



Southeast Greenway Alternatives Memo

OVERVIEW

This memo describes three alternative ideas about what could happen to the 57 acres of land known as the Southeast Greenway. This land is currently owned by Caltrans, who has determined that it may be sold.

The Santa Rosa City Council directed the planning team to study several alternative land uses on the site, including:

- A linear park and Class 1 bicycle path connecting Farmers Lane to Spring Lake Regional Park
- Retail and business services at the northeast corner of Hoen Frontage Road and Farmers Lane to facilitate retail development along Farmers Lane
- Higher density residential to facilitate future construction of affordable housing
- Public/Institutional land uses near Montgomery High School for possible education-related uses
- Other land uses which emerge from the community engagement process

On August 6, 2016, the planning team and community met together in a community workshop with approximately 200 people in attendance. A summary of the workshop along with answers to frequently asked questions is available online at <http://www.planthegreenway.com>. The land use ideas from this workshop were also summarized in a compilation map (included at the end of this memo). The input from the workshop, along with the direction from City Council, has provided ideas to help the planning team develop the three land use alternatives described on the following pages.

This memo includes a description of each of the alternatives, maps showing locations of proposed land uses, circulation ideas, utility needs, and a brief discussion of economic issues for each alternative. To compare the alternatives to one another, please review the Southeast Greenway Alternatives Comparison Chart.

In addition to community input, a number of existing opportunities and constraints have guided the development of the alternatives. The alternatives respond to existing constraints and opportunities that have been identified by the City and Partnership through significant existing conditions analysis, including but not limited to:

- Planned creek restoration
- Planned Class 1 bikeway through the greenway which would connect Spring Lake Regional Park to existing Class 2 bike lanes on Summerfield Road to planned Class 3 bike lanes on Hoen Avenue near Montgomery High School.
- Planned pedestrian and bicycle paths connecting:
 - Wanda Way to Camden Court
 - Mayette Avenue to Hoen Avenue along Sierra Park Creek
 - Mayette Avenue to Hoen Avenue along the Friedman Center Right-of-Way
- Existing water well near Martha Way and planned wellfield with more wells in the area
- The Spring Creek Diversion, an existing subsurface water culvert on the southern edge of the property
- Planned new water pipeline connecting the Sonoma County Water Agency's two water tanks

DRAFT GUIDING PRINCIPLES

The following guiding principles were drafted using the input received at the community workshop and the project's Technical Advisory Committee and Partnership meetings, as well as the City Council's directive. These principles establish a framework for the greenway's land use planning, design, and development.

1. The Greenway provides a continuous, non-motorized transportation connection from Spring Lake Regional Park to Farmers Lane, as well as to downtown Santa Rosa, surrounding neighborhoods and schools, and the regional trail system.
2. The Greenway provides open space and active and passive recreation for local residents and visitors.
3. The Greenway is developed sustainably to enhance and protect natural resources, promote economic vitality and encourage social equity, and minimize negative impacts on neighbors.
4. Uses on the Greenway are designed to face the Greenway, provide easy access to pathways, maximize views of the hills, promote safety, and preserve the privacy of surrounding neighbors.
5. The community, public agencies and private partners work together on the Greenway's planning, acquisition, development, maintenance, stewardship, safety, and funding.

ALTERNATIVE 1: “MINIMAL FOOTPRINT”

Most or all of the greenway property will be open space with connections for non-motorized travel linking Spring Lake Regional Park to Farmers Lane and beyond.

LAND USE CONCEPT

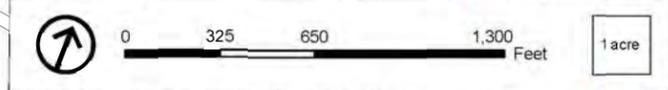
Alternative 1 has a variety of open spaces, including linear open space on either side of a multi-use path, picnic areas and playgrounds, school facilities, active recreation, urban agriculture, and habitat restoration areas. The path would accommodate bicycles and pedestrians and connect all of these different types of open spaces. The property at the far western end near Farmers Lane could be separated from the rest of the greenway and developed as mixed-use housing and retail. The types of land uses are described below:

