



City Council Report

Subject: Estia at Rocklin

General Plan Amendment, GPA2021-0001
General Development Plan Amendment, PDG2021-0002
Rezone, Z2021-0001
Tentative Parcel Map, DL2021-0004
Design Review, DR2021-0012

Date: August 16, 2022

Submitted by: David Mohlenbrok, Community Development Director
Bret Finning, Planning Services Manager
Dara Dungworth, Senior Planner

Department: Community Development Department

Recommendation

As the entitlement request includes an Ordinance amendment, a two-meeting process is required. At the first meeting the City Council should conduct a public hearing, complete deliberations, provide staff with direction (if appropriate) as to any desired modification(s) to the draft entitlement documents and, if approving, introduce the ordinance(s) and continue the item to the next feasible City Council meeting as indicated below:

September 27, 2022 (first reading of ordinance(s) and final action on all project entitlements)

The Planning Commission and Staff recommend the following:

MOVE TO ADOPT A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF ROCKLIN APPROVING A MITIGATED NEGATIVE DECLARATION OF ENVIRONMENTAL IMPACTS AND A MITIGATION MONITORING PROGRAM (Estia at Rocklin / GPA2021-0001, Z2021-0001, PDG2021-0002, DR2021-0012, DL2021-0004 and University Commercial / DR2022-0002, U2022-0001 and DL2022-0001)

MOVE TO ADOPT A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF ROCKLIN APPROVING AN AMENDMENT TO THE GENERAL PLAN OF THE CITY OF ROCKLIN TO CHANGE THE LAND USE DESIGNATION OF APPROXIMATELY 20.0 ACRES FROM BUSINESS PROFESSIONAL TO MEDIUM HIGH

DENSITY RESIDENTIAL AND ADOPT LEVEL OF SERVICE EXCEPTIONS FOR FOUR INTERSECTIONS (Estia at Rocklin / GPA2021-0001)

MOVE TO INTRODUCE, WAIVE THE FULL READING AND READ BY TITLE ONLY, AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF ROCKLIN APPROVING AN ORDINANCE AMENDING THE NORTHWEST ROCKLIN GENERAL DEVELOPMENT PLAN AND REZONING AN APPROXIMATELY 20 ACRE AREA FROM PLANNED DEVELOPMENT COMMERCIAL (PD-C) AND PLANNED DEVELOPMENT LIGHT INDUSTRIAL (PD-LI) TO PLANNED DEVELOPMENT 10 DWELLING UNITS PER ACRE (PD-10). (Estia at Rocklin / PDG2021-0002 and Z2021-0001)

MOVE TO ADOPT A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF ROCKLIN APPROVING A TENTATIVE PARCEL MAP (Estia at Rocklin / DL2021-0004)

Additionally, the Planning Commission and Staff recommend the following subject to the City Council finding the draft findings related to fees to be legally adequate:

MOVE TO ADOPT A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF ROCKLIN APPROVING A DESIGN REVIEW FOR A MULTI-FAMILY RESIDENTIAL PROJECT (Estia at Rocklin / DR2022-0012)

October 25, 2022 (final action Ordinance)

The Planning Commission and Staff recommend the following:

MOVE TO ADOPT AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF ROCKLIN APPROVING AN ORDINANCE AMENDING THE NORTHWEST ROCKLIN GENERAL DEVELOPMENT PLAN AND REZONING AN APPROXIMATELY 20 ACRE AREA FROM PLANNED DEVELOPMENT COMMERCIAL (PD-C) AND PLANNED DEVELOPMENT LIGHT INDUSTRIAL (PD-LI) TO PLANNED DEVELOPMENT 10 DWELLING UNITS PER ACRE (PD-10). (Estia at Rocklin / PDG2021-0002 and Z2021-0001)

Proposal/Application Request

The Estia at Rocklin project requests approval of the following entitlements to allow the development of 181 single-story apartment homes on an approximately 20.0-acre portion of a 30.0-acre site:

- A General Plan Amendment to change the land use designation of approximately 20.0 acres from Business Professional (BP) to Medium High Density Residential (MHDR).
- A General Development Plan Amendment to update the Northwest Rocklin General Development Plan with the requested land use and zoning changes and to reallocate unused trip caps from the project site.

- A Rezone to change the zoning applicable to the 20.0-acre project site from Planned Development Light Industrial (PD-LI) and Planned Development Commercial (PD-C) to Planned Development 10 dwelling units per acre (PD-10).
- A Tentative Parcel Map to create two parcels consistent with the requested land use and zone changes.
- A Design Review for the architectural designs, colors, materials, site layout, and landscaping of the proposed multi-family project.

Project Ownership/Applicant

The applicant is Jeff Pemstein with Towne Development of Sacramento, Inc. The property owner is the Joseph Mohamed, Sr. and Shirley M. Mohamed Trust CRUT II.

Project Site Location/Description

The subject site consists of one (1) parcel located at the northwest corner of the intersection of University Avenue and Sunset Boulevard, east of State Route 65. The Assessor's Parcel Number (APN) is 017-276-007. See **Figures 1 and 2**.

The 30.0-acre site is characterized by rocky and uneven terrain gently sloping to the northwest. There is an approximately ten (10) foot wide sewer access road along the south and western boundaries of the parcel along the Sunset Boulevard and State Route 65 frontages. Culverts were installed along the utility road to ensure appropriate drainage, and a rock lined storm drainage feature is located along the southeast portion of this road, to direct storm water runoff in to the City's storm drain system. A stockpile or rough building pad was graded in the southeast corner of the property.

The property is comprised primarily of annual grassland dominated by non-native annual grasses and forbs and much of it has been previously disturbed. Annual grasslands are interspersed with a number of vernal pools (0.456 acre) as well as two seasonal wetland swales (0.129 acre) that flow north towards an unnamed off-site tributary to Pleasant Grove Creek. There are no trees located on the project site.

William Jessup University is located to the east of the project site, across University Avenue, and an industrial/office complex (Atherton Tech Center) is located to the south of Sunset Boulevard. Undeveloped parcels with a Mixed Use land use designation and zoned for Light industrial uses are located north of the project site with an open space area and pond beyond.

Figure 1. Project Location



Figure 2. Project Site



Project Site Background

The undeveloped, approximately 30.0-acre property, was annexed into the City of Rocklin as part of the Northwest Rocklin Annexation Area in 2004. Originally part of the William Jessup University property, the site was created as a separate lot through a 2004 parcel map that also established the right-of-way for University Avenue.

In 2005-2006, a paved utility road with associated drainage improvements was installed along the south and western boundaries of the parcel as part of a sewer project by the South Placer Municipal Utility District (SPMUD) and a stockpile was placed in the southeast corner of the property.

In 2007, an application for a 287,000 square foot retail project, called Rocklin Marketplace, was submitted by a previous owner. The project was envisioned as a multiple major tenant-anchored shopping center with at least three casual dining or full-service restaurants and significant pedestrian amenities including a large central plaza. However, the application never moved beyond the initial submittal as it was determined to be incomplete for processing and the applicant did not respond to the comment letter requesting additional information. Due to inactivity, that application was deemed withdrawn several years later.

The project site is a portion of one of the last remaining large, vacant commercially zoned properties in the City. It is uniquely situated at one of the primary entrances into the City, adjacent to William Jessup University and the Atherton Tech Center with significant frontage on State Route 65 and therefore high visibility at one of the primary entrances into the City. As such, the City has historically anticipated that this site would provide much needed local retail and commercial uses to the north side of the City and had the potential to be a destination retail center to serve both Rocklin and the neighboring communities.

Staff's longstanding understanding, based on the existing land use designations, prior City Council direction, and the above vision for a premier commercial development, has been that the City would not be supportive of converting this parcel to a residential use.

