By averaging the density of the 724 College Square units over the Copperstone apartment sites (10.28 and 3.92 na), the project site (8.67 na), and the Shasta Facility site (5.45 na), the average density is 25.6 du/na. The density is therefore less than 30 du/na and consistent with the General Plan per LU 2.1.4.

College Square Planned Unit Development (PUD)

The College Square PUD is an approximately 51-acre area east of Cosumnes River College with a schematic plan, development guidelines, and development standards intended to supplement existing city ordinances. The area is designated for a mix of commercial and multi-family development, and therefore the proposal of an apartment complex is consistent with the land use vision of the PUD. The applicant is requesting to amend the required driveway throat depth. Otherwise, staff finds the proposal to be consistent with the development standards and design guidelines. The proposed amendment and the project's consistency with design standards and guidelines are further discussed in the Entitlement and Site Plan and Design Review sections of this report.

Environmental Considerations: The Bruceville Apartments (P18-073) project is located within the larger planning area known as the College Square Planned Unit Development (PUD). The College Square PUD project was approved and the associated EIR was certified by City Council on January 27, 2004 (Resolution No. 2004-053). Resolution No. 2004-053 includes the adopted Findings of Fact, Mitigation Monitoring Plan (MMP), and Statement of Overriding Considerations. The project approval established a PUD covering the entire project site. The EIR and City Council Resolutions are available online at:

<http://portal.cityofsacramento.org/Community-Development/Planning/Environmental/Impact-Reports.aspx>.

Environmental Planning Services determined that an Addendum would be prepared for the project because none of the circumstances identified in Public Resources Code section 21166 and CEQA Guidelines section 15162 (such as changed circumstances or new significant effects) were present, and only minor technical changes are needed and no major revisions to the College Square EIR are required. The Addendum is also available online at the above site.

The Mitigation Monitoring Plan that was approved as part of the original EIR remains effective and applies to the project site.

200-Year Flood Protection: State Law (SB 5) and Planning and Development Code Chapter 17.810 require that the City must make specific findings prior to approving certain entitlements for projects within a flood hazard zone. The purpose is to ensure that new development will have protection from a 200-year flood event or will achieve that protection by 2025. The project site is within a flood hazard zone and is an area covered by SAFCA's Improvements to the State Plan of Flood Control System, and specific findings related to the level of protection have been incorporated as part of this project. Even though the project site is within a flood hazard zone, the local flood management agency, SAFCA, has made adequate progress on the construction of a flood protection system that will ensure protection from a 200-year flood event or will achieve that protection by 2025. This is based on the SAFCA Urban level of flood protection plan, adequate progress baseline report, and adequate progress toward an urban level of flood protection engineer's report that were accepted by City Council Resolution No. 2016-0226 on June 21, 2016 and the SAFCA 2018 Adequate Progress Annual Report accepted by City Council Resolution No. 2018-0445 on November 20, 2018.

Sustainability: The project complies with the City's tree shading requirement, resulting in a decrease of the urban heat island effect. Building construction will also comply with the Title 24 Building Code requirements related to energy conservation and green design, construction and maintenance.

Commission/Committee Action: On June 27, 2019, the Planning and Design Commission held a public hearing for the Bruceville Apartments project and unanimously passed a motion to forward a recommendation of approval to City Council.

Rationale for Recommendation: Staff recommends City Council approve the project based on the findings of fact and subject to the conditions of approval listed in the attachments of this staff report since a) the proposal is consistent with the goals and policies of the General Plan which encourage dense, transit-oriented infill development proximate to transit stations, significant destinations, and amenities, b) the proposal is consistent with the purpose and intent of the College Square PUD Guidelines, and c) the proposal meets applicable development standards and design guidelines, including principles of the Multi-Family Residential Design Guidelines.

Financial Considerations: None

Local Business Enterprise (LBE): No goods or services are being purchased under this report.

Public/Neighborhood Outreach and Comments: The project was routed to several community groups including Sacramento Housing Alliance, Sacramento Area Bicycle Advocates, Walk Sacramento, Environmental Council of Sacramento, Sacramento Region Builders, Preservation Sacramento, North Laguna Creek Valley Hi Community Association, and North Laguna Creek Neighborhood Association.

