

Factors for Consideration (California Government Code §56668)

File No.2024-02: NWSR Reorganization 22-01 (Lance Drive) Involving Annexation to the City of Santa Rosa and Detachment from County Service Areas No. 41 (Multi-Services) and No. 40 (Fire Services)

(a) Population and population density; land area and land use; assessed valuation; topography, natural boundaries, and drainage basins; proximity to other populated areas; the likelihood of significant growth in the area, and in adjacent incorporated and unincorporated areas, during the next 10 years.

The subject territory is an unincorporated island of six parcels, three of which are currently vacant, two are developed with a single-family residence and one is a PGE substation. The territory contains approximately 39 acres. The parcel information is as follows:

Parcel No	APN	Address	Parcel Description	County Zoning Designation	City Zoning Designation	Agricultural Land Designation	Approximate Assessed Acreage	Assessed Land value
1	036-111-009	0 Lance Dr	Vacant	R2 B6 11 DU, R3 B6 20 DU, LG/LAN	R-3-18SA and R-3-30-SA	Farmland of local importance; Urban and Built-up Land	14	\$ 91,855
2	036-111-010	1696 Lance Dr	Vacant	R2 B6 11 DU, LG/LAN VOH	R-3-18	Farmland of local importance; Urban and Built-up Land	5	\$ 64,175
3	036-111-011	1705 Lance Dr	Single Family Residence	R3 B6 20 DU, LG/LAN VOH	R-3-30-SA	Farmland of local importance; Urban and Built-up Land	1	\$101,159
4	036-111-016	1601 Lance Dr	Vacant Unused	C2, R3 B6 20 DU, LG/LAN VOH WH	R-3-30-SA and CN-SA	Farmland of local importance	13	\$169,005
5	036-111-002	1680 Lance Dr	Single Family Residence	R3 B6 20 DU, LG/LAN VOH	R-3-30-SA	Farmland of local importance; Urban and Built-up Land	1	\$226,567
6	036-091-061	1550 Guerneville Rd	PGE Substation	AR B6 5, VOH	R-3-30-SA	Farmland of local importance; Urban and Built-up Land	2	\$376,880

The undeveloped parcels are primarily open grassland with native and ornamental plants including a few heritage trees and the remnants of a previous fruit and nut orchard. A portion of the affected territory was formerly used as pasture for a small dairy and an orchard but has not been used for agricultural purposes for over 20 years. The land is generally flat, sloping to the west in the western portion and to the east in the eastern portion. There are no significant existing natural drainage features on the site.

A study of the affected territory found that there are no aquatic resources within the project site that meet the criteria for jurisdictional waters of the United States. However, approximately 0.45 acres of the site are anticipated to be categorized by the state definition as a wetland and therefore subject to Regional Water Quality Control Board regulations. The developer will

mitigate any impacts on the wetland through impact avoidance, impact minimization and/or compensatory mitigation for the impact.

There are no scenic resources identified on the site.

The subject territory is bounded to the north by single-family residences, to the east by single-family residences and condominiums, to the west by a public school and single-family residences and to the south by Guerneville Road. The area surrounding the subject territory is mostly developed to the densities currently allowed by City of Santa Rosa ("City") zoning.

Five of the six parcels are proposed for development of mixed residential and retail uses. The PGE substation parcel is not subject to development and is not included in discussions of the proposed development. The remaining five parcels are pre-zoned by the City for Medium Density Residential, Medium High Density Residential and Retail and Business. The proposed development project ("Project") includes 672 apartments and 100 single family residences, two clubhouses, two pools and 5000 square feet of retail space. The developer estimates an increase in population at build out of 1961, of which 309 are school age children.

Approximately six people, of whom four are registered to vote, currently reside within the territory.

With respect to drainage, see (b), below.

(b) Need for organized community services; the present cost and adequacy of governmental services and controls in the area; probable future needs for those services and controls; probable effect of the proposed incorporation, formation, annexation, or exclusion and of alternative courses of action on the cost and adequacy of services and controls in the area and adjacent areas. "Services," as used in this subdivision, refers to governmental services whether or not the services are services that would be provided by local agencies subject to this division, and includes the public facilities necessary to provide those services.