- **Greenway:** Open space with a mostly natural appearance will comprise most of the property, and include pathways for non-motorized access, native plantings, and some areas dedicated to play areas and picnic areas near access points.
- **Public Plaza:** Locations for small gatherings, trailheads, and gateways. These areas would include signage and seating, at a minimum, and could include restrooms, kiosks and public art.
- **Mixed-Use:** Residential development with ground-floor retail uses would be located on the triangular parcel at the terminus of Highway 12, bordered by Farmers Lane, Hoen Frontage Road and the Highway 12 onramp.
- **Open Space Restoration:** These areas would be restored for wildlife habitat and planted with appropriate native plants. Areas around creeks would be restored with riparian vegetation where appropriate (see image, top right). Aside from designated trails, these areas would have minimal access.
- **School Facilities:** This is intended to be an area for joint-use recreation and “outdoor classrooms” that would serve as an extension of Montgomery High School. The area would be usable by other schools, as well as the community at-large and could benefit from its proximity to the school’s parking lots (see image, middle right).
- **Community Gathering Space:** This space would benefit from its proximity to the school facilities and Montgomery High School’s parking lot and would allow facilities for large, organized community events like celebrations, festivals and concerts. It could include an amphitheater (see image, bottom right).



Alternative 1: Minimal Footprint

Alternative 1 has a variety of open spaces, including linear open space on either side of a multi-use path, picnic areas and playgrounds, school facilities, active recreation, urban agriculture, and habitat restoration areas. The path would accommodate bicycles and pedestrians and connect all of these different types of open spaces. The property at the far western end near Farmers Lane could be separated from the rest of the Greenway and developed as mixed-use housing and retail.



- **Urban Agriculture:** These areas would allow community gardens or working farms, including orchards and are primarily located near pedestrian/bicycle cross intersections (see image, top right).
- **Active Recreation:** Active recreational uses could include ballfields, running tracks, basketball or tennis courts, and associated restrooms and lighting.



CIRCULATION

- **Multi-use Path:** A multi-use path running east to west, including a paved bike path (to accommodate travel in both directions) with adjacent soft-surface shoulders on either side to accommodate runners and possibly equestrians.
- **Mid-block Crossings:** Mid-block crossings are proposed at Summerfield Road, Yulupa Avenue, and Franquette Avenue (see images, middle and bottom right).
- **Intersection Crossings:** Intersection crossings with enhanced signing, striping, and/or signal operations to improve pedestrian/bike travel are proposed at Hoen Avenue and Cypress Way.
- **Vehicular Access:** New driveway(s) serving mixed-use development would be located on Hoen Frontage Road.



UTILITIES

The area is generally well-served with utilities and therefore this alternative would not likely require significant infrastructure improvements. The mixed-use area near Farmers Lane may require an approximate 600-foot extension to sewer main at Farmers Lane Plaza.

ECONOMICS

It is possible that this “entirely green” alternative could be acquired through efforts led by the Sonoma Land Trust. With the exception of the mixed use areas on Farmers Lane and Hoen Frontage Road at the extreme west end of the

site, there is no other private development included.¹ Partnerships with other public agencies could provide funding for development of specific improvements that meet their needs as well as ongoing Operations and Maintenance (O&M) funding for stewardship of the parcels they would use. Examples could include the school district for land serving as an extension of Montgomery High School, Regional Parks for the area east of Summerfield Road connecting to Spring Lake Regional Park, and the Sonoma County Water Agency for creek restoration zones and lands associated with their water distribution system. A variety of non-profit partners could also develop and maintain facilities or operate programs in Alternative 1. For example, the active recreation zone could accommodate ball fields developed and maintained by a soccer club, little league, or other sports promotion entity in Sonoma County.

Urban agriculture could take many forms in the multiple areas identified in Alternative 1. The classic use by community gardens could generate some revenue through rental of plots to individual households. Such rental income is rarely more than what is required to cover costs of water and other shared expenses, however. With the dense fencing and netting required to deter foraging animals, occasional need for greenhouses, and the intense use of individual plots, this type of urban agriculture may not be perceived as particularly open to the public, nor even open space. Community gardens may be perceived as serving the neighborhood more than the region, but they could bring more “eyes to the greenway” enhancing the safety for all users. Other forms of revenue-producing urban agriculture could include a retail nursery, walnut-producing orchards, or a community supported agriculture (CSA) cooperative, which in the end may look and feel to the general public much like a commercial farm. These urban agricultural uses could be assumed to operate, maintain, and police the land within their jurisdictions, decreasing the amount of territory that may remain the responsibility of the City and Regional Parks to operate and maintain.

