

CITY OF SANTA ROSA  
CITY COUNCIL

TO: MAYOR AND CITY COUNCIL  
FROM: GABE OSBURN, DIRECTOR OF PLANNING AND ECONOMIC  
DEVELOPMENT  
SUBJECT: PREZONING OF PARCELS ALONG BARBARA DRIVE, ROBIN  
WAY, EDDY DRIVE, AND MOORLAND AVENUE TO SUPPORT  
FUTURE ANNEXATION AND PUBLIC WATER CONNECTIONS

AGENDA ACTION: ORDINANCE INTRODUCTION AND RESOLUTION

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RECOMMENDATION

It is recommended by the Planning Commission and the Planning and Economic Development Department that the City Council: 1) introduce an ordinance to Prezone the properties situated on Barbara Drive, Robin Way, Eddy Drive, Moorland Avenue, and Bellevue Avenue to the R-1-6 (Single-Family Residential) and R-2 (Medium Density Multi-Family Residential) zoning districts, consistent with the Low and Medium-Low Density Residential General Plan land use designations; and 2) by resolution, adopt a Resolution of Application for the annexation application to Sonoma County Local Agency Formation Commission (LAFCO).

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EXECUTIVE SUMMARY

The City proposes to Prezone 34 parcels located on Barbara Drive, Robin Way, Eddy Drive, Moorland Avenue, and Bellevue Avenue (See Figure 1). The goal is to annex the properties into the City of Santa Rosa for the purpose of providing City water service to 29 parcels in the area, which currently suffer from groundwater contamination, utilizing State funding. These parcels are developed with residential uses and are proposed to be Prezoned to the R-1-6 (Single-Family Residential) and R-2 (Medium Density Multi-Family Residential) zoning districts, consistent with the General Plan land use designations of Low Density Residential and Medium-Low Density Residential.

The Prezoning action is accomplished through the adoption of the ordinance, and the annexation is accomplished via application to the Sonoma County LAFCO. The Resolution of Application authorizes City staff to prepare and submit the application.

BACKGROUND

The project proposes to consolidate several small water systems into the City of Santa Rosa. As part of the project, 29 properties that will receive City water service, and five

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additional parcels along Bellevue Avenue that do not need to be connected to City water, will be Prezoned to allow for annexation into the City of Santa Rosa.

Before beginning construction, two important administrative tasks must be completed. First, the project area must be Prezoned by the City, followed by annexation through the Sonoma Local Agency Formation Commission (LAFCO). The project is being funded by the Water Board's Division of Financial Assistance (DFA) and directed by the State of California Water Resources Control Board (Water Board), Division of Drinking Water (DDW). The City is serving as the applicant for the Prezoning application, as it will provide water and associated infrastructure.



Figure 1 – Prezoning Boundary

Based on a comprehensive examination, DDW concluded that the groundwater resources for one of the water systems, serving 5 parcels (See Figure 2), has nitrate levels that exceed regulatory standards. Three county-regulated water systems serve five additional parcels. The 19 remaining parcels are served by unregulated wells from the same groundwater source. High levels of nitrate can lead to severe health problems, especially in pregnant women and infants.

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Figure 2 – 29 Parcels to be Provided City Water

The State and City have been collaborating to consolidate the various water systems in the area into the City water system. This process entails installing water mains in the looped street (Barbara Drive, Eddy Drive, and Robin Way) and parcels on Bellevue Avenue (See Figure 3). According to the City's GIS address information, there are 119 units on the consolidation parcels with a total area of approximately 10.19 acres. The five additional parcels proposed for annexation contain approximately nine units, totaling 4.66 acres. All of the parcels in the project area are being served by the South Park Sanitation District for sewer services. The storm drain service is currently provided by the County to this area.