In order to pursue the proposed residential project, Staff requested and the applicant agreed to limit the proposed land use change for a 20.0-acre portion of the site and retain 10.0 acres with existing commercial zoning and to bring forward a high-level, unique and special commercial project to be approved and built concurrently with the residential project on the prominent, remaining commercially zoned property. As such, the residential project and the commercial project are considered linked and equivalent to a horizontal mixed-use development.

In order for the Planning Commission and City Council to be able to evaluate the project in its entirety and therefore be better able to evaluate the pros and cons of the proposal, the applicant agreed to bring the commercial project application in at the same time as the residential project. The application for the Estia residential project was received by staff on June 6, 2021. The commercial project application was submitted in March 2022 and has been deemed incomplete for further processing. As referenced below, on the day of the Planning Commission hearing, the second submittal for the University Commercial project was received.

The environmental reports prepared for the California Environmental Quality Act (CEQA) analysis of the project, discussed in more detail below and in the Initial Study/Mitigated Negative Declaration for the project, analyzed anticipated development of the entire 30.0-acre site and provided mitigation measures for impacts anticipated by both projects.

Surrounding Land Uses

The project site is located to the north of Sunset Boulevard, to the west of University Avenue and to the east of SR65. To the north of the project site is undeveloped land designated as Mixed Use (MU) and farther north is land designated as Recreation/Conservation (R/C) containing a small pond. To the east is William Jessup University and some undeveloped land owned by William Jessup University that is designated as Light Industrial. To the south is Sunset Boulevard with the Atherton Tech Center located beyond, and to the west is the northbound Sunset Boulevard on-ramp to SR65, SR65 itself, and partly developed land within unincorporated Placer County beyond. In 2019 Placer County approved the

Sunset Area Plan and Placer Ranch Specific Plan, see map below, greatly increasing the development density allowed in the unincorporated areas on the west side of SR65. See **Figure 3**.

Figure 3. Placer County Land Development Diagram

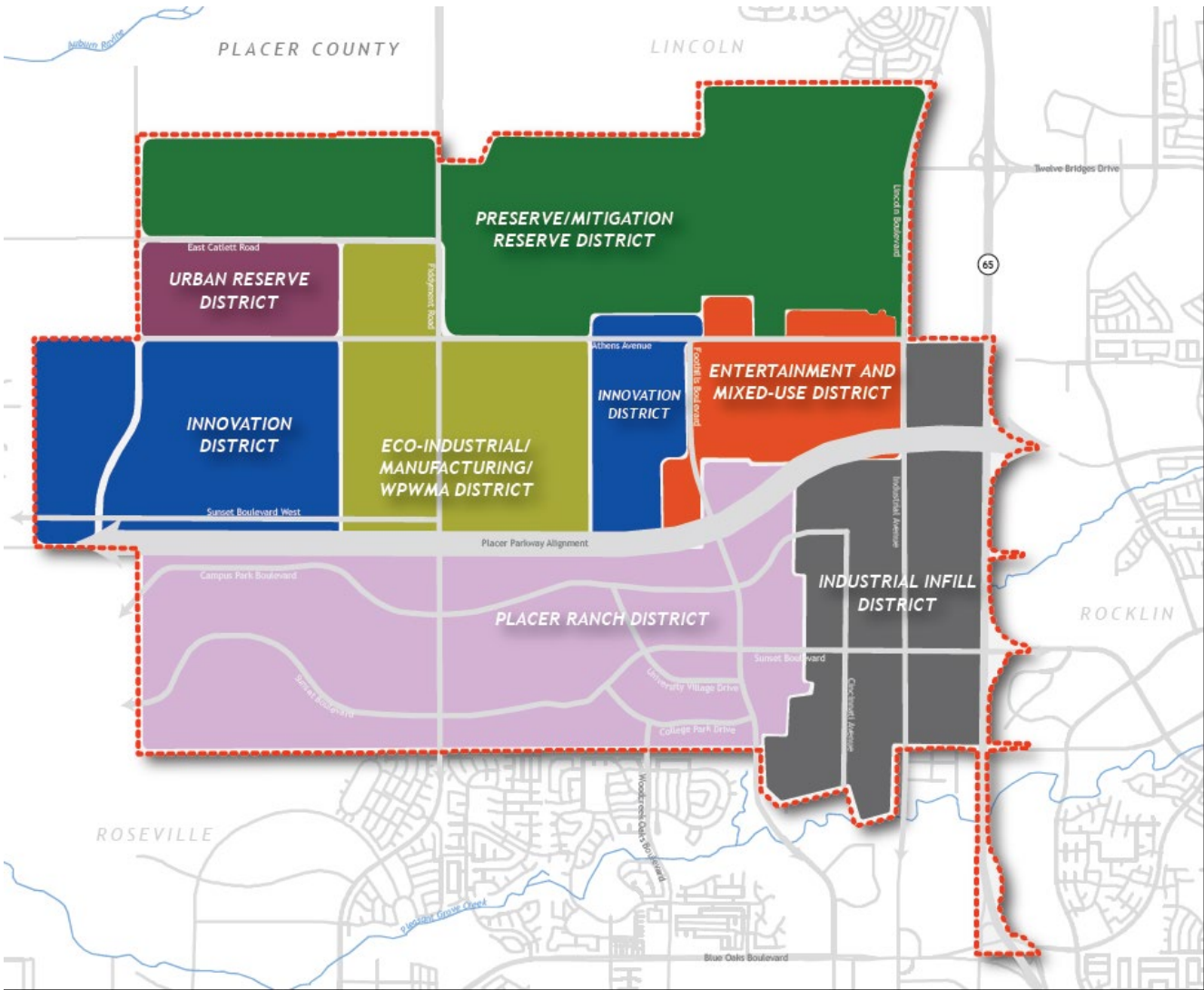


Table 1 contains the surrounding uses. **Figure 4** provides the current zoning and general plan land use designations for the subject property, as well as surrounding uses.

Table 1. Surrounding Uses

	Current Use	Current General Plan / Zoning
Project Site	Vacant	Business Professional (BP) / Planned Development Light Industrial (PD-LI & Planned Development Commercial (PD-C)
North	Vacant	BP and Mixed Use (MU) / PD-LI
East	William Jessup University	Light Industrial (LI) / PD-LI
South	Atherton Tech Center	LI / PD-LI
West	State Route 65 & Sunset Area Plan and Placer Ranch Specific Plan beyond (Placer County)	CalTrans Right-of-way & Industrial, with Commercial, residential, and other uses beyond

Figure 4. Current General Plan/Zoning



Summary of Planning Commission Hearing and Action

On August 16, 2022, the Planning Commission considered the proposed Estia at Rocklin project. Staff presented the Project, as well as a Blue Memo that included additional information from the project applicant and condition of approval requests from William Jessup University. The Blue Memo with attachments is provided as **Attachment 5**.

Included with the Blue Memo, the applicant provided a memorandum, prepared by Economic and Planning Systems, Inc. (EPS), regarding their opinion of the project's obligations for payment of various fees under the Northwest Rocklin Annexation Area Reimbursement Obligation and the Northwest Rocklin Annexation Area Financing Plan and provided an errata sheet that proposed changes or deletion of several conditions of approval related to these issues.

Staff was not in agreement with the conclusion of the EPS memorandum or the proposed revisions to the proposed conditions of approval. As noted in the Blue Memo, the fees represent significant contributions towards the funding of necessary development improvements in the area (sewer trunk line, Whitney Ranch Parkway interchange improvements, community park). Originally, this site was part of the lands owned by William Jessup University and was presumed to be developed as part of the campus and therefore exempted from these fees. The University has since sold the property for private development purposes and the applicant is proposing to develop 20 acres with a residential use. Given the conversion from planned university to private development, staff believes that the project should make fair share contributions toward these improvements as has been required of other projects in the area.

The applicant also provided a memorandum from the project landscape architect, in response to staff's concerns, regarding the use of artificial turf within the fenced yards and the parking lot shading requirement, as well as provided copies of letters of support for the project.