The City’s Recreation & Parks Department would be the logical steward of the spaces in Alternative 1 shown for picnic & playgrounds, community gathering space, public plazas, and possibly the active recreation and pedestrian/bike paths, as well. The Department can set recreation fees to cover program costs, and collect revenues in the form of picnic reservations, event rentals, lease of space for food trucks and farmers’ markets, and such activities. These revenues generally cover some of the Department’s costs of managing, promotion, and monitoring of these activities, but are unlikely enough to cover the ongoing costs of landscape maintenance, periodic replacement of infrastructure, and other costs of playgrounds, picnic areas and pathways. Alternative 1 would likely leave the City of Santa Rosa with a long-term drain on its General Fund resources, (and Regional Parks for the portion East of Summerfield), unless significant responsibilities can be shifted to non-profit groups or other partner agencies.

¹ Note, however, that private partners could still provide revenue to help offset some costs as operators of events and recreational programs based in the parks, picnic areas, and community gathering spaces along the greenway, and possibly as operators of urban agricultural uses. It is also possible that private development elsewhere in the region may be able to restore and/or manage selected portions of the landscape as mitigation required from projects in other locations.

ALTERNATIVE 2: “ACTIVE TO TRANQUIL”

The greenway links Downtown Santa Rosa to Spring Lake Regional Park with bike and pedestrian paths flanked by open space. A range of active development uses face the greenway in the west and tranquil uses are located in the east.

LAND USE CONCEPT

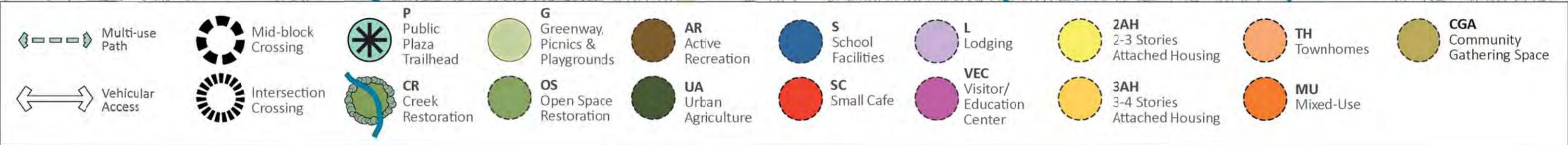
Alternative 2 includes separate bike and pedestrian paths linking Downtown Santa Rosa to Spring Lake Regional Park with a range of uses along them. The most active uses, including lodging, mixed-use, and residential, are located to the west between Farmers Lane and Franquette Avenue. School facilities and residential uses are interspersed along the greenway, with public plazas, picnic areas, playgrounds, and urban agriculture between Franquette and Yulupa Avenues. East of Yulupa Avenue the uses become less active, with some lower density housing at Yulupa Avenue. The eastern area is more tranquil with a range of open space uses, including greenway with playgrounds and picnic areas, urban agriculture, a visitor center, and habitat restoration. The types of land uses are listed below:

- **Greenway:** Open space with a mostly natural appearance will stretch across much of the property, and include pathways for non-motorized access, native plantings, and some areas dedicated to play areas and picnic areas near access points.
- **Public Plaza:** Locations for small gatherings, trailheads, and gateways. These areas would include signage and seating, at a minimum, and could include restrooms, kiosks and public art.
- **Mixed-Use:** Residential development with ground-floor retail uses would be located on the north side of the property near Farmers Lane (see image, top right).
- **Lodging:** The site at the terminus of Highway 12 would allow lodging in the form of a hotel, motel, or hostel and link to the greenway’s recreational uses (see image, right).
- **3-4 Story Attached Housing:** Apartments or condos up to four stories in height facing the greenway would be located between Matanzas Creek restoration and the new driveway to the west, and west of Franquette Avenue.
- **Open Space Restoration:** These areas would be restored for wildlife habitat and planted with appropriate native plants. Areas around creeks would be restored with riparian vegetation where appropriate. Aside from designated trails, these areas would have minimal access.
- **School Facilities:** This is intended to be an area for joint-use recreation and “outdoor classrooms” that would serve as an extension of Montgomery High School. The area would be usable by other schools, as well as the community, and could benefit from its proximity to the school’s parking lots.



