

RESOLUTION NO. 28874

RESOLUTION OF THE COUNCIL OF THE CITY OF SANTA ROSA ADOPTING THE ROSELAND AREA/SEBASTOPOL ROAD SPECIFIC PLAN AND APPROVING A GENERAL PLAN AMENDMENT CONSISTENT WITH THE SPECIFIC PLAN, AND MAKING FINDINGS WITH REGARD TO SIGNIFICANT IMPACTS IDENTIFIED IN THE ENVIRONMENTAL IMPACT REPORT FOR THE ROSELAND AREA/SEBASTOPOL ROAD SPECIFIC PLAN AND GENERAL PLAN AMENDMENT - FILE NUMBER ST14-001

WHEREAS, the Bay Area's Sustainable Communities Strategy, developed in conformance with Senate Bill 375, is Plan Bay Area. The Sustainable Communities Strategy aims to reduce greenhouse gas emissions through compact, transit-oriented development; and

WHEREAS, Plan Bay Area designates Priority Development Areas (PDAs), which are locally identified areas which are planned to accommodate growth near transit and jobs. Santa Rosa has five designated PDAs: Downtown Station Area; North Station Area; Santa Rosa Avenue/Mendocino Avenue Corridor; Sebastopol Road Corridor; and Roseland Area; and

WHEREAS, the Metropolitan Transportation Commission (MTC) approved \$20 million in PDA planning program funds to Bay Area Congestion Management Agencies, and the Sonoma County Transportation Authority (SCTA) received \$1,447,000 for local planning; and

WHEREAS, the City of Santa Rosa received a grant from SCTA for \$647,000 of these funds for development of the Roseland Area/Sebastopol Road Specific Plan, which combines the Roseland Area PDA and a portion of the Sebastopol Road Corridor PDA, and is focused around the Southside Bus Transfer Center at the Southwest Community Park on Hearn Avenue; and

WHEREAS, an extensive community engagement strategy was utilized for the planning process, which included outreach at local events and schools, four community workshops, four steering committee meetings, and numerous small group and individual meetings held to assess the community's ideas and visions for creating a transit supportive environment around the Southside Bus Transfer Center; and

WHEREAS, the Draft Roseland Area/Sebastopol Road Specific Plan was developed based on the community's vision of a transit supportive environment with: higher density residential development; improved connectivity; safe, attractive, walkable streets; civic, recreational and open spaces; and neighborhood serving services and uses; and

WHEREAS, on June 9, 2016, the Planning Commission conducted a hearing in consideration of the Draft Roseland Area/Sebastopol Road Specific Plan, General Plan Amendment and Draft Environmental Impact Report, at which all those wishing to be heard were allowed to speak or present written comments and other materials; and

WHEREAS, the Planning Commission held two additional meetings, on June 23, 2016 and September 8, 2016, to deliberate on the staff reports, oral and written, testimony, written comments and all aspects of the Draft Roseland Area/Sebastopol Road Specific Plan and General Plan Amendment; and

WHEREAS, the Roseland Area/Sebastopol Road Specific Plan and General Plan Amendment will implement the land use intensities, development policies and public improvements that are appropriate and necessary for creating a transit supportive environment in and around the Southside Bus Transfer Center; and

WHEREAS, adoption of the Roseland Area/Sebastopol Road Specific Plan and General Plan Amendment will further General Plan land use and transportation goals and objectives that support intensification of land uses around transit facilities and corridors, improved multi-modal connectivity and circulation, and enhancement of the physical environment; and

WHEREAS, changes to the General Plan's Land Use Diagram, text and figures are proposed in order to ensure consistency between the Roseland Area/Sebastopol Road Specific Plan and the General Plan and such changes are set forth in Exhibit "B" attached to this resolution and made part hereof; and

WHEREAS, the Planning Commission found that the changes to the General Plan text and Land Use Diagram are justified to achieve the objectives and policies of the General Plan in that:

- A. The proposed amendments ensure and maintain internal consistency with the goals and policies of all elements of the General Plan;
- B. The proposed amendments would not be detrimental to the public interest, health, safety, convenience, or welfare of the City;
- C. The proposed changes will not negatively impact the City's ability to accommodate the jurisdiction's share of the regional housing need pursuant to Government Code Section 65584; and
- D. The proposed amendments have been reviewed in compliance with the California Environmental Quality Act (CEQA); and

WHEREAS, the proposed General Plan Amendment is one of the three General Plan amendments allotted by the City per year; and

WHEREAS, the Planning Commission recommended a number of changes to the Draft Roseland Area/Sebastopol Road Specific Plan; and

WHEREAS, the Planning Commission considered the Final Environmental Impact Report and determined that the Commission's recommended changes in the Draft Roseland Area/Sebastopol Road Specific Plan are adequately described and analyzed therein and the Planning Commission recommended that the Council certify the Final EIR; and

