

CITY OF SANTA ROSA
CITY COUNCIL

TO: MAYOR AND CITY COUNCIL
FROM: JEN SANTOS, PARKS DEPUTY DIRECTOR, TRANSPORTATION
AND PUBLIC WORKS DEPARTMENT
SUBJECT: ADOPTION OF MITIGATED NEGATIVE DECLARATION AND
MASTER PLAN FOR ROSELAND CREEK COMMUNITY PARK

AGENDA ACTION: RESOLUTION

RECOMMENDATION

It is recommended by the Transportation and Public Works Department, Parks Division that the Council, by resolution, 1) adopt the Mitigated Negative Declaration, including a Mitigation Monitoring and Reporting Program, and 2) adopt the Roseland Creek Community Park Master Plan to include preservation of native grassland, oak woodland and purple needlegrass habitat in addition to community serving improvements including pedestrian and bicycle trails, community garden or outdoor classroom, nature center, picnic areas with barbeques and sink, parking, children's play areas for ages 2-5 and 5-12, restroom building, sport court, fitness stations, irrigated turf area, two pedestrian bridges, crosswalk, looped walking paths and interpretive signage.

EXECUTIVE SUMMARY

The purpose of the proposed Roseland Creek Community Park Master Plan is to establish a park master plan that will direct the type and general location of amenities requested by the community. The purpose of the Mitigated Negative Declaration is to provide environmental analysis, mitigation and declaration in support of the Roseland Creek Community Park Master Plan.

BACKGROUND

Roseland Creek Community Park is identified as a 19.54-acre community park site in the Santa Rosa 2035 General Plan and the Recreation and Parks Business and Strategic Action Plan. Roseland Creek Community Park is in the City's southwest quadrant and is bisected by Roseland Creek towards the southern portion of the park. The park site is across Burbank Avenue from Roseland Creek Elementary School on the west and otherwise surrounded by single-family and multi-family residential lots on the north and east as well as one rural residential lot to the south that is planned for multi-family housing.

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The land for Roseland Creek Community Park was acquired from the individual land owners with funding from Park Development Impact fees and the Sonoma County Agricultural Preservation and Open Space District's (SCAPOS) Matching Grant Program. The included properties and the associated SCAPOS conservation easement requirements are described as follows:

- The 1027 McMinn Avenue and 1360 Burbank Avenue properties are the two most northern parcels and were acquired together through a SCAPOS Matching Grant Agreement in 2011. (Referred to as Phase 1B from the SCAPOS Matching Grant Agreement). The acquisition agreement also required a conservation easement over the land which limits non-permeable improvements to 5% or less of the total land which together are approximately 10.97 acres. The Matching Grant Agreement also requires the City to improve the site by March 2021 with the pathway that connects McMinn Avenue to Burbank Avenue and then across Burbank Avenue, to Roseland Creek Elementary School. City staff maintain the site to the expectations of the City and of the SCAPOS Conservation Easement and the SCAPOS monitor and report on the condition of the park annually.
- The 1400 Burbank Avenue property is the southernmost park parcel and was acquired through a SCAPOS Matching Grant Agreement in 2011. (Referred to as Phase 1A from the SCAPOS Matching Grant Agreement). The acquisition agreement also required a conservation easement over the land which limits non-permeable improvements to 20% or less of the total land which is approximately 5.96 acres. City staff maintain the site to the expectations of the City standards and of the SCAPOS Conservation Easement and the SCAPOS monitor and report on the maintenance of the park.
- The 1370 Burbank Avenue property was recently purchased in 2018 by the City and is awaiting final reimbursement through the SCAPOS Matching Grant Agreement. (Referred to as Phase 1C from the SCAPOS Matching Grant Agreement). The acquisition of this parcel will also require a conservation easement and recreation covenant which is in progress now with the SCAPOS.