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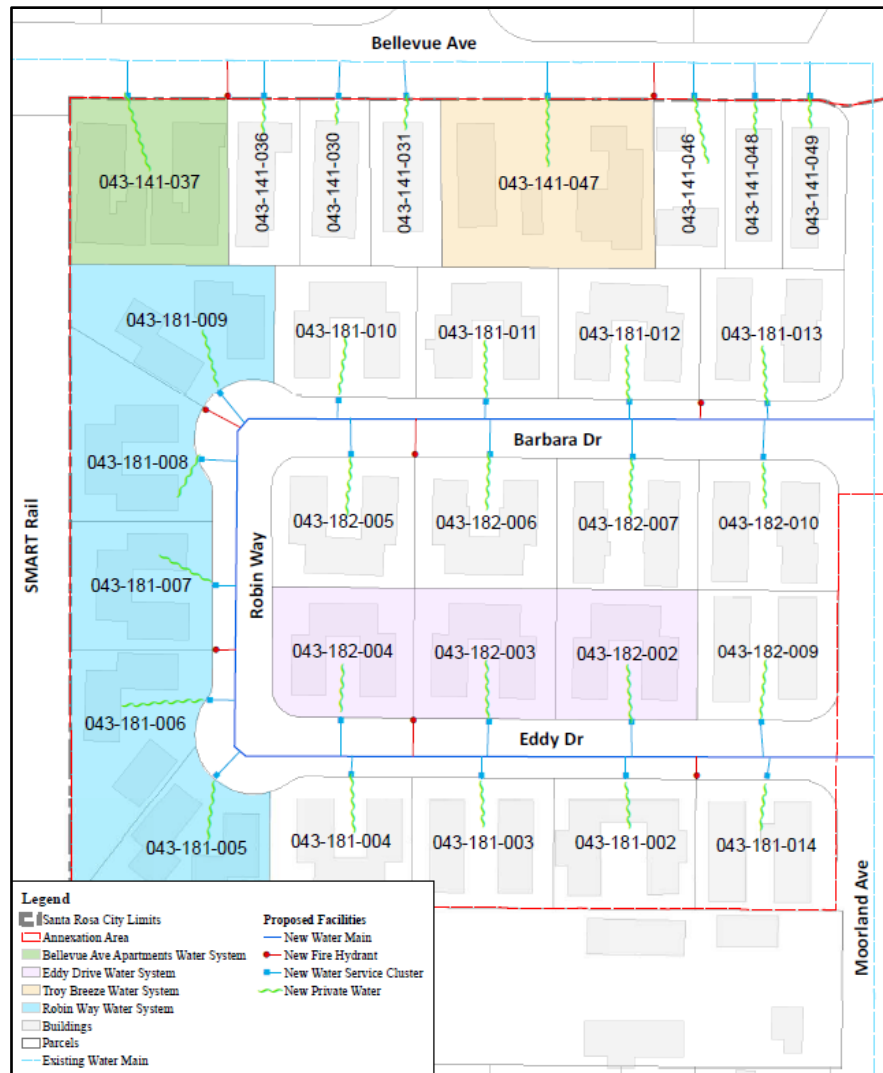


Figure 3 – Proposed Water Services

Following consultations between DDW and LAFCO, it was determined that combining the water system with annexation would be the best option, rather than through a utility certificate. This is due to the ongoing operations and maintenance issues associated with the existing water systems. It was also decided that all 34 parcels should be annexed, rather than only the 29 potentially contaminated parcels. This would result in a logical block of parcels being annexed and alleviate potential health impacts for the largest number of residents. Upon completion of the Prezoning and annexation processes, the City is expected to oversee the construction project. A grant provided by the State of California will cover the cost of construction and water service connection.

Prezoning is required to establish a zoning district for a site not currently within the City limits to allow for future annexation. The zoning district proposed for prezoning must be consistent with the existing General Plan Land Use designation for the site. The east

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side of Moorland Avenue has five parcels designated for Low Density Residential development, which is consistent with the R-1-6 zoning district. The west side of Moorland Avenue has 29 parcels designated for Medium-Low Density Residential, which is consistent with the R-2 zoning district (See Figure 4).

