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FINAL REPORT

CITY OF SANTA ROSA MUNICIPAL SERVICE REVIEW

Prepared for:

Sonoma Local Agency Formation Commission

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I. INTRODUCTION

In 1997, the State Legislature convened a special commission to study and make recommendations to address California's rapidly accelerating growth. The Commission on Local Governance for the 21st Century focused energies on ways to empower the already existing Local Agency Formation Commissions (LAFCOs) in California's counties. The Commission's final report, *Growth within Bounds*, recommended various changes to local land use laws and LAFCO statutes. Assembly Speaker Robert Hertzberg encompassed the recommendations of the Commission in Assembly Bill 2838, which passed into the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. The new law endows LAFCO with more responsibilities and more influence to oversee growth in California.

One of the major new responsibilities of LAFCO is to conduct comprehensive, regional studies of municipal services (Municipal Service Reviews, or MSRs) in conjunction with reviews of city and district spheres of influence (SOIs). LAFCOs are directed to review and update agencies' SOIs, as necessary, every five years, according to Government Code Section 56425. Section 56430 requires MSRs to be conducted prior to or in conjunction with the sphere updates. MSRs must address at least the following nine factors:

1. Infrastructure needs or deficiencies
2. Growth and population projections for the affected area
3. Financing constraints and opportunities
4. Cost avoidance opportunities
5. Opportunities for rate restructuring
6. Opportunities for shared facilities
7. Government structure options, including advantages and disadvantages or consolidation or reorganization of service providers
8. Evaluation of management efficiencies
9. Local accountability and governance

Sonoma LAFCO retained Economic & Planning Systems, Inc. (EPS) to develop the MSRs for cities and special districts in Sonoma County. The process was split into phases; water and sewer service providers and independent fire districts were reviewed in the first two phases, and cities are studied in the third, and final, phase. An initial survey was mailed to each City with a request for documents such as general plans, budgets, and maps. EPS used the completed surveys, supporting documents, and contact with City staff to write provider profiles and to make the nine determinations required by law for each provider. The profiles and determinations were submitted to each city for its review. The cities' comments were then incorporated into the report.

II. SUMMARY OF SERVICE ISSUES AND TRENDS

CITY OF SANTA ROSA GOVERNANCE

The City of Santa Rosa operates as a Charter City, employing 1,282 people in ten departments. The City was formed in 1854 and is empowered to provide all municipal services. The City's legislative body is a seven-member City Council, elected from the City at large. The Council selects a mayor (for a two-year term) and vice-mayor (for a one-year term) from among its members and appoints a City Manager to act as the administrative head of City government. City Council meetings are held on the first four Tuesdays of each month at 4:00 p.m. in City Hall (100 Santa Rosa Avenue). These meetings are open to the public.¹ The City's website includes information on all City departments, with documents such as the General Plan and City Budget available for download.²

GROWTH AND DEVELOPMENT

HISTORICAL AND PROJECTED GROWTH OF SANTA ROSA

According to California Department of Finance data for 2005, Santa Rosa has a population of 156,268.³ As of 2000, the City covered an area of approximately 40 square miles.

The number of housing units within the Santa Rosa Urban Growth Boundary (UGB) is expected to increase by 17,500 by 2020. Projections of buildout of the General Plan, anticipated at some date after 2020, predict a population of 210,100 residents in 88,300 housing units within the UGB.⁴

PLANNING AND GROWTH MANAGEMENT

Reflecting a pattern evident in most of the County's cities, Santa Rosa has adopted several voter approved ballot measures designed to manage growth of the City. A growth management ordinance, adopted in 1992, limited building in the City to no more than 1,000 units annually. These were divided between two classes of residential development: units unregulated in size and sold at market rate; and apartments, homes, or condominiums under 1,250 square feet in size and built on lots of less than 4,000 square feet. The plan was an attempt to stabilize the City's growth rate and provide a

¹ LAFCO Request for Information, 2002. City of Santa Rosa Website, <<http://ci.santa-rosa.ca.us/default.aspx?PageId=1>>

² See <http://ci.santa-rosa.ca.us>.

