3. Project Description

This chapter of the Draft Environmental Impact Report (EIR) describes the proposed Southeast Greenway General Plan Amendment and Rezoning project (project or proposed project). The proposed project would establish future land uses and result in the potential for new development to occur within the 57-acre area that spans a 1.9-mile linear path from Farmers Lane/State Route (SR) 12 to Spring Lake Regional Park, herein referred to as the Southeast Greenway Area or project site. Implementation and adoption of the proposed project would result in new development potential up to 47.2 acres of parks and recreational uses, 244 multi-family housing units, and 12,000 square feet of commercial space in the Southeast Greenway Area, in combination with the remaining and previously approved buildout in the existing Santa Rosa General Plan 2035 (General Plan 2035). The project also includes the proposed acquisition of the land by local public agencies and potential private developers for future development. No physical changes to the site are proposed at this time. This chapter provides general background about Santa Rosa and the proposed project, including detailed descriptions of the proposed buildout and General Plan Amendment and Rezoning.

3.1 Overview

3.1.1 Background

Every city and county in California is required to have an adopted comprehensive long-range general plan for the physical development of the county or city and, in some cases, land outside the city or county boundaries. The General Plan 2035 is the overarching policy document for the City of Santa Rosa (City) that defines a vision for future changes and sets the “ground rules” for locating and designing new projects, expanding the local economy, conserving resources, improving public services and safety, and fostering community health. The General Plan 2035, which includes guiding principles, goals, policies, and implementation programs, functions as the City’s primary land use regulatory tool. The General Plan 2035 is Santa Rosa’s constitution for future change and, together with the Zoning Ordinance and related sections of the Santa Rosa City Code (SRCC), serve as the basis for planning-related decisions made by the City. The City Council certified the EIR for the General Plan 2035 in November 2009.

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1 California Government Code Section 65300.
2 The City of Santa Rosa General Plan 2035, Environmental Impact Report, State Clearinghouse Number 2008092114 certified November 2009.
3.1.2 PLANNING PROCESS

The City has undertaken a community-based planning process to review land use alternatives as part of the proposed project. The planning process began on July 7, 2015 with the authorization by the City Council to execute a Memorandum of Understanding (MOU) between the City of Santa Rosa and the Southeast Greenway Community Partnership (Partnership). The purpose of the MOU was to document the understandings, intentions and expectations with regard to transferring the Southeast Greenway Area from its current owner, the California Department of Transportation (Caltrans), to the City of Santa Rosa and the SCWA. The Partnership is made up of the following agencies and organizations: City of Santa Rosa, Sonoma County Regional Parks (SCRP), Sonoma County Water Agency (SCWA), Sonoma Land Trust (SLT), LandPaths, and the Southeast Greenway Campaign to collaborate and work toward transferring the land to local public ownership. The City will seek to acquire all of the land except: 1) SCRP would be responsible for the management of approximately 16 acres east of Summerfield Road with ownership by the SCWA; 2) the parcels with potential for private development into residential or mixed-use. It is anticipated that the parcels identified for possible school facilities may be acquired by the City or another local public agency.

On September 15, 2015, the City completed the *Southeast Greenway Existing Conditions, Opportunities, and Constraints* document, which is included as Appendix I, Existing Conditions, of this EIR. On October 6, 2015, the Santa Rosa City Council adopted Resolution Number 28696 to initiate the General Plan Amendment and Rezoning for the Southeast Greenway Area.

Upon initiation of the proposed project, the City met with key stakeholders to understand their vision for the Southeast Greenway Area. These stakeholders included the following:

- Mayette Village Shopping Center business owners, and other key business owners along with housing and commercial developers
- Residents, community members, resident association representatives, and community leaders
- Bike advocates and representatives from runners club, equestrian club and environmental organizations
- Representatives from the Partnership as listed above, the Santa Rosa City Schools District, and Rincon Valley Union School District
- Caltrans

A Technical Advisory Committee (TAC) was also established that included representatives from the Partnership (SCWA, SCRP, and SLT), as well as the following City departments: Planning and Economic Development, Recreation and Parks, Water, Transportation and Public Works, Information Technology, Police, Fire, and City Attorney’s Office. The TAC and Partnership each met three times during the planning process to identify critical issues and review preliminary alternatives. Two community workshops were also held to solicit additional feedback. The first community workshop was held on August 6, 2016 and included an overview of the Southeast Greenway Area and the year-long planning process. The feedback from the workshop established key areas of concern and improvement, including multi-modal transportation and safety, park and recreational uses including open space, housing and commercial uses, connectivity with Spring Lake Regional Park, maintenance, parking, and cost.

