

CITY OF SANTA ROSA
PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT
STAFF REPORT FOR PLANNING COMMISSION
MAY 23, 2019

PROJECT TITLE

Southeast Greenway

APPLICANT

Southeast Greenway Community Partnership
(including the City of Santa Rosa, Sonoma
County Water Agency, Sonoma County Regional
Parks, Sonoma Land Trust, LandPaths, and the
Southeast Greenway Campaign)

ADDRESS/LOCATION

No address. Caltrans right-of-way located
between Farmers Lane/Highway 12 and Spring
Lake Regional Park, in Southeast Santa Rosa

PROPERTY OWNER

California Department of Transportation (Caltrans)

ASSESSOR'S PARCEL NUMBER

Various

FILE NUMBER

ST14-003, GPAM19-002, REZ19-007

APPLICATION DATE

Initiated by the City Council on October 6, 2015

APPLICATION COMPLETION DATE

N/A

REQUESTED ENTITLEMENTS

General Plan Amendment
Rezoning
Zoning Code Text Amendment

FURTHER ACTIONS REQUIRED

Council action on the Environmental Impact
Report (EIR) Certification, California
Environmental Quality Act Findings of Fact,
General Plan and Zoning Code Amendments, and
Rezoning

PROJECT SITE ZONING

Existing: None

Proposed:

- Open Space Recreation (OSR);
- General Commercial (CG); and
- Neighborhood Commercial (CN), and
Multi-Family Residential (R-3-18)

GENERAL PLAN DESIGNATION

Existing: None

Proposed:

- Parks and Recreation
- Medium High Density Residential/Retail and
Business Services (mixed designation, 18-30
units/acre); and
- Medium Density Residential (8-18 units/acre)

PROJECT PLANNER

Jessica Jones

RECOMMENDATION

Recommend Approval to City Council

Agenda Item # 8.1
For Planning Commission Meeting of: May 23, 2019

CITY OF SANTA ROSA
PLANNING COMMISSION

TO: CHAIR CISCO AND MEMBERS OF THE COMMISSION

FROM: JESSICA JONES, SUPERVISING PLANNER
PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT

SUBJECT: SOUTHEAST GREENWAY

AGENDA ACTION: ADOPTION OF RESOLUTIONS RECOMMENDING APPROVAL

RECOMMENDATION

It is recommended by the Planning and Economic Development Department that the Planning Commission, by resolutions, recommend to the City Council, certification of an Environmental Impact Report for the Southeast Greenway General Plan Amendment and Rezoning project, adoption of Findings of Fact pursuant to the California Environmental Quality Act and a Statement of Overriding Considerations, adoption of General Plan text and land use amendments, and adoption of ordinances adding Zoning Districts and amending City Code Sections 20-23.030 and 20-26.030 for the Southeast Greenway area.

EXECUTIVE SUMMARY

The Southeast Greenway Community Partnership, including the City of Santa Rosa, Sonoma County Water Agency, Sonoma County Regional Parks, Sonoma Land Trust, LandPaths, and the Southeast Greenway Campaign, have come together to plan for the acquisition of 57 acres of land owned by the California Department of Transportation (Caltrans) and originally planned for an extension of Highway 12. The City Council initiated a General Plan Amendment and Rezoning in fall 2015 to designate land uses for the area. As part of the planning process, two community workshops were held to understand residents' land use and circulation preferences for the site. The Planning Commission and City Council held two joint study sessions, on November 1, 2016 and March 28, 2017, to consider information from the workshops, along with draft guiding principles and land use and circulation alternatives. With selection of the Preferred Alternative, proposed General Plan land use designations and Zoning districts were developed, and an Environmental Impact Report (EIR) was prepared. On September 14, 2017, the Planning Commission held a public hearing to receive comments on the Draft EIR. During the public review period, the City received comments regarding the

traffic analysis that resulted in the preparation of additional analysis and a Revised Draft EIR that was recirculated for public review between January 28, 2019 and March 13, 2019. On February 14, 2019, the Planning Commission held a public hearing to receive comments on the Revised Draft EIR. The project is now before the Planning Commission for recommendation to the City Council regarding certification of the EIR and action on the proposed General Plan amendments, Rezoning and Zoning Code text amendments.

BACKGROUND

1. Project Description

The proposed Southeast Greenway project (project) would establish General Plan land uses and associated zoning districts within a 57-acre area that spans a 1.9-mile linear path from Farmers Lane/Highway 12 to Spring Lake Regional Park. Implementation and adoption of the project would result in new development potential of up to 47.2 acres of parks and recreational uses/open space, 244 multi-family housing units, and 12,000 square-feet of commercial space. No physical changes to the site are proposed at this time; future park master planning and private development of the housing and mixed-use sites will be required to go through their own planning and supplemental environmental review process.

The proposed General Plan text amendment includes changes to three elements: Land Use and Livability, Transportation, and Public Services and Facilities. The text amendments include the addition of new goals and policies specific to the Southeast Greenway area that were designed to implement the Preferred Land Use and Circulation Alternative (identified as the “Illustrative Map”, attached to this report), which came out of the community engagement process. The Illustrative Map would also be included as a figure in the Land Use and Livability Element.

Because the Southeast Greenway area is Caltrans right-of-way planned for a Highway 12 extension, it does not have a General Plan land use designation or zoning district assigned to it. As such, the project includes designation of General Plan land use and zoning districts that would implement the preferences that came out of the outreach process, which are listed below:

- Approximately 47.2 acres located from Matanzas Creek, east to Spring Lake Regional Park (excluding a 1.2-acre site on the west side of Yulupa Avenue):

Proposed General Plan Land Use – Parks and Recreation
Proposed Zoning District – Open Space Recreation (OSR)

- 1.2-acre site on the west side of Yulupa Avenue:

Proposed General Plan Land Use – Medium High Density Residential (18-30 units per acre) / Retail and Business Services (mixed)

Proposed Zoning District – Neighborhood Commercial (CN)

- 4.7-acre, triangular site at the terminus of Highway 12, bordered by Farmers Lane, Hoen Frontage Road and the Highway 12 on-ramp:

Proposed General Plan Land Use – Medium High Density Residential (18-30 units per acre) / Retail and Business Services (mixed)

Proposed Zoning District – General Commercial (CG)

- 3.7-acre site located between Vallejo Street and the Highway 12 on-ramp, on the east side of Farmers Lane:

Proposed General Plan Land Use – Medium Density Residential (8-18 units per acre)

Proposed Zoning District – Multi-Family Residential (R-3-18)

The project includes amending the text of the Zoning Code to specifically address uses allowed in the proposed OSR, CN, CG and R-3-18 zoning districts. A number of uses allowed in the aforementioned districts would not conform to the vision of the Greenway that came out of the community engagement process. As a result, in-lieu of creating new zoning districts specific to the Southeast Greenway area, staff is proposing that minor amendments be made to the text of the proposed zoning districts that would apply to the Southeast Greenway only.