³ DOF 2005.

⁴ Santa Rosa 2020: General Plan, 18 June 2002, 2-19.

means to ensure that some affordable housing was built through size controls. Reduced construction activity for residential units over the last several years, due in part to extensive studies on the habitat location of the California Tiger Salamander, led the City Council recently to amend the growth management plan to allow for a significant increase in the number of market-rate units to be built until 2020. Over the next four years, 250 permits can be issued per year for market-rate units, in addition to 450 permits under original growth management plan allowances. In addition, attached housing in excess of 1,350 square feet may be built if it is at a density of at least 10 units per acre, thus, according to the Community Development Director, providing moderately priced “workforce housing.” These changes are likely to result in the construction of larger condominiums and more market-rate homes than currently allowed. The total residential units to be built by 2020 will remain at 17,500.

Santa Rosa voters approved a 5-year UGB in 1990 and a 20-year UGB measure (Measure G) in 1996, limiting expansion of the City. The UGB cannot be significantly changed until 2016. According to the City’s General Plan, population within the UGB is projected to reach 195,300 by 2020.

Santa Rosa’s General Plan was last updated in 2002. Historically, General Plan updates have been undertaken every five years. The City issued a draft revision of its Zoning Code in May 2004. As of 2002, Santa Rosa had also initiated Incremental Recycled Water Program studies to explore methods for accommodating General Plan growth and potential impacts of the California Toxics Rule.

DEVELOPMENT OF SOUTHWEST SANTA ROSA

The largest fraction of planned development in the City is expected to occur in the City’s southwest quadrant. Historically, the area was the location of extensive rural residential and small subdivision development along with strip commercial uses along the major roadways transecting the area such as Sebastopol Road. The area was developed mostly as unincorporated territory and today a substantial portion of Southwest Santa Rosa remains unincorporated. However, the City has planned for development of the area over the past several decades. The Southwest Santa Rosa Area Plan, adopted in 1994, amended the City’s General Plan for the Southwest Area. During the intervening years Southwest Santa Rosa has been the location of numerous small to large subdivision-scale development projects. As these projects have been built they have generally been annexed into the City. There is capacity for approximately 9,000 housing units in this area. At this point the area has reached approximately 70 percent of this capacity.

GROWTH-RELATED ISSUES

Impact of Environmental Regulations

Significant portions of undeveloped or underdeveloped land, particularly in the City’s Southwest quadrant, have been the subject of considerable analysis and regulation

related to the Endangered Species Act-based listing of the California Tiger Salamander. The uncertainty that has accompanied the listing of this species and the designation of its critical habitat has cast in doubt the City's ability to develop land designated for urban development in its General Plan. Recent amendments to the City's growth management ordinance will allow additional housing allotments. These additional permits are intended to compensate for permits that have gone unused because of procedural delays associated with the Tiger Salamander listing.

Infrastructure Capacity Limitations

Inadequate water supply and sewage treatment (and disposal) capacity have long been issues faced by the City of Santa Rosa, along with other cities in the County. At the present time it appears that adequate water supply will be available through the Sonoma County Water Agency to meet demand projected through "buildout" of the General Plan. Ultimately, however, water supply will be a factor that limits further growth of the County's cities, including Santa Rosa.

Regarding sewer capacity, the key limitation is disposal. The City, as part of a sub-regional system, has developed a major disposal facility with a pipeline to the Geysers geothermal field in the northern part of the County where treated effluent is injected into steam wells. More recently it has been revealed that the capacity of the geothermal disposal may not be adequate to meet all future disposal demands, thus requiring additional disposal methods. These additional disposal capacity systems are currently under review by the City and the other participants in the sub-regional system.

Continuity of Development-serving Infrastructure Requirements

Interspersion of unincorporated County islands within the City, particularly in the Southwest Quadrant, has led to a range of problems including fragmented development patterns, discontinuity of service delivery, discontinuity of infrastructure, under-funding of major infrastructure improvements, and inter-agency tensions and conflicts over service requirements, tax flows and other matters. The main cause of these issues is the historical overlay of new development upon a checkered pattern of rural residential development and older residential subdivisions developed in the unincorporated portion of the County.