Based on the vision and concerns discussed at the first community workshop, the City prepared Draft Guiding Principles and three alternatives for Land Use and Circulation Concepts for the project site. The
Draft Guiding Principles focused on establishing a framework for land use planning, design, and development for the Southeast Greenway Area, while the alternatives included various options for connections for non-motorized travel linking Spring Lake Regional Park to Farmers Lane and beyond. The first alternative included a minimal footprint approach and emphasized park and recreational uses including open space. The second alternative included an active to tranquil approach from west to east and emphasized a range of active development uses between Farmers Lane and Franquette Avenue, in the west portion of the Southeast Greenway Area, and a range of tranquil park and recreational uses in the eastern portion near Spring Lake Regional Park. The third alternative focused on nodes of housing and retail uses at the major streets and recreational and agricultural activity at the intersections of pathways.

Draft Guiding Principles and Land Use and Circulation Concept alternatives were presented at the second community workshop held on October 8, 2016. Participants at this workshop expressed interest in expanding the Draft Guiding Principles to prioritize interactive educational activities, holistic development, integration with neighborhoods, and minimizing maintenance and operating costs. Participants generally supported an alternative that included continuous park and recreational uses with separate paths for pedestrians and bicyclists, some housing and retail, parking, a joint school facility, community gardens, and a community gathering space. Following the second workshop a community input survey was made available online from October 10 to 26, 2016 to solicit greater community input on the Draft Guiding Principles and the Land Use and Circulation Concept alternatives. In addition, intercept (in-person) surveys were conducted at Whole Foods, Lucky's, Spring Lake Regional Park, Montgomery High School, and area elementary schools, as well as residences directly abutting the Greenway on one weekday (Monday, October 10th) and two weekends (Saturday, October 15th and 22nd). Feedback received from the online survey and intercept surveys aligned with participant feedback from the second workshop.

The City Council and Planning Commission reviewed the Draft Guiding Principles, the Land Use and Circulation Concept alternatives, and results from the public outreach effort during a joint study session held on November 1, 2016. The City Council and Planning Commission directed staff to create a single Draft Land Use and Circulation Concept alternative that would be financially feasible and would achieve the following:

- Provide a continuous Greenway with separate bike and pedestrian paths
- Connect to planned and exiting bicycle routes and 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
- Preserve the existing freeway on-ramp (i.e., no changes)
- Maximize shared parking opportunities with adjacent properties, such as Montgomery High School and Spring Lake Regional Park
- Restore the remnant orchards, particularly east of Summerfield Road

Based on the input received at the second community workshop, online survey, intercept surveys and the November 1st City Council and Planning Commission joint session, a single Draft Land Use and Circulation Concept was developed and subsequently presented at the March 28, 2017 City Council and Planning Commission joint study session. This Draft Land Use and Circulation Concept is the subject of this EIR and is described in detail below in Section 3.6, Project Components.
3.1.3 REGIONAL LOCATION

The City of Santa Rosa is located approximately 50 miles north of San Francisco in central Sonoma County, as shown in Figure 3-1. Situated on the Santa Rosa Plain, the City is bounded by the foothills of the Sonoma Mountains to the east and Laguna de Santa Rosa to the west. US Highway 101 (Highway 101) and State Route 12 (SR 12) divide the city into quadrants. Highway 101 is the north-south route connecting the San Francisco Bay Area to Mendocino and Humboldt counties to the north. SR 12 runs in an east-west direction, connecting the Sonoma Coast to the Sonoma and Napa Valleys to the east.

The City is surrounded by unincorporated rural and agricultural land. Nearby cities/communities include the Town of Windsor located to the north, the community of Kenwood located to the east, the City of Rohnert Park located to the south, and the City of Sebastopol located to the west. The Sonoma County Airport is located about 2.5 miles northwest of Santa Rosa’s Urban Growth Boundary (UGB).

3.1.4 INTENDED USES OF THIS EIR

This Draft EIR has been completed in accordance with the California Environmental Quality Act (CEQA), which requires that State and local public agencies analyze proposed projects to determine potential impacts on the environment and disclose any such impacts. The City is the lead agency for the environmental review of the proposed project. As described in Chapter 1, Introduction, this Draft EIR provides a programmatic analysis of the environmental impacts associated with the projected buildout potential of the proposed project. Consistent with Section 15168 of the CEQA Guidelines, program-level environmental review documents are appropriate when a project consists of a series of actions related to the issuance of rules, regulations, and other planning criteria. The proposed project that is the subject of this EIR consists of long-term plans and zoning changes that would guide future development activities and City actions in the Southeast Greenway Area through 2035. Because this is a program-level EIR, this document does not evaluate the impacts of specific, individual developments that may be allowed under the proposed project. Each specific future project may require separate environmental review, as required by CEQA, to secure the necessary discretionary development permits. Therefore, while subsequent environmental review may be tiered off this EIR, this EIR is not intended to address impacts of individual projects. Future activity that could occur following the certification of this EIR includes, but is not limited to, the following, provided they are consistent with the General Plan and Zoning Ordinance:

- Public and private development project approvals (e.g., tentative maps, variances, use permits).
- Development agreements.
- Funding approval of capital projects.
- Issuance of permits and other approvals necessary for implementation of the proposed project.