In addition, William Jessup University (WJU) requested condition language related to the roadway improvements along the University's frontage be included in the project requirements. Staff supported the request for the University's monument sign to be protected during construction, and if damaged or required to be relocated to accommodate the roadway improvements, it would be replaced and/or restored. The Planning Commission supported that condition and WJU's request for enhanced entry pavement treatments to match those of the project be included in the conditions. The language has been added to the appropriate conditions in the draft Design Review resolution.

Following staff's presentation, the Planning Commission asked for clarification on the reduction in average daily trips with the project and whether the project went to the Architectural Review Committee (ARC) for a recommendation of approval and a summary of the ARC's direction. The

Commission then reviewed the Blue Memo and asked what would be entailed to update the Finance Plan that excluded the original properties owned by William Jessup University. Finally, the Commission asked questions about the language in the “linkage” condition of approval that includes the applicants offer of \$300,000 payment to be put into escrow as a penalty to further incentivize timely development of the adjacent commercial project.

The applicant’s representative, Marcus Lo Duca, addressed the Commission. He stated that the reason there has not been serious interest in development of the 30-acre parcel is due to the expense of the work needed to develop the site whose soils are Mehrten and the cost of the roadway improvements. He stated that the grading and improvements proposed to be completed by the applicant would, in his opinion, make the site more viable. Mr. Lo Duca added that the “linkage” conditions crafted by the applicant, along with the \$300,000 escrow deposit was offered by the developer because of the developer’s confidence in the commercial developer to move forward with the project on the 10-acre portion of the site.

Mr. Lo Duca pointed out that the Level of Service (LOS) exceptions staff was recommending be adopted were largely not caused by the Estia project itself but were primarily driven by the land use changes recently approved by Placer County,(i.e., Placer Ranch and the Sunset Area Plan changes) west of State Route 65.

Mr. Lo Duca then turned to the topics outlined in the Blue Memo. He stated that the project applicant was amenable to the two conditions of approval requested by William Jessup University, provided that the driveway condition has some specificity with respect to dimensions and will work with staff prior to the Council hearing to determine the extent of the treatment.

With respect to the fee conditions, the applicant requests the Whitney Interchange Fee be based on the residential rate rather than the non-residential rate that staff had applied in draft condition 21.b., to be consistent with the North West Rocklin Community Park Fee being applied at the residential rate. In addition, the applicant is seeking to receive credit for the off-site improvements the project is required to construct that are not due to the project but are covered in the Northwest Rocklin Annexation Area Financing Plan.

Mr. Lo Duca concluded by stating the applicant does not like staff’s suggestion to concrete the units’ backyards (in lieu of finishing the yards with artificial turf) and does not want (living) turf due to irrigation and maintenance requirements. The Commission had no questions for the applicant.

The Commission then opened the hearing for public comment. Two people addressed the Commission. The first, was a nearby resident who spoke in opposition of the project due to the land use change from non-residential to residential. The second, was a representative of William Jessup University who

reiterated the two condition requests (noted in the Blue Memo) and indicated that those items comprised the extent of the University's comments on the project.

The Commission had questions for staff and the applicant about traffic impact fees and how the affordable units will be designated. The Commission then commented regarding the desirability of an updated nexus study for the fees and staff responded that the Council would make the final decision regarding the adequacy of the findings.

During deliberations, the Planning Commission generally expressed support for the project relative to the housing product type and the project's design and compliance with the University Architectural District Guidelines. However, several of the commissioners expressed concern with the requested land use and zoning changes.

In order to address the Planning Commission's concern regarding findings to support the various fees assessed to the project, the Assistant City Attorney recommended, and the Planning Commission included, language for the motion to approve the Design Review which stated that the Planning Commission's recommendation for approval of the Design Review was "subject to the City Council making the legally necessary findings to support all fees and exactions in this resolution which require such findings to be made."

The Commission then voted whether to recommend approval of the project to the City Council as follows on the various entitlements:

- Mitigated Negative Declaration: 5-0 in favor
- General Plan Amendment: 3-2 in favor
- General Development Plan and Rezone: 3-2 in favor
- Tentative Parcel Map: 3-2 in favor
- Design Review: 5-0 in favor (included the motion language noted in the above paragraph)

The draft minutes for the Planning Commission hearing are provided as **Attachment 6**.

Project Updates Subsequent to the Planning Commission Hearing

On August 16, 2022, the University Commercial project second submittal was received.

Also, to ensure appropriate application of the recently adopted Park Improvement, Trails, Community and Recreation Facilities, and Public Facilities fees going into effect January 1, 2023, per City Council Resolution 2022-144, Staff added draft condition 19(c) and revised draft condition 20(b) in the Design Review resolution of approval to be considered by Council.

Subsequent to the Planning Commission hearing, Staff received additional memoranda prepared by Fehr & Peers with regard to State Route 65 Corridor Trip Cap Reallocation and an Addendum to the Estia at Rocklin Transportation Impact Study, as described further in the General Development Plan Amendment and General Plan Amendment sections respectively, below.

On August 23, 2022, EPS submitted a memorandum (**Attachment 9**) on behalf of Towne Development of Sacramento withdrawing the prior EPS memorandum dated August 15, 2022 (although the prior memorandum remains a part of the project's public record).

General Plan Amendment

The project site is currently designated as Business Professional (BP). The purpose of the BP designation is to provide for the concentration of professional office development for their mutual benefit and convenience, as well as public convenience. The BP designation also allows for compatible commercial uses.

The project proposes to amend the General Plan land use designation for a 20.0-acre portion of the site to Medium High Density Residential (MHDR). The MHDR designation allows for a density range of 8.5 to 15.4 dwelling units per acre. The proposed project is consistent with the density of the requested designation.

General Discussion

Staff do not object to the proposed land use designation change, because the Estia project site has remained vacant for decades. Amending the site from BP to MHDR to allow the development of a “missing middle” project would be consistent with several goals, policies, and programs of the 2021-2029 Housing Element as well as working to further several General Plan Land Use policies. The proposed project is a build-to-rent, horizontal multi-family semi-detached product and, as noted below in the Affordable Housing discussion, would include ten percent (10%) of units as affordable to low-income renters (80% or less Area Median Income (AMI)).

The following Housing Element Goals and Policies are advanced by the approval of this project:

- Housing Production, Goal 2: Facilitate the provision of a range of housing types to meet the diverse needs of the community.¹
 - Policy 2.1 – Provide quality housing opportunities for current and future residents with a diverse range of income levels.
 - Policy 2.2 – Provide expanded housing opportunities for the community's work force.

¹ City of Rocklin Housing Element 2021-2029, Page 7-126

- Policy 2.3 – Encourage both the private and public sectors to produce or assist in the production of housing, with particular emphasis on housing affordable to lower income households, including extremely low-income households, as well as housing suitable for seniors, large families, female-headed households, the homeless, and persons with disabilities.
- Provision of Adequate Housing Sites, Goal 3: Provide adequate housing sites through appropriate land use and zoning destination to accommodate the City’s share of the regional housing needs.²
 - Policy 3.4 -- Continue to work with developers requesting General Plan Amendments converting nonresidential designation to residential uses or from a higher density residential category to a lower density residential category to incorporate affordable housing as a component of the overall development. As an objective, target up to ten percent of the units as affordable, depending on the level of affordability or other amenities provided. Pursue the inclusion of extremely low-income units whenever possible in the negotiated target number of affordable units.
- Promote Equal Opportunity in Housing, Goal 6: Promote equal opportunity for all residents to reside in the housing of their choice³
 - Policy 6.3 -- Promote housing that meets the special needs of the homeless, seniors, large families, and persons with disabilities.
- Promote Missing Middle Housing Types, Housing Program 9⁴
 - Objective: Construction of 125 moderate-income units

The project complies with following General Plan Land Use Element Policies:

