

CITY OF SANTA ROSA
CITY COUNCIL

TO: MAYOR AND CITY COUNCIL
FROM: JESSICA JONES, SENIOR PLANNER
PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT
SUBJECT: ROSELAND AREA PROJECTS

AGENDA ACTION: RESOLUTIONS AND ORDINANCES

RECOMMENDATION

It is recommended by the Planning Commission and the Planning and Economic Development Department that the Council, by resolution, certify the Final Environmental Impact Report for the Roseland Area/Sebastopol Road Specific Plan and Roseland Area Annexation, adopt the Roseland Area/Sebastopol Road Specific Plan, subject to the recommended changes outlined in Exhibit 'C' to the resolution, approve the Amendments to the General Plan and Bicycle and Pedestrian Master Plan, and introduce three ordinances approving Amendments to the Zoning Code and Rezoning and Prezoning parcels consistent with the General Plan and the Specific Plan.

EXECUTIVE SUMMARY

The Roseland Area Projects include the Roseland Area/Sebastopol Road Specific Plan and preliminary work toward the future Roseland Area Annexation. The proposal includes the Specific Plan, amendments to the General Plan, Downtown Station Area Specific Plan, Zoning Code and Bicycle and Pedestrian Master Plan, Rezoning and Prezoning for consistency with the General Plan and Specific Plan, and a program level Environmental Impact Report that assesses both projects.

The project supports Council Goal 5: Improve the Partnerships between Neighborhoods, Community Organizations, Schools, and the City to Support and Promote Thriving, Inclusive, and Diverse Neighborhoods; and Strategic Objective 4: Complete the Specific Plan for Roseland Annexation and consider annexation of other County areas in southwest and southeast Santa Rosa.

BACKGROUND

1. Project Summary

The Roseland Area/Sebastopol Road Specific Plan addresses land use, circulation and infrastructure needs for the area located around the Southside Bus Transfer Center in southwest Santa Rosa. The Specific Plan area, which is bounded by Highway 12 to the north, Bellevue Avenue to the south, Highway 101 to the east, and Stony Point Road to the west, contains approximately 1,800 acres, 1,200 of which are in the City of Santa Rosa and 600 of which are in unincorporated Sonoma County (see Attachment 1).

The Specific Plan focuses on making the physical environment better for residents and employees; establishing a land use and policy framework to guide future development in the area toward transit supportive land uses and a healthy community; improving connections, particularly for bicycling and walking, to the bus transfer center, Sebastopol Road, the downtown Sonoma Marin Area Rail Transit (SMART) station, and other key destinations; and promoting community health and equity. As part of the project, and in order to implement the Specific Plan, amendments to the General Plan, Downtown Station Area Specific Plan, Zoning Code and Bicycle and Pedestrian Master Plan are proposed, as well as both rezoning and pre-zoning of parcels.

The Roseland Area Annexation is the study of potential incorporation into the City of Santa Rosa of five unincorporated County islands in southwest Santa Rosa that total approximately 714 acres. **The annexation of these areas is not part of the package being reviewed by the City Council at this time.** The Environmental Impact Report (EIR) covers the impacts of the Specific Plan, proposed amendments, rezoning and pre-zoning, and a future annexation. Should the City Council decide to proceed with annexation, the EIR will provide the necessary environmental review for the annexation application. This portion of the annexation process includes consideration only of pre-zoning of approximately 1,606 parcels.

2. Existing Land Use – Project Area

Roseland Area/Sebastopol Road Specific Plan:

The area has a mix of land uses, including low, medium, and medium-high density residential, office, retail, industrial, public institutional, recreational, and educational facilities.

Retail development occurs mainly along Sebastopol Road. Industrial and auto-oriented land uses are concentrated along Highway 101 and the rail corridor, south of Hearn Avenue, with some additional industrial land located along the rail corridor between Sebastopol Road and Barham Avenue. There are four

elementary schools, one middle school and two high schools within the planning area. The project area is also served by five parks: Southwest Community Park, Bellevue Ranch Park, Lower Colgan Park, South Davis Park, and Bayer Park and Gardens, which is currently under construction. A new park, Roseland Creek Community Park, is currently being planned on Burbank Avenue. The remainder of the project area is composed primarily of single-family and multi-family residential uses.

Roseland Area Annexation:

The Roseland Area Annexation includes five unincorporated County islands located in the southwest Santa Rosa area, and identified as Roseland, Victoria Drive, W. Hearn Avenue, Brittain Lane and W. Third Street (see Attachment 1). The following chart identifies the total area for each island:

Annexation Area	Location	Acres
Roseland	Northern portion of plan area	621
Victoria Drive	Southeastern portion of plan area	19
Inside Plan Area Subtotal		640
W. Third Street	North of plan area	23
Brittain Lane	West of plan area	17
W. Hearn Avenue	West of plan area	34
Outside Plan Area Subtotal		74
Total		714

As noted, the Roseland and Victoria Drive islands are located within the Specific Plan boundaries, while W. Third Street, Brittain Lane and W. Hearn Avenue are located just outside of the plan area. All of the islands are primarily developed with single-family residences. The Roseland island, the largest of the five, also includes a mix of multi-family residential, commercial and industrial areas, and the W. Third Street island includes a small area of heavy commercial uses.

3. Project History

- A. The following outlines the background of the Roseland Area/Sebastopol Road Specific Plan project:
 - a. 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.
 - b. 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.

- c. The Metropolitan Transportation Commission (MTC) approved \$20 million in PDA planning program funds to Bay Area Congestion Management Agencies. The Sonoma County Transportation Authority (SCTA) received \$1,447,000 for local planning.
 - d. The City of Santa Rosa received a grant from SCTA for \$647,000 of these funds for development of a PDA plan which combines the Roseland Area PDA and a portion of the Sebastopol Road Corridor PDA. The proposed Roseland Area/Sebastopol Road Specific Plan is focused around the Southside Bus Transfer Center at the Southwest Community Park on Hearn Avenue. The Specific Plan was developed concurrently with study of annexation of the unincorporated area, along with three unincorporated areas just outside of the plan boundary.
 - e. The funding has allowed for development of the Specific Plan to comprehensively address land use and transportation issues within the Plan Area and develop an integrated plan which assesses infrastructure needs and costs and provides an implementation guide. Concurrent rezoning and prezoning (of unincorporated county areas) is part of the proposal, along with development of a programmatic Environmental Impact Report (EIR).
 - f. The Specific Plan grant funding requires that the Specific Plan process be informed by preparation of demographic data, a community involvement strategy, a market demand analysis, analysis of land use and circulation alternatives, and an affordable housing and anti-displacement strategy. In addition, the Specific Plan must include multi-model connectivity, accessible design features, an infrastructure plan and budget, and an implementation and financing strategy. A full description of these requirements is included in Attachment 11 to this report.
- B. The following outlines the community engagement efforts for the Roseland Area Projects:

Community Engagement was a major component of the Roseland Area Projects, with a goal of involving all members of the community, including residents and business owners. The input received has been critical to development of the Specific Plan. Greater detail on how community comments shaped the Plan is included in the overview of the Specific Plan. It should be noted that, upon completion of the Specific Plan process, community engagement will continue for the annexation, should the Council decide to proceed with annexation.