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3 California Environmental Quality Act Guidelines, Section 15126, Consideration and Discussion of Environmental Impacts.
Southeast Greenway
City Limit

Source: City of Santa Rosa, 2017; PlaceWorks, 2017.

Figure 3-1
Regional Location
3.2 EXISTING CONDITIONS

3.2.1.1 SOUTHEAST GREENWAY AREA LOCATION

The Southeast Greenway Area is comprised of approximately 57 acres of land located in southeast Santa Rosa and is currently owned by Caltrans. As shown on Figure 3-2, the Southeast Greenway Area follows a 1.9-mile linear path from Farmers Lane/SR 12 to Spring Lake Regional Park.

3.2.1.2 EXISTING AND SURROUNDING USES

The existing uses in the Southeast Greenway Area are described by three subareas below.

**West Subarea**

As shown on Figure 3-3, 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 Southeast Greenway Area from Franquette Avenue in this subarea to Summerfield road at the eastern edge of the Central subarea. The overall elevation of the subarea ranges from 220 feet above mean sea level (amsl) on the western edge to 350 feet amsl along the eastern border. Surrounding land uses include retail, office, multi-family residential uses, and Montgomery High School to the north; the continuation of the project site to the east; retail, senior housing, and Matanzas Creek to the south; and Farmers Lane/SR 12 to the west.4

**Central Subarea**

As shown on Figure 3-4, 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 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. Surrounding land uses include single- and multi-family residential, and retail to the north and south, religious institutional/school facilities to the north, and the continuation of the project site to the east and west.5

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4 City of Santa Rosa, Southeast Greenway, Existing Conditions, Opportunities, and Constraints, September 15, 2015, pages 13 to 26.
5 City of Santa Rosa, Southeast Greenway, Existing Conditions, Opportunities, and Constraints, September 15, 2015, pages 27 to 38.
Southeast Greenway Area

Figure 3-2

Source: Google Earth Professional, 2017; PlaceWorks, 2017.
Project Boundary
PROJECT DESCRIPTION

Central Subarea

Source: City of Santa Rosa, Mike Hargreaves, Information Technology GIS, 2014.
**East Subarea**

As shown on Figure 3-5, 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. The overall elevation of the subarea ranges from 220 feet amsl on the western edge to 350 feet amsl along the eastern border. Surrounding land uses include single- and multi-family residential to the north and south, Spring Lake Regional Park to the east, and the continuation of the project site to the west.\(^6\)

### 3.2.1.3 Existing Land Use and Zoning

As shown on Figure 3-6, the project site does not currently have a General Plan land use designation. In addition to the General Plan 2035, the City of Santa Rosa Zoning Code is the primary tool used to implement the land use goals, policies, and implementation programs of General Plan 2035 and to regulate all land use within the city. Under State law and the SRCC, all parcels are required to be zoned consistent with the City’s General Plan 2035. The Zoning Code identifies land use categories, site development regulations, and other general provisions that ensure consistency between the General Plan and proposed development projects. As shown on Figure 3-7, the Southeast Greenway Area is comprised of various zoning districts including various types of residential, planned development and public facilities. However, these zoning districts were mere extensions of surrounding zoning districts that predate General Plan 2035. Given that the project site does not have any General Plan land use designation, the preliminary or “remnant” zoning districts do not authorize specific land uses. As discussed in detail under Section 3.5, Project Components, the proposed project includes new General Plan land use designations and conforming zoning.

### 3.3 Project Study Area

The proposed project constitutes an amendment to the General Plan 2035. As such, this EIR includes an evaluation of the proposed project as it relates to the city-wide buildout potential anticipated under the General Plan 2035. Because the State of California encourages cities to look beyond their borders when undertaking the sort of comprehensive planning required of a General Plan, the EIR study area consist of all the land within the city of Santa Rosa, its Sphere of Influence (SOI) (where the City maintains a role in land use and transportation decisions through future annexations of unincorporated areas), Urban Growth Boundary (UGB), and a Planning Area (where the City believes the Santa Rosa community should be able to participate in influencing land use and transportation decisions). These boundaries are shown in Figure 3-8 and described below.

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\(^6\) City of Santa Rosa, Southeast Greenway, Existing Conditions, Opportunities, and Constraints, September 15, 2015, pages 39 to 48.

\(^7\) California Government Code, Title 7, Planning and Land Use, Division 1, Planning and Zoning, Chapter 4, Zoning and Regulations, Article 2, Adoption and Regulations, Section 65860.
PROJECT DESCRIPTION

Source: City of Santa Rosa, Mike Hargreaves, Information Technology \ GIS, 2014.