The City has capacity to serve the subject territory and the proposed development. Any public services and utility improvements not directly paid for by the developer will be offset by a service impact fee payable to the City to mitigate the costs of that service.

Wastewater: An analysis of the impacts of increased use from new development on the existing wastewater infrastructure was included in the North Santa Rosa Station Specific Plan ("Specific Plan") EIR prepared for, and adopted by, the City in 2012. It includes a list of improvements that are required to ensure that an adequate wastewater system will be available to support future development. The improvements are incorporated into the Specific Plan and compliance with the Specific Plan ensures that new development pays its fair share for the necessary improvements to the wastewater system.

Based on the estimates of the wastewater flow for the proposed level of development, the Project would be consistent with the assumptions and analysis accounted for in the wastewater projections of the Specific Plan EIR. Therefore, the wastewater treatment plant will have the capacity to handle the wastewater that would be generated by the proposed project. On-site sewer system improvements include the installation of public and private sewer infrastructure including gravity sewer pipes, manholes and service laterals the cost of which will be paid by the developer.

Water: A detailed discussion of water supply and infrastructure is provided in Factor (I). On-site water system improvements will include the installation of public and private water lines, valves, private fire hydrants, and meters to serve proposed residential and retail uses. Additionally, the developer will be required to pay the fair share of any fees or contributions related to public services and improvements that support the infrastructure.

Drainage: The applicant has prepared a Draft Stormwater Low Impact Development Submittal (SWLIDS) and the project will implement a comprehensive stormwater management strategy consistent with the prevailing requirements of the City, County and the North Coast Regional Water Quality Control Board. Surface drainage from impervious surfaces will be routed to gravity storm pipes that connect to existing storm drains in Pawnee Street and Lance Drive. Excess runoff will be routed to existing storm drains under Guerneville Rd. Ownership and maintenance of the system will be transferred to the owners through a fee mechanism in accordance with City requirements.

Electrical, Natural Gas and Communications: The Project proposes installation of new connections for all electrical and telecommunication utilities. The Project will incorporate sustainability features to reduce energy consumption such as solar panels, electrical vehicle charging stations, all electric building design, energy efficient appliances and high efficiency indoor outdoor lighting. The Project will adhere to the California Green Building Standards Code as well as comply with Cal Green Tier 1 standards to reduce energy consumption. The Specific Plan includes adequate policies that ensure new developments pay fair share contributions toward necessary utility improvements within the Specific Plan area.

Solid Waste: The amount of solid waste generated by the proposed project is accounted for in the solid waste projections of the Specific Plan EIR. New services will not be required.

Parks and Recreation: The Specific Plan EIR analyzes the impact of new development, including the proposed development, on existing parks and recreational facilities. The Specific Plan assumes that new parks and facilities would be built to help the City meet park standards and includes policies and actions to ensure that parks keep pace with new development. The Project includes common and private open space areas, swimming pools, pet parks, courtyards, a network of interconnected walkable pathways, communal landscaped amenity areas and a plaza with a community garden. The developer will also be required to pay park and recreational land fees as established in the City Code.

Fire, Police and Emergency Medical Services:

The increase in population from the Project will result in an increased demand for City fire and police services. As per the Specific Plan, the developer will be required to offset the increased costs associated with public services personnel, equipment and facility maintenance through annexation to a special tax district or through payment of an impact fee as determined by the City.

The developer will be required to meet the City Fire Code as well as the Uniform Building Code for residential and retail buildings. Emergency access will be provided by six project driveways providing access to all buildings, including multistory buildings. Santa Rosa Fire Department Stations 2 and 3 are located approximately one mile away from the Project site. All stations are staffed with paramedics and ambulance service will be provided by the Sonoma County Fire District.

The Santa Rosa Police department is currently serving the territory through an agreement with the Sonoma County Sheriff's department. This service will continue upon annexation.