2. Surrounding Land Uses

North: Single-family residential, multi-family residential, commercial and public institutional (Montgomery High School) uses

South: Single-family residential, multi-family residential, commercial and office uses

East: Parks and recreation uses (Spring Lake Regional Park)

West: Highway 12 and Farmers Lane

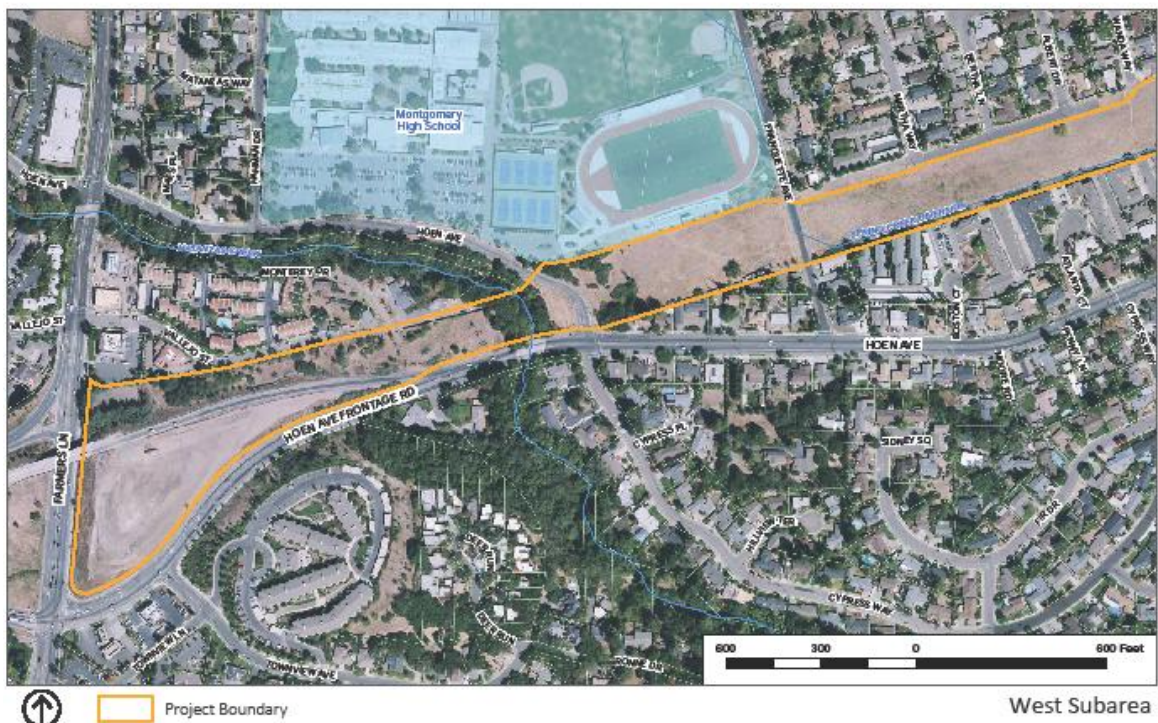
The project site is surrounded by a mix of established single-family and multi-family residential neighborhoods, as well as a variety of commercial, office and public institutional uses. Montgomery High School is located to the north of the project site, on the west end of the Greenway, with Spring Lake Regional Park located at the far east end of the site.

3. Existing Land Use – Project Site

The Southeast Greenway area is comprised of approximately 57 acres of land located in southeast Santa Rosa and is currently owned by Caltrans. The Greenway follows a 1.9-mile linear path from Farmers Lane/Highway 12 to Spring Lake Regional Park. The existing uses in the area are described by three subareas below:

West Subarea

As shown in the image below, the 18.3-acre West Subarea follows a linear path from Farmers Lane to Wanda Way. The West Subarea is primarily composed of grassland with three creeks, numerous swales, and potential wetlands. Matanzas Creek is located within this subarea, and there are a number of drainage swales that collect runoff from the property and some adjoining properties. An underground stormwater conduit, called the Spring Creek Diversion is also located along the southern edge of the Greenway, from Franquette Avenue in this subarea to Summerfield Road at the eastern edge of the Central Subarea.



Central Subarea

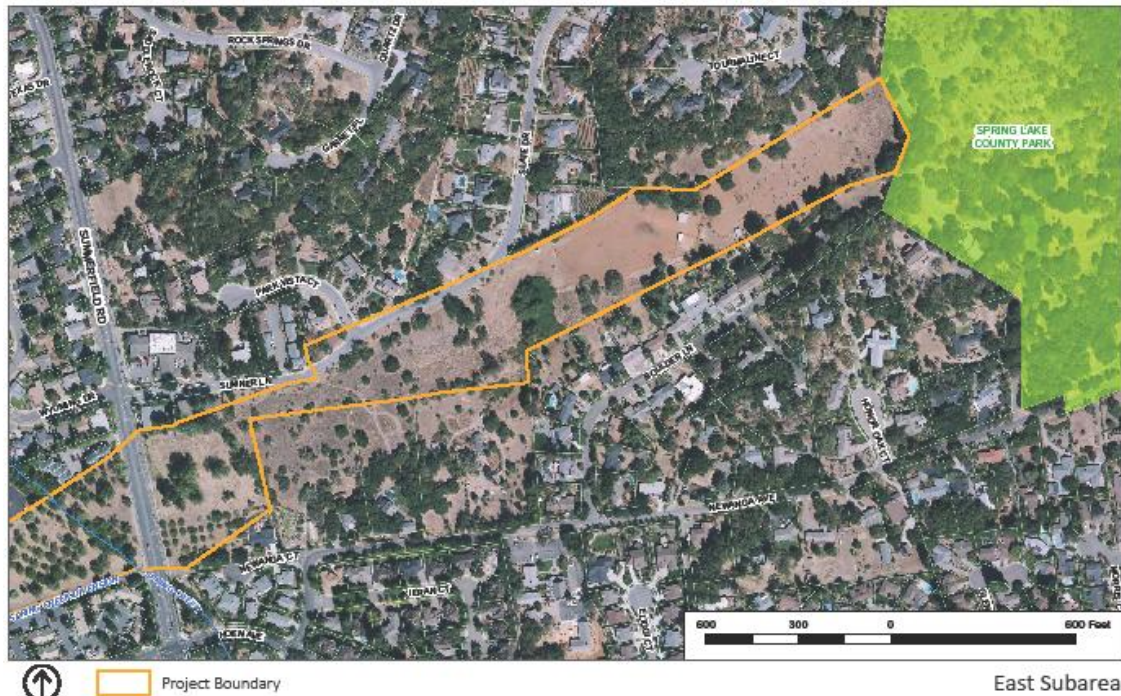
As shown in the image below, the 22.6-acre Central Subarea follows a linear path from Wanda Way and Camden Court to Summerfield Road. The Central Subarea is primarily composed of undeveloped land with trees along the