Figure 3-5
East Subarea
Southeast Greenway Existing Land Use

Source: City of Santa Rosa, 2017; PlaceWorks, 2017.
Southeast Greenway Zoning

Source: City of Santa Rosa, 2017; PlaceWorks, 2017.
PROJECT DESCRIPTION

Figure 3-8
Planning Area Boundary

Source: ESRI, 2008; City of Santa Rosa, 2008.
3.3.1 PLANNING AREA

The Planning Area for the proposed project, which is the same as the General Plan, is 118 square miles, and encompasses the city limits, SOI, and the Urban Growth Boundary. The purpose of including these additional areas is to provide adequate physical context for areas that could impact or be impacted by land use, development, and other changes in Santa Rosa, including impacts to hydrology, traffic, and biological resources, among others. Designating the Planning Area does not give the City any regulatory power over the land outside the city limits or SOI, but it signals to the County and to other nearby local and regional authorities that Santa Rosa recognizes that development within this area may have an impact on the future of the city. Although General Plan 2035 policies and zoning codes do not currently apply in these locations, General Plan policies must consider these areas and their relationship to the incorporated areas of Santa Rosa. Because the City does not currently have jurisdiction over all of the land in the Planning Area, no physical impacts on land outside the SOI or city limits but within the Planning Area are expected. See Chapter 4.0, Environmental Evaluation, for a description of the cumulative impact scope for this EIR, which may include lands within the Planning Area and beyond, depending on the environmental topic being analyzed.

3.3.2 SPHERE OF INFLUENCE

The SOI is a boundary that identifies land that the City may annex in the future, and for which urban services, if available, could be provided upon annexation. Under State law, the SOI is established by the Sonoma County Local Agency Formation Commission (LAFCo) with input from the City. The purpose of the SOI is to identify areas where urban development can be best accommodated over the next 5 to 10 years in an orderly and efficient manner. While the City does not have jurisdiction over land within the SOI, designating an SOI sets precedence for ensuring that the City is able to comment on development proposed for lands within the SOI prior to annexation and to begin planning for future development of the area. Establishment of this boundary is necessary to determine which governmental agencies can provide services in the most efficient way to the people and property in the area. Unincorporated areas adjacent to Santa Rosa fall under the planning, land use, and regulatory jurisdiction of Sonoma County. The City does not propose to annex any of these areas as part of this project.

3.3.3 CITY LIMITS

The city limits enclose an area of approximately 41.67 square miles. The City has primary authority over land use and other governmental actions within this area. The City of Santa Rosa is characterized by a wide range of existing land uses, including industrial, residential, commercial, office, and agricultural uses. The eastern portion of the City of Santa Rosa is located in the foothills of the Sonoma Mountains (part of the inner Coast Range), and the western portion is on the Santa Rosa Plain (also called the Llano de Santa Rosa). Santa Rosa is bisected by Santa Rosa Creek, which originates in the foothills of the Sonoma Mountains, and runs from east to west through the city, across the Santa Rosa Plain, and into the Laguna de Santa Rosa. Other creeks, including Piner Creek, Brush Creek, and Matanzas Creek, run through or near the city limits and are tributaries of Santa Rosa Creek.
3.3.4 **URBAN GROWTH BOUNDARY**

Santa Rosa’s UGB area encompasses 45.5 square miles. The UGB contains the city of Santa Rosa, as well as unincorporated land that is planned for annexation and would eventually be served by the city. UGBs identify a geographic location within which a municipality attempts to cluster development and public services. According to the General Plan, residential land uses comprise approximately 50 percent of the city’s acreage within the UGB. Approximately seven percent is occupied by commercial or office uses (including business parks) and less than four percent is devoted to industrial activities.

3.4 **PROJECT OBJECTIVES**

The primary goal of the proposed project is to establish General Plan land use designations and zoning districts to the Southeast Greenway Area in order to plan for anticipated future uses while sustaining the community’s character. Building upon this primary goal, the following project objectives were established through a collaborative process:

- Provide a linear park with park and recreational uses including open space, educational and cultural opportunities, and active and passive recreation for residents and visitors.
- Provide continuous pedestrian, bicycle, and non-motorized transportation connections from Spring Lake Regional Park to Farmers Lane and links to downtown Santa Rosa, surrounding neighborhoods and schools, and the regional trail system.
- Provide opportunities for high-density residential, retail, commercial, and public/institutional land uses.
- Enhance and protect wetlands, wildlife habitat, groundwater and air quality through sustainable development practices.
- Support a walkable and livable neighborhood, promote economic vitality, and encourage social equity.
- Promote public safety and respect the character of adjacent neighborhoods.

3.5 **PROJECT COMPONENTS**

3.5.1 **PROPOSED GENERAL PLAN AMENDMENTS**

The proposed General Plan 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 Concept and Circulation Concept, along with a detailed map illustrating these concepts. Each of the three elements would be updated to include new goals and policies that address the Southeast Greenway. These proposed amendments are described in detail below.
3.5.1.1 PROPOSED LAND USE CONCEPT

The Land Use Concept provides general guidance on the physical development of the Southeast Greenway Area, describing the proposed land use designations and outlines the general uses and standards of building density and intensity for these land use designations. The proposed changes to the General Plan land use designations are within the Southeast Greenway Area only as shown on Figure 3-9. The proposed potential allowable uses are described below and shown on Figure 3-10.