Schools: Based on calculations from the Santa Rosa City Schools District, the development will most likely generate approximately 300 new students. The School District has stated that the schools will be capable of serving the students without the need for new facilities. The developer will be required to pay SB 50 school impact fees to offset the impact of additional students on the existing schools.

Traffic and Circulation: The analysis of the impacts from development related to area roadways is included in the Specific Plan EIR showing that build-out of the Specific Plan area will result in added traffic related demand on Santa Rosa streets. The Specific Plan includes roadway infrastructure improvements that, together with projects already included in the City's capital improvements program, would reduce corridor traffic impacts.

The Project's trip generation was calculated to analyze the effect of the Project on City intersection operations and freeway ramps. According to the analysis, the Project will not have significant enough effect to require any improvements to the intersections. Additionally, vehicle trips generated by the Project represent only a small percentage of overall traffic on freeways and freeway ramps.

The Project includes a vehicle circulation plan with a network of private streets, drive "aisles" and parking areas. A new entrance will be situated off Guerneville Road to increase access and connectivity and to alleviate congestion on Lance Drive. The developer will provide street improvements along Lance Drive, Iroquois Street and Guerneville Road including new sidewalks, curbs and gutters.

The proposed design elements of the Project, including bicycle and pedestrian circulation improvements, as well as the proximity to the SMART station and local bus routes, encourage alternative forms of transportation. The increase in passenger demand is not projected to exceed available transit capacity.

The costs for the services listed above are adequate for the proposed services to the area, and California law imposes adequate controls.

(c) The effect of the proposed action and of alternative actions, on adjacent areas, on mutual social and economic interests, and on the local governmental structure of the county.

The affected territory is contiguous to and completely surrounded by the City and is a logical extension of the City boundary. Annexation eliminates a City island thereby bringing consistency in the provision of public services to the territory. The area has been within the City's Urban Growth Boundary ("UGB"), the LAFCO-determined sphere of influence ("SOI") and within the County General Plan's "urban service area" boundary ("USB") for years and as such, growth has been anticipated in this area.

The Specific Plan guides the infrastructure development, financing implementation strategies and design guidelines to encourage transit-oriented development within the project area. The City pre-zoned the affected territory consistent with the land-use designations of its General Plan and Specific Plan. The Project is in keeping with the guidelines of the Specific Plan and will

provide housing opportunities for low-income households with access to alternative forms of transportation in proximity. It will also provide improvements to the surrounding areas with new pathways and sidewalks, curbs and gutters and increased access for emergency vehicles.

(d) The conformity of both the proposal and its anticipated effects with both the adopted commission policies on providing planned, orderly, efficient patterns of urban development, and the policies and priorities set forth in Section 56377. (Note: Section 56377 encourages preservation of agricultural and open-space land.

None of the affected territory is Prime Farmland, Unique Farmland, Farmland of Statewide or Local Importance or under Williamson Act contracts. The affected territory has been located within the City's SOI, USB and UGB in anticipation of annexation and development for many years. The County rezoning of the territory to medium and high density residential and business and retail services indicates the intention for residential development of this site. Annexation of the parcels will support the Commission's goal of eliminating county islands. The proposal does not conflict with any Commission policies.

(e) The effect of the proposal on maintaining the physical and economic integrity of agricultural lands, as defined by Section 56016.

The affected territory does not contain any Prime, Statewide or Unique Farmland agricultural land as defined in Section 56016 which states agricultural lands means land currently used for the purpose of producing an agricultural commodity for commercial purposes, land left fallow under a crop rotational program, or land enrolled in an agricultural subsidy or set-aside program.

(f) The definiteness and certainty of the boundaries of the territory, the nonconformance of proposed boundaries with lines of assessment or ownership, the creation of islands or corridors of unincorporated territory, and other similar matters affecting the proposed boundaries.

The boundaries of the reorganization area are definite and certain. The territory comprises all of an unincorporated island that is completely surrounded by the City.