- General Land Use Policy LU-2 - Encourage a variety of building sites, building types, and land use concepts in Medium High and High Density Residential, commercial, and industrial areas that are located along major streets, rights of way, and highways/freeways.⁵
- Existing and New Residential Land Use Policies LU-6/LU-14 – Buffer residential areas from land use impacts of adjacent non-residential land uses through the use of landscaping, soundwalls, berms, fencing, open space setbacks, terrain features, greenbelts, building orientation and/or similar techniques.⁶
- New Residential Land Use Policy LU-20 - Encourage Medium High and High Density Residential uses to locate near major arterial and/or collector streets.⁷

² City of Rocklin Housing Element 2021-2029, Page 7-126

³ City of Rocklin Housing Element 2021-2029, Page 7-128

⁴ City of Rocklin Housing Element 2021-2029, Page 7-135

⁵ City of Rocklin General Plan, Chapter 4 – Land Use Element, Page 4A-18

⁶ City of Rocklin General Plan, Chapter 4 – Land Use Element, Pages 4A-18 & 19

⁷ City of Rocklin General Plan, Chapter 4 – Land Use Element, Page 4A-20

Project Affordability

As noted above, General Plan Housing Element Policy 3.4 states that the City should work with developers requesting General Plan Amendments converting a nonresidential category to a residential category to incorporate affordable housing as a component of the overall development. As an objective, the policy states that projects should target ten percent (10%) of the proposed units as affordable, depending on the level of affordability or other amenities provided. It also states that the City should pursue the inclusion of “extremely low income” units in the negotiated target number of affordable units. The “extremely low income” category covers individuals or families with a household income from 31% to 50% of Area Median Income.

To meet this policy requirement, the applicant has proposed that 18 of the 181 units (9.95 percent) be set aside for “low income” renters, with the rest of the homes to be rented at market rates. The “low income” category covers individuals or families with a household income at 80% of AMI.

Staff believe that the project should be required to meet the minimum of 10 percent, in order to comply with the Housing Element Policy. This is consistent with the calculation of applicable units for affordability obligations applied to other similar projects in the City, including most recently Quarry Row in 2020. Therefore, Staff recommend that 19 of the 181 units (10.50 percent) would be set aside for low income buyers.

Accordingly, a draft condition of approval has been included in the draft Design Review resolution that requires the developer to enter into an agreement with the City, in a form acceptable to the City Attorney, to ensure that nineteen (19) of the units are rented to tenants who are within the “low income” category. Affordable rental units, maximum incomes, and maximum rents will be restricted for a 55-year term in a recorded affordability restriction.

This requirement would have the following benefits:

- Provides rental opportunities for Lower Income households.
- The City can count each unit toward Regional Housing Needs Assessment (RHNA) obligations with issuance of the initial building permit for each unit for the duration of the 55-year affordability restriction.
- The administrative burden on the City is very limited and is therefore manageable.

While the affordability component does eventually expire, in the near term, the nineteen units would help the City meet its current RHNA obligations without creating cumbersome and time-consuming staffing requirements that have become apparent with projects that have a long-term ownership affordability requirement (typically 30+ years). This project does not encumber staff because, as a rental project, it is a self-regulating requirement. Based on these facts, Staff support approval of this project as it helps to meet the City’s Housing Element affordability requirements.

Circulation Element Level of Service Exceptions

Despite the project's overall reduction in average daily trips (ADT) associated with the conversion of 20 acres of commercial land use to residential land use, the General Plan Amendment also includes a need for the City to make Level of Service (LOS) exceptions for four nearby intersections because they do not meet the City's LOS C policy for the PM peak hour in the cumulative scenario, primarily due to the anticipated significant cumulative scenario traffic increases generated by Placer County's approval of the Placer Ranch Specific Plan, formerly known as the Sunset Industrial Area, which greatly increased the development potential of the unincorporated area west of SR65 beyond what the City had previously assumed.

Of the four intersections needing LOS exceptions, three of those intersections (Sunset Boulevard/Lonetree Boulevard/West Stanford Ranch Road, Whitney Ranch Parkway/University Avenue and Whitney Ranch Parkway/Wildcat Boulevard) would not meet the City's LOS C standard in the PM peak hour in the cumulative condition, with or without the Estia Residential and University Commercial projects. The fourth intersection (Sunset Boulevard/Atherton Road/University Avenue) would not meet the City's LOS C standard in the PM peak hour in the cumulative condition due to the addition of Estia Residential and University Commercial project traffic. A more detailed discussion regarding each of these intersections is provided below.

A Traffic Impact Study (TIS) was performed by Fehr & Peers prepared April 13, 2022, to study the traffic and circulation impacts of the combined Estia and future University Commercial project, and for LOS purposes the TIS analyzed the intersections of Sunset Boulevard/Lonetree Boulevard/West Stanford Ranch Road and Sunset Boulevard /Atherton Road/ University Avenue . Issues raised in the TIS led to the need for additional analysis of University Avenue operations related to existing William Jessup University driveways and proposed project driveways. To address the project's impacts to traffic operations, an additional analysis was performed and a report provided to Staff via email on June 30, 2022. Following receipt of that analysis, it was discovered that trip capacities (Trip Caps) originally assigned to the original thirty-acre site on which the project is located would not be fully utilized by the residential/commercial project and should be reallocated to other commercially designated properties in the Northwest Rocklin State Route 65 corridor to preserve the opportunity for their use if needed for future commercial projects in the area. Fehr & Peers qualitatively analyzed the trip reallocation and identified that additional LOS impacts could occur at two additional intersections, Whitney Ranch Parkway/University Avenue and Whitney Ranch Parkway/Wildcat Boulevard. This analysis was provided in an email dated July 13, 2022. The TIS and an email dated June 30, 2022 are provided as **Attachment 2**, as well as an email dated July 13, 2022 that is attached to the staff report as **Attachment 3**.

Initially, the TIS looked at on- and off-site circulation associated with the combined project and made recommendations for roadway design and improvements. The TIS identified several deficiencies including line of sight and safety concerns of adding driveways and additional traffic on University Avenue given existing driveway locations, and alignment of the roadway, and with respect to the Level of Service (LOS) standard for the Sunset Boulevard/Atherton Road/University Avenue / and Sunset

Boulevard/Lonetree Boulevard/West Stanford Ranch Road intersections. Additionally, staff determined that retaining and improving existing access to William Jessup University was a major objective of the roadway improvements.

Recommended project design modifications to facilitate access and on-site circulation identified in the TIS have been incorporated into the current design of the Estia project and/or have been included as conditions of approval in the draft Design Review resolution.

The TIS also provided recommended transportation and circulation-related Conditions of Approval as well as Mitigation Measures to ensure the width and design of the roadway improvements on University Avenue would provide for adequate sight distance, and that improvements on both University Avenue and Sunset Boulevard would provide safety for pedestrians and bicycles and include appropriate accommodation of existing and future transit improvements. These Conditions of Approval and Mitigation Measures have been incorporated into the draft resolution as conditions that outline the requirements for improvements along University Avenue and along Sunset Boulevard and include the requirement for the construction of additional lanes, curb, gutter and sidewalk, a roundabout at the first (southern) William Jessup University (WJU) driveway, and the installation of a signal at the second WJU driveway (where the secondary access driveway for Estia is located), along with pedestrian, bicycle, transit, and right-of-way landscaping improvements. (See Conditions 4.e. and 4.f. in the draft resolution of approval). It should be noted that Staff recommend that both the residential and the future commercial projects be conditioned to construct the full off-site and roadway improvements so that regardless of which project constructs first, the final required improvements are completed. Staff is not supportive of a phased approach to the construction of roadway improvements for the combined residential/commercial project.

The TIS found that the Sunset Boulevard/Lonetree Boulevard/West Stanford Ranch Road intersection would operate at Level of Service (LOS) D during the PM peak hour under cumulative conditions with or without the addition of traffic from the Estia Residential and University Commercial projects.