- **Parks and Recreation.** Parkland with a mostly natural appearance 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 are 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 usable 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 southside 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.
Notes:  
1. Densities are housing units/gross acre 
2. Stripes indicate areas designated for multiple land uses. Single use or a mix of uses is permitted. 
3. Areas outside of the Urban Growth Boundary generally reflect the designations of the Sonoma County General Plan.
Figure 3-10

Proposed Southwest Greenway Illustrative Map

Source: PlaceWorks, 2017.
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 & Business Services. Residential uses are required in this designation at a density of 18 to 30 dwelling units per acre which would 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 SR 12, bordered by Farmers Lane, Hoen Frontage Road and the SR 12 on-ramp. This site could result in up to 12,000 square feet of commercial space and 85 to 142 multifamily 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 multifamily units.

2- to 3-Story Attached Housing. Apartments or condos of 2- to 3-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 designation which would allow a density of 8 to 18 dwelling units per acre which could result in 30 to 67 residential units.

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 development of retail services, housing, and lodging for Santa Rosa residents and visitors.

3.5.1.2 PROPOSED CIRCULATION CONCEPT

The Circulation Concept contains descriptions of multi-modal access points, crossings, and connections throughout the Southeast Greenway Area. The proposed pedestrian and bicycle connections would increase connectivity between neighborhoods located north and south of the Southeast Greenway Area. The proposed circulation designations 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 Southeast Greenway Area and surrounding neighborhoods. The Circulation Concept includes the following multi-modal improvements that apply within the Southeast Greenway Area.

- 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 SR 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.

- **State Route 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.

### 3.5.1.3 PROPOSED GOALS AND POLICIES

The proposed goals and polices have been carefully prepared to guide future development within the Southeast Greenway Area only. They are organized into three Elements of the General Plan; Land Use and Livability, Transportation, and Public Service and Facilities. The Land Use and Livability goals and policies address orderly development, design features, and land use compatibility. The Transportation goals and policies address safe multi-modal facilities, trails, and parking. The Public Service and Facilities goals and

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8 A Class III Bikeway is an on-street facility that provides for shared use with pedestrian or motor vehicle traffic. Bike Lanes are designated by a shared roadway sign.

9 A Class II Bikeway is an on-street facility with dedicated space for bicyclists, usually near the right side of the street. Bike Lanes are designated by roadway striping and signage.
policies address open space preservation, creek restoration, and public infrastructure. The adoption and implementation of the proposed goals and policies would ensure that the Southeast Greenway Area serves as public open space with nodes of connectivity and housing opportunities in the heart of Santa Rosa. The proposed goals and policies are listed below.

**Land Use and Livability Goals and Policies**

**Goal LUL-NN**  
*Develop the Southeast Greenway sustainably to enhance and protect wetlands, wildlife habitat, groundwater, and air quality.*

Policy LUL-NN-1  
Restore or enhance the areas around the three creeks that cross the Southeast Greenway: Matanzas Creek, Sierra Park Creek, and Spring Creek, consistent with the Citywide Creek Master Plan.

Policy LUL-NN-2  
Maximize open space and native plantings in the Southeast Greenway to provide a wildlife corridor to the greatest extent possible and reduce maintenance costs with the use of self-sustaining plant species.

Policy LUL-NN-3  
Increase stormwater infiltration and groundwater recharge.

**Goal LUL-OO**  
*Develop the Southeast Greenway to support a walkable, livable neighborhood, promote economic vitality, and encourage social equity.*

Policy LUL-OO-1  
Develop the site between Hoen Avenue Frontage Road and the Highway 12 on-ramp with a mix of residential and commercial development. Residential uses are required on this site and should be maximized. Lodging uses are allowed. Development of the site will require provision of pedestrian and bicycle access to the Southeast Greenway trails to the north.

Policy LUL-OO-2  
Create a Southeast Greenway gateway on the western edge of the Greenway that offers a prominently visible entrance to the open space and increases visitor awareness of the amenity.

Policy LUL-OO-3  
During the next General Plan update, consider a future planning effort for the area south of the Southeast Greenway between Franquette Avenue and Summerfield Road to identify land uses which would enable these properties to redevelop to improve the interface with the Greenway.

Policy LUL-OO-4  
Seek opportunities for shared parking to serve the Southeast Greenway. These include Montgomery High School, Spring Lake Regional Park, and adjacent non-residential uses.