Since the 1370 Burbank Avenue acquisition in 2018, the SCAPOS and the City mutually agree that it would be best to have one easement and one recreation covenant over the entire park site now that the City owns all the park parcels rather than three separate conservation easements. Thus, the SCAPOS is in progress with the City to finalize the conservation easement and recreation covenant by Spring 2021.

The City has provided regular updates to the SCAPOS regarding the Master Plan and environmental review progress. The November 1, 2019 draft Master Plan includes minor updates requested by the SCAPOS and meets the requirements of the Conservation Easements. In general, those properties north of Roseland Creek will be

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enhanced and preserved as native grassland and oak woodland habitat consistent with the conservation easements. The property to the south of the creek will incorporate a combination of passive and active recreation with a significant portion being preserved for purple needlegrass.

The Master Plan will guide the type and placement of physical improvements on the site as funding becomes available, and aide the City in applying for grants to improve the site. The details of type of surfacing and furnishings are not yet determined but will comply with the requirements set in the SCAPOSD Conservation Easement, including limits on permeable surfaces and all state and local codes and regulations.

On February 28, 2017, Council approved an Agreement #F001375 with David J Powers & Associates (DJP), Inc, Gold River, CA to provide environmental analysis and declaration for the proposed Roseland Creek Community Park Master Plan.

On February 28, 2017, Council approved an Agreement #F001374 with Design Workshop Landscape Architects, Inc., of Tahoe, NV (Design Workshop) to provide a draft master plan and 30% design and engineering plans for Roseland Creek Community Park. Design services included assisting the City with preparation of the draft Master Plan and facilitating neighborhood meetings and workshops.

Roseland Creek Community Park requires a community developed and Council approved master plan in order to construct the park with amenities as desired by the community. The master plan in-turn requires environmental analysis to determine any environmental impacts and mitigation required for future park development. Upon Council approval of both the Mitigated Negative Declaration the Master Plan, the City may move forward with future development of the park as approved in the master plan, and SCAPOSD conservation easements as funding becomes available.

PRIOR CITY COUNCIL REVIEW

Not applicable

ANALYSIS

Design Workshop and DJP worked in conjunction with each other, the City and the community to prepare graphics and provide research regarding opportunities and constraints at Roseland Creek Community Park.

The following public meetings were held to solicit feedback from the community regarding their desired park amenities;

- 2009 – 2010: 5 Workshops
- February 10, 2010: Board of Community Services (BOCS)

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- 2015: 4 Workshops
- July 22, 2015: BOCS
- August 26, 2015: BOCS
- September 16, 2017: Workshop
- October 7, 2017: Roseland Binational Health Fair
- December 2, 2017: Workshop
- February 28, 2018: BOCS
- March 28, 2018: BOCS (received recommendation for Council approval)
- March 22, 2019: Sheppard Elementary
- April 17, 2019: Roseland Prep High School
- May 5, 2019: Roseland Cinco de Mayo
- June 6, 2019: Chelsea Gardens Senior Community
- July 10, 2019: SW Santa Rosa Health Action meeting
- August 8, 2019: Land Paths Garden celebration

In addition to the above meetings, all Roseland Annexation and Santa Rosa/Sebastopol Road Specific Plan meetings were attended by the Park Planning Division. Feedback was received and incorporated into the plan during these events. The Master Plan was also presented at various Community Advisory Board (CAB) annual open house meetings to solicit feedback regarding the planned amenities.

City staff held five community meetings between 2009 and 2010 and developed a park improvement concept that was submitted as a draft master plan to the SCAPOSD for acquisition of the park site parcels. The summary from those meetings shows a distinction between community members who wanted very little to no development and those that wanted more intensive development for activities.

Between 2010 and 2014 no work or outreach was performed for the master plan. In 2015, the Parks Planning Division re-engaged the community through a series of meetings soliciting feedback for the master plan. It was prudent to check-in with the community to understand if there was still interest in the 2010 plan or if there was any interest in updates. The initial meetings in 2015 included background information to the community about existing and planned nearby parks and amenities and a summary of all comments and actions taken in 2009 and 2010. The community was also provided with basic information regarding the site opportunities and constraints.