perimeter and a remnant walnut orchard on the eastern portion of the site. Sierra Park Creek and Spring Creek, tributaries of Matanzas Creek, flow through this subarea. Informal paths along Sierra Park Creek connect Hoen Avenue to Mayette Avenue. There are a few trees located along Sierra Park Creek and potential swales/wetlands in the area between Yulupa Avenue and Sierra Park Creek. There is dense vegetation including trees and bushes near Summerfield Road where Spring Creek traverses the Central Subarea. The Central Subarea is relatively flat with a slight elevated area comprised of earthen fill between Janet Way and Yulupa Avenue.



East Subarea

As shown on in the image below, the 16.3-acre East Subarea follows a linear path from Summerfield Road to Spring Lake Regional Park. The East Subarea is primarily composed of grassland and rocky outcroppings, oak woodlands, two potential wetlands, and a small remnant walnut orchard. This subarea does not have any creeks, but there are a number of drainage swales that collect runoff from the property and some adjoining properties.



An Existing Conditions, Opportunities and Constraints Report, dated October 6, 2015, was prepared that provides a more detailed description of the site. The documents can be found on the project website at <http://planthegreenway.com/documents/>.

4. Project History

In 2009, the Southeast Greenway Campaign was formed, which is a community group established to develop an urban Greenway on approximately 57 acres of land owned by the California Department of Transportation (Caltrans) and planned for a future extension of State Highway 12.

On October 18, 2011, the Santa Rosa City Council adopted Resolution No. 27995 which included Council Goal 4, Strategic Objective 4: “Acknowledge Southeast Greenway community planning projects.”

On April 16, 2013, the Council adopted Resolution No. 28266 reaffirming Council Goal 4, Strategic Objective 3: “Support Efforts of Southeast Greenway Campaign by Monitoring and Providing Information.”

On June 17, 2014, the City of Santa Rosa joined the Southeast Greenway Community Partnership by signing a Mutual Letter of Intent. At that time, the Partnership consisted of the following:

- City of Santa Rosa
- Sonoma County Water Agency

- Sonoma County Regional Parks
- Southeast Greenway Campaign
- LandPaths

As outlined in the Mutual Letter of Intent, the initial vision was that the highway land between Summerfield Road and Spring Lake Regional Park would be transferred to the Sonoma County Water Agency and operated/maintained by Sonoma County Regional Parks. The remaining land would be transferred to the City of Santa Rosa and would be operated and maintained by City of Santa Rosa's Recreation and Parks Department with support from community members and nonprofits.

On August 20, 2014, the California Transportation Commission adopted a resolution to rescind the freeway adoption due to lack of operational need, local support and funding, allowing the land to be transferred or sold.

In late 2014, the Sonoma Land Trust joined the Southeast Greenway Community Partnership and is contributing expertise and effort toward facilitating the future transfer of the Caltrans land to public ownership.

On July 7, 2015, the Council adopted Resolution No. 28666 approving a Memorandum of Understanding (MOU) between Caltrans, Sonoma Land Trust, and the Southeast Greenway Community Partnership. The MOU documents how the Partnership, Sonoma Land Trust, and Caltrans will collaborate and work together toward development of an agreement that will transfer the highway land to public ownership.

The MOU states that the City of Santa Rosa would develop an Existing Conditions, Opportunities and Constraints Report to document existing conditions on the property and opportunities and constraints resulting from existing adopted plans. This report was completed and presented to the City Council on October 6, 2015.

On that date, the Council considered the information contained in the Existing Conditions, Opportunities and Constraints Report and adopted Resolution No. 28696, initiating a General Plan Amendment and Rezoning of the site, along with development of an EIR.

On June 14, 2016, the Council approved a Professional Services Agreement with PlaceWorks, Inc. for preparation of the General Plan Amendment, Rezoning, and EIR for the 57-acre site.

On August 6, 2016, the first community workshop was held, with participants envisioning desired uses on the site.

On October 8, 2016, the second community workshop was held for participants to consider and provide feedback regarding draft guiding principles and three land use and circulation alternatives. Greater detail about these workshops is contained in the Community Outreach/Planning Process section of this report.

On November 1, 2016, a joint meeting of the Planning Commission and City Council was held to review the draft guiding principles, land use and circulation concept alternatives, and results from the public outreach effort. At that meeting, the Council and Commission directed staff to create a single draft land use and circulation concept alternative, as described in the Community Outreach/Planning Process section of this report.

On March 28, 2017, a second joint meeting of the Planning Commission and City Council was held to receive feedback on the single preferred land use and circulation alternative and proposed General Plan amendment.

On April 24, 2017, a Notice of Preparation (NOP) of an Environmental Impact Report was mailed to properties within 500 feet of the project area, and was distributed to State agencies and other local and regional agencies, departments and individuals that requested notification. The 30-day public review period for the NOP ended on May 23, 2017.

On May 15, 2017, a Scoping Meeting was held at the Bennett Valley Senior Center to gather comments and guidance on the scope and content of the EIR from the community, interested public agencies, and organizations.

On August 21, 2017, the 2017 Draft EIR for the project was released for a 45-day public review period, ending on October 4, 2017.

On September 14, 2017, during the 2017 Draft EIR public review period, a public hearing was conducted with the Planning Commission to receive comments from the Commission and the public on the 2017 Draft EIR and proposed General Plan amendments and Rezoning.

During the public review period, the City received public comments requesting additional traffic analysis to address future conditions without the Farmers Lane extension (if the roadway is not complete before the Southeast Greenway project is completed). Following the October 4, 2017 closing of the public review period, staff and the consultant team began work on preparing the additional traffic analysis.

On October 8, 2017, and continuing for days thereafter, a series of wildfires burned over 90,000 acres in Sonoma County and damaged or destroyed approximately 3,000 homes and 100 commercial structures within the City of Santa Rosa.

Due to the impact on staff resources related to the fires, as well as staff's work on the Council's existing priorities, most notably implementation of the City's Housing Action Plan, work on the Southeast Greenway project was put on hold.