The TIS and the additional traffic operations impact analysis found that the Sunset Boulevard/Atherton Road/University Avenue intersection would operate at Level of Service (LOS) D (or worse) during the PM peak hour under cumulative conditions whether the project site develops as proposed (20 acres with 181 residential units and 10 acres commercial) or consistent with the General Plan land use (BP). The amount of delay at the Sunset Boulevard/Atherton Road/University Avenue intersection would be less under the proposed residential/commercial projects than if developed per the land use assumptions in the City's travel forecasting model, but still operate at LOS D or worse.

It is important to note again that the LOS D or worse conditions are largely driven by traffic increases on Sunset Boulevard and Whitney Ranch Parkway (as discussed in more detail below) created by Placer County's approval of the Placer Ranch Specific Plan project which greatly increased the development potential of the unincorporated Placer County area on the west side of SR65 formerly known as the

Sunset Industrial area. The Sunset Area Plan and Placer Ranch Specific Plan adopted by Placer County in December 2019 included the following Policy:

TM-1.2: Level of Service. *The County shall maintain a level of service (LOS) E standard at major intersections within the Plan area, as defined by the Department of Public Works and Facilities. The major roadways within the Plan area (Figure 2-1 Circulation Diagram) are planned to operate acceptably and further analysis will not be required except on a case-by-case basis where specific factors will be considered (e.g. proposed rezone). Analysis shall conform to the Placer County Transportation Impact Analysis Guidelines.*

The TIS identified possible mitigation to improve the LOS at both the Sunset Boulevard/Lonetree Boulevard/West Stanford Ranch Road and Sunset Boulevard/Atherton Road/University Avenue intersections as discussed further below.

Sunset Boulevard /Lonetree Boulevard/West Stanford Ranch Road

Possible mitigation to improve LOS at this intersection would include adding a southbound right-turn pocket on Sunset Boulevard, converting the inside (#1) westbound through lane to a third westbound left-turn lane on West Stanford Ranch Road approaching the intersection, channelizing the westbound right-turn lane and adding a receiving acceleration lane on northbound Sunset Boulevard to allow free right turn movements, adding a third eastbound left-turn lane on Lonetree Boulevard approaching the intersection, and operating the eastbound and westbound left-turn phases with lead-lag signal timing, such that the eastbound and westbound movements do not operation concurrently. Collectively, these operational enhancements would achieve LOS C during the PM peak hour. Staff believe that this mitigation is infeasible due to existing right-of-way limitations, potential impacts to the existing Sunset Lonetree Shopping Center, Oracle, and Veriphone/Fort Sutter office building projects and to an approved, but yet to be built development project (Maverik Gas Station and Convenience Store), and an acknowledgement by Fehr & Peers in the TIS that channelizing a westbound free right-turn lane is now considered an atypical design feature which can create potential conflicts with bicyclists and pedestrians.

Sunset Boulevard/Atherton Road/University Avenue

Possible mitigation to improve LOS at this intersection would include channelizing the southbound University Avenue right-turn lane and adding a receiving acceleration lane on westbound Sunset Boulevard to allow free southbound right turn movements. While these improvements would reduce the overall intersection delay from 52 seconds per vehicle to 37 seconds per vehicle during the PM peak hour, the overall LOS would still be D. Staff believe that this mitigation is infeasible due to Fehr & Peers noting in the TIS that the free-right turn would create potentially hazardous traffic weaving between University Avenue and a desired driveway for the University Commercial project on Sunset Boulevard. This would create conflicts between vehicles that are accelerating and decelerating in the same area within a short distance along with further periodic conflicts from buses using the bus pull out required in this area.

For the Sunset Boulevard/Atherton Road/University Avenue intersection, the additional analysis identified that a fourth westbound through lane on Sunset Boulevard west of University would be needed to achieve LOS C. However, right-of-way constraints may hinder the ability to construct a fourth westbound through lane. Preliminarily, SPMUD has indicated that frontage improvements and low landscaping could be allowed within the sewer easement that generally parallels the Sunset Boulevard frontage, which would appear to provide the ability for the fourth lane with curb, gutter, sidewalk, and landscaping to be constructed partially within the easement. The requirement to construct a fourth westbound through lane would mitigate for impacts anticipated in the cumulative condition and therefore Staff recommend that the requirement be placed on the future commercial project only. Exhibit B of the Design Review includes this improvement, so a draft condition of approval was included in the draft design review resolution to make clear that the improvements associated with the fourth through lane are not required with this project.

Whitney Ranch Parkway/University Avenue & Whitney Ranch Parkway/Wildcat Boulevard

In addition, the traffic operations impact analysis (addendum to the Final TIS) has preliminarily identified two other intersections whose operations would fall below LOS C, to a range between D to F, when the “excess capacity” ADT are reallocated to the remaining commercially designated properties in the State Route 65 Corridor. The additional affected intersections are Whitney Ranch Parkway/University Avenue and Whitney Ranch Parkway/Wildcat Boulevard. By reallocating the “excess capacity” ADT further north on the University Avenue corridor, traffic forecasts are likely to increase on the northern end of the University Avenue corridor and Whitney Ranch Parkway, with less change on the Sunset Boulevard corridor.

The City most recently evaluated these intersections comprehensively in the Final Transportation Impact Analysis for the Northwest Rocklin Area General Development Plan, prepared by Fehr & Peers in May of 2016. The study evaluated approved and potential land use changes in the Northwest Rocklin Area and whether those land use changes would result in intersection operations that meet the City’s LOS policies. With recommended mitigation measures, the study concluded that the four impacted intersections discussed above would all operate at LOS C in the PM peak hour under cumulative conditions. However, as acknowledged above and in the Estia Residential and University Commercial TIS, the results in the TIS for the Sunset Boulevard/Atherton Road/University Avenue and the West Stanford Ranch Road/Lonetree Boulevard/Sunset Boulevard intersections differ considerably from the findings contained in the 2016 Final Transportation Analysis for the Northwest Rocklin Area General Development Plan, for the following reasons:

1. Traffic forecasts for the 2016 Final Transportation Analysis for the Northwest Rocklin Area General Development Plan were developed in 2015 prior to the City initiating an update to its base year model. Thus, the forecasting inputs used in that study are fundamentally different than the Estia Residential and University Commercial TIS.
2. Whereas the 2016 Final Transportation Analysis for the Northwest Rocklin Area General Development Plan had not assumed any of the development associated with the Sunset Area

Plan or the Placer Ranch Specific Plan projects (as a City of Roseville development application for the area had just been withdrawn), development of the area was assumed to be consistent with the existing Sunset (Industrial) Area Plan at the time. The Estia Residential and University Commercial TIS assumes buildout of the subsequently approved Placer Ranch Specific Plan and approximately 20 years of development in the remainder of the Sunset Area Plan.

All four of the impacted intersections were identified in the 2012 Circulation Element Action Step CA-2.d as intersections that were likely to have diminished levels of service at build out, before the adoption of the Sunset Area Plan and Placer Ranch Specific Plan. See **Attachment 1** for an excerpt of the Action Plan with portions highlighted of Action Step CA-2 relevant to the level of service discussion.

Level of Service C is the minimum LOS prescribed by the Circulation Element LOS Policy C-10.B for signalized intersections. Since the suggested mitigation measures for the Sunset Boulevard/Lonetree Boulevard/West Stanford Ranch Road intersection are considered to be infeasible, it is uncertain if the recommended westbound through lane could be constructed on Sunset Boulevard as a mitigation measure for the Sunset Boulevard/Atherton Road/University Avenue / intersection, and the ~~other~~ two Whitney Ranch Parkway intersections were analyzed and determined to be impacted because of additional cumulative traffic from the Sunset Area Plan and Placer Ranch Specific Plan and project and the re-allocation of ADTs, Staff has provided a LOS exception finding in the draft General Plan Amendment resolution, should the Planning Commission and City Council decide to be supportive of advancing the project, prior to ascertaining if the fourth through lane on Sunset Boulevard is feasible to construct and to override the LOS C exceedances at the other three intersections.