The following outreach methods have been implemented over the course of the process:

- a. **Local Events.** Attendance at numerous events to distribute project information and answer questions, including Back to School Night and Parent Club meetings at local schools, meetings of Los Cien, Cinco de Mayo, Fiesta de Independencia, Binational Health Fair, and Family Fiesta.
- b. **Stakeholder Meetings.** Bilingual meetings have been held with stakeholders in the project area, including at Bayer Farm, with local businesses along Sebastopol Road, including the heavy commercial businesses located between Sebastopol Road and Highway 12, and with residents of the unincorporated islands.
- c. **Steering Committee.** The Steering Committee is a Council appointed committee made up of Plan area residents, business owners and community members charged with leading the engagement and outreach for the Specific Plan and annexation efforts. Four bilingual Steering Committee meetings were held throughout the process. The minutes of each Steering Committee meeting are provided on the project website, under Community Meetings (www.srcity.org/roseland).
- d. **Community Workshops.** Four bilingual community workshops were held to gain an understanding of the community's vision for land use and circulation in the specific plan area, and to provide information and answer questions about the proposed annexation. Participation ranged from approximately 70 to 150 attendees at each workshop. Summaries of each community workshop are provided on the project website, under Community Meetings (www.srcity.org/roseland).
- e. **Technical Advisory Committee.** The Technical Advisory Committee (TAC) is an ad hoc committee made up of experts representing various City departments and governmental agencies tasked with ensuring the Specific Plan and Environmental Impact Report's technical accuracy. Three TAC meetings were held over the course of the project. Summaries of each TAC meeting are provided on the project website, under Community Meetings (www.srcity.org/roseland).
- f. **Project Flyers and Notice.** Thousands of flyers explaining what the Roseland Area Projects are and how to get involved, and outlining the community workshops, were distributed throughout the community. Flyers were sent home with students at all of the local schools, provided to Steering Committee members to distribute, were handed out at events and posted at local businesses. An annexation notice

and notice of the first two community workshops were also mailed to all property owners and tenants within the annexation area and specific plan boundary.

- g. Media Alerts. Media alerts for all four workshops were sent out to local newspapers and radio stations, which resulted in a front page article in the Press Democrat, as well as three interviews on the radio station KSRO (including El Patron), and interviews on Wine Country Radio/Exitos and KBBF.
 - h. Social Media. Posts about the workshops were placed on various City Facebook pages and the La Voz Facebook page. Tweets were also sent out via the City's Twitter account.
 - i. Local Newsletters. Posts about the workshops were added to the front page of La Voz and the Latino Service Providers regular newsletter.
 - j. Website. A project website was created (www.srcity.org/roseland), which provides bilingual information about both the Specific Plan and annexation.
 - k. E-Mail. An e-mail distribution list was created, and is continuously updated, to send out project information and notifications. The list currently contains approximately 350 e-mail addresses.
4. On June 9, 2016 the Planning Commission held a public hearing for the Roseland Area/Sebastopol Road Specific Plan project, which included the Draft Environmental Impact Report (EIR), Draft Specific Plan and amendments to the General Plan, Zoning Code and Bicycle and Pedestrian Master Plan, and Rezoning and Prezoning for consistency with the General Plan. Following the close of the public hearing, the Commission provided City staff with questions and comments on the Draft EIR, Draft Specific Plan and associated amendments.
 5. On June 23, 2016 the Planning Commission received a report item that provided response to comments received on the Draft Specific Plan from the public and the Commission. Following the report, the Commission provided direction regarding suggested changes to the Draft Specific Plan.
 6. On July 14, 2016, during the public hearing for the proposed Redwood Gospel Mission project on Roberts Avenue, the Planning Commission discussed the potential future Roberts Avenue connection as it related to that project. Following staff's presentation and the public hearing, the Commission unanimously moved to direct staff to return through the Roseland Area/Sebastopol Road Specific Plan project with a proposed realignment of the connection.

7. On August 18, 2016 the Final EIR, which provides response to comments received on the Draft EIR, was released.
8. On September 8, 2016 the Planning Commission recommended (4-0-1-2) that the City Council certify the Final Environmental Impact Report, adopt the Roseland Area/Sebastopol Road Specific Plan, subject to the recommended changes outlined in Exhibit 'A' to the resolution, approve the Amendments to the General Plan, Zoning Code and Bicycle and Pedestrian Master Plan, and Rezone and Prezone parcels consistent with the General Plan and Specific Plan.

PRIOR CITY COUNCIL REVIEW

On April 1, 2014 the Council adopted a resolution authorizing staff to proceed and appropriating funds for Phase 1 of a work plan for the Roseland Area Annexation.

On December 2, 2014 the Council authorized the Mayor to execute a Professional Services Agreement with Pacific Municipal Consultants (PMC) for preparation of the Roseland Area/Sebastopol Road Specific Plan and associated EIR.

On January 27, 2015 the Council accepted the Community Engagement Strategy for the Specific Plan and Annexation.

On February 23, 2016 the Council authorized the Mayor to execute an Assignment and Assumption of the Professional Services Agreement with PMC by Michael Baker International, Inc. for preparation of the Roseland Area/Sebastopol Road Specific Plan and Environmental Impact Report. The Agreement was to recognize the merger of PMC into Michael Baker International.

ANALYSIS

1. Draft Roseland Area/Sebastopol Road Specific Plan

A. PROJECT PRINCIPLES

To guide the Specific Plan development, a set of guiding project principals were generated through the public outreach process to provide the planning framework and project understanding. These principals created a starting point for development of the more detailed goals, policies and implementation strategies found throughout the Specific Plan. The guiding project principals are:

- a. Engage plan area residents, property owners, and business owners to envision and plan for their community in the future through an innovative community engagement strategy.

- b. Make life and the physical environment better for plan area residents and employees.
- c. Establish a land use and policy framework to guide future development in the area toward transit-supportive land uses.
- d. Balance the preservation of the existing uses and the development of new uses while maintaining the cultural diversity that makes this area special and unique in Santa Rosa.
- e. Improve connections, particularly for bicycling and walking, to the Southside Bus Transfer Center, to the downtown SMART station, and to Sebastopol Road, the main commercial area (within the plan area and beyond).
- f. Enhance livability by promoting community health and equity.
- g. Prepare a comprehensive environmental document for the Specific Plan that will also facilitate future annexation of unincorporated areas and subsequent development projects.
- h. Establish the plan area as a place where people want to live, work, shop, and visit.
- i. Promote economic vitality by maintaining and expanding small businesses and local services for residents.

B. OVERVIEW OF SPECIFIC PLAN

The Roseland Area/Sebastopol Road Specific Plan provides for a variety of housing types, with retail development focused on Sebastopol Road and near Hearn Avenue. Civic uses are encouraged along Hearn Avenue near the Southside Bus Transfer Center and Southwest Community Park. New street connections, as well as additional bicycle and pedestrian facilities, will serve to improve overall circulation in the planning area.

C. LAND USE AND HOUSING

The Land Use Map (Figure 3.1, Chapter 3, Land Use and Housing) is the guide for the development and use of land in the project area. The proposed land use changes are primarily intended to enhance activity around the Southside Bus Transfer Center.

a. General Plan Land Use Changes

The areas of proposed General Plan land use changes are generally located along Hearn Avenue, near the Southside Bus Transfer Center, and include increased residential density and introduction of a mixed Medium High Density Residential and Public/Institutional land use. The mixed use designation, located adjacent to Southwest Community Park is intended to encourage a mix of higher density housing and community uses such as a youth center and community pool, a vision that came out of the community workshops. Other proposed land use changes are located along Burbank Avenue and Colgan Creek, just north of Bellevue Avenue, and are intended to reflect existing/pending conditions. A full list of proposed land use changes is set forth in the General Plan Amendments section below.

With the proposed land use changes, buildout of the Specific Plan area would allow for 119 additional residential units and 20,000 square-feet of additional public/institutional development beyond what is currently planned for under buildout of the General Plan 2035. It should be noted that, due to a reduction in the retail mixed-use designation (along Burbank Avenue and Dutton Meadow), the Specific Plan also includes a reduction of approximately 104,000 square-feet of potential retail development from what is planned in the General Plan.

The proposed land use changes identified in the draft Specific Plan are relatively limited for a Plan of this nature. The City's past practice for land use plans in transit oriented development areas has been to substantially increase both residential and commercial development potential. However, a number of factors have led to the current land use proposal for the Roseland/Sebastopol Road area, which are outlined below:

- **Community Input:** As mentioned in the Community Engagement section of this report (pages 4 through 7, above), four workshops and four Steering Committee meetings were held over the course of the Specific Plan process. Through these workshops and meetings, participants provided valuable input as to how the Specific Plan area should be developed over the next 20 years. Input focused primarily on issues such as maintaining Sebastopol Road as the main commercial hub, focusing higher density residential and civic uses along Hearn Avenue near the Southside Bus Transfer Center, retaining the proposed community shopping center south of Hearn Avenue (east of Dutton Meadow), and retaining the rural, low density

residential character on Burbank Avenue. This input was integral in the development of the proposed land use plan.