Early versions of the draft master plan included amenities such as a walking trails that looped through the park and adjacent to the creek, pedestrian and bicycle trail, playground and picnicking with a restroom building nearby, nature center with restrooms and parking, a Pomo interpretive village, outdoor classroom, two pedestrian bridges and interpretive signage. The first master plan version also included items such as constructed wetlands/vernal pools and overlooks Roseland Creek.

The draft Master Plan has been graphically developed by three different firms, each using their own imagery and format, there have been only several slight modifications to

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the 2010 draft Master Plan that was widely accepted by the community. These modifications have resulted from community and stakeholder feedback, site investigations, and the environmental review. For example, the Citywide Creek Master Plan (CCMP) already has a plan for restoration of Roseland Creek, thus the creek area was removed from the master plan and a reference to the CCMP was added to eliminate duplication. Vernal pools and wetlands have been determined to not exist on-site and were therefore removed from the plan.

In asking community members about the intentions regarding what the Pomo interpretive village was planned to be; it was stated that it was to be picnic areas with a Pomo tribal theme. Tribes that have registered with the city to be notified for any and all developments are the Federated Indians of the Graton Rancheria (FIGR) and the Lytton Rancheria of California (LRC). While the LRC made no comments, the FIGR expressed that they were not supportive of a “Pomo village” and requested that the City refrain from any references to “Pomo village” in the park. They did request that the park include a few primary elements including barbecues, an outdoor sink, picnic tables, parking for their elders, proximity to a restroom and identification of all native tree species along the southern side of Roseland Creek.

Although Dry Creek Pomo Rancheria (DCPR) is not registered with the city to be notified, a resident who claimed to be connected to this tribe requested the “Pomo village” concept remain in the plan. Thus, the DCPR was contacted by City staff and no reply was received.

The City Traffic Engineering team requested that the crosswalk connecting the Park to Roseland Creek Elementary school shift south so that students crossing Burbank Avenue would only have to cross vehicles one time entering the school grounds. Adjusting the crosswalk provides a safer route to school for students. Also, as part of the Roseland Specific Plan, the community desired a rural aesthetic along Burbank Avenue which eliminated the requirement for traditional sidewalks, which will direct pedestrians on the east side of Burbank Avenue to travel through the park.

Throughout the entire park master planning process the pedestrian and bicycle trails, nature center and parking were consistently the most agreed upon amenities. In addition to the community members that would like the park to be mostly undeveloped and open space or preserved, there are also community members that requested inclusion of large sports fields or an arena for soccer, baseball and softball, pump track, bicycle racing and similar.

Providing access to a natural passive environment in an urban setting along with minor active uses will provide a mostly passive combination that reflects the community-wide desires.

Each community meeting involved the following outreach strategies or combinations thereof:

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- Direct mail postcard to residents (9439) and property owners (2985) in the southeast quadrant of Santa Rosa
- Eblast to residents who attended 2015 Roseland planning meetings and opted to subscribe to Roseland notifications
- Eblast to Santa Rosa residents who subscribe to Recreation & Parks e-Newsletter
- Eblast to Neighborhood Services contact list
- Notification/advisory to local media contacts
- Facebook Event Page on Santa Rosa Recreation & Parks and Community Engagement Facebook page
- Featured in Rec & Parks e-newsletter
- News Flash on santarosarec.com and srcity.org
- Social media posts, including NextDoor, Facebook, Instagram, Twitter
- Calendar listings on local media outlets
- Flyer distribution at Roseland Community Center
- Onsite postings at future park property

FISCAL IMPACT

Approval of this action does not have a fiscal impact on the General Fund. Funding for future improvements will be derived from park development impact (PDI) fees collected in Zone 2 (southwest quadrant).

Future funding to construct the entire park is estimated between \$5 million and \$19 million.

Funding from PDI fees is available to construct the trail from McMinn Avenue to Burbank Avenue and add the crosswalk as required by SCAPOSD prior to March 2021.