Unincorporated Islands

The historical development patterns of Santa Rosa and its environs have resulted in the annexation of territory, typically to accommodate development, while not annexing territory previously developed in the unincorporated portions of the County. This pattern has been caused in part by the opportunity that inhabitants of occupied territory have to petition to stop a proposed annexation. Historically, this opposition was mainly to avoid additional taxes that might have been levied by the City. In any event several large inhabited unincorporated areas lay within Santa Rosa's City Limit, notably in Southwest Santa Rosa and also in Rincon Valley. A number of other smaller islands are

scattered about the City’s periphery. These islands create a range of service delivery problems, inefficiencies, and conflicts between the City and the County.

SERVICES

The City of Santa Rosa is a comprehensive municipal service provider with the following departments:

- City Manager
- Administrative Services
- Human Resources
- Community Development
- Fire Department
- Police Department
- Housing and Redevelopment
- Public Works
- Recreation and Parks
- Transit and Parking
- Utilities

K-12 education for students living in Santa Rosa is provided by Santa Rosa City Schools District (SRCSD), which includes the Santa Rosa Elementary School District (grades K – 6) and the Santa Rosa High School District (grades 7 – 12). SRCSD runs twelve elementary schools, five middle schools, nine high schools (including four “necessary small high schools”), and two continuation schools. The City of Santa Rosa has joint use contracts for maintenance of school land and shared school/ City use at a range of elementary, middle, and high schools.⁵ There are also eight “partner” elementary school districts in the Santa Rosa area, including Piner-Olivet, Mark West, Rincon Valley, Bennett Valley, Bellevue, Wright, Kenwood, and Roseland Elementary Districts.⁶ Sonoma State University, located in Sonoma County and part of the California State University system, and Santa Rosa Junior College, located in the City of Santa Rosa, offer higher education opportunities.

Table 1 details the provision of services by the City of Santa Rosa. **Figure 1** provides an overview of cities in Sonoma County. **Figure 2** provides a map of the City of Santa Rosa.

⁵ LAFCO Request for Information, 2002. Personal communication from City Manager Jeff Kolin, 12 Jan. 2006.

⁶ Santa Rosa City Schools Website, <<http://www.srcs.k12.ca.us/default.asp>>.

Table 1
Municipal Service Providers for the City of Santa Rosa
County of Sonoma Municipal Service Reviews, EPS #13023

Municipal Service	Service Provider
General Government	
Governing Board	City Council
Manager	City of Santa Rosa
Attorney	City of Santa Rosa
Finance/Clerk/Administrative Services	City of Santa Rosa
Public Protection	
Traffic Control/Accident Investigation	City of Santa Rosa
Law Enforcement	City of Santa Rosa
Fire Protection	City of Santa Rosa
Animal Control	Sonoma County
Land Use and Planning	
Regulation & Planning	City of Santa Rosa
Building Inspection	City of Santa Rosa
City Engineering	City of Santa Rosa
Community Services	
Local Parks/Recreation Facilities	City of Santa Rosa
Library	County of Sonoma/ City-owned and -maintained facilities
Public Works	
Roads, Local Drainage, Bridges, Signals	City of Santa Rosa
Domestic Water	City of Santa Rosa
Wastewater Treatment/Disposal	City of Santa Rosa
Solid Waste Management/Disposal	City of Santa Rosa (franchised to private provider)
Flood Control	City of Santa Rosa
Street Lighting	City of Santa Rosa
Street Tree Maintenance	City of Santa Rosa
Public Education	
K-12 Grade Levels	Santa Rosa City Schools District
College	Santa Rosa Junior College and Sonoma State University
Other Services	
Electricity	Pacific Gas & Electric
Gas	Pacific Gas & Electric
Cable Television	Comcast
Public Transit	City of Santa Rosa (local transit and Paratransit) Sonoma County Transit

Figure 1
Sonoma County Administrative Area Boundaries