Alternative 2: Active to Tranquil

Alternative 2 includes separate bike and pedestrian paths linking Downtown Santa Rosa to Spring Lake Regional Park with a range of uses along them. The most active uses, including lodging, mixed-use, and residential, are located to the west between Farmers Lane and Franquette Avenue. School facilities and residential uses are interspersed along the greenway, with public plazas, picnic areas, playgrounds, and urban agriculture between Franquette and Yulupa Avenues. East of Yulupa Avenue the uses become less active, with some lower density housing at Yulupa Avenue. The eastern area is more tranquil with a range of open space uses, including greenway with playgrounds and picnic areas, urban agriculture, a visitor center, and habitat restoration.



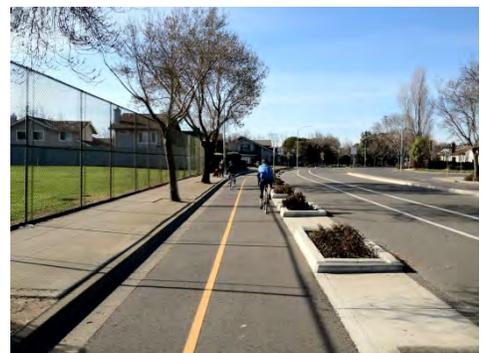
- **Townhomes:** Attached two-story homes with greenway-facing entrances would directly access the greenway (see image, top right).
- **Urban Agriculture:** These areas would allow community gardens near the pedestrian and bicycle path intersections, or orchards.
- **Small Café:** Small scale retail development such as a café, bicycle rental shop and other greenway-related retail use would be located just east of the townhomes, west of Yulupa Avenue.



- **2-3 Story Attached Housing:** Apartments or condos up to three stories in height would face the greenway just east of Yulupa Avenue.
- **Visitor/Education Center:** A visitor center or museum/educational facility would be allowed between Spring Creek restoration and Summerfield Road.

CIRCULATION

- **Multi-use Paths:** Multi-use paths running east to west would include a paved bike path to accommodate travel in both directions and a separate non-paved pathway to accommodate runners and possibly equestrians. The bike path would connect to bike facilities on Vallejo Street and Monterey Drive, as well as north/south pedestrian/bike connections to the neighborhoods and area schools.
- **New Roundabout:** To accommodate the development at Farmers Lane and Hoen Frontage Road, the existing onramp from Hoen Frontage Road to Highway 12 would be relocated westward to a new four-leg roundabout (see image, middle right).
- **Mid-block Crossings:** The multi-use path would require new mid-block crossings at Summerfield Road, Yulupa Avenue, and Franquette Avenue.
- **Intersection Crossings:** Improved intersection crossings (enhanced signing, striping, and/or signal operations) will be required at Hoen Avenue and Cypress Way, Hoen Frontage Road and the new driveway between the onramp and Matanzas Creek, and Hoen Frontage Road and Farmers Lane.
- **Cycle Track:** A separated bike facility on the south side of Hoen Frontage Road would connect the multi-use path at the intersection of Hoen Avenue and Cypress Way to the planned bike lanes on Farmers Lane, crossing Hoen Frontage Road at a new signalized intersection south of Monterey Drive (see image, bottom right).
- **Local Street Extensions:** The existing north-south streets from Martha Way to Janet Way would extend into the greenway to create “motor courts” serving the new townhomes. Alternatively, an extension of the existing east-west street along the northern edge of the greenway could be used to access the townhomes.



- **Vehicle Access:** A new signalized driveway on Hoen Frontage Road would serve new mixed-use and residential development, as well as properties that are currently accessed via Monterey Drive. Monterey Drive and its existing bridge over Matanzas Creek would then be converted to pedestrian/bike access only.