WHEREAS, the Council held a public hearing on October 18, 2016 regarding the Draft Roseland Area/Sebastopol Road Specific Plan and General Plan Amendment at which time all persons were invited to speak or submit written comments; and

WHEREAS, the Council considered the Planning Commission's recommendations for changes to the Draft Roseland Area/Sebastopol Road Specific Plan, and determined to accept all of the recommendations, except the Commission's recommendation for a proposed extension of Roberts Avenue, for which the Council requested further study; and

WHEREAS, the Final Environmental Impact Report prepared for the project identifies four significant impacts which are significant and unavoidable and cannot be feasibly mitigated, including the following:

Impact 3.3.8 Air Quality. The proposed project, in combination with cumulative development in the San Francisco Bay Area Air Basin (SFBAAB), could result in a significantly cumulative increase of criteria air pollutants for which the air basin is designated nonattainment. This would be a significant cumulative impact, and the project's contribution to the impact would be considered cumulatively considerable.

Impact 3.14.2 Traffic and Transportation. Project traffic would have the potential to degrade mainline freeway operations to unacceptable levels of service under Existing plus Project conditions (Highway 101 North – Todd Road to Highway 12).

Impact 3.14.3 Traffic and Transportation. Project traffic would have the potential to degrade freeway ramp operations to an unacceptable level of service at the southbound Highway 101 freeway off-ramp at Hearn Avenue under Existing plus Project conditions.

Impact 3.14.11 Traffic and Transportation. Project traffic, when considered together with other past, present, and future development, would have the potential to degrade mainline freeway operations to unacceptable levels of service (Future plus Project or "cumulative" conditions); and

WHEREAS, the Council has considered the significant, unavoidable affects outlined in the Final Environmental Impact Report and has weighed the potential significant impacts related to the proposed Roseland Area/Sebastopol Road Specific Plan and General Plan Amendment against the benefits of the Roseland Area/Sebastopol Road Specific Plan and General Plan Amendment.

NOW, THEREFORE, BE IT RESOLVED that the Council of the City of Santa Rosa, with regard to the significant, unavoidable effects of the proposed Roseland Area/Sebastopol Road Specific Plan and General Plan Amendment as identified in the Final EIR, and based on substantial evidence in the record, finds as follows:

Air Quality. By its very nature, air pollution is largely a cumulative impact. According to the Bay Area Air Quality Management District (BAAQMD), no single project is sufficient in size, by itself, to result in nonattainment of ambient air quality standards. Instead, a project's individual emissions contribute to existing cumulatively significant

adverse air quality impacts. In developing thresholds of significance for air pollutants, the BAAQMD considered the emission levels for which a project's individual emissions would be cumulatively considerable. According to the BAAQMD, if a project exceeds its identified significance thresholds, the project's impact would be cumulatively considerable. As stated under Air Quality Impact 3.3.3 of the Draft Environmental Impact Report, it cannot be guaranteed, despite mitigation, that construction of subsequent projects allowed under the proposed project would generate air pollutant emissions below BAAQMD significance thresholds because of the programmatic and conceptual nature of the proposed project and uncertainties related to future subsequent projects. Therefore, significant cumulative impacts would result and the project's contribution to those impacts would be cumulatively considerable.

During the past few years the City of Santa Rosa has modified its planning policies and land use regulations to increase residential densities in the vicinity of rail and bus transit facilities and on other infill properties. This has resulted in accommodating the increase in population projected through the year 2035 within the same Urban Growth Boundary established to accommodate projected population to the year 2020. This land use pattern is designed to reduce automobile trips (and, therefore, vehicle miles traveled) and is supportive of a program of greenhouse gas reduction. Thus a basis for a finding of overriding consideration is the fact that the policies included in the Draft Roseland Area/Sebastopol Road Specific Plan will provide a more efficient settlement pattern compared to the current General Plan for the plan area.

Traffic and Transportation. The City of Santa Rosa is working collaboratively with Caltrans to approve and fund construction of a widened Hearn Avenue freeway overpass and associated intersection improvements. This project is identified in the City's General Plan 2035 and is projected to alleviate both congestion and adverse queuing onto the freeway in the future. However, because the widening project would not be complete under Existing plus Project near-term conditions, the adverse queuing conditions would remain and the impact of the Specific Plan would be significant and unavoidable. Note that under Future plus Project conditions (see Draft Environmental Impact Report, Impact 3.14.12), the Hearn Avenue overpass widening and interchange project would be completed and the impact would be reduced to a level of less than significant.