In November 2018, with much of the policy work related to the fires complete and significant progress made towards the Housing Action Plan initiatives, staff redirected time toward completion of the Southeast Greenway project, and finalization of the updated traffic analysis.

On January 28, 2019, the Revised Draft EIR was released for a 45-day public review period, ending on March 13, 2019.

On February 14, 2019, a public hearing was conducted with the Planning Commission to receive comments from the Commission and the public on the Revised Draft EIR.

PRIOR CITY COUNCIL REVIEW (Indicate N/A if not applicable)

Prior Council actions are detailed in the Project History section above.

ANALYSIS

1. Community Outreach/Planning Process

Community Workshop 1

The first community workshop for the project was held on August 6, 2016. Approximately 200 people participated in envisioning future land uses and circulation for the site. Attendees filled out cards identifying their vision and concerns for the Greenway and broke into small groups to discuss specific uses for the 57 acres.

Meeting participants strongly favored open, natural spaces with paths for walking and bicycling, parks, and gardens. There was some interest in compatible retail and housing. Concern was expressed regarding safety, lack of security, parking in adjacent neighborhoods, homeless encampment, development and housing. Participants located potential future uses, generally denoting open space uses along the majority of the site, with school use adjacent to Montgomery High School, and non-open space uses such as mixed use, retail, or lodging, at Farmers Lane and around the main cross streets, Franquette Avenue, Yulupa Avenue, and Summerfield Road. A full meeting summary of Community Workshop 1 is available on the project website (<http://planthegreenway.com/documents/>).

Direction from Council, input from attendees at the community workshop, input from the project's Technical Advisory and Partnership Committees, and site

characteristics helped to shape three land use and circulation alternatives and informed development of the project guiding principles.

Community Workshop 2

The draft guiding principles and the three land use and circulation alternatives were considered at a community workshop conducted on October 8, 2016. Approximately 150 people attended the meeting. Participants broke into groups to review the alternatives and principles and completed surveys to register preferences about each.

To provide additional ways for the community to respond to the alternatives, an online and paper survey was developed. From October 10 to 26, 2016, the online survey was available on the project website. Intercept surveys were conducted at seven educational, retail, and park locations near the Greenway on Monday, October 10th, Saturday, October 15th, and Saturday October 22nd. The same survey was used at the workshop, in person, and online.

Nearly 400 survey responses were received, the majority online. Respondents were asked to rank their preferred land uses and circulation systems within the west, central and east sections of the Greenway. Most responses favored land uses in Alternative 1 (63%), then Alternative 2 (20%), followed by Alternative 3 (17%). The responses to the circulation options were more evenly split between: Alternative 1 (53%) and Alternative 2 (31%), followed by Alternative 3 (16%). A summary of Community Workshop 2 and of survey responses is available on the project website (<http://planthegreenway.com/documents/>).

Joint Planning Commission and City Council Meeting

The three land use and circulation alternatives were also considered at a joint session of the Planning Commission and City Council on November 1, 2016. At the joint study session, the Commission and Council provided the following comments regarding development of a single Preferred Alternative:

- Provide a continuous Greenway with separate bike and pedestrian paths;
- Ensure the plan works for all the community and connects to downtown;
- Address the City's need for housing and provide housing opportunities near existing infrastructure;
- Increase eyes on the Greenway and activate the space;
- Avoid changing the freeway on-ramp;
- Maximize shared parking opportunities with adjacent properties, such as Montgomery High School and Spring Lake Regional Park;
- Restore remnant orchards, particularly east of Summerfield Road; and
- Ensure the plan would be financially feasible

Based on this direction, along with existing site characteristics and other planned improvements, input from the public workshops and the community survey, the Preferred Alternative was developed and the guiding principles were refined.

At the joint Planning Commission and City Council meeting on March 28, 2017, the Commission and Council provided direction and feedback on the guiding principles and Preferred Alternative.

The attached “Illustrative Map”, which is the final Preferred Land Use and Circulation Alternative, is the result of the two community workshops, community surveys, as well as the joint Commission and Council sessions. The following outlines the guiding principles that came out of the process:

- a. The Greenway provides a continuous pedestrian, bicycle, and non-motorized transportation connection from Spring Lake Regional Park to Farmers Lane and links to downtown Santa Rosa, surrounding neighborhoods and schools, and the regional trail system. It should provide separate bicycle and pedestrian paths where possible.
- b. The Greenway provides open space, educational and cultural opportunities, and active and passive recreation for residents and visitors.
- c. The Greenway is developed sustainably to enhance and protect wetlands, wildlife habitat, groundwater and air quality.
- d. The Greenway is developed to support a walkable, livable neighborhood, promote economic vitality, and encourage social equity.
- e. The community, public agencies and private partners work together on the Greenway’s planning, acquisition, development, maintenance, stewardship, safety, and funding.
- f. Uses on the Greenway are designed to face and provide easy access to the main paths in the Greenway, maximize views of the hills, promote public safety, and respect the character of adjacent neighborhoods.

2. Proposed Land Use and Circulation Concept

The descriptions below of the proposed land use and circulation concepts came out of the community visioning process, as well as direction from the Planning Commission and City Council in two joint meetings. It is important to note that, while these concepts are proposed to be included in the General Plan as a figure (the “Illustrative Map”), they do not represent specific proposed development or park master planning. Future projects will need to be analyzed on their own merits, including project level environmental review.

Land Use Concept

The Illustrative Map (attached), which is the Preferred Land Use and Circulation Alternative that came out of the community process and joint Planning Commission and City Council review, outlines the land use concepts and provides general guidance on the future master park planning and potential physical development of the Southeast Greenway area. The Illustrative Map outlines the general uses and standards of building density and intensity for the area, and was the bases for the proposed General Plan land use amendment. The proposed allowable uses are described below:

a. Parks and Recreation (Potential Greenway Uses)

The Illustrative Map, which will be included as a figure in the Land Use and Livability Element of the General Plan, includes parkland with a mostly natural appearance, which would maintain a minimum width of 100 feet (but often wider) for the length of the Greenway, and would include pathways for pedestrians, bicyclists, and non-motorized access; native plantings; and some areas dedicated to play areas and picnic areas near access points. Within the parkland, select areas were determined to be appropriate for the following uses:

- **Public Plaza.** Locations for small gatherings, trailheads, and gateways. These areas would include signage and seating, and could include restrooms, kiosks, public art, and public parking.
- **Natural Open Space.** These areas would be for wildlife habitat and planted with appropriate native plants.
- **Creek Restoration.** 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 active recreational uses (swim center, running tracks, basketball or tennis courts), “outdoor classrooms,” and associated restrooms and lighting that could serve as an extension of Montgomery High School. The area could be used by other schools, as well as the community at-large, and could benefit from sharing the school’s existing parking lots.
- **Community Gathering Place.** This space would benefit from its proximity to the school facilities, potentially sharing Montgomery High School’s existing parking lot and would allow facilities for large, organized community events like celebrations, festivals and concerts. It could include a small amphitheater.