Circulation Element Action Step CA-2 states that a diminished LOS lower than C shall be acceptable upon findings of the approving body based on either:

- a) Local or Regional Interim Situations related to the 5-year Capital Improvement Plan (CIP) and associated funding; or
- b) Street improvements are considered infeasible if 1) an improvement would create unusual economic, legal, social, technological, physical or other similar burdens and considerations; 2) the solution requires improvements involving facilities controlled by another entity and agreement on the design cannot be reached; or 3) other specific circumstances as determined by the approving body.

In this case, if the fourth through lane on Sunset Boulevard is impeded by right-of-way constraints, the Planning Commission and staff recommend that the approving body find that the specific road improvement is infeasible because constructing it would be an unusual physical, economic, and legal burden on the property owner. Further, it is Staff's opinion that the benefit of retaining and reallocating the "excess" ADTs from the thirty (30) acre site to allow future flexibility in development of the remaining commercial properties outweighs the LOS deficiency and therefore, under b)3) of the Action

Step, the approving body can determine street improvements at the other two intersections are infeasible.

In addition, the Circulation Element Action Step CA-2 states that a LOS lower than C shall be acceptable at these four intersections because although “the mitigation measures for these intersections set forth in the General Plan EIR will be included in the City’s Capital Improvement Program and are anticipated to be constructed, *additional mitigation measures imposed upon Rocklin development projects to mitigate extra territorial traffic impacts would impose undue economic, social, and physical burdens on Rocklin development projects.* Therefore, the City *accepts a post mitigation diminished level of service at the listed signalized intersections* which connect directly to street systems controlled by other jurisdictions, or which are on streets that function regionally in nature, or which are within one mile from direct access to Interstate 80 or State Route 65.” While the Whitney Ranch Parkway/University Avenue intersection is not specifically listed as the other three intersections are, the intersection is within one mile of SR-65 and will, at build out, connect directly with street systems controlled by Placer County. Additionally, as noted above with the approval of the Sunset Area Plan and Placer Ranch Specific Plan, Placer County accepted LOS E at for all major intersections within those Plan areas. The improvements needed to transition from LOS E in Placer County to LOS C in the City of Rocklin as one crosses over State Route 65 place a significant burden on development within the City, if such improvements are even possible / feasible.

On August 26, 2022 Fehr & Peers provided a memorandum (**Attachment 8**) containing an Addendum to the Estia at Rocklin Transportation Impact Study (Addendum). The Addendum determined that the proposed commercial land uses in the updated commercial site plan would result in eight percent fewer trips than what was analyzed in the Estia at Rocklin Traffic Impact Study (TIS), and therefore, the traffic analysis in the TIS adequately addresses the potential impacts of the updated commercial site plan. The Addendum also concluded that the Estia at Rocklin mixed use project would generate 44 percent fewer PM peak hour trips than the current General Plan land use designation, which indicates that the Estia at Rocklin project would result in lower traffic levels (i.e., less delay, better LOS) that if the site developed according to its current land use designation. The Addendum also examined the operations of the proposed roundabout at the southern William Jessup University driveway and the signal at the center William Jessup driveway and determined they would operate at acceptable LOS C or better with adjustments to the lane configurations and signal operations at the Sunset Boulevard/University Avenue/Atherton Road intersection. These adjustments include converting the planned southbound through lane to a shared left/through lane, modifying the southbound right-turn to a channelized free right-turn movement, and adding a right-turn overlap phase for westbound right-turns.

Based on the above discussion and findings, Staff recommend that the City Council find that the General Plan exceptions for these four intersections are acceptable, consistent with Circulation Element Action Step CA-2. A final version of the revised Action Step is provided with the resolution for the General Plan Amendment.

General Development Plan Amendment and Rezone

General Development Plan Amendment

Although the entire site has a General Plan land use designation of BP, a majority of the site is zoned PD-C, excluding a portion on the north side of the site that is zoned PD-LI. The applicant requests approval of an amendment to the Northwest Rocklin General Development Plan and of a rezone to an approximately twenty (20) acre portion of the site to Planned Development ten (10) units per acre (PD-10) to be consistent with the requested General Plan Amendment. The General Development Plan Amendment is required to update the appropriate tables and figures within that document to reflect the requested land use change.

Traffic Capacity in the Northwest Rocklin General Development Plan assumed 11,480 Average Daily Trips (ADT) for the entire 30-acre site if developed with commercial uses. However, the combined residential and commercial projects now proposed for the site would, per the Traffic Impact Study (TIS) prepared for the projects by Fehr & Peers, only generate 5,843 ADT. Parcels in the State Route 65 Corridor Planning Area in the Northwest Rocklin General Development Plan have their development potential limited by “trip caps” which were intended to limit development to help maintain LOS C for area intersections in the City. As such, these trip caps pose certain marketing and economic development disadvantages, therefore Staff believe it is in the City’s and area property owner’s best interest for the “excess capacity” of 5,637 ADT not needed for the Estia project site, including the 10-acre future commercial project, to be re-allocated to the remaining commercially designated properties within the State Route 65 Corridor Planning Area and distributed pro-rata based on acreage to preserve that development potential.

On August 19, 2022, Fehr & Peers provided a memorandum (**Attachment 7**) regarding the State Route 65 Trip Cap Reallocation Traffic Study. The study determined that reallocating trips from the Estia project site to other commercial development parcels in the Northwest Rocklin State Route 65 Corridor will result in slightly greater delays at the four study intersections, but it would not result in any changes to Level of Service (LOS) (i.e., all four study intersections would continue to operate at their “before trip reallocation” LOS), and all four intersections would continue to operate at LOS “D” or worse. These degraded operations are caused by cumulative levels of background traffic (including trips generated by approved development in the Placer Ranch Specific Plan and Sunset Area Plan west of State Route 65), as well as the construction of Placer Parkway westerly from State Route 65 to Santucci Boulevard.

Rezone

The requested rezone would apply the Northwest Rocklin General Development Plan PD-10 zone to the 20.0-acre residential portion of the site, including application of the associated land uses and development standards. The Rezone would also update the City Zoning Map. The design of the proposed project is consistent with the PD-10 development standards.

Tentative Parcel Map

The project requests to subdivide the approximately 30.0-acre site into two lots. The residential project site, Parcel 1, would be approximately 20.0 acres and the future commercial project site, Parcel 2, would be approximately 10.0 acres. The lot configuration and shared property line is consistent with the boundaries of the requested General Plan designation change and the requested Rezone.

As mentioned above, a TIS was prepared for the combined projects, Estia Residential and University Commercial. To address the increased traffic anticipated with the combined projects, the TIS identified that the project collectively would need to widen nearby streets and construct additional improvements beyond the existing roadway improvements along both University Avenue and Sunset Boulevard and at the intersection of Sunset Boulevard/Atherton Road/University Avenue. To facilitate the widening of University Avenue and accommodate other improvements, including sidewalks and Class II bike lanes, the parcel map is conditioned to dedicate additional right-of-way to provide for the final road sections consistent with the General Plan and the conditions of approval and the mitigation recommendations provided in the TIS for the combined projects.

An existing SPMUD trunk line runs along the southern and western frontages of Sunset Boulevard and the State Route 65 on-ramp and main roadway. The sewer line is currently within an existing twenty-foot wide easement with a ten-foot wide paved access road. To conform with current standards, SPMUD requires that the easement be widened to fifty feet wide and the access road widened to twenty-feet. As part of bringing the easement up to current standards, the existing access road is required to be improved for the full length of the easement. A draft condition regarding the easement width is provided in the resolution for the map; a draft condition for the improvements to the access road is included in the resolution for the Design Review.

The parcel map is also conditioned to provide a reciprocal access easement, or an approved equivalent, between the two parcels to facilitate a shared driveway which is required to provide the residential project with a second point of access through the anticipated future commercial project.