It should be noted that a previous version of the land use plan included a change to the Low and Medium Low Density Residential and Office land uses along the south side of Hearn Avenue, between Aloise Avenue and Victoria Drive, to a mix of Medium Density Residential and Retail and Business Services. The idea behind this proposed change was to provide additional retail frontage along Hearn Avenue that would lead into a future community shopping center south of Hearn Avenue. However, when this proposal was brought before the community at the third and fourth workshops, significant concerns were raised regarding traffic impacts and compatibility of potential retail uses to existing single-family residences along Hearn Avenue. As a result, staff amended the proposed land use plan to retain the existing land use pattern identified in the General Plan 2035.

- **Existing Development:** A large portion of the Specific Plan area is currently developed, primarily with single-family residences, but also with a mix of multi-family, commercial and industrial development. Due to the age and condition of the existing buildings, it is unlikely that there would be much redevelopment in these areas in the next 20 years, and, as such, land use changes are not proposed.
- **Approved and Pending Development:** There are approximately 16 pending/approved development projects, covering approximately 100 acres, located primarily in the southern portion of the project area (south of Hearn Avenue). As such, it was determined that changes to land use in this area would have a negative impact on the potential development, and, therefore, would not be appropriate at this time.
- **Sebastopol Road Urban Vision Plan:** A tremendous amount of work by the community, City and County went into development of the 2007 Sebastopol Road Urban Vision Plan. Out of recognition of that process, and because the community supported the retail prominence on Sebastopol Road, no land use changes are proposed in this area (Sebastopol Road, from Stony Point Road to Dutton Avenue, and including the area north of Sebastopol Road to Highway 12).

b. Affordable Housing and Anti-Displacement

The Roseland Area/Sebastopol Road Specific Plan area is characterized by a diversity of housing options, including units available to renters and low income households. There are currently 445 affordable housing units within the project boundaries, which account for approximately 8 percent of the area's 5,453 existing housing units. In comparison, the City's overall affordable units account for about 6 percent of the City's total housing stock.

A detailed affordable housing and anti-displacement strategy was developed for the Plan area, and is available on the project website (www.srcity.org/roseland). The recommendations from the strategy are represented in the goals and policies located in Chapter 3 of the Specific Plan. The affordable housing related policies primarily focus on encouraging new development to include a range of housing types, promoting second dwelling units, and preservation of existing affordable housing.

D. CIRCULATION

The proposed circulation for the Roseland Area/Sebastopol Road Specific Plan utilizes the City's existing street standards, with one proposed new design for Burbank Avenue. The circulation plan is designed to serve and enhance connections for all travel modes, including walking, bicycling, automotive and transit.

a. Pedestrian and Bicycle

The Specific Plan proposes a number of improvements to the pedestrian and bicycle network, including filling in gaps in the sidewalks, improved crossings at intersections, and new pedestrian and bicycle routes. New bicycle routes proposed within the plan area primarily focus on improvement of east/west connections. Figure 4-3, Pedestrian and Bicycle Network (Chapter 4, Circulation), illustrates the location of the existing and proposed bicycle routes. Many of the proposed routes are already included in the City's Bicycle and Pedestrian Master Plan. Where there are differences between the two, staff is recommending changes to the Master Plan to incorporate the additional routes identified in the Specific Plan (see the Proposed Bicycle and Pedestrian Master Plan Amendments section below – pages 27 and 28 of this report).

b. Transit

By concentrating housing, civic uses, and shopping along Sebastopol Road and adjacent to the Southside Bus Transfer Center, in addition to the pedestrian and bicycle network upgrades noted above, the Specific Plan is intended to increase transit ridership and reduce dependence on private automobile travel.

The plan area is currently served by both Santa Rosa CityBus and Sonoma County Transit, in addition to a paratransit service that offers door-to-door service for those with disabilities.

CityBus provides regularly scheduled fixed-route service along the Sebastopol Road corridor and to the Southside Bus Transfer Center. Because the Reimagining CityBus project is currently underway, and is expected to result in transit service improvements in the plan area, changes to the transit system are not proposed as part of the Specific Plan process. However, there are proposed goals and policies that will serve to promote the use of transit in the area.

c. Vehicular

The Specific Plan proposes improvements to the street network that will help accommodate both existing traffic and additional traffic anticipated as development occurs. The circulation system will enhance connections throughout the plan area through the addition of a number of new streets and an emphasis on multimodal streets (streets that serve all modes of travel).

The Circulation Plan reflects proposed roadways in the General Plan, including the proposed widening of the Hearn Avenue crossing over Highway 101. The Plan also includes future streets in planned and approved development projects. Tables 4-1 and 4-2, in Chapter 4 (Circulation) of the Specific Plan, describe the features of the proposed roadway network, including new and modified roadways and paths, and intersection improvements. These features are designed to:

- Enhance connectivity and promote multimodal transportation options;
- Improve traffic flow;
- Enhance safety for all users along the roadway and at intersections;

- Support Sebastopol Road as the primary commercial corridor;
- Ease traffic congestion along Hearn Avenue; and
- Increase internal access to large blocks.

The Circulation Plan also includes the proposal of one new street design: Burbank Avenue. The General Plan designates Burbank Avenue as a scenic road because of its special, scenic qualities, characterized by a rural aesthetic, with large trees, deep front yards, and an absence of sidewalks and on-street parking.

The new roadway design for Burbank Avenue, illustrated in Figure 4-2 (Chapter 4, Circulation), provides greater safety for pedestrians and bicyclists while maintaining the rural aesthetic. The new design includes bike lanes, sidewalks, and a tree-lined and landscaped bioswale along both sides of the street; no on-street parking is proposed. A similar street design was recently constructed in front of Roseland Creek Elementary School and is depicted in the Burbank Avenue Scenic Roadway Guidelines document (which was developed but never adopted by the City). There are two street sections included in the Specific Plan, one for the northern portion of Burbank, where there is less right-of-way available, and one of the southern portion of the street.

E. PUBLIC FACILITIES

Chapter 5 of the Specific Plan describes the infrastructure systems that will support the private development and public improvements proposed in the Plan. This chapter identifies how infrastructure facilities such as sewer, water, telecommunications and electricity will be provided, and also includes projected infrastructure needs. Chapter 5 also details important public services in the area such as police, fire, schools, and parks and recreation.

F. IMPLEMENTATION AND FINANCING

Development envisioned in the Roseland Area/Sebastopol Road Specific Plan will require a variety of improvements including those typically associated with site development, as well as broader public infrastructure improvements needed to create sufficient capacity for the new development being anticipated in the area. In order to achieve these improvements, a strategic and collaborative public/private approach to development will be required.

Chapter 6 of the Specific Plan outlines the steps necessary for successful plan implementation. The chapter identifies the regulatory and programmatic steps necessary to implement the plan and the physical improvements needed to support future development within the Plan area. Chapter 6 also identifies likely funding sources and mechanisms that will be utilized to finance identified improvements.

Implementation of the Specific Plan will require some additional physical infrastructure improvements. These improvements will be provided through the contributions of future development and other sources such as the City's Capital Improvement Program and grant funding.

Future development will be required to be planned and developed consistent with the Specific Plan. As new projects are approved, conditions will be applied requiring each project to dedicate or provide public improvements, depending on the project's particular impacts. In many cases, there will not be a sufficient link between the project and the planned infrastructure improvement to condition the project to provide the full improvement. In this case, the City will need to find other funding to complete improvements, which may mean incremental building of improvements, as appropriate, or dedication or fee collection for the improvement until sufficient funding has accrued.

2. Recommended Changes to the Draft Roseland Area/Sebastopol Road Specific Plan

Pursuant to direction provided by the Planning Commission at the June 9, 2016 and June 23, 2016 meetings, staff prepared a list of recommended changes to the Draft Specific Plan, which were included in the Commission's recommendation to Council, and are identified as Exhibit 'A' to the City Council draft resolution adopting the Specific Plan and approving the General Plan Amendment. The recommended changes are outlined below:

a. **General Document Text Changes**

Eliminate the reference to "Appendix A" on page 3-11 of the Draft Specific Plan by deleting the second sentence of Section 3.3, and eliminate any other references to appendices in the document that do not apply.

b. **Appendices**

Add the Community Workshop, Steering Committee and Technical Advisory Committee meeting minutes and summaries as an appendix to the Specific Plan, and add a reference to the appendix in the Table of Contents.