- Urban Agriculture. These areas would allow community gardens or working farms, including orchards. They are primarily located near pedestrian/bicycle cross intersections and new housing. Community gardens serve the neighborhood and bring more “eyes to the Greenway” enhancing the safety for all users. They would be sited at pedestrian pathways to neighboring residential areas.
- Utilities. In addition to the above-mentioned uses, the parkland must accommodate the existing Spring Creek Diversion that runs east-west along the south side of the Greenway and a new well field site and associated treatment facilities that are needed to enhance the City’s water supply along the northern side of the Greenway at the terminus of Albert Drive.

b. Mixed Use

Two locations are appropriate for residential development with ground-floor retail uses, and potentially separate commercial structures. This mix will adhere to the land use designations of Medium High Density Residential and Retail and Business Services. Residential uses are required in this designation at a density of 18 to 30 dwelling units per acre which could result in 106 to 177 units. The individual sites are described below:

- One site is located on the 4.7-acre triangular parcel at the terminus of Highway 12, bordered by Farmers Lane, Hoen Frontage Road and the Highway 12 on-ramp. This site could result in up to 12,000 square-feet of commercial space and 85 to 142 multi-family units.
- The other site is west of Yulupa Avenue on a 1.2-acre site, adjacent to other multi-family housing. This land use also could result in approximately 2,000 square-feet of commercial space and 21 to 35 multi-family units.

c. Two to Three-Story Attached Housing

Attached, multi-family residential, two to three-stories in height would be allowed along Vallejo Street, near housing of a similar nature, on a 3.7-acre site. This land use adheres to the Medium Density Residential General Plan land use designation which would allow a density of 8 to 18 dwelling units per acre, which could result in 30 to 67 residential units.

Circulation Concept

The circulation concept includes multi-modal access points, crossings, and connections throughout the Southeast Greenway. The proposed pedestrian and bicycle connections would increase connectivity between neighborhoods located north and south of the Greenway, although, the proposed circulation would apply within the Southeast Greenway area only.

The circulation concept includes strategies that would be effective in creating the most functional circulation system possible for the full range of users and travel modes within the Southeast Greenway area. The proposed designations would promote connectivity within the Greenway and surrounding neighborhoods. The circulation concept includes the following multi-modal improvements:

- **Multi-use Paths.** Multi-use paths running east to west would include a paved bike path (to accommodate travel in both directions) and paths to accommodate walkers, runners, and possibly equestrians (on the path east of Summerfield Road).
- **Mid-block Crossings.** Mid-block crossings are proposed at Summerfield Road, Yulupa Avenue, and Franquette Avenue. These will differ depending on the street to create bicycle and pedestrian crossings where the multi-use paths cross vehicle traffic.
- **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, and at the new driveway on Hoen Avenue Frontage Road, just west of the Highway 12 on-ramp, where a new public street access is specified by the proposed project, which would provide primary access to the potential future mixed-use development.
- **Vehicular Access.** New vehicular access and driveways serving mixed-use and residential development would be located on Hoen Avenue Frontage Road, Vallejo Street, and Yulupa Avenue. Access to the large mixed-use site would require a signalized intersection on Hoen Avenue Frontage Road. Access to trailheads/public plazas would be from Vallejo Street, Hoen Avenue, Yulupa Avenue, and Summerfield Road. Emergency vehicles would have access to the entirety of the Greenway.
- **Pedestrian/Bicycle Connections.** A number of north/south pedestrian/bicycle connections have been identified to connect to neighborhoods, provide safe routes to school, and to provide access to the Greenway between the cross streets. Numerous access points would facilitate easier pedestrian/bicycle access to the Greenway and allow areas between the roadways to be activated with foot and bicycle traffic.

The multi-use paths connect to a number of existing and planned City bicycle facilities that lead to downtown. In the west, bicyclists en-route to downtown Santa Rosa could choose to connect on bicycle facilities along proposed Class III facilities on Hoen Avenue to existing Class III facilities on Hahman Drive to existing Class II facilities on Sonoma Avenue. Alternatively, bicyclists could choose to use proposed Class III facilities on Vallejo Street to existing Class II facilities on Sonoma Avenue.

Circulation improvements should be analyzed on the west side of the Greenway. With the existing condition of the Highway 12 on-ramp, pedestrians would not be able to effectively cross rapidly moving traffic. Therefore, the City performed preliminary analyses of two options for direct access to the multi-use paths:

- **Pedestrian/ Bicycle Undercrossing:** An undercrossing was studied to connect the multi-use pathway on the north side of the on-ramp to connect to the mixed use development on the south side. This undercrossing could be configured under the on-ramp in the form of a box culvert.
- **Highway 12 On-Ramp Minor Modification:** An alternative to the undercrossing is to slightly reconfigure the on-ramp where it meets Hoen Avenue Frontage Road and include pedestrian/bicycle crossing features so that pedestrians and bicyclists can safely cross and access the mixed-use development.

3. General Plan

As mentioned in the Project Description, the proposed General Plan text amendment includes changes to three elements: Land Use and Livability, Transportation, and Public Services and Facilities. The Land Use and Livability element would be amended to include a description of the Southeast Greenway's land use and circulation concept, along with a detailed map illustrating these concepts (the Illustrative Map). Each of the three elements would be updated to include new goals and policies that address the Southeast Greenway and implement the community's vision (see attached Proposed General Plan Text Amendment in cross-out and underline format).

The proposed General Plan land use designations were selected based on compatibility and consistency with the Illustrative Map. For ease of implementation, it was determined that use of the City's existing land use designations would be appropriate, rather than creation of a new land use designation that would be specific to the Southeast Greenway area. Below are the proposed General Plan land use designations (also see a discussion regarding land use designations in the Issues section of this report):

- **Parks and Recreation.** Located on approximately 47.2 acres located from Matanzas Creek, east to Spring Lake Regional Park (excluding a 1.2-acre site on the west side of Yulupa Avenue).

The Parks and Recreation land use designation includes a number of categories, including neighborhood parks, community parks, Citywide parks, special purpose parks and facilities, public plazas and gathering places, and open space areas. The proposed land use would implement the wide variety of both recreation and open spaces uses identified on the Illustrative Map.