ENVIRONMENTAL IMPACT

An environmental analysis of the potential impacts to the project site based on the draft master plan was conducted with assistance from the City's consultant, David J Powers Associates (DJP). DJP started the studies necessary for the Initial Study in 2017 with the start of a full and final draft environmental analysis based on BOCS recommended approval of the draft master plan on March 28, 2018.

DJP prepared an Initial Study consistent with the California Environmental Quality Act guidelines resulting in a Negative Declaration for the Roseland Creek Community Park project.

On November 18, 2019, a Notice of Intent (NOI) to Adopt a Mitigated Negative

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Declaration was submitted to the Sonoma County Clerk's Office. This began the 30-day public comment period regarding the Initial Study. The NOI was available at the Sonoma County Clerk's Office and on the City's Recreation and Parks Department project web site. Email notifications were sent to all stakeholders, including Lytton and Graton tribal nations. All public comments and responses have been included as part of the Mitigated Negative Declaration.

The Initial Study includes the following sections for evaluation: Aesthetics, Agricultural and Forestry Resources, Air Quality, Biological Resources, Cultural Resources, Geology and Soils, Greenhouse Gas Emissions, Hazards and Hazardous Materials, Hydrology and Water Quality, Land Use Planning, Mineral Resources, Noise and Vibration, Population and Housing, Public Services, Recreation, Transportation/Traffic, Utilities and Service Systems, and Mandatory Findings of Significance.

Project impacts will be mitigated to a less-than-significant level through implementation of recommended mitigation measures or through compliance with existing Municipal Code requirements and/or City standards. Recommended measures are summarized in the Initial Study/Mitigated Negative Declaration as Attachment A with detailed mitigation measures described in the Mitigation Monitoring and Reporting Plan (MMRP) which is also part of Attachment A. The Initial Study/Mitigated Negative Declaration has been prepared in consultation with local, state and trustee agencies, in accordance with Section 15063 of the California Environmental Quality Act (CEQA) and will serve as the environmental compliance document required under CEQA for any subsequent phases of the project and for permits/approvals required by a responsible agency.

If the draft Master Plan is approved by City Council, a Notice of Determination (NOD) will be filed, which will be available for public inspection and posted within 24 hours of receipt at the County Clerk's Office for 30 days.

BOARD/COMMISSION/COMMITTEE REVIEW AND RECOMMENDATIONS

On February 10, 2010 the Board of Community Services (BOCS) received an update of the master planning process from city staff. The BOCS received public comments, discussed the draft master process and provided recommendations to City staff.

On July 22, 2015 the BOCS received an update of the master planning process from City staff. The BOCS received public comments, discussed the draft master plan process and provided recommendations to City staff regarding minor updates to the plan.

On August 26, 2015 the BOCS received an update of the master planning process from City staff regarding updates requested by the BOCS at the July 22, 2015 meeting. The BOCS received public comments, discussed the draft master process and provided recommendations to city staff regarding the plan and process.

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On February 28, 2017 the BOCS received an update of the master planning process after Design Workshop began assisting City staff with the draft master plan. The BOCS received public comments, discussed the draft master process and provided recommendations to city staff regarding the plan.

At the March 28, 2017 BOCS meeting, city staff presented a very detailed and thorough review of all collected data, summaries of community meetings and outreach and every update to the draft master plan. The BOCS received public comments, discussed the draft master plan and voted unanimously in favor of the proposed park master plan and recommended Council approval of the same.

NOTIFICATION

The proposed master plan was noticed for a Public Hearing. Notification was provided by posting a sign on site, publishing notice in a newspaper of general circulation, mailing notice to surrounding property owners, electronic notice to parties that had expressed interest in projects taking place, and bulletin board postings at City Hall and on the Recreation and Parks website.

ATTACHMENTS

Attachment 1 - Correspondence
Resolution
Exhibit A - Roseland Creek Community Park Master Plan
Exhibit B – Initial Study/Mitigated Negative Declaration

CONTACT

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