UTILITIES

The area is generally well-served with utilities and can accommodate this intensity of development; therefore, this alternative would not likely require significant infrastructure improvements. The lodging and mixed-use area near Farmers Lane may require an approximate 600-foot extension to sewer main at Farmers Lane Plaza.

ECONOMICS

While the passive open space character of the stretch east of Summerfield Road would be similar to Alternative 1, Alternative 2 would add much more private development elsewhere throughout the former highway right-of-way. At the most active, westernmost end of the site, lodging would be added along with a variety of commercial/mixed-use development opportunities. Housing and mixed-use would be allowed in the center reaches of the site, with densities generally decreasing the further east the parcels are. Compared to Alternative 1, the inclusion of these private development parcels have a number of economic/fiscal effects, including:

- Private development can pay market land prices, reducing the amount of public money that needs to be raised to implement the highest priority pedestrian/bike features of the greenway. It will also create assessed value on the tax rolls, and will generate tax revenue for the City, Schools and other public agencies; contributing funding for the police, fire, recreation, special needs housing and other ongoing operations and maintenance (O&M) services that will support the greenway. By devoting a subset of the site to development uses, the amount of land area subject to public O&M is reduced, which reduces the cost burden on the City's General Fund.
- The broad mix of urban land use types and densities shown in Alternative 2 allows the project to tap into multiple real estate markets simultaneously, potentially increasing the speed with which development and overall implementation can take place. Allowing some housing creates opportunities to serve other public goals, such as affordable housing, workforce housing, and transitional housing for formerly homeless people.
- The active mix of uses helps to knit the urban fabric together in southeastern Santa Rosa, and increases the connectivity between neighborhoods to the north and south. By co-locating housing, commercial and mixed-uses along the greenway, utilization of the greenway and playground/park spaces along it will be increased, serving public purposes and also providing additional safety and security. The mix of uses also brings more people to the site, and at all hours of the day, increasing the number of eyes on the adjacent greenway and fostering a safe environment. Having permanent residents along the greenway, and businesses serving greenway users, will create constituencies that will seek to preserve the quality of their environment, and will discourage unacceptable behavior on the part of users of the public spaces.
- At the major cross streets, public plazas adjacent to the pedestrian/bike path are surrounded by residential and mixed use development, creating the opportunity for plaza areas to offer food and beverage services, and café seating indoors and out. With the potential for amenities to be provided by the surrounding commercial development, it is more likely that public spaces such as splash pads or other water features, could be developed and operated in these more active nodes.

ALTERNATIVE 3: “NODES OF ACTIVITY”

The greenway is open space along bike and pedestrian paths that connect nodes of housing and retail uses at the major streets and nodes of recreational and agricultural activity at the intersections of pathways.

LAND USE CONCEPT

Alternative 3 has focused nodes of activity at four main access points with smaller nodes of recreation and community gardens along the greenway’s multi-use pathways. The separated bike and pedestrian paths connect new housing and retail spaces to picnic and play areas, joint-use school facilities, visitor center, and community gardens, terminating at a public plaza to admire the view at the entrance to Spring Lake Regional Park. The types of land uses are listed below:

- **Open Space Restoration:** These areas would be restored for wildlife habitat and planted with appropriate native plants. Areas around creeks would be restored with riparian vegetation where appropriate. Aside from designated trails, these areas would have minimal access.
- **Mixed-Use:** Residential development with ground-floor retail uses would be located on the south side of the property between Farmers Lane and the Highway 12 onramp.
- **Greenway:** Open space with a mostly natural appearance will stretch across much of the property, and include pathways for non-motorized access, native plantings, and some areas dedicated to play areas and picnic areas near access points (see image, top right).
- **School Facilities:** This is intended to be an area for joint-use recreation and “outdoor classrooms” that would serve as an extension of Montgomery High School. The area would be usable by other schools, as well as the community at-large, could benefit from its proximity to the school’s parking lots.
- **Public Plaza:** Locations for small gatherings, trailheads, and gateways. These areas would include signage and seating, at a minimum, and could include restrooms, kiosks and public art.
- **Visitor/Education Center:** A visitor center or museum/educational facility would be allowed near Montgomery High’s joint-use facilities and a public plaza (see image, bottom right).
- **Urban Agriculture:** These areas would allow community gardens or working farms near the joint-use school facility, and at pedestrian and bike pathway intersections.
- **3-4 Story Attached Housing:** Apartments or condos up to four stories in height facing the greenway and on Franquette Avenue.