Design Review

Site Design

The Estia at Rocklin project is a single-story, attached and detached, for-rent multi-family development proposed on the northern twenty (20) acre portion of the existing property. The project proposes 181 total units split between seventy-four (74) one-bedroom units and one hundred seven (107) two-bedroom units. The one-bedroom units are paired into duplexes, while the two-bedroom units are a mix of single units and duplexes. While some of the units are accessed individually from the main driveway, most of units are grouped in clusters of three to eight units accessed by pathways in paseos (aka greenways) and landscaped areas stemming off of the main driveway. Near the University Avenue entrance is a Community Center with recreation amenities including a pool and patio area with outdoor seating and a bocce court. A dog park is located closer to the center of the project. Sidewalks provide

ample internal pedestrian circulation and access to the SPMUD access road along the southwestern frontage adjacent to SR-65, which is proposed to also serve as a pedestrian trail.

As mentioned above, this project is consistent with the development standards of the existing PD-10 zone in the Northwest Rocklin General Development Plan.

Parking

The City of Rocklin Municipal Code (RMC) specifies that apartment developments shall provide one and one-half parking spaces for each one-bedroom unit and two spaces for each two-bedroom unit and at least one parking space per unit is required to be covered. Visitor parking is required at twenty-five percent (25%) of the number of units.

To comply with the City's parking standard, the project would be required to provide a minimum of 371 parking spaces, and 393 are proposed. Of these, 277 are carport spaces and 54 are garage spaces. The remaining 62 spaces are uncovered and include 4 spaces which are ADA compliant and 3 spaces which are "Level 3" electric vehicle rapid charging stations. The garages are proposed to be wired to be electric vehicle (EV) ready, but not include charging stations.

The garage structures also include separate 120 square foot storage areas available for residents' use. To ensure that garages are used for parking and not storage, the project is conditioned to develop and enforce a parking management plan. The community manager would be responsible to monitor and enforce the requirements of the plan. This requirement has been included as a condition of approval in the draft resolution for the design review.

Fencing, Walls, and Noise Analysis

The City of Rocklin General Plan goal for noise is: "To protect residents from health hazards and annoyance associated with excessive noise levels". To implement that goal, the City has adopted Noise Compatibility Guidelines prepared by the State Office of Noise Control. The objective of the Noise Compatibility Guidelines is to assure that consideration is given to the sensitivity to noise of a proposed land use in relation to the noise environment in which it is proposed to be located. For outdoor activity areas of residential uses, the maximum allowable noise exposure level from transportation noise sources is 60 dB Ldn. The maximum allowable interior noise exposure level from transportation noise sources is 45 dB Ldn.

A noise analysis was prepared by RCH Group for the proposed project to analyze mainly transportation noise, including noise from SR65 and adjacent City streets, and review compliance with City standards for acceptable noise levels in residential developments. Based upon the findings of the noise study the Mitigated Negative Declaration contains a mitigation measure to address stationary equipment noise. This mitigation measure has been incorporated into the project requirements as a condition of approval on the Design Review.

The noise study also concluded that the proposed eight-foot tall masonry sound wall along the Sunset Boulevard / SR65 frontage would adequately attenuate the freeway transportation noise for the Estia project. Further, the study concluded that the proposed six-foot tall masonry sound wall that extends along the northern project boundary from the northwest corner at SR65 to the University Avenue frontage provides adequate separation and buffering from the adjacent PD-LI zoned properties to the north, consistent with the Zoning Ordinance (Chapter 17.08.080(A)) ensuring compatibility between the proposed residential and (future) non-residential uses. From the northern property boundary, the six-foot sound wall wraps along the eastern property line at the University Avenue right-of-way, runs south parallel to University Avenue with a break at the main entrance, and then turns again, to the west, along the southern boundary shared with the 10-acre future retail portion of the site. The main entry driveway is flanked by extensions of the six-foot wall that extend approximately 40 to 50 feet west into the project where it transitions to the tubular steel fence at the project gates. The noise study determined that this perimeter 6-foot wall would provide adequate buffering from transportation noise from University Avenue on the east and the future commercial uses to the south.

The masonry sound walls are proposed as split-face concrete modular units (CMU), with decorative banding within the masonry pattern, and a decorative cap. Staff has provided conditions of approval that include a requirement for pilasters spaced at no more than 100 feet on center along the Sunset Boulevard / SR65 frontage and no more than sixty (60) feet on center along University Avenue, the northerly project boundary, and along the southerly project boundary.

At the main and secondary entries, tubular steel fencing transitions from the sound walls and the vehicular and pedestrian gates include metal mesh, as shown in Exhibit A. Also, a four-foot tall metal mesh fence encloses the pool area. Along the project-side edge of the SPMUD easement, a tubular steel fence is proposed to delineate the pedestrian trail and separate it from the project. Pedestrian gates at three locations within paseos between the residential units provide access from the project to the trail.

Architecture

The project site is located within the University Architectural District which is the City's most modern district with regard to architectural design. Projects are encouraged to incorporate features such as a strong linear emphasis, strong use of color, metallic panels and surfaces, and other modern architectural elements. The project was reviewed by the Architectural Review Committee (ARC) in January. The ARC provided direction regarding the trash enclosures and the carwash canopy to use additional elements to tie these structures to the rest of the project and recommended approval of the project's architecture provided the applicant worked with staff to make adjustments in these two areas. The applicant responded by adding green to the trash enclosure doors, which picks up the green used in Color Palette 4 for the residential units. The applicant also added the carwash canopy to the maintenance building elevations. The carwash canopy uses the same colors and materials, grey and corrugated metal roofing, as the carports to maintain a consistent look between similar structures. With these changes, Staff believe the applicant adequately responded to the ARC's direction and supports the architecture as consistent with the University District requirements.

The project proposes two different floor plans for the single-story apartments: a one-bedroom unit with 709 square feet of living area and a two-bedroom unit with 1,090 square feet of living area. Each floor plan has a covered front porch and patio cover in a private rear yard. Three structure types, duplex one-bedroom units, standalone two-bedroom units, and duplex two-bedroom units, are distributed throughout the project and there are four color and material palettes so there is variation in size, massing, spacing between units, and the use of colors and materials when viewed from the internal driveways and paseos. The main colors of each scheme are neutral shades and each also includes a brighter, contrasting “pop” of color consistent with the University District Guidelines.

As mentioned above, the project includes a Community Center in the central portion of the site. This building has been designed to complement the apartment units, employing architectural elements, colors, and materials consistent with the residential architecture.

Public Art and Project Amenities

Consistent with the Public Art Master Plan and the University District Architectural Guidelines for Art and Signage, Staff requested the project provide public art as one of the project amenities. Because of the high visibility and prominence of the project location, the residential and future commercial projects provide ideal opportunities to advance the City’s goals for public art associated with private development. The project has proposed an area within the landscaping on the southern side of the northern or main entrance off University Avenue for an art installation, but has not indicated what format or theme the proposed art installation would take. Staff has included in the draft Design Review resolution what are generally standard conditions of approval applied to prior projects to ensure the public art installation and its location is approved by the Parks, Recreation and Arts Commission prior to issuance of a Certificate of Occupancy for the Community Center building and that the art piece is installed prior to issuance of the 171st certificate of occupancy for the project (the art piece must be installed prior to the last ten units receiving a Certificate of Occupancy).

The project proposes additional amenities including, as previously mentioned, a swimming pool, common patio and outdoor gathering area, shared turf open spaces, and a bocce court, consistent with Multi-Family Residential Guidelines in the Northwest Rocklin Annexation Area Design Guidelines. In addition, the project provides a dog park and carwash area for residents’ convenience.

On-Site and Off-Site Landscaping

The project includes extensive landscaping within the common areas and paseos. In addition, the passive spaces between the clustered units that do not provide pedestrian access through the site provide additional areas of landscaping with some also serving as Low Impact Development (LID) bioretention areas. After careful review, Staff do not believe that as proposed the project would meet the parking lot shading requirement of 50% minimum shading of paved parking and driveways in 15 years based on the assumptions used to prepare the shading calculation provided. The percentages used to represent the amount of pavement shade coverage are overly generous and, in many cases, do

not reflect how much of a given canopy would extend over pavement as opposed to planter areas immediately under the tree consistent with how this City-wide Design Review requirement has been interpreted and applied to other projects. Accordingly, Staff has included a recommended condition of approval to require the shading plan to be revised and provided for Staff approval prior to submittal of the improvement plans to Engineering.