Staff received letters from Walk Sacramento, Sacramento Area Bicycle Advocates, and Elk Grove Unified School District. Each are provided within Attachment 12 of this report. The comment letters are described below:

1. Walk Sacramento suggested improved pedestrian access within the site, through the site, and to the light rail station. They also suggested locating buildings closer to the Bruceville Road frontage, relocating the exposed parking lot behind the buildings, and recessing fencing from property lines.
 - a. More crosswalk connections were added through the parking lot and pedestrian paths were revised to appropriately connect to sidewalk systems. Planning staff has also worked with the applicant to provide enhanced crosswalks with distinguished texture and color to increase visibility and safety.
 - b. The project will improve access to the CRC Station by adding a new crosswalk to the south leg of the Bruceville Road & West Stockton Boulevard intersection and modifying the existing timing design of the traffic signal to accommodate the new crosswalk. The project is within the area California Public Resources Code, § 21099, subds. (a)(7), (b)(1) considers to be a "Transit priority area" and walking distances to the CRC Station using the new crosswalk of less than a quarter mile will be possible without a midblock crossing.
 - c. A north-south path with pedestrian gate access was added through the middle of the site immediately east of the clubhouse and building 6 to allow residents convenient access to destinations at all sides of the site.
 - d. As part of staff's suggested revisions, buildings were moved in front of the parking near Bruceville Road.
 - e. Fence setbacks are conditioned to be as great as building setbacks along Bruceville Road and Kastanis Way.
2. The Sacramento Area Bicycle Advocates supported the comments submitted by Walk Sacramento and added a request to increase the number of long-term bicycle parking stations from four to eleven and further disperse the parking throughout the site.

Eleven long-term bicycle parking stations are now distributed throughout the site providing a total of 351 long-term bike parking spaces.

3. Elk Grove Unified School District (EGUSD) provided a letter stating that their district is currently impacted and overcrowded.

Following up on this letter and with community comments expressed at neighborhood meetings, Planning staff contacted EGUSD. District representatives clarified their letter by stating that although EGUSD is currently impacted and over-crowded, the neighborhood elementary school designated for the project, Irene West, currently has capacity for increased enrollment, as will the nearest middle and high school. If anticipated development in South Sacramento, the County, and Elk Grove is constructed, schools within the project area as well as throughout EGUSD will exceed their intended capacity.

Staff also received an e-mail from an adjacent parcel owner concerned about the design of the project, including architectural compatibility with surrounding development and consistency with College Square PUD design standards. Staff finds the proposed design to be compatible with surrounding development and the College Square PUD Guidelines which call for multiple architectural themes and allow for design diversity. The buildings are designed with well-articulated façades including balconies that face public ways and community open/common spaces. The project meets design principles and standards related to architectural design, pedestrian circulation, on-site amenities, fencing, site planning and orientation, and more as described in the Site Plan and Design Review entitlement section of this report.

The Council 8 District Office hosted two community meetings (March 27th and May 7th) with members of the public, the project applicant team, and City Planning and Public Works staff. Primary comments related to a perceived vehicle parking shortage, safe and convenient pedestrian pathways through the site and to light rail, targeted leasing demographic, and a request to include a retail component.

- a. The movement of Buildings 1 and 2 toward Bruceville Road and associated interior relocation of parking stalls allowed for the elimination of a drive aisle. The extra space created was allotted to an additional 16 parking spaces without any increase to paved area. To encourage alternative transportation, the applicant agreed to implement an unbundled parking program that separates the rental of living units and parking stalls. Additionally, the applicant agreed to provide Regional Transit passes upon request to residents.
- b. As mentioned previously, additional pedestrian crossings were added through the parking area. The project is conditioned to provide enhanced pavement (material and color) and a minimum of 2 foot-candles per square foot illumination at all parking lot crossings. A new crosswalk (south leg) at the Bruceville Road and West Stockton Boulevard intersection improves access to the light rail station.
- c. At the May 7th community meeting, the property owner informed the community that they anticipate students will be their primary tenants due to the apartment unit mix and relative affordability.

- d. The applicant team investigated the viability of incorporating retail into the project and found an ample supply of dedicated retail space within the surrounding area including several vacancies. Due to access constraints, the project site is not an ideal location for traditional retail.