**Goal LUL-PP**  
Design uses on the Southeast Greenway to maximize the Greenway’s safety, accessibility, and respect for adjacent neighborhoods.
Policy LUL-PP-1 Require all new development on or abutting the Southeast Greenway to front the Greenway with windows and entries, and limit fencing height and material to ensure views from private property into the Greenway to enhance public safety.

Policy LUL-PP-2 Locate new residential uses at select locations along the Southeast Greenway where they can access existing streets and infrastructure. These new uses should be sensitively designed to consider the scale of neighboring residential areas, maintain public views of the hills, and limit shade on the Greenway’s recreation areas.

Policy LUL-PP-3 Require the design of all structures, utilities and access roads in the Southeast Greenway to maximize public safety, attractiveness, and compatibility with other uses in the Greenway and surrounding neighborhood.

Policy LUL-PP-4 Provide for parking on the Southeast Greenway in future design phases of the project to minimize parking in surrounding neighborhoods.

**Transportation Goals and Policies**

*Goal T-N*

Provide a continuous pedestrian, bicycle, and non-motorized transportation connection from Spring Lake Regional Park to Farmers Lane and link to downtown Santa Rosa, surrounding neighborhoods and schools, and the regional trail system.

Policy T-N-1 Provide separate trails for bicycle and pedestrian use, and permit them to meander to respond to topographic or other features in the Southeast Greenway. Separate bicycle and pedestrian facilities should join together to cross streets and creeks for safety and habitat protection.

Policy T-N-2 Provide multi-use path crossings where the Southeast Greenway intersects with Hoen Avenue, Franquette Avenue, Yulupa Avenue, and Summerfield Road to enhance the crossings for cyclists and pedestrians at these locations. These could include enhanced crosswalks, median refuges, pedestrian and bicyclist activated signals and warning signage for drivers.

Policy T-N-3 Identify and sign a bicycle route from the Southeast Greenway to Downtown that is direct, well-marked, and easy to navigate, while ensuring multiple connections. Consideration should be given to the following routes as identified in the Bicycle and Pedestrian Master Plan to determine the highest priority for improvement: Franquette to Sonoma Avenue; Hoen Avenue to Sonoma Avenue; Hoen Avenue to Hahman Drive to Sonoma Avenue; and Vallejo Street to E Street.

Policy T-N-4 Ensure additional bicycle facilities connect to the Southeast Greenway as proposed in the Bicycle and Pedestrian Master Plan.

Policy T-N-5 Provide for parking on the Southeast Greenway and seek shared parking opportunities in adjacent non-residential uses, such as Montgomery High School and Spring Lake Regional...
Park in future design phases of the project to maximize a park once experience and minimize parking in surrounding neighborhoods.

Public Services and Facilities Goals and Policies

**Goal PSF-J**  
*Provide natural open space, educational and cultural opportunities, and active and passive recreation for residents and visitors.*

Policy PSF-J-1  
Coordinate with Santa Rosa City School District and Montgomery High School to share educational, recreational, and parking facilities to the greatest extent feasible.

Policy PSF-J-2  
Site the locations of community gardens as closely as possible to access points from neighboring residential areas to encourage use and activity.

**Goal PSF-K**  
*Ensure that the Southeast Greenway’s natural open space is continuous from Spring Lake Regional Park to Hoen Avenue (except in existing street crossings), and is as wide as possible but not less than 125 feet in width. The only exception is the “pinch point” east of Summerfield Road where the right-of-way narrows to approximately 68 feet in width.*

Policy PSF-K-1  
Support exploration of acquisition of property at the “pinch point” from property owners to allow for a wider and more accessible trail in that location.

**Goal PSF-L**  
*Accommodate public infrastructure on the site.*

Policy PSF-L-1  
Allow an easement for the Sonoma County Water Agency to install a pipeline through the Southeast Greenway to help provide needed redundancy in the regional water system.

Policy PSF-L-2  
Plan around the existing City well and allow potential additional wells near Franquette Avenue and Martha Way.

Policy PSF-L-3  
Allow the existing Spring Creek Diversion and existing and new water and sewer lines through the Southeast Greenway.

**Goal PSF-M**  
Plan for the Southeast Greenway’s improvements collaboratively to ensure an effective Greenway that meets the needs of the City, public agencies, and the citizens of Santa Rosa.

Policy PSF-M-1  
Coordinate the Greenway’s planning, acquisition, development, maintenance, stewardship, safety, and funding by working with the community, public agencies and private partners.

### 3.5.2 Proposed Zoning Amendment

The proposed project includes an amendment to the City’s Zoning Ordinance for the Southeast Greenway Area, including assigning zoning districts and revising development standards, to ensure consistency with
the General Plan 2035. Other than as identified, no other changes to the Zoning Ordinance are proposed as part of the proposed project.

The proposed Zoning amendment would assign the Zoning districts described below, which would apply to the Southeast Greenway Area only as shown in specific locations on Figure 3-11.