Each unit has its own individual fenced yard, enclosed by a six-foot tall vinyl fence. Staff was concerned that the use of artificial turf, while low-maintenance, was not an environmentally sound solution and recommended the use of pavers or poured concrete instead to create a patio rather than a yard. The Planning Commission did not concur, therefore a condition of approval prohibiting the use of artificial turf was not added to the draft resolution of approval.

Landscaping within the University Avenue frontage and medians is proposed and conditioned to follow the thematic plant palette of the existing right-of-way landscaping along the eastern side of University Avenue, including street trees and understory plantings. This design is consistent with the Northwest Rocklin Annexation Area Design Guidelines which call for landscape corridors along arterial streets that create a sense of unity along the streets and employ a dominant tree species to provide visual continuity within the community.

Similarly, the Northwest Rocklin Design Guidelines require primary entrances for multi-family development to include enhanced features, including extensive landscaping. The project is proposing several elements that are consistent with this requirement, including decorative sound walls, colored and stamped pavement treatment, and thematic signage. Additionally, the public art installation is proposed at the main project entry. To ensure clarity and consistency between the two project entries, Staff has included a condition of approval for the enhanced pavement treatment(s) at the secondary entrance also be employed at the main University Avenue entrance.

Signage

The project proposes one freestanding sign incorporated as part of the entrance design within the landscape median at the northern project entry. The sign is architecturally similar to the contemporary design of the overall project employing colors and materials used for the residential and community center structures. The sign complies with the Sign Ordinance, University District Architectural Guidelines, and was included the ARC's recommendation of approval of the project architecture. The project will include internal addressing signs which also employ material elements consistent with the rest of the project. Their final locations and design are subject to approval by the Fire Chief and Community Development Director.

Grading and Stormwater Quality

The project's grading is designed to balance on-site. The finished project would have approximately thirteen feet of fall from the highest point at the southeastern corner near University Avenue sloping

west across the project to the lowest point at the northwestern corner near the State Route 65 frontage. Retaining walls are not proposed or required as part of the project's site design and grading.

Storm drainage will be collected, treated, and discharged pursuant to the City's requirements. A Preliminary Drainage Report has been provided. The preliminary design of the system is indicated on the grading and utility plan. The project would be compatible with the Phase II Small MS-4 requirements. Volume and rate of storm waters leaving the site would remain unchanged from the predevelopment situation.

The project is conditioned to comply with the City's Post Construction Manual for Stormwater Management. Air quality, sediment, and erosion control measures are required to be implemented and maintained during construction.

Commercial and Residential Development Linkage

Due to concerns that the residential portion of the project could move forward with no guarantee that a commercial component would actually be developed, Staff has proposed a special condition in the Design Review resolution requiring that development of both the commercial and residential components of the project be linked.

Access, Circulation, and Project & Off-site Roadway Improvements

The project design provides for two points of access to the Estia project: via a right-in/right-out main driveway at the center of the project frontage on University Avenue and by a secondary driveway further south. The secondary driveway is required for additional access for this project and coincides with the location of the future commercial project's main driveway. As noted above in the traffic discussion within the General Plan Amendment section, the project's TIS identified that a traffic signal at this driveway is required to address circulation, capacity, and safety within the University Avenue corridor. The secondary access driveway is intended to transition into the future commercial project's primary entrance and be completed with the commercial project. The project is proposed to be gated and conditions to ensure appropriate public safety access are included in the draft resolution.

In addition to the driveways, emergency access is also provided via an Emergency Vehicle Access (EVA) at the southwest corner of the project. The EVA connects to the existing access road within the existing SPMUD easement.

The project proposes to incorporate the SPMUD access road as a public trail. The project provides a few points of pedestrian access along the western boundary of the project through the paseos. As discussed above, SPMUD requires the existing twenty-foot-wide easement to be enlarged to fifty feet, and for the existing access road to be improved to their current standards. To make the easement area more welcoming as a recreation amenity, the project proposes and SPMUD is allowing low shrubs and growing groundcover with irrigation within the easement area.

The project is required to construct frontage improvements along University Avenue. As discussed above, the TIS prepared for the combined project identified additional University Avenue roadway improvements, including the traffic signal at the secondary driveway, a roundabout at the William Jessup University to accommodate the southern driveway, as well as additional improvements to the Sunset Boulevard/Atherton Road/University Avenue intersection and on the Sunset Boulevard frontage east of the intersection. All of these roadway improvements are included as conditions of approval on the Design Review.

Environmental

Consistent with the requirements of the California Environmental Quality Act (CEQA) an Initial Study was prepared to determine the potential impacts on the environment from the Estia at Rocklin and the University Commercial projects. The study found that the Estia project could have significant impacts with regard to Biological Resources, Cultural Resources, Noise, Transportation, and Tribal Cultural Resources; however, it was also able to identify mitigation measures that would reduce each of these potential impacts to a less than significant level. Therefore, a Mitigated Negative Declaration (MND) of environmental impacts was prepared for the project. It should be noted that Level of Service (LOS) standards are no longer CEQA metrics and thus the LOS deficiencies are addressed through the General Plan Amendment.

The MND was circulated and made available to various City, County, State, and utility agencies, including to the State Clearinghouse, for a 30-day public review period. As a result of that review process, one comment letter from the Central Valley Regional Water Quality Control Board (CVRWQCB) was received. It is provided at **Attachment 4**. The CVRWQCB provided comments related to their responsibility of protecting the quality of surface water and groundwaters of the State. The comments provided general information related to the various permits administered by the CVRWQCB, how/when the permits are required and where to find additional information regarding the permits. There were no comments specific to the analysis or conclusions within the Estia at Rocklin and University Commercial Project MND. A general discussion of the CVRWQCB permits applicable to the project is provided in the MND. Otherwise, the comments from the CVRWQCB do not affect the analysis or conclusions reached in the MND and are considered to be noted; additional response or revisions to the MND are not necessary.

Letters from Commenting Agencies

This project was circulated to various City Departments, outside agencies, and utilities for review and no issues of concern were identified. Comments from other agencies have either been addressed through the project design or have been included as Conditions of Approval.

Recommendation

Subject to the City Council making legally adequate findings for approval of the Design Review for the project, the Planning Commission and Staff recommend approval of the Estia at Rocklin project as proposed and conditioned.

Prepared by Dara Dungworth, Senior Planner

Attachments to the September 27, 2022 City Council Staff Report

Attachments to the September 27, 2022 City Council Staff Report, listed below, have not been included in this packet but are available for review at the following: [Agendas and Minutes webpage](#); [Online Agenda link](#).

Attachment 1: GPA Action Plan Step CA-2 excerpt with proposed revisions

Attachment 2: Final Transportation Impact Study for Estia at Rocklin, April 13, 2022 and University Corridor Analysis email message, June 30, 2022

Attachment 3: NWRA Trip Caps email message, July 13, 2022

Attachment 4: Estia at Rocklin & University Commercial Project MND Response to Comments Memo

Attachment 5: Planning Commission Blue Memo and Attachments, August 16, 2022

Attachment 6: Draft Minutes of the August 16, 2022 Planning Commission Meeting

Attachment 7: Northwest Rocklin Trip Cap Reallocation Memorandum, August 19, 2022

Attachment 8: Transportation Impact Study Addendum Memorandum, August 26, 2022

Attachment 9: EPS Withdrawal Request Memorandum, August 23, 2022

Blue Memo (Addendum) to the September 27, 2022 City Council Staff Report

Available at the [Agendas and Minutes webpage](#); Post Agenda Items link.