Add the following sentence to the end of the first paragraph on page 1-9, under Section 1.7:

“Summaries of each Technical Advisory Committee and Steering Committee meeting, as well as all four of the Community Workshops are included in Appendix A.”

c. **Add the following language to Specific Plan Section 1.2, Purpose of this Plan:**

“The purpose of this Specific Plan is to support a unified, vital, healthy, and livable Roseland community. The area’s designation as a Priority Development Area supports walkable, bikeable, and transit-rich neighborhoods by increasing the number and proximity of residents to amenities, schools, parks, and jobs. The plan aims to do this by improving connectivity, concentrating areas of activity, and enhancing the physical environment. The Specific Plan is intended to guide private development and public investment over the next 20 to 25 years.

This Specific Plan, in conjunction with the Santa Rosa General Plan and the Zoning Code, provides a framework for development of properties consistent with the vision and goals outlined in the document. This Plan also provides opportunities for streamlined California Environmental Quality Act (CEQA) review. The Environmental Impact Report (EIR) that was prepared for this Plan may facilitate environmental review for projects that are consistent with this Plan. In addition, some projects may qualify for streamlining due to location in a transit priority area or as an infill project.”

d. **Table 3-1: Land Use Designations**

On page 3-5, add the Very Low Density Residential land use designation, and the associated density and description, to Table 3-1: Land Use Designations, as follows:

Land Use	Density/Intensity	Description
Very Low Density Residential	0.2-2 units/gross acre	Detached single-family

e. **Land Use and Housing, Table 3-3: Development Potential by Land Use Type**

Replace Table 3-3, on page 3-11 of the Draft Specific Plan with the following table:

Land Use Type	Existing Conditions	Development Potential	Buildout
Retail	963,332	534,566	1,497,898
Office	38,203	3,097	41,300
Industrial	1,949,718	321,014	2,270,732
Institutional	79,576	20,000	99,576
Residential	5,250	3,602	8,852
Single Family	3,401	2,358	5,759
Multi-Family	1,849	1,244	3,093

f. **Figure 4-1: Roadway Network**

Add the proposed connection of Roberts Avenue, connecting straight (north/south) under or over Highway 12, and label street.

g. **Figure 4-3: Pedestrian and Bicycle Network**

Change the “Proposed Class 1 Bike Path” over Highway 101, at Earle Street, to “Existing Class 1 Bike Path”, as it is an existing structure.

Add the proposed connection of Roberts Avenue, connecting straight (north/south), under or over Highway 12.

h. **Policy RET-3.1**

Amend Policy RET-3.1, page 3-12, as follows:

“**RET-3.1** Preserve the rich cultural uniqueness and sense of place as new development occurs through encouragement of site and architectural design that is unique to the Roseland area.”

i. **Policy RET-3.2**

Amend Policy RET-3.2, page 3-12, as follows:

“**RET-3.2** Preserve the local character and maintain existing businesses in the plan area by promoting and encouraging locally run businesses, and working with existing businesses to ensure that they remain viable and thrive.”

j. **Policy SR-2.4**

Amend Policy SR-2.4, page 3-13, as follows:

“**SR-2.4** Respect the small scale of existing local businesses and avoid ‘strip mall’ type development that lacks character. All new

development or redevelopment of retail businesses shall be designed to meet the requirements of the Retail Centers & Commercial Districts section of the Santa Rosa Design Guidelines.”

k. **Add Policy to Goal ED-1**

Add the following Policy to Goal ED-1, page 3-14, related to promotion of economic activity and supporting of local businesses:

“**ED-1.7** Encourage property owners to seek innovative solutions to resolve soil and ground water contamination in the Plan area, including seeking grants or partnering with other entities.”

l. **Add Policy to Goal PBN-2**

Add the following Policy to Goal PBN-2, page 4-15, related to designing safe and comfortable pedestrian and bicycle facilities:

“**PBN-2.7** Discourage additional vehicular crossings of the Joe Rodota Trail, between Stony Point Road and Olive Street. To the extent possible, all new development and redevelopment shall be designed to utilize existing crossings of the Joe Rodota Trail, at Dutton Avenue, Roseland Avenue or Stony Point Road, or the proposed crossings already identified in the Santa Rosa General Plan 2035 (at the future extension of West Avenue and the proposed street located between Stony Point Road and Hampton Way).”

3. General Plan Amendments

The following outlines the Roseland Area/Sebastopol Road Specific Plan’s relationship to the Santa Rosa General Plan 2035:

Adopted by the City Council in November 2009, the Santa Rosa General Plan 2035 is the guiding document for development in the City, including the Specific Plan area. The General Plan identifies the land use designations and circulation network and sets the direction for development standards found in the City’s Zoning Code. The goals and policies set forth in the General Plan informed many of the priorities of the Specific Plan and compliance with those goals and policies ensured consistency between the two documents.

The Specific Plan however includes certain land use changes and modifications to the area’s transportation networks. Although the changes are generally consistent with the General Plan’s goals and policies, amendments to the General Plan text and land use and circulation diagrams will be necessary to reflect the proposed changes.

Text Amendments

California State law requires that a Specific Plan be consistent with an adopted General Plan. The Roseland Area/Sebastopol Road Specific Plan will include land use changes, primarily along Hearn Avenue, and modification to existing and planned transportation networks. As noted above, although these changes are generally consistent with the goals and objectives contained within the City's adopted General Plan, amendment of the General Plan text and diagrams will be necessary to reflect the proposed changes.

The General Plan text amendments proposed in conjunction with the Specific Plan include changes to the following elements:

- Introduction
- Land Use and Livability
- Transportation

The specific text changes, shown in strikethrough and underline format, are included as Attachment 4. (Please note that only the pages of each element that have proposed changes are included in the attachment)

The proposed text changes generally reference and incorporate policy direction from the Roseland Area/Sebastopol Road Specific Plan, and update the roadway and bicycle corridor maps and references.

General Plan Land Use Diagram Amendments

Figure 3-1, Land Use Map, in Chapter 3 of the Specific Plan, includes a number of properties that will have changed land use designations. In order to implement the Specific Plan Land Use Map, the General Plan land use designations for the affected properties will need to be amended.

As part of the land use amendments, minor changes are also proposed to the location of the tree symbol for proposed parks, and elimination of a star symbol for a previously proposed neighborhood shopping center on Burbank Avenue.

The following outlines the general areas where the General Plan Land Use Diagram will be amended (the specific parcels, which total 83, and associated proposed General Plan land use designations are listed in Attachment 5):

- Three parcels on the east side of Burbank Avenue, just south of Hughes Avenue, currently owned by the City and part of the future Roseland Creek Community Park, will be changed from Medium Density Residential to Parks and Recreation. It should be noted that the fourth parcel that makes up the future park site is not proposed for a land use change at this time because the site is privately owned with an existing residence.

- An approximately 11 acre site on the west side of Burbank Avenue, just south of Hughes Avenue, will be changed from Low and Medium Density Residential to Public/Institutional to reflect the existing Roseland Creek Elementary School located on the site.
- An approximately 2.5 acre area (over two properties) on the east side of Burbank Avenue, just south of the proposed Roseland Creek Community Park, will be changed from Medium Density Residential/Retail and Business Services to Medium Low Density Residential, consistent with the surrounding properties. This change was requested by residents of Burbank Avenue due to concerns regarding potential incompatibility between future retail stores on this site and the adjacent elementary school and future park.
- Fifteen properties along the north side of Hearn Avenue, from Stony Point Road to Burbank Avenue will be changed from Medium and Low Density Residential to Medium High Density Residential.
- Seven properties along the south side of Hearn Avenue, between Southwest Community Park and Sally Ann Street, will be changed from Medium Low and Medium Density Residential to a mix of Medium High Density Residential and Public/Institutional.
- An approximately eight acre site on Dutton Meadow, just south of Hearn Avenue, will be changed from Medium Density Residential/Retail and Business Services to Medium Low Density Residential at the request of the property owner. The request was made as a result of changing market demands and the desire of the property owner to develop the site in the future.
- An approximately 1.6 acre site on Mojave Avenue, adjacent to Colgan Creek, will be changed from Medium Density Residential to Parks and Recreation to reflect the future park in this area.
- Redesignation of the property located at 500 Olive Street from General Industry to Retail and Business Services (to reflect the existing retail use of the site) and the property located at 516 Olive Street from General Industry to Medium Density Residential (to reflect the existing residential use of the site).
- Redesignate the site located at 1942 Rose Avenue from Retail and Business Services to Low Density Residential. This site is currently vacant, but located within a single-family residential neighborhood. Due to the small size of the site, and the surrounding land uses, staff found that the appropriate land use designation is Low Density Residential.