Alternative 3: Nodes of Activity

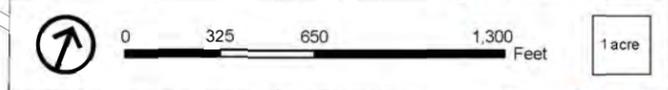
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Herbert Slater Middle School

Spring Creek Elementary School

Montgomery High School



- **Small Café:** Small scale retail development such as a café, bicycle rental shop and other greenway-related retail use would be located just west of Summerfield Road.
- **2-3 Story Attached Housing:** Apartments or condos up to three stories in height would face the greenway just east of Summerfield Road (see image, top right).



CIRCULATION

- **Multi-use Paths:** Multi-use paths running east to west would include a paved bike path to accommodate travel in both directions and a non-paved pathway to accommodate runners and possibly equestrians. The multi-use paths would connect to the existing bike routes on Hoen Frontage Road and Vallejo Street. The existing facilities along Hoen Frontage Road should be enhanced for visibility (see image, top right).
- **Mid-block Crossings:** The multi-use path would require new mid-block crossings at Summerfield Road, Yulupa Avenue, and Franquette Avenue.
- **Onramp Reconfiguration:** The existing onramp would be modified to meet Hoen Frontage Road at a 75° to 90° angle in order to slow traffic speeds and provide a safer place for non-motorized modes to cross (see image, bottom right).
- **Vehicle Access:** Two new driveways on Hoen Frontage Road between Farmers Lane and Cypress Avenue. One would serve the new mixed-use area. The easternmost driveway would also serve existing properties currently accessed by Monterey Drive.
- **Intersection Crossings:** Improved intersection crossings (enhanced signing, striping, and/or signal operations) will be required at Hoen Avenue and Cypress Way.



UTILITIES

The area is generally well-served with utilities and can accommodate this intensity and location of development; therefore, this alternative would not likely require significant infrastructure improvements. The mixed-use area near Farmers Lane may require an approximate 600-foot extension to sewer main at Farmers Lane Plaza.

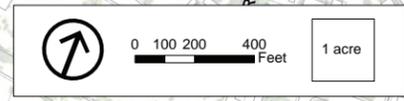
ECONOMICS

Alternative 3 presents a distinctly different land use pattern from the other two, but from an economic and fiscal standpoint, it is somewhere between them. Some commercial and residential development is allowed in the former

right-of-way, but Alternative 3 includes fewer housing units, no lodging development, and less commercial square footage. There are similar opportunities created for activity nodes where the pedestrian/bike path crosses major streets, and where surrounding mixed-use development contributes both cafés and residents. Between activity nodes, more land would be open space, restored habitats, and urban agriculture uses.

From a fiscal revenue standpoint, Alternative 3 would generate assessed value and tax revenue, although less than Alternative 2. Given a land use pattern that positions less private development along the linear pedestrian/bike path, there may be fewer opportunities to tap into private development to help build and maintain those stretches of greenway. With fewer residents living in the new greenway, the economic viability of cafés and other privately provided amenities at activity nodes could be reduced.

Community Workshop Compilation Map



PP Picnic & Playgrounds	OS Open Space	CGA Community Gathering Space	RC Recreation Center	S School Facilities	SC Small Cafe	MU Mixed-Use	2AH 2-3 Stories Attached Housing
P Public Plaza	UA Urban Agriculture	AR Active Recreation	VEC Visitor/Education Center	L Lodging	SSC Small Shopping Center	TH Townhomes	3AH 3-4 Stories Attached Housing

Note: All groups included greenway designations; since it is a linear use it is not shown as the other land use bubbles.

1 group
2-3 groups
4-6 groups
7-9 groups
10+ groups