The projected unacceptable operation on US 101 could be mitigated by widening the freeway to include additional through lanes in each direction. However, further widening of US 101 is not included in the Sonoma County Transportation Authority's (SCTA) Comprehensive Transportation Plan, nor do any financing mechanisms currently exist to fund the improvement. Widening the freeway would require major reconstruction of multiple freeway structures, right-of-way acquisition including many homes and businesses, closure or relocation of city streets paralleling the freeway corridor, and the likely creation of additional secondary environmental impacts. As a result, such improvements to US 101 are considered infeasible. The City of Santa Rosa, the County of Sonoma, and the SCTA recognize that US 101 will experience congestion into the foreseeable future and that there will be no further major capacity enhancements, such as expansions or new freeways. All three entities concur in various planning and policy documents that long-range solutions to regional mobility must focus on better land use

planning that supports transit and alternative transportation modes; stronger jobs-housing balance; and increased support of transportation demand measures. The proposed Specific Plan emphasizes each of these goals.

A basis for a finding of overriding consideration for Traffic and Transportation is the fact that for the City to facilitate residential development to accommodate its state-mandated share of regional housing needs, residential development within the City and Urban Growth Boundary and surrounding transit stations must continue to be allowed, and at higher densities. Commercial and industrial development, which also generate traffic, are needed to provide services to the increased population, a tax base for revenues, and jobs for a portion of the population. The Specific Plan provides for development, both residential and commercial, in a manner that supports transit and encourages alternative transportation modes, minimizing traffic impacts to the greatest extent feasible.

BE IT FURTHER RESOLVED that the Council finds and determines, based on the foregoing, that the benefits, such as higher residential densities and increased multi-modal connectivity that will support transit ridership, which will be realized and achieved from the implementation of the Roseland Area/Sebastopol Road Specific Plan and associated amendment, outweigh the environmental risks associated with the adoption and implementation of the Roseland Area/Sebastopol Road Specific Plan and General Plan Amendment, and further find on this basis that the significant effects are acceptable, and therefore find that there are overriding considerations in favor of adoption of the Roseland Area/Sebastopol Road Specific Plan and approval of the General Plan Amendment.

BE IT FURTHER RESOLVED that the Council finds and determines that all other impacts identified in the Final EIR will be mitigated to less than significant with the adoption and implementation of the Mitigation Monitoring and Reporting Program, dated August 2016.

BE IT FURTHER RESOLVED that the Council finds and determines that:

- A. The proposed Roseland Area/Sebastopol Specific Plan and General Plan Amendment ensure and maintain internal consistency with the goals and policies of all elements of the General Plan;
- B. The proposed Roseland Area/Sebastopol Specific Plan and General Plan Amendment would not be detrimental to the public interest, health, safety, convenience, or welfare of the City;
- C. The proposed changes will not negatively impact the City's ability to accommodate the jurisdiction's share of the regional housing need pursuant to Government Code Section 65584; and
- D. The affected sites are physically suitable (including the absence of physical constraints, access, compatibility with adjoining land uses, and provision of utilities) for the requested/anticipated land use developments; and

E. The proposed Roseland Area/Sebastopol Specific Plan and General Plan Amendment have been reviewed in compliance with the California Environmental Quality Act (CEQA) as more fully set forth above.

BE IT FURTHER RESOLVED that the Council has considered the testimony on the Roseland Area/Sebastopol Road Specific Plan and General Plan Amendment and has reached consensus on issues important to the community and has determined that the Specific Plan, with the changes outlined in Exhibit “A”, will provide necessary and appropriate policy guidance for increased residential densities and improved multi-modal connectivity to support transit ridership, and the Council hereby adopts the Roseland Area/Sebastopol Road Specific Plan as amended by changes in Exhibit “A”. The Council authorizes City staff to make minor typographical and editorial changes to the Roseland Area/Sebastopol Road Specific Plan as necessary, consistent with the intent of this Resolution.

BE IT FURTHER RESOLVED that, based on the foregoing, the Council hereby adopts the General Plan Amendment in the form set forth in Exhibit “B” to this resolution and directs staff to implement the Roseland Area/Sebastopol Road Specific Plan as adopted herein, all of which shall be incorporated into a final approved Roseland Area/Sebastopol Road Specific Plan on file in the Planning and Economic Development Department, and a re-published Santa Rosa General Plan 2035.

IN COUNCIL DULY PASSED this 18th day of October 2016.

AYES: (6) Mayor Sawyer, Vice Mayor Schwedhelm, Council Members Combs, Coursey, Olivares, Wysocky

NOES: (0)

ABSENT: (1) Council Member Carlstrom

ABSTAIN: (0)

ATTEST: _____ APPROVED: _____
City Clerk Mayor

APPROVED AS TO FORM:

Interim City Attorney

Exhibit A – Changes to the Roseland Area/Sebastopol Road Specific Plan
Exhibit B – General Plan Amendment