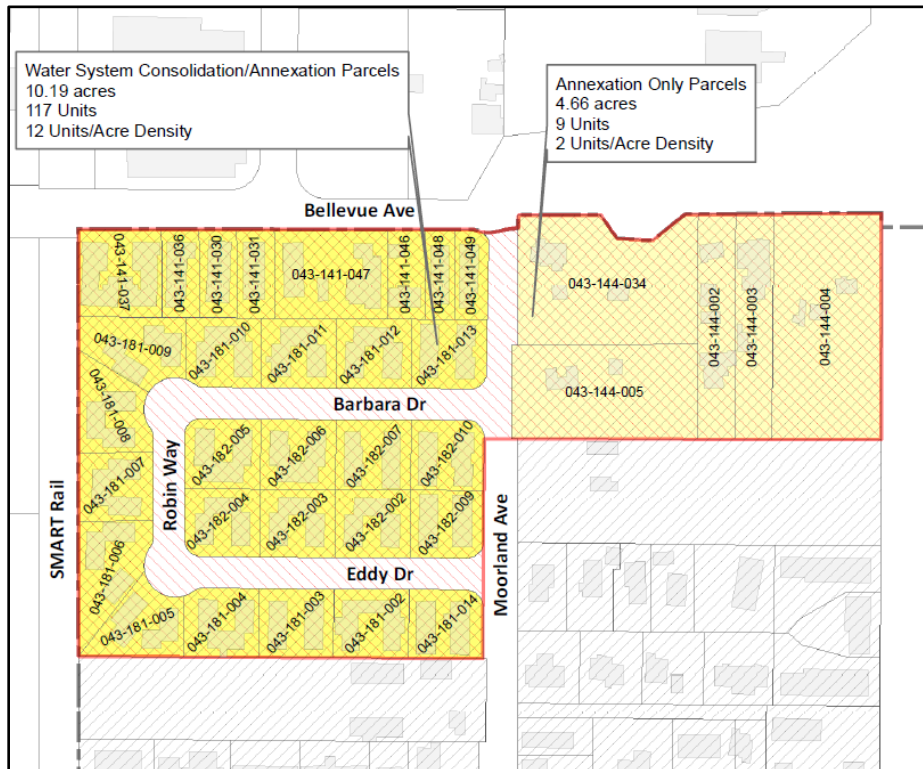


Figure 4 – General Plan Land Use Designation

## PROJECT HISTORY

- On July 19, 2019, DDW issued a citation letter (Citation No. 02\_18\_19C\_042) to the Robin Way Water System for nitrate maximum contaminant level violations.
- On August 27, 2019, the DDW inspection letter indicated that the system would need to increase groundwater sampling due to unknown well construction details, produce a 5-year budget and capital improvement plan, and correct storage deficiencies.
- In March 2020, the Water Board initiated a Proposition 1 Technical Assistance Work Plan through University Enterprises, Inc. (UEI) to prepare a Drinking Water State Revolving Fund (DWSRF) Construction Financing Application, consisting of the General, Technical, Environmental, and Financial Packages, for infrastructure improvements to consolidate the Robin Way Water System to the City of Santa Rosa. In December 2020, UEI retained Brelje & Race Consulting Engineers to provide these services.

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- In May 2021, the Draft Engineering Report (part of the Technical Package) was submitted to UEI, recommending the connection of the 29 parcels to City water and utilizing an annexation process rather than an extension of City service under a utility certificate. The City expressed support for this recommendation in August 2021.
- On December 28, 2023, the Prezoning application was submitted for the subject properties.
- On January 24, 2024, a Notice of Application in English and Spanish was mailed to the subject properties, as well as neighbors within 600 feet of the project boundaries.
- On July 25, 2024, the Planning Commission approved a resolution (unanimously) recommending that the Council introduce an ordinance to Prezone the properties.

## ANALYSIS

### 1. Santa Rosa General Plan 2035

The General Plan Land Use designation for the properties on the west side of Moorland Ave is Medium-Low Density residential, which allows 8 to 13 units per acre. This category is primarily intended for attached single-family and multifamily residential uses. The land use designation for the properties on the east side of Moorland Ave is Low Density Residential, which allows a density range from 2 to 8 units per acre. This category is primarily intended for single-family residential use. Prezoning is the first step towards annexing the area into the City Limits.

The following General Plan policy is applicable to this project:

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|--------------|---|
| LUL-A-2      | Annex unincorporated land adjacent to city limits and within the Urban Growth Boundary, when the proposal is timely and only if adequate services are available. Ensure that lands proposed for annexation provide a rational expansion and are contiguous to existing urban development. |
| <b>PSF-F</b> | <b>Ensure that an adequate supply of water is available to serve existing and future needs of the city.</b>   |
| PSF-F-1      | Utilize high quality water from the Sonoma County Water Agency (SCWA) aqueduct system as the primary water supply.  |

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PSF-F-2      Ensure that water supply capacity and infrastructure are in place prior to occupancy of new development.