(g) A regional transportation plan adopted pursuant to Section 65080.

Pursuant to Government Code section 65080, Plan Bay Area 2050 was adopted by the Metropolitan Transportation Commission for the nine-county San Francisco Bay Area. The affected territory is located within the Santa Rosa North Station Area Priority Development Area (PDA) as analyzed by Plan Bay Area 2050. The PDA is centered around the Santa Rosa North Smart Station with development guided by the Specific Plan. The Specific Plan is a planning and regulatory tool that governs allowable land use as well as the design of residential developments including streets, parks and public spaces. The goals of the Specific Plan are to create a transit supportive environment through increasing residential density, promoting economic development, improving pedestrian bicycle auto and transit connections between the station and adjacent destinations and enhancing the esthetics of the area, helping to implement Plan Bay Area 2050.

(h) The proposal's consistency with city or county general plans.

The proposal was found by the County to be consistent with the County's 2030 General and by the City to be consistent with the City's 2035 General Plan and 2012 North Santa Rosa Station Specific Plan.

(i) The sphere of influence of any local agency that may be applicable to the proposal being reviewed.

The affected territory is within the sphere of influence of the City of Santa Rosa and County Service Areas 40 (Fire-Services) and 41 (Multi-Services). The affected territory will be detached from the County Service Areas upon annexation.

(j) The comments of any affected local agency or other public agency.

The County found the project and annexation to be consistent with the County's General Plan housing goals of city-centered growth and infill development as well as its sustainability goals of encouraging compact and mixed-use development that reduces vehicle miles traveled and greenhouse gas emissions. The County encourages the developer to include a mix of housing types that meet the minimum affordability levels.

Sonoma County Public Infrastructure stated that the annexation must include the full length and width of the county right-of-way on Lance Dr. including all drainage, easements and appurtenances.

No other comments or requests for a noticed public hearing were received from any affected agency.

(k) The ability of the newly formed or receiving entity to provide the services which are the subject of the application to the area, including the sufficiency of revenues for those services following the proposed boundary change.

The City has determined that it can provide the necessary services to the affected territory upon annexation. Costs of new infrastructure required to serve the development and impact fees on current public services shall be paid by the Developer.

(l) Timely availability of water supplies adequate for projected needs as specified in Section 65352.5.

An analysis of the impacts of increased demand from new development on the water supplies was included in the Specific Plan EIR as well as a 2012 SB 610 Water Supply Assessment for the Specific Plan Area. At that time, the City and Sonoma Water Agency analyzed the projected growth from the Specific Plan area buildout and determined that there were adequate water supplies to accommodate future growth for a 20-year period.

In 2021, the City adopted its Urban Water Management Plan ("2020 UWMP") update which spans a 25-year period. The 2020 UWMP describes water supply sources, historical and

projected water use and a comparison of water supply to water demands during normal, single-dry, and multiple-dry years through 2045. The City also adopted its a Water Shortage Contingency Plan (WSCP) which develops a plan of action to identify and respond to water supply shortages. As required by law, the City prepared a Drought Risk Assessment, which assesses the City’s water supply and demand for a five-year period assuming that all years are dry and identifies actions to address any supply deficiencies. The 2020 UWMP, which includes the Specific Plan area in its analysis, states that the City has, or will have, sufficient water resources to meet the City's projected growth over the next 25 years under all anticipated hydrologic conditions. It does warn that customers should anticipate some demand reductions during dry years to ensure that the City's water supply is sufficient to meet demand.

The Specific Plan includes design requirements to meet the City’s water conservation strategy and sustainability measures such as low flow plumbing fixtures and landscaping with drought tolerant plant species to reduce water consumption. It also includes an infrastructure plan which provides a detailed list of the improvements that would be required in the Specific Plan area to ensure that adequate water supply could be provided to support the new development. Project on site water system improvements include the installation of approximately 2200 linear feet of piping public and private pipes, valves, hydrants, meters and back flow preventers to serve residential and retail uses. Off-site improvements will include a new water main extension to the site from the intersection of Ridley Ave. and Guerneville Road, the cost of which is to be paid by the developer.