- **Open Space Recreation (OSR) district.** The OSR zoning district is applied to public park and recreation sites and areas within the city. The allowable uses in this district are in the Zoning Code Table 2-12 in Section 20-26.030. The maximum height for allowable residential uses in the OSR district is 35 feet; non-residential structures may be greater height if authorized by a Conditional Use Permit as noted in Section 20-26.040. The following land uses are not permitted in the Southeast Greenway Area as denoted on Figure 3.10 and described in the Proposed Land Use Concept in Section 3.5.1.1 above:

  - Golf course/country club (public or quasi-public)
  - Caretaker unit
  - Community care facility—6 or fewer clients
  - Home occupation
  - Mobile home/manufactured housing unit
  - Multi-family dwellings
  - Residential accessory structures and uses
  - Second dwelling unit
  - Single-family dwelling
  - Single-family dwelling, attached
  - Transitional housing
  - Office—Accessory
  - Office—Government
  - Child day care—Small family day care home
  - Child day care—Large family day care home

- **Commercial General (CG) district.** The CG zoning district 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, and independent residential developments. The allowable uses in this district are in the Zoning Code Table 2-6 in Section 20-23.030. The maximum height allowed in the CG district is 55 feet as noted in Section 20-23-040. The following land uses are not permitted in the Southeast Greenway Area as denoted in Figure 3.10 Illustrative Map and described the Proposed Land Use Concept in section 3.5.1.1 section above:

  - Auto and vehicle sales and rental
  - Auto parts sales (no installation services)
  - Building and landscape materials sales—Outdoor
  - Drive-through retail sales
  - Gas station
  - General retail—More than 20,000 square feet, up to 50,000 sf
  - General retail—More than 50,000 square feet of floor area
  - Grocery store, large—20,000 square feet and greater
  - Night club
  - Warehouse retail
  - Medical service—Hospital
  - Vehicle services—Minor maintenance/repair
EXEMPLARY FROM THE ZONING MAP

ZONING
CG General Commercial
CN Neighborhood Commercial
CO Office/Commercial
OSR Open Space Recreation
PD Planned Development
PI Public Institutional
R-1-6, R-1-7.5, R-1-9 Single Family Residential
R-2, R-3-15, R-3-18, R-3-30, R-3-HD Multi Family Residential
RR-20, RR-40 Rural Residential

PROJECT DESCRIPTION

SOUTHEAST GREENWAY GENERAL PLAN AMENDMENT AND REZONING DRAFT EIR
CITY OF SANTA ROSA

Proposed Southeast Greenway Area Zoning Map

Source: PlaceWorks, 2017.
Neighborhood Commercial (CN) district. The CN zoning 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 as noted by Section 20-23.030 (Commercial Land Uses and Permit Requirements). The allowable uses in this district are in the Zoning Code Table 2-6 in Section 20-23.030. The maximum height allowed in the CG district is 45 feet as noted in Section 20-23-040. The following land uses are not permitted in the Southeast Greenway Area as denoted in Figure 3.10 and the Proposed Land Use Concept in section 3.5.1.1 section above:

- Gas station
- General retail—More than 20,000 square feet, up to 50,000 square feet
- Grocery store, large—20,000 square feet and greater
- Medical service—Hospital

Multi-Family Residential (R-3-18) district. The R-3 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 allowable uses in this district are in the Zoning Code Table 2-2 in Section 20-22.030. The maximum allowable density ranges from 8 to 18 dwelling units per acre. The maximum height allowed in the R-3-18 district is 45 feet as noted in Section 20-22-050.

3.5.3 PROPOSED BUILDOUT PROJECTIONS

The buildout of the potential future development within the Southeast Greenway Area is based on a horizon year of 2035 which is consistent with the General Plan 2035; therefore, this EIR analyzes growth occurring between 2017 and 2035, which represent an 18-year buildout horizon. Under CEQA Guidelines Section 15126.6(3)(A), when a project consists of the revision of a plan or policy, the project’s impacts are assessed against existing conditions, and future conditions under the existing plan are treated as the “No Project” alternative. Under Section 15064(d) of the CEQA Guidelines, “In evaluating the significance of the environmental effect of a project, the lead agency shall consider direct physical changes in the environment which may be caused by the project and reasonably foreseeable indirect physical changes in the environment which may be caused by the project.” The buildout projections represent the City’s projection of “reasonably foreseeable” development that could occur over the next 18 years under the General Plan and are used as the basis for the EIR’s environmental assessment. See Chapter 4, Environmental Evaluation, of this Draft EIR, for a description of environmental analysis scenarios for this EIR.