- **Medium High Density Residential / Retail and Business Services (mixed).** Located on a 1.2-acre site on the west side of Yulupa Avenue, and a 4.7-acre, triangular site at the terminus of Highway 12, bordered by Farmers Lane, Hoen Frontage Road and the Highway 12 on-ramp.

The Medium High Density Residential land use designation is defined as residential development, with densities ranging from 18 to 30 units per gross acre. This designation permits a range of housing types, including single-family attached and multi-family developments, and is intended for specific areas where higher density is appropriate.

The Retail and Business Services land use designation allows retail and service enterprises, offices, and restaurants.

The proposal for this area is for a mix of Medium High Density Residential and Retail and Business Services, which is depicted as a striped pattern on the General Plan Land Use Diagram. Pursuant to the Illustrative Map, residential uses would be required in these specific areas, with neighborhood serving retail uses encouraged.

- **Medium Density Residential.** Located on a 3.7-acre site between Vallejo Street and the Highway 12 on-ramp, on the east side of Farmers Lane.

The Medium Density Residential land use designation includes housing densities ranging from 8 to 18 units per gross acre. This designation permits a range of housing types, including single-family attached and multi-family developments, and is intended for specific areas where higher density is appropriate.

Adoption and implementation of the proposed land use designations would result in a continuous linear mix of park and recreational uses, including open space with native plantings and areas restored to their natural habitat, interspersed with picnic areas, playgrounds, community gardens, educational/recreational spaces

that can be used by neighboring schools, and a strategically located place for community gatherings. In addition, the proposed land use designations would allow for the future private development of retail services, housing, and lodging for Santa Rosa residents and visitors.

4. Zoning

The project proposes an amendment to the text of the City's Zoning Code, including revising development standards, to ensure consistency with the proposed changes to the General Plan, as well as assigning zoning districts to the area, consistent with the proposed General Plan land use designations.

The following are the proposed zoning districts, along with the proposed changes to the text of the Zoning Code:

- **Open Space Recreation (OSR) district.**

The OSR zoning district is proposed for the area identified for the proposed Parks and Recreation land use. Table 2-12 of the Zoning Code (Section 20-26.030) identifies the allowed uses and permit requirements within the OSR zone. However, in reviewing the land use table as it relates to the vision that came out of the community workshops, and the resulting Illustrative Map, it was determined that amendments to the text of Table 2-12 would be necessary to identify specific uses that do not fit with the vision for this area. As a result, the proposed text amendment includes the addition of a note that states that the following land uses would not be permitted in the Southeast Greenway area:

- a. Caretaker unit
- b. Child day care – Small family day care home
- c. Child day care – Large family day care home
- d. Community care facility—6 or fewer clients
- e. Golf course/country club (public or quasi-public)
- f. Home occupation
- g. Mobile home/manufactured housing unit
- h. Multi-family dwellings
- i. Office – Accessory
- j. Office – Government
- k. Residential accessory structures and uses
- l. Second dwelling unit
- m. Single-family dwelling
- n. Single-family dwelling, attached
- o. Transitional housing

- **Commercial General (CG) district.**

The CG zoning district is proposed for the 4.7-acre, triangular site at the terminus of Highway 12 (bordered by Farmers Lane, Hoen Frontage Road and the Highway 12 on-ramp), which is proposed for the mixed Medium High Density Residential and Retail and Business Services land use designation. The CG zone is applied to areas appropriate for a range of retail and service land uses that primarily serve residents and businesses throughout the City, including shops, personal and business services, and restaurants. Residential uses may also be accommodated as part of mixed use projects.

Table 2-6 of the Zoning Code (Section 20-23.030) identifies the allowed uses and permit requirements within the CG zone. Similar to the OSR discussion above, in reviewing Table 2-6, it was determined that amendments would be necessary to identify specific uses that do not fit with the vision for this area. As a result, the proposed text amendment includes the addition of a note that states that the following land uses would not be permitted in the Southeast Greenway area:

- a. Auto and vehicle sales and rental
- b. Auto parts sales (no installation services)
- c. Building and landscape materials sales – Outdoor
- d. Drive-through retail sales
- e. Gas station
- f. General retail – More than 20,000 square feet, up to 50,000 sf
- g. General retail – More than 50,000 square feet of floor area
- h. Grocery store, large – 20,000 square feet and greater
- i. Night club
- j. Medical service – Hospital
- k. Vehicle services – Minor maintenance/repair
- l. Warehouse retail

- **Neighborhood Commercial (CN) district.**

The CN zoning district is proposed for the 1.2-acre site on the west side of Yulupa Avenue, which is the other site that is proposed for the mixed Medium High Density Residential and Retail and Business Services land use designation. The CN district is applied to areas within and adjacent to residential neighborhoods appropriate for limited retail and service centers for convenience shopping. Uses in these centers are intended to provide for the day-to-day needs of local neighborhoods and workplaces, but not to be of such scope and variety as to attract substantial traffic volumes from outside the neighborhood. New development is encouraged to include both a residential and nonresidential component.

Table 2-6 of the Zoning Code (Section 20-23.030) identifies the allowed uses and permit requirements within the CN zone. Similar to the OSR and CG discussions above, in reviewing Table 2-6, it was determined that amendments would be necessary to identify specific uses that do not fit with the vision for this area. As a result, the proposed text amendment includes the addition of a note that states that the following land uses would not be permitted in the Southeast Greenway area:

- a. Gas station
 - b. General retail – More than 20,000 square feet, up to 50,000 square feet
 - c. Grocery store, large – 20,000 square feet and greater
 - d. Medical service – Hospital
- **Multi-Family Residential (R-3-18) district.**

The R-3-18 zoning district is proposed for the 3.7-acre site located between Vallejo Street and the Highway 12 on-ramp, on the east side of Farmers Lane, which is proposed for the Medium Density Residential land use designation. The R-3-18 zoning district is applied to areas of the City appropriate for residential neighborhoods with medium and higher residential densities, to provide home rental and ownership opportunities, and to provide a full range of choices in housing types to improve access to affordable housing. There are no proposed Zoning Code text changes to the R-3-18 district.