(m) The extent to which the proposal will affect a city or cities and the county in achieving their respective fair shares of the regional housing needs as determined by the appropriate council of governments consistent with Article 10.6 (commencing with Section 65580) of Chapter 3 of Division 1 of Title 7.

The City’s Regional Housing Needs Assessment (RHNA) for the 6th cycle housing element beginning in January 2023 is 4685 units. The City has issued building permits for 2328 units as of December 2023. It pre-zoned the parcels within the affected territory to Medium Density Residential, Medium High Density Residential and Retail and Business Services to allow for high density development. The annexation will help the City meet its 6th cycle housing needs while providing much needed housing with the availability of alternative transportation options.

(n) Any information or comments from the landowner or landowners, voters, or residents of the affected territory.

No comments from owners, voters or residents of the affected territory have been received. All landowners consented to the annexation.

(o) Any information relating to existing land use designations.

The County recently rezoned the parcels as follows:

Parcel No	APN	Address	Parcel Description	Current Zoning	Approximate Assessed Acreage
1	036-111-009	0 Lance Dr	Vacant	R2 B6 11 DU, R3 B6 20 DU, LG/LAN	14
2	036-111-010	1696 Lance Dr	Vacant	R2 B6 11 DU, LG/LAN VOH	5

3	036-111-011	1705 Lance Dr	Single Family Residence	R3 B6 20 DU, LG/LAN VOH	1
4	036-111-016	1601 Lance Dr	Vacant Unused	C2, R3 B6 20 DU, LG/LAN VOH WH	13
5	036-111-002	1680 Lance Dr	Single Family Residence	R3 B6 20 DU, LG/LAN VOH	1
6	036-091-061	1550 Guerneville Rd	PGE Substation	AR B6 5, VOH	2

(p) The extent to which the proposal will promote environmental justice. As used in the law, “environmental justice” means the fair treatment of people of all races, cultures, and incomes with respect to the location of public facilities and the provision of public services.

The Project will advance environmental justice. Consistent with the Specific Plan, to encourage housing for all groups including students, seniors and lower income households, either 8% of the total number of new dwelling units will be affordable to low-income households or at least 5% of the total number of new dwelling units will be affordable to very low-income households.

Affordable housing will be provided in an area with City services that is not auto dependent. The mixed-use community with residential and retails uses will result in a concentration of housing, jobs and shopping opportunities within bicycling and walking distance of the Project site. The site is approximately 0.2 miles away from the Sonoma Marin Area Rail Transit station and accessible from existing City bus and Sonoma County transit bus routes. There will be approximately 336 bicycle parking spaces throughout the site; street improvements along Lance Drive, Iroquois Street and Guerneville Road including new sidewalks; lighted walkways along the interior and exterior of the site; and a Class 1 bike facility along the boundary of the site on Guerneville Rd.

(q) Information contained in a local hazard mitigation plan, information contained in a safety element of a general plan, and any maps that identify land as a very high fire hazard zone pursuant to Section 51178 or maps that identify land determined to be in a state responsibility area pursuant to Section 4102 of the Public Resources Code, if it is determined that such information is relevant to the area that is the subject of the proposal.

The affected territory is not located in, or nearby, a Fire Hazard Severity Zone (FHSZ) of a State Responsibility Area.

In 2020, the City adopted a Community Wildfire Protection Plan (CWPP) which focuses on identifying and addressing local hazards and risks from wildfire in the City's Wildland Urban Interface (WUI) areas. The Public Health and Safety Element of the City's General Plan and the City Municipal Code include measures that help mitigate the impacts of wildfires such as the requirement that the current development in high-risk areas be consistent with the current California Fire Code and Building Code. The City has adopted and implemented emergency management, response and coordination systems and has

The Santa Rosa Fire Department developed a Wildland Resiliency and Response Strategic Plan used to examine the risk and threat potential of wildland fires and adjust the prevention, mitigation, and operational response components of the organization.