Table 3-1 provides a summary of the total development projections, showing all of the reasonably foreseeable growth under the existing General Plan 2035 and the net new development potential that is proposed to occur only in the Southeast Greenway Area as shown on Figure 3-9. As shown in Table 3-1, the proposed net new growth for the Southeast Greenway Area is up to 47.2 acres of open space, 244 multi-family housing units, and 12,000 square feet of commercial space, which could generate up to 632 new residents and 40 new employees. The actual rate and amount of development at the project site would be dependent on market conditions and regulatory processes.
### TABLE 3-1 PROPOSED 2035 HORIZON-YEAR BUILDOUT PROJECTIONS

<table>
<thead>
<tr>
<th>Category</th>
<th>General Plan 2035 Projections(^a)</th>
<th>Proposed Project(^b)</th>
<th>Maximum Citywide 2035 Buildout(^c)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Non-Residential Square Feet</td>
<td>40,730,631</td>
<td>12,000</td>
<td>40,742,631</td>
</tr>
<tr>
<td>Housing Units</td>
<td>94,840</td>
<td>244(^d)</td>
<td>95,084</td>
</tr>
<tr>
<td>Park and Recreational Acres</td>
<td>N/A(^e)</td>
<td>47.2(^i)</td>
<td>47.2</td>
</tr>
<tr>
<td>Population</td>
<td>233,520</td>
<td>632(^g)</td>
<td>234,152</td>
</tr>
<tr>
<td>Employees</td>
<td>128,400</td>
<td>40(^h)</td>
<td>128,440</td>
</tr>
</tbody>
</table>

Notes: Numbers are estimates and rounded for the purposes of this program-level environmental review.

\(^a\) These projections are from the General Plan 2035 EIR certified in 2009 (State Clearinghouse Number 2011092010) and the 2014 to 2022 Housing Element Addendum to the General Plan 2035 EIR approved in 2014. Note the General Plan 2035 EIR evaluated 23,770 new housing units in the city’s Urban Growth Boundary. See Table 3-1, Buildout Changes Between the 2020 to 2035 General Plans, on page 3-8.

\(^b\) The Proposed Project development potential represents increases development potential for the Southeast Greenway Area only.

\(^c\) The Maximum Citywide 2035 Buildout potential represents the total of the two columns (Existing General Plan + Proposed Project).

\(^d\) This represents multi-family housing units and 2- to 3-story attached housing units.

\(^e\) As shown in Table 3-1, on page 3-8 of the General Plan 2035 EIR, the City did not include a projection for future park buildout. However, as shown in Table 4.P-2, Park Acreage Needs In 2035, it was determined that the City would need 1,401.12 acres of recreational area by the Citywide 2035 buildout horizon in order to meet its standard of 6 acres of parkland per 1,000 residents.

\(^i\) As shown in Table 3-1, on page 3-8 of the General Plan 2035 EIR, the City did not include a projection for future park buildout. However, as shown in Table 4.P-2, Park Acreage Needs In 2035, it was determined that the City would need 1,401.12 acres of recreational area by the Citywide 2035 buildout horizon in order to meet its standard of 6 acres of parkland per 1,000 residents.

\(^g\) Assumes 2.59 persons per household per Department of Finance, E-5 City/County Population and Housing Estimates, January 1, 2016.

\(^h\) Assumes 300 square feet per employee consistent with the General Plan, Table 2-1, Permitted Densities/Intensities under General Plan, page 2-6.

Source: City of Santa Rosa and PlaceWorks 2017.

#### 3.5.4 UTILITIES

As described above, the 57-acre site is generally undeveloped. Therefore, proposed future development would require connections to sewer, water, and drainage facilities. The area is generally well-served with these utilities and therefore implementation of the proposed project would not likely require significant off-site infrastructure improvements. However, some infrastructure improvements are anticipated. The SCWA needs to install a pipeline through the Southeast Greenway Area in order to provide needed redundancy in the regional water system. The City has a successful test well near Franquette Avenue and Martha Way; to provide emergency water supply for the City and needed redundancy for the City’s water supply unrelated to the proposed project, the City needs to develop a wellfield and install groundwater wells, pumps houses, and infrastructure improvements between Albert Drive and Wanda Way. The City also needs space for the existing Spring Creek Diversion, and existing and new water and sewer lines through the area. In addition, the future development within the proposed mixed-use land designation would require an approximate 600-foot extension to the sewer main at Farmers Lane Plaza. This EIR does not evaluate the specific details associated with the installation of future utilities including the SCWA water pipeline and City groundwater wells. Once utility and pipelines projects are planned and the details are known, additional environmental review may be required.
3.6 REQUIRED PERMITS AND APPROVALS

The proposed project would be adopted solely by the City without permitting by other agencies. The proposed project does not include any specific development proposals. Future development in the Southeast Greenway Area would need to be consistent with General Plan goals and policies and conform to applicable Zoning development and design standards. Depending on the proposal, a project may be exempt from CEQA review because a CEQA exemption applies or the approval is ministerial, or a project may require further environmental review and subsequent analysis in a Negative Declaration, Mitigated Negative Declaration, or an EIR.

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10 Projects may be ministerial, which means that they do not require any discretionary review. Building permits will be required for all structures.
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