FISCAL IMPACT

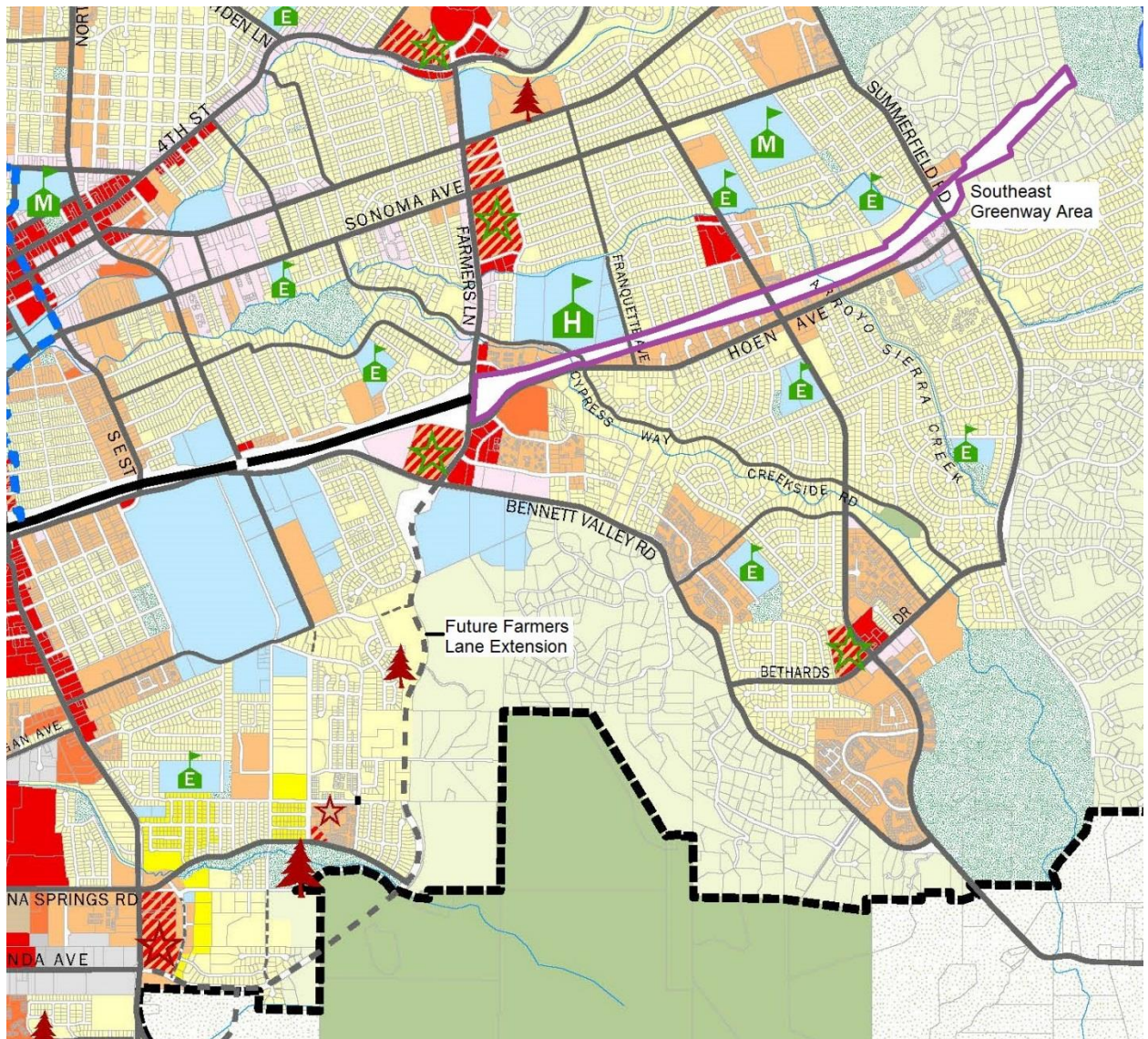
The total project budget for the proposed General Plan and Zoning Code Amendments and Rezoning, as well as the development of the EIR, was \$411,493. Of this amount, \$376,493 was provided from existing City funds, including \$351,493 from Planning and Economic Development and \$25,000 from Santa Rosa Water. The Sonoma County Water Agency contributed \$25,000, and the Sonoma Land Trust/Southeast Greenway Campaign contributed \$10,000. Adoption of the General Plan and Zoning Code Amendments and Rezoning will provide an opportunity for potential future grant funding in the project area.

ENVIRONMENTAL IMPACT – FINAL ENVIRONMENTAL IMPACT REPORT

1. Comments Received on the 2017 Draft EIR and the Revised Draft EIR

The public review period for the initial Draft EIR (2017 Draft EIR) ended on October 4, 2017. The City received 51 public comment letters/e-mails, several of which requested additional traffic analysis. Specifically, the 2017 Draft EIR provides analysis of the proposed project's future traffic impacts, assuming that

the Farmers Lane extension is completed (the extension of Farmer's Lane, in southeast Santa Rosa, is identified as a future project in the City's General Plan 2035, see image below).



Although the extension of Farmers Lane is a long-term project, because it is identified in the General Plan as a future roadway, the analysis must identify it and consider the future project impacts as if the extension is complete. However, because completion of the extension is not expected in the near-term, the commenters questioned the analysis, stating that review of the potential future project impacts **without** the Farmers Lane extension must also be completed.

The additional traffic analysis was completed and the 2017 Draft EIR was revised accordingly. The Revised Draft EIR, which includes two sections (Transportation and Circulation, and Noise), was released for a 45-day public

review on January 28, 2019, with a closing date of March 13, 2019. The recirculation was provided to allow interested public agencies, groups and individuals the opportunity to review and comment on new information provided in the Revised Draft EIR. A total of 26 comment letters/e-mails were received on the Revised Draft EIR.

2. Response to Comments

The Final EIR for the Southeast Greenway General Plan Amendment and Rezoning was released for public review on May 6, 2019. The Final EIR responds to all comments received on both the 2017 Draft EIR and the Revised 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. The response to comments on the 2017 Draft EIR and the Revised Draft EIR, together with the previously circulated 2017 Draft EIR and Revised Draft EIR, constitutes the Final Environmental Impact Report for the project.

3. Significant and Unavoidable Impacts

The EIR for the Southeast Greenway General Plan Amendment and Rezoning project identifies nine impacts, which are listed below, that are significant and unavoidable. 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 draft Statement of Overriding Considerations, which is summarized below, is included in the draft Planning Commission resolution recommending that the City Council adopt the Findings of Fact pursuant to CEQA.

Table 6-1 in the Final EIR identifies the following nine impacts, three related to Air Quality and six related to Transportation and Circulation, which are significant and unavoidable and cannot be feasibly mitigated:

a. Air Quality

Impact AQ-2: Operation of the proposed project could contribute to an existing or projected air quality violation.