- On June 29, 2016 the City received a letter from the owner of the property located at 255 Dutton Avenue requesting a General Plan amendment from Transit Village Medium to Retail and Business Services to reflect the existing gas station. Due to the location of the site, fronting on Dutton Avenue, directly adjacent to the Highway 12 onramp, as well as the existing use of the site and the fact that the other sites that front along Dutton Avenue are designated Retail and Business Services, staff finds that the requested change is appropriate.
- Forty-nine properties located along W. Hearn Avenue, within the unincorporated County island, will be changed from Low Density Residential to Very Low Density Residential (see explanation in the Zoning Code Amendments section, under Rural Heritage Combining District, below).

In addition to the above noted land use changes, the General Plan Land Use Diagram will also need to be amended to add the boundary of the Roseland Area/Sebastopol Road Specific Plan, and the following symbols will be changed:

- Move the proposed park tree symbol located on the Roseland Creek Elementary School site, on the west side of Burbank Avenue, to the proposed Roseland Creek Community Park, on the east side of Burbank Avenue.
- Move the proposed park tree symbol located just north of Naify Lane, between Dutton Avenue and the railroad tracks, up to the area just south of the Leo Drive extension.
- Move the proposed park tree symbol located just south of Hearn Avenue, between Victoria Drive and Dutton Meadow, south to the area near the proposed shopping center.
- Delete the proposed shopping center star located on the east side of Burbank Avenue, across from Roseland Creek Elementary School.

4. Downtown Station Area Specific Plan Amendment

The following outlines the Roseland Area/Sebastopol Road Specific Plan's relationship to the Downtown Station Area Specific Plan, as well as proposed amendments to the Downtown Specific Plan (see Attachment 6):

The Downtown Station Area Specific Plan was adopted by the City in October 2007. A portion of Roseland Area/Sebastopol Road Specific Plan boundary, in the northeast corner, overlaps with the Downtown Station Area Specific Plan boundary. This area includes the north side of Sebastopol Road, between

Dutton Avenue and Olive Street, as well as Roberts Avenue. Out of recognition for the work that was done through that process, there are no land use changes proposed for this area. However, issues have been raised in recent years regarding the feasibility of the proposed extension and connection of Roberts Avenue, under Highway 12, as well as concerns regarding adding another vehicular crossing at the Joe Rodota Trail. As a result, staff had recommended that the Planning Commission recommend to the City Council elimination of the connection. However, due to the importance of the connection, the Commission directed staff to gather additional information regarding the feasibility.

The Roberts Avenue connection was identified in the 2007 Downtown Station Area Specific Plan as an important circulation element, connecting the northeast corner of Roseland, which is envisioned for high density transit oriented development, to the future downtown Sonoma Marin Area Rail Transit (SMART) station. During the development of the Downtown Station Area Specific Plan, it was determined that a potential location for the connection of Roberts Avenue was under an existing Highway 12 overpass, where the SMART rail line and the Joe Rodota Trail are currently located (see image below, prepared by staff).

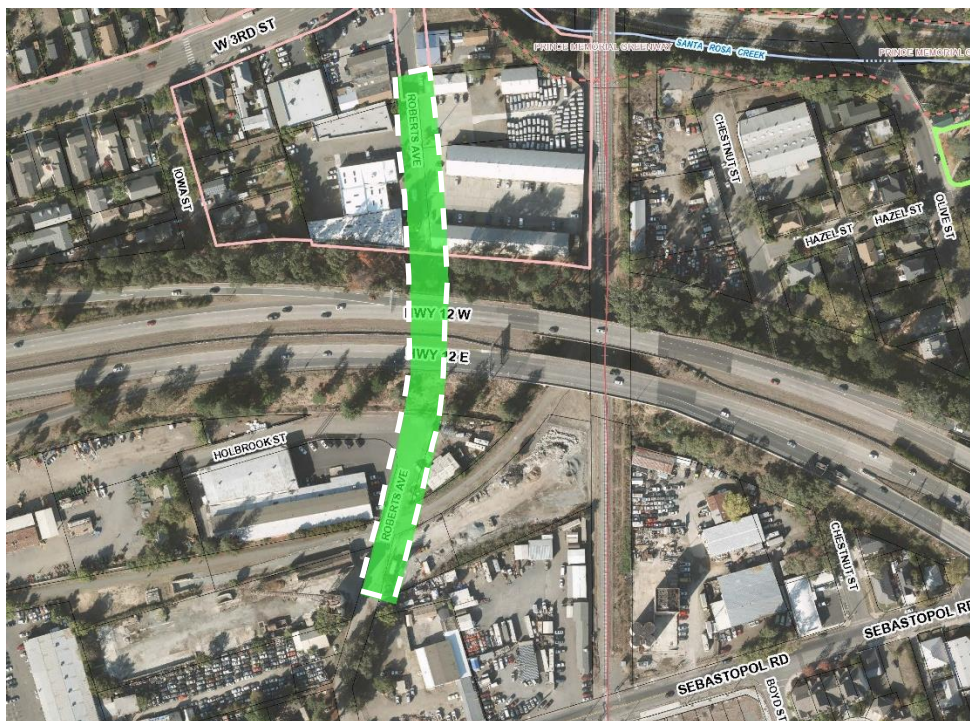


Current Alignment of Roberts Avenue as identified in the Downtown Station Area Specific Plan

Following the June 9th Planning Commission meeting, the Transportation and Public Works Department surveyed the space under Highway 12 and documented that the available width, between the 6-foot tall chain link fences that line the base of the highway abutments and support columns and the rail

line, ranges from approximately 25 feet to 45 feet. It should be noted that the approximately 9-foot wide Joe Rodota Trail is currently located within this space.

In order to meet City street standards, the minimum width needed to construct a road would be 56 feet, plus the space needed to maintain the Joe Rodota Trail (approximately 9 feet) and a second Class I bike lane identified in the Downtown Station Area Specific Plan (approximately 12 feet). The total minimum width needed as currently depicted in the Downtown Station Area Specific Plan would thus be 77 feet. As such, additional width would be needed to construct the connection under the existing overpass or the plan would need to be amended. The City's Traffic Engineering Division reviewed the information and indicated a preference to realign the proposed connection to be a straight north/south alignment, which would require construction of a new underpass or overpass of Highway 12 (see image below, prepared by staff).



Potential Realignment of Roberts Avenue

At the July 14, 2016 Planning Commission meeting, during the public hearing for the proposed Redwood Gospel Mission project on Roberts Avenue, the Commission discussed the future Roberts Avenue connection as it related to that project. Following staff's presentation and the public hearing, the Commission unanimously moved to direct staff to return through the Roseland Area/Sebastopol Road project with the proposed realignment of the connection.

Both the current configuration and the potential realignment of Roberts Avenue would be long-term projects, yet both were determined by the City's Traffic Engineering Division to be feasible. For the current configuration to be feasible,

additional excavation under the Highway would be necessary to achieve the 77 feet of width needed, while for the potential realignment, excavation under Highway 12, or a new overpass of the Highway, would be needed. Due to the potential benefits of the realignment, which include reduced impacts on the private properties on which the original alignment would have been constructed, and elimination of a second crossing of the Joe Rodota Trail (on the north side of the Highway 12 overpass), staff is recommending realignment of the roadway to run straight north/south, as depicted above. Staff is also recommending elimination of the additional Class I bicycle and pedestrian path along Roberts Avenue identified in the Downtown Station Area Specific Plan, which would have created three Class I paths within close proximity (the Joe Rodota Trail, the SMART Multi-Use Path and the Class I Path).

5. Zoning Code Amendments

The following outlines the Roseland Area/Sebastopol Road Specific Plan's relationship to the Santa Rosa Zoning Code:

The Santa Rosa Zoning Code provides standards for development, including height, setbacks, parking, allowed uses, and signage requirements. These standards set the pattern and character of development in the City.

In order to fully implement the Roseland Area/Sebastopol Road Specific Plan, and address requests made by the community, amendments are needed to the Zoning Code, including both text amendments and parcel rezonings and prezonings (for unincorporated areas). The amendments will make the Zoning Code, and parcels within the project boundaries, consistent with both the Specific Plan and the General Plan, and prepare unincorporated parcels for annexation.

Text Amendments

Attachment 7 to this report sets forth the proposed Zoning Code text amendments, which include proposed changes and additions to existing text, which are identified in strikethrough and underline format, and the addition of all new proposed text.

The following briefly outlines the proposed text amendments:

- Mobile Food Vending – Mobile food vending on private property is allowed in the City with the approval of a Minor Use Permit, but only as an accessory use to a main restaurant on the same site. The County of Sonoma allows mobile food vending on private property with the approval of a Use Permit, with no restrictions to the location. There several existing mobile food vendors on private property along the unincorporated section

of Sebastopol Road. According to County records three of these vendors have approved Use Permits.

Allowing mobile food vending on private property along Sebastopol Road was identified by the community as a key issue in the planning process, as part of maintaining and continuing the cultural diversity that makes up the unique character of Roseland. Because such uses are not currently allowed in the City, a text amendment to the Zoning Code is needed to allow the existing vendors to continue as conforming uses and new vendors to be established, should Roseland be annexed into the City.

Mobile food vending had come up as a citywide issue in recent years. However, the scope of this project has directed a focus on the Roseland area only, at this time. Mobile food vending may be considered on a citywide basis in the future. As such, staff is recommending that mobile food vending be added as an allowed use on private property, with the approval of a Minor Use Permit, on Sebastopol Road only, between Stony Point Road and Olive Street.

As part of the proposed text amendment, staff is recommending the addition of specific permitting requirements, location criteria, and standards and design criteria (proposed Zoning Code Section 20-42.210, Mobile Food Vending). The requirements and standards were developed based on research of other jurisdictions throughout California, feedback provided by the community at the fourth Community Workshop, and meetings with the Sebastopol Road businesses, including owners of existing mobile food vending and permanent restaurants.

- Burbank Avenue Scenic Roadway – As mentioned in the Circulation section above, the General Plan designates Burbank Avenue as a scenic road because of its special, scenic qualities, characterized by a rural aesthetic, with large trees, deep front yards, and an absence of sidewalks and on-street parking. In order to maintain the scenic and rural quality of the roadway, and provide greater safety for pedestrians and bicyclists, a new design is proposed for Burbank Avenue, illustrated in the Specific Plan's Figure 4-2 (Chapter 4, Circulation).

To protect the unique qualities of Burbank Avenue, staff is recommending that it be added to the roadways listed in the Scenic Road (–SR) Combining District section of the Zoning Code (20-28.050). The –SR Combining District primarily identifies greater setbacks from the roadways as a way of protecting the scenic resources as properties develop. The previously prepared Burbank Avenue Scenic Roadway Guidelines includes proposed building setbacks for possible incorporation into the Santa Rosa Zoning Code, however they were never adopted. Staff reviewed and considered the Guidelines, as well as the existing building

setbacks along Burbank Avenue, and developed proposed minimum setbacks from Burbank Avenue that range from 20 to 25 feet, depending on the height of the building.

The proposed Zoning regulations, as well as the proposed street design, were mailed to all property owners and tenants on Burbank Avenue for their review. Two property owners responded with questions; no concerns have been raised as of the writing of this report.

- Sebastopol Road Nonconforming Uses, Structures and Parcels – Through the community workshops, and a subsequent smaller meeting with property and business owners in the industrial area located between Sebastopol Road and the Joe Rodota Trail, concerns were raised regarding the legal nonconforming status of these businesses.

The Sebastopol Road Urban Vision Plan was adopted by both the City and the County in June 2007. At that time, General Plan land use amendments were also adopted by both agencies for consistency with the Vision Plan. The Vision Plan included a change in land use for the properties located along the Sebastopol Road corridor, including the existing industrial properties between Sebastopol Road and the Joe Rodota Trail, to a mix of higher density residential and retail.

While the Specific Plan is not proposing any changes to the land uses that were adopted with the Vision Plan, staff is recommending changes to the nonconforming uses section of the Zoning Code (20-61.020) to address concerns raised. Specifically, in order to maintain the vibrant and thriving industrial area, until this area is ready to convert to higher density housing and retail, staff is recommending that the time limit for maintaining a legal nonconforming status, despite non-operation, be 24 months within this defined area (rather than the six months period of non-operation currently allowed by the Code).

- Rural Heritage Combining District – City staff met on numerous occasions with property owners and residents of the W. Hearn Avenue neighborhood. W. Hearn Avenue, while not within the boundaries of the Specific Plan area, is one of the five unincorporated County islands that are being considered for annexation as part of the Roseland Area Annexation.

The meetings held with the W. Hearn Avenue neighborhood included a meeting at the home of one of the residents, and included City staff from Planning and Economic Development, Water and the City Manager's Office, as well as staff from the Local Agency Formation Commission (LAFCO) and a member of the Board of Supervisors. Through the various meetings and written correspondence, the neighborhood expressed

concerns regarding the potential annexation and how it might impact the rural character of their neighborhood.

W. Hearn Avenue is characterized by larger lots, ranging from approximately 0.13 acres up to 2.36 acres, with an average lot size of 0.64 acres. Many of the properties in the neighborhood have farm animals, and there are no sidewalks, curbs or gutters along the street. The residents expressed concerns about losing the unique, rural character that currently exists, should the neighborhood be annexed into the City.

Understanding the concerns raised, staff researched the existing County Zoning regulations for W. Hearn Avenue, and developed recommendations that were vetted with the neighborhood. The result of this process was a recommendation to change the City General Plan land use designation for the neighborhood from Low Density Residential (2 to 8 units per acre) to Very Low Density Residential (0.2 to 2 units per acre), as identified in the General Plan Land Use Diagram Amendments section above.

In addition, staff developed a proposed Rural Heritage (–RH) Combining District (Zoning Code Section 20-28.090) to recognize, preserve and enhance the rural character of W. Hearn Avenue. The –RH Combining District provides additional allowed uses similar to the County regulations for this neighborhood, such as animal keeping (a slight variation from the City’s animal keeping regulations with regard to the type and quantity of animals allowed). There are also regulations for fences, street standards and lights, and the potential future extension of W. Hearn Avenue.

The proposed Zoning regulations were vetted in a meeting with several residents, and adjustments were made to the proposal based on comments received. The final draft of the proposed –RH Combining District was mailed to all property owners and tenants on W. Hearn Avenue for their review. One property owner responded with questions; no concerns have been raised as of the writing of this report.

Parcel Rezoning and Prezonings

In order to provide consistency between the General Plan and the Zoning Code, the following properties will be rezoned or prezoned (for the unincorporated County areas) consistent with the Specific Plan and General Plan land use designations (the specific parcels are listed in Attachment 8 – rezoning of 190 parcels, and Attachment 9 – pre zoning of 1,606 parcels):

- All properties with a proposed change to the General Plan land use designation will be rezoned consistent with the General Plan.

- All properties within the Specific Plan area that are currently zoned inconsistent with the General Plan will be rezoned for consistency.
- All unincorporated properties within the annexation area will be rezoned consistent with the General Plan.
- Properties located within the W. Hearn Avenue unincorporated County island will be rezoned to include the proposed Rural Heritage (-RH) Combining district.
- Properties along Burbank Avenue will be rezoned to include the Scenic Road (-SR) Combining District.
- Two of the existing Planned Development (PD) zoning districts within the Specific Plan area will be rezoned to standard zoning districts to provide clarity in zoning requirements for the subject properties.

It should be noted that not all of the existing PD districts in the project area will be rezoned to standard districts. The remaining PD districts are not proposed for change because rezoning to a standard district would cause the existing developments to be inconsistent with the zoning, or because the properties have approved or pending projects. Rezoning at this time could negatively impact the existing or future development, which was not the intent of this project.

6. Bicycle and Pedestrian Master Plan Amendments

The following outlines the Roseland Area/Sebastopol Road Specific Plan's relationship to the Bicycle and Pedestrian Master Plan:

The Bicycle and Pedestrian Master Plan, adopted in September 2010, is an inventory and planning document that identifies existing and needed bicycle and pedestrian facility improvements. As part of the Specific Plan process, amendments are proposed that would incorporate changes and additions to the bicycle network to help improve circulation throughout the project area.

The Specific Plan proposes bicycle improvements including the addition of approximately 1.8 miles of Class I pathways, and 1.36 miles of Class II and 2.95 miles of Class III routes. The network also includes a possible future connection over the railroad at the proposed Leo Drive extension, to provide an additional link from the Roseland area to the Sonoma Marin Area Rail Transit (SMART) multi-use path located on the east side of the railroad tracks.

Amendments (see Attachment 10)

- Chapter 1, Introduction and Setting – Amend to include text that describes

the Roseland Area/Sebastopol Road Specific Plan.

- Chapter 2, Existing Conditions, Figure 2-2 (City of Santa Rosa, Proposed and Existing Bicycle Facilities) and Figure 2-3D (City of Santa Rosa – Southwest Quadrant, Proposed and Existing Bicycle Facilities) – Amend to include the proposed new and changed pedestrian and bicycle paths/routes.
- Chapter 3, Recommended Pedestrian and Bikeway Network – Amend the tables to include the proposed new and changed pedestrian and bicycle paths/routes.

7. Sebastopol Road Urban Vision Plan

As part of the Specific Plan process, consideration was also given to the Sebastopol Road Urban Vision Plan, the boundaries of which are entirely within the Specific Plan area. The following outlines the Roseland Area/Sebastopol Road Specific Plan's relationship to the Urban Vision Plan:

The Sebastopol Road Urban Vision Plan, a joint City/County planning document that was adopted in 2007, envisions the future appearance and development of the Sebastopol Road corridor, and the types of uses that should be located there. The Urban Vision Plan affects the stretch of Sebastopol Road between Dutton Avenue to the east and Stony Point Road to the west linking both sides of Sebastopol Road, as well as the area north of Sebastopol Road, abutting Highway 12. During this planning effort, land use, circulation, streetscape and design criteria were identified for future development along the corridor. Out of respect for that process and the work that the community, City and County put into developing the Vision Plan, no land use changes are proposed in this area as part of the Specific Plan, and no amendments are proposed to the Vision Plan.

FISCAL IMPACT

The City of Santa Rosa received a grant from SCTA for \$647,000 for development of the Roseland Area/Sebastopol Road Specific Plan and associated Environmental Impact Report, which covers both the Specific Plan and the future Roseland Area Annexation. Adoption of the Specific Plan will provide an opportunity for potential future grant funding in the project area.

ENVIRONMENTAL IMPACT

An Environmental Impact Report (EIR) was prepared for the Roseland Area/Sebastopol Road Specific Plan and the Roseland Area Annexation to assess the potential environmental effects of both projects, as well as the associated General Plan, Downtown Station Area Specific Plan, Zoning Code, and Bicycle and Pedestrian Master

Plan amendments, and the proposed Rezoning and Prezoning. The EIR covers both the Specific Plan and annexation projects due to their overlapping boundaries and as a way of streamlining the environmental process for future steps in annexation.

The EIR is a “program level” document that generally analyzes the broad environmental effects of a project with the acknowledgement that subsequent site-specific environmental review may be required for individual improvement or development projects that follow adoption of the Specific Plan and annexation of the unincorporated areas into the City of Santa Rosa. The Draft EIR was circulated for a 45-day public review period that began on May 20, 2016, and ended on July 5, 2016.

1. Public Scoping Meeting

A scoping meeting was held on February 1, 2016 to provide an opportunity for the public to give input on the scope and content of the environmental information that should be considered when preparing the EIR. Scoping comments are intended to suggest issues that the EIR should address. Public comment focused primarily on cultural resources, brownfield issues and remediation, impacts to the California Tiger Salamander, creek protection, adequate water supply for new development, and air quality, noise and traffic impacts. The Draft EIR assesses these issues and all relevant environmental impacts of the Specific Plan and annexation.

2. Potentially Significant Impacts

The Draft Specific Plan and proposed annexation have the potential to generate environmental impacts in a number of areas that could be significant. Pursuant to the California Environmental Quality Act (CEQA), a significant impact on the environment is defined as a substantial, or potentially substantial, adverse change in any of the physical conditions within the area affected by the Specific Plan and annexation. The potentially significant impacts include:

- Aesthetics
- Agricultural Resources
- Air Quality
- Biological Resources
- Cultural Resources
- Geology and Soils
- Greenhouse Gas Emissions
- Hazards and Hazardous Materials
- Hydrology and Water Quality
- Land Use and Planning
- Noise
- Population and Housing
- Public Services
- Traffic and Transportation

- Public Utilities

Most of the potential impacts from the Draft Specific Plan and proposed annexation are either less than significant, or can be mitigated to less than significant levels by the implementation of mitigation measures. Mitigation measures that would reduce many of the impacts in the areas identified above to a less than significant level are summarized in Table ES-1, in the Executive Summary section of the Draft EIR. Monitoring of recommended mitigation measures will form the basis of a project-specific mitigation monitoring program to be implemented in accordance with State law.

3. Significant and Unavoidable Impacts

Section 15126.2(b) of the CEQA Guidelines requires that an EIR describe any significant impacts that cannot be avoided, even with the implementation of feasible mitigation measures. Four impacts associated with the Roseland Area/Sebastopol Road Specific Plan and Roseland Area Annexation projects, one in air quality and three in traffic and transportation, were deemed significant and unavoidable:

- Air Quality (Draft EIR Section 3.3):

Impact 3.3.8 – 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.

- Traffic and Transportation (Draft EIR Section 3.13):

Impact 3.14.2 – 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 – 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 – 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).

4. Project Alternatives

CEQA Guidelines Section 15126.6(a) requires that an EIR describe a range of reasonable alternatives to the project that would feasibly attain most of the basic objectives of the project, but would avoid or substantially lessen any of the significant effects of the project. Section 4 in the Draft EIR analyzes two alternatives to the proposed Specific Plan and annexation. The alternatives considered and conclusion of the analysis are summarized below.

- No Project Alternative. Under this alternative, the proposed annexation would not be approved and no changes to the project area would occur beyond what is currently designated in the City of Santa Rosa General Plan 2035. This alternative would consist of a continuation of the General Plan 2035 policies into the future with the current land use designations in the project area remaining unchanged. This alternative would not meet the objectives of the proposed project. However, analysis of the No Project Alternative is required under CEQA Guidelines Section 15126.6(e).
- Reduced Development Alternative. This alternative is intended to eliminate the impact on freeway operations on Highway 101 North between Todd Road and Highway 12. The traffic study for the project determined that development in the project area would result in an increase in delays from existing conditions by approximately 3 percent; an increase of greater than 1 percent is considered significant. In order to reduce the impact to less than significant, this alternative assumes a reduction in development intensity in the project area of one-third of that proposed for the project.

CEQA Guidelines require that the environmentally-superior alternative be designated. If the alternative with the least environmental impact is the No Project Alternative, then this document must also designate the next most environmentally-preferable alternative. In this case, the Reduced Development Alternative would be the environmentally superior alternative when considering all of the various aspects. However, given the substantial reductions in development intensity required to achieve the reductions in impacts to a less than significant level, the resulting development may not achieve densities required to meet the project objectives related to transit-supportive land uses.

5. Final Environmental Impact Report – Response to Comments

As mentioned above, the public review period for the Draft EIR ended on July 5, 2016. Twelve letters/e-mails were submitted, and 17 people, including four Planning Commissioners, provided comments related to the Draft EIR at the June 9, 2016 Planning Commission public hearing. Commissioner Crocker

provided comments during the June 23, 2016 Planning Commission meeting since she was not present on June 9.

The Final EIR for the Roseland Area/Sebastopol Road Specific Plan was released for public review on August 18, 2016. The Final EIR responds to all comments received on the Draft EIR, both written and oral, and makes revisions to the EIR as necessary in response to these comments. No changes to the EIR, identified in the Final EIR, resulted in a need to re-circulate the EIR. Changes to the Specific Plan recommended by the Planning Commission, including the realignment of Roberts Avenue, do not require changes to the EIR. The response to comments on the Draft EIR, together with the previously circulated Draft EIR, constitutes the Final Environmental Impact Report for the project.

6. Statement of Overriding Considerations

As discussed above, the EIR identifies four impacts that are significant and unavoidable; one in Air Quality and three in Traffic and Transportation. If the City wishes to approve the project despite these identified significant and unavoidable impacts, the City must state the reasons for its action in writing. This "Statement of Overriding Considerations" must be adopted by the City Council and included in the record of project approval.

A proposed Statement of Overriding Considerations, which is summarized below, is included in the draft City Council resolution adopting the Draft Specific Plan, subject to the recommended changes to the Draft Plan, and approving the General Plan and Downtown Station Area Specific Plan amendments.

The following summarizes staff's recommended Statement of Overriding Considerations:

Air Quality. 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. As stated under Air Quality Impact 3.3.3 of the Draft EIR, it cannot be guaranteed, despite mitigation, that construction of subsequent projects allowed under the Specific Plan would generate air pollutant emissions below BAAQMD significance thresholds because of the programmatic and conceptual nature of the Plan and uncertainties related to future subsequent projects.

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 land use pattern is designed to reduce automobile trips 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 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 projected to alleviate both congestion and adverse queuing onto the freeway in the future. However, because the widening project would not be complete under near-term conditions, the impact of the Specific Plan would be significant and unavoidable. However, once constructed, the widening project would reduce the impact to a level of less than significant.

There are no further major capacity enhancements, such as expansions or new freeways identified for this area. As a result, long-range solutions to regional mobility must focus on better land use planning that support 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 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 also needed to provide services and jobs for current and future residents. 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.

PUBLIC COMMENTS RECEIVED

Written Comments

All written comments received by the posting date for this report have been included as an attachment (Attachment 15). Written comments received after the posting date will be provided to the Council prior to, or on the day of, the meeting.

To date, 76 written comments have been received. Twelve of the letters/e-mails relate entirely to comments on the Draft EIR, and, as such, have been responded to in the Final EIR for the project. The remaining 64 letters are identified below:

- a. Three letters/e-mails providing general comments on the Draft Specific Plan, which were included in the September 8, 2016 Planning Commission meeting packet for the Commission's consideration.

- b. A letter from the owner of the property located at 255 Dutton Avenue requesting to change the General Plan land use designation from Transit Village Mixed to Retail and Business Services, and the associated zoning district from Transit Village-Mixed to General Commercial (see the General Plan and Zoning sections above for a discussion regarding this request).
- c. An e-mail from the Sonoma County Regional Parks Department stating support for the proposed realignment of the Roberts Avenue connection.
- d. A letter from the Sonoma County Permit and Resource Management Department stating support for the Draft EIR (note: this letter was not included in the Final EIR because it was submitted on July 26, 2016, after the July 5, 2016 closing date for comments).
- e. Fifty-eight letters and e-mails (in the form of a petition) from residents of the W. Hearn Avenue neighborhood, stating support for the proposed Rural Heritage (-RH) Combining Zoning District, redesignation of the W. Hearn Avenue neighborhood from Low Density Residential to Very Low Density Residential, and Prezoning to RR-20.

BOARD/COMMISSION/COMMITTEE REVIEW AND RECOMMENDATIONS

1. Bicycle and Pedestrian Advisory Board

On May 19, 2016, City staff presented the draft bicycle and pedestrian circulation plan and associated goals and policies to the Bicycle and Pedestrian Advisory Board. The Board asked a number of questions, including a request for clarification on how the proposed circulation relates to areas outside of the plan area, if intersection safety was addressed in the Specific Plan, whether the proposed Class I path along Roseland Creek could be continued from McMinn Avenue to the rail line, and if pedestrian enhancements in the unincorporated areas would be initiated upon annexation into the City. Staff responded to each question, and no further comments were provided by the Board.

2. Planning Commission

On June 9, 2016 the Planning Commission held a public hearing on the Draft Environmental Impact Report, Draft Specific Plan, associated General Plan, Downtown Station Area Specific Plan, Zoning Code, and Bicycle and Pedestrian Master Plan amendments, and Rezoning and Prezoning. The Commission received comments from the public and provided their collective comments on each element of the project.

On June 23, 2016 staff returned to the Commission to provide response to comments received on the Draft Specific Plan from both the public and the

Planning Commission at the June 9th meeting. Following the report, the Commission provided direction regarding suggested changes to the Draft Specific Plan.

On July 14, 2016, during discussion of the Redwood Gospel Mission project on Roberts Avenue, the Commission directed staff to return through the Roseland Area/Sebastopol Road Specific Plan process with a recommendation to realign the future connection of Roberts Avenue, as discussed on pages 17-19 above.

On September 8, 2016 staff presented the Final EIR (response to comments on the Draft EIR). The Commission voted 4-0-1-2 to recommend that the City Council certify the EIR, adopt the Specific Plan, and approve the General Plan, Downtown Station Area Specific Plan, Zoning Code and Bicycle and Pedestrian Master Plan Amendments, and Rezone and Prezone the area consistent with the General Plan and Specific Plan. As part of the Commission's recommendation, a list of recommended changes to the Specific Plan were included in the resolution (identified on pages 14-17 of this report, and attached in Resolution Nos. 11783 through 11788, in Attachment 14 to this report).

NOTIFICATION

The following notification of the June 9, 2016 Planning Commission public hearing and October 18, 2016 City Council public hearing were provided:

- 1/8 page ad in the Press Democrat newspaper;
- Posted in three locations at City Hall;
- Posted in two locations at the Roseland Village Neighborhood Center and Library;
- Posted on the parent boards at local schools;
- Posted on the project website (www.srcity.org/roseland);
- E-mailed to the project distribution list (approximately 350 e-mail addresses); and
- Through the outreach efforts of the Roseland Area Projects Steering Committee.

Notification of the June 23, 2016 and September 8, 2016 Planning Commission meetings, which were report items, were provided through the e-mail distribution list, posted on the project website, and through the efforts of the Steering Committee.

ATTACHMENTS

- Attachment 1: Location Map
- Attachment 2: Figure 3-1, Land Use Map
- Attachment 3: Figure 4-3, Pedestrian and Bicycle Network Map
- Attachment 4: Proposed General Plan Text Amendments
- Attachment 5: Proposed General Plan Land Use Amendments (by parcel)

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- Attachment 6: Proposed Downtown Station Area Specific Plan Amendments
- Attachment 7: Proposed Zoning Code Text Amendments
- Attachment 8: Proposed Parcel Rezoning (by parcel)
- Attachment 9: Proposed Parcel Prezoning (by parcel)
- Attachment 10: Proposed Bicycle and Pedestrian Master Plan Amendments
- Attachment 11: Specific Plan Grant Requirements
- Attachment 12: Minutes of the May 19, 2016 Bicycle and Pedestrian Advisory Board Meeting
- Attachment 13: Minutes of the June 9, 2016, June 23, 2016 and September 8, 2016 Planning Commission Meetings
- Attachment 14: Planning Commission Resolution Nos. 11783 through 11788
- Attachment 15: Public Correspondence
- Draft Roseland Area/Sebastopol Road Specific Plan (previously delivered)
- Draft Environmental Impact Report (previously delivered)
- Final Environmental Impact Report (previously delivered)
- Resolutions
- Ordinances

Web Resources:

- Main Project Website link: www.srcity.org/roseland
- Draft Specific Plan link: http://srcity.org/departments/cityadmin/city_manager/roseland/Pages/Specific_Plan_Document.aspx
- Draft and Final EIR link: http://srcity.org/DEPARTMENTS/CITYADMIN/CITY_MANAGER/ROSELAND/Pages/EnvironmentalImpactReport.aspx
- Community Workshop Summaries link: http://www.srcity.org/departments/cityadmin/city_manager/roseland/Pages/Community_Meetings.aspx

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