PSF-F-5      Decline requests for extension of water beyond the Urban Growth Boundary, except in cases of existing documented health hazards and in areas where the city has agreements to provide services.

All properties proposed for Prezoning are located adjacent to the City limits and within the Urban Growth Boundary (UGB). Sufficient water and sewer services are accessible in the area to provide high-quality water to the properties that have existing and suspected health hazards.

2.      Zoning

The proposed zoning districts are R-1-6 (Single-Family Residential) and R-2 (Medium Density Multi-Family Residential).

The R-1 zoning district is applied to areas of the City intended to be maintained as residential neighborhoods comprised of detached and attached single-family houses, clustered residential hillside projects, and small multi-family projects, together with compatible accessory uses. The R-1 zoning district implements and is consistent with the Low Density Residential land use designation.

The R-2 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. The R-2 zoning district implements and is consistent with the Medium-Low Density Residential land use designation.

Public Comments

Staff received one inquiry about the water rates for qualifying low-income residents after the annexation is complete. The caller was referred to our Water Department to discuss water rates.

FISCAL IMPACT

Approval of the project will not have an effect on the General Fund. A grant provided by the State of California will cover the cost of construction and water service connection.

ENVIRONMENTAL IMPACT

The proposed project has been reviewed in compliance with the California Environmental Quality Act (CEQA), and staff has determined that the project qualifies

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for the following streamlining provisions and exemptions:

- CEQA Guidelines Section 15183 in that the proposed Prezoning is consistent with the General Plan. The Low Density and Medium-Low Density Residential land use designations were reviewed as part of the Santa Rosa General Plan 2035 Environment Impact Report (EIR), adopted by City Council Resolution No. 27509, dated November 3, 2009. The proposed Prezoning to the R-1-6 (Single-Family Residential) and R-2 (Medium Density Multi-Family Residential) zoning districts is consistent with the existing land use designations. There are no impacts peculiar to the site that were not already analyzed in the General Plan EIR or would require additional analysis.
- CEQA Guidelines Section 15303 in that the future proposed construction consists of limited numbers of new, small structures, such as water mains and associated utility extensions to serve existing structures.
- CEQA Guidelines Section 15304 in that the future proposed construction consists of minor land alterations that include grading on slopes less than 10 percent.

The City has further determined that no exceptions to the exemptions apply and there is no reasonable possibility that the activity will have a significant effect on the environment due to unusual circumstances (CEQA Guidelines Section 15300.2.)

### BOARD/COMMISSION/COMMITTEE REVIEW AND RECOMMENDATIONS

On July 25, the Planning Commission, by resolution, recommended that the City Council introduce an ordinance to Prezone the parcels situated on Barbara Drive, Robin Way, Eddy Drive, Moorland Avenue, and Bellevue Avenue to the R-1-6 (Single-Family Residential) and R-2 (Medium Density Multi-Family Residential) zoning districts, consistent with the Low and Medium-Low Density Residential General Plan land use designations.

### NOTIFICATION

The project was noticed as a public hearing per the requirements of Chapter 20-66 of the City Code. Notification of this public hearing was provided by posting an on-site sign, publishing notice in a newspaper of general circulation, mailed notice to surrounding property owners and occupants, electronic notice to parties that had expressed interest in projects taking place in this geographic area of Santa Rosa, and bulletin board postings at City Hall and on the City website. Pursuant to Government Code Section 65091, where necessary, the City has incorporated notice procedures to the blind, aged, and disabled communities. These procedures include audio amplifier/assistive listening device support at public meetings, closed captioning, and optical character recognition conversion of electronic notices.



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ATTACHMENTS

- Attachment 1: Location Map
  - Attachment 2: Neighborhood Context Map
  - Attachment 3: Property Address and Owner Information
  - Attachment 4: Preliminary Annexation Map
  - Attachment 5: Planning Commission Resolution, July 25, 2024
- Ordinance: Prezoning Ordinance – City Council  
Resolution: Resolution of Application – City Council

PRESENTER

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