Impact AQ-3: Future potential development projects associated with the proposed project could cumulatively contribute to the non-attainment designations of the San Francisco Bay Area Air Basin (SFBAAB)

Impact AQ-6: Despite implementation of the proposed project policies, criteria air pollutant emissions associated with the proposed project could generate a substantial net increase in emissions that exceeds the Bay Area Air Quality Management District (BAAQMD) regional significance thresholds.

b. Transportation and Circulation

Impact TRANS-1a: The Farmers Lane/Highway 12 Eastbound Off-Ramp-Hoen Avenue Frontage Road intersection currently operates unacceptably at Level of Service (LOS) E during the PM peak hour and is projected to continue operating at LOS E upon the addition of project-generated traffic, with increases in delay of approximately 9.6 seconds.

Impact TRANS-1b: On Farmers Lane under Future plus Project (With Farmers Lane Extension) conditions, the project is anticipated to cause operation to drop from LOS D to LOS E in the southbound direction during the AM peak hour.

Impact TRANS-1c: The Farmers Lane/Fourth Street-Sonoma Highway intersection is projected to operate unacceptably at LOS E during the AM and PM peak hours without the project and with the addition of project traffic would drop to LOS F during the AM peak hour.

Impact TRANS-1e: Under the Future plus Project (Without Farmers Lane Extension) scenario, the Farmers Lane/Highway 12 Eastbound Off-Ramp-Hoen Avenue Frontage Road intersection is projected to operate unacceptably at LOS E during the PM peak hour, with the project increasing the intersection's average vehicle delay by 8.0 seconds.

Impact TRANS-6b: Adequate pedestrian and bicycle circulation facilities to cross the Highway 12 Westbound On-Ramp cannot be assured, as both of the options in the proposed project for creating this linkage entail modifications to Caltrans facilities that are outside of the City's control.

Impact TRANS-6c: Potential development of an at-grade crossing at the Hoen Avenue Frontage Road/Highway 12 Westbound On-Ramp intersection could result in pedestrian safety concerns.

The following summarizes the draft Statement of Overriding Considerations:

Air Quality. By its very nature, air pollution is largely a cumulative impact. According to the 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 Impacts AQ-2 and AQ-3 of the 2017

Draft EIR, despite implementation of the proposed mitigation, criteria air pollutant emissions associated with the proposed project would cause a substantial net increase in emissions that exceeds the BAAQMD regional significance thresholds and could cumulatively contribute to the non-attainment designations of the San Francisco Bay Area Air Basin (SFBAAB).

During the past few years the City of Santa Rosa has modified its planning policies and land use regulations to increase residential densities in the vicinity of rail and bus transit facilities and on other infill properties. This has resulted in accommodating the increase in population projected through the year 2035 within the same Urban Growth Boundary established to accommodate projected population to the year 2020. This land use pattern is designed to reduce automobile trips (and, therefore, vehicle miles traveled) and is supportive of a program of greenhouse gas reduction. Thus, a basis for a finding of overriding consideration is the fact that the proposed residential and commercial development sites identified and described in the EIR for the Southeast Greenway General Plan Amendment and Rezoning project will be located within walking distance of nearby services and transit options, as well as existing bicycle and pedestrian routes. Furthermore, the Illustrative Map, included in the EIR project description and the proposed General Plan text amendment, identifies proposed multi-use paths throughout the Southeast Greenway area, which would connect the park, residential and commercial areas to the City's existing bicycle and pedestrian system. The proposed land use layout supports the City's goals and policies related to greenhouse gas reduction.

Transportation and Circulation. The Farmers Lane Extension project, which would provide a connection from Bennett Valley Road south, connecting with Highway 101, is identified in the City's General Plan as a future project. While the project is long-term, an EIR has been completed, at least one source of funding is secure (Measure M sales tax), and preliminary construction drawings have been prepared. This extension is projected to alleviate congestion at the intersection of Highway 12 and Farmers Lane. However, because the project is not expected to be complete under near-term conditions, the impact of the Southeast Greenway General Plan Amendment and Rezoning project would be significant and unavoidable.

There are no further major capacity enhancements, identified for this area. While a number of commenters on the 2017 Draft EIR and the Revised Draft EIR suggested that the City reconsider the extension of Highway 12 through the Southeast Greenway area, that decision was made by Caltrans (the property owner) on August 20, 2014. At that time, the California Transportation Commission adopted a resolution rescinding extension of Highway 12 due to lack of operational need, local support, and funding. 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 General

Plan goals and policies for the Southeast Greenway area emphasize 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 development, which also generates traffic, is also needed to provide services and jobs for current and future residents. Further, park and recreational space, including pathways connecting to existing bicycle and pedestrian routes, are necessary to serve the existing and future residents within the area, and to provide circulation for alternative modes of transportation. The Southeast Greenway General Plan Amendment and Rezoning project provides for a mix of residential and commercial development, in a manner that supports transit and encourages alternative transportation modes, minimizing traffic impacts to the greatest extent feasible, while utilizing the remaining area for needed open space and recreational use for the community.

BOARD/COMMISSION/COMMITTEE REVIEW AND RECOMMENDATIONS

N/A

ISSUES

There are no unresolved issues with the Southeast Greenway project.

ATTACHMENTS

- Attachment 1 – Location Map
- Attachment 2 – Mutual Letter of Intent
- Attachment 3 – Council Resolution No. 2866 – Memorandum of Understanding
- Attachment 4 – Council Resolution No. 28696 – Initiation of General Plan Amendment
- Attachment 5 – Southeast Greenway Illustrative Map
- Attachment 6 – Minutes of the November 1, 2016 and March 28, 2017 joint Planning Commission and City Council meetings, and September 14, 2017 and February 14, 2019 Planning Commission Meetings (excerpts)
- Attachment 7 – Proposed General Plan Text Amendment (in cross-out and underline format)
- Attachment 8 – Proposed General Plan Land Use Diagram
- Attachment 9 – Proposed Zoning Code Text Amendment (in cross-out and underline format)
- Attachment 10 – Proposed Zoning District Map

Resolution 1 – Recommending Certification of the EIR

Resolution 2 – Recommending adoption of Findings of Fact, Mitigation Monitoring and Reporting Program, and Statement of Overriding Considerations

Resolution 3 – Recommending approval of a General Plan Amendment

Resolution 4 – Recommending approval of a Rezoning

Resolution 5 – Recommending approval of a Zoning Code Text Amendment

Web Resources:

- City Website link: <https://srcity.org/2571/Southeast-Greenway>
(Links to the 2017 Draft EIR, the Revised Draft EIR, the Final EIR and the project website can be found on the City's website.)
- Project Website link: <http://planthegreenway.com/>
(Links to all project documents, including Community Workshop summaries and the Existing Conditions, Opportunities and Constraints Report, and the Draft EIR, the Revised Draft EIR and the Final EIR can be found on the project website.)

CONTACT

Jessica Jones, Supervising Planner

jjones@srcity.org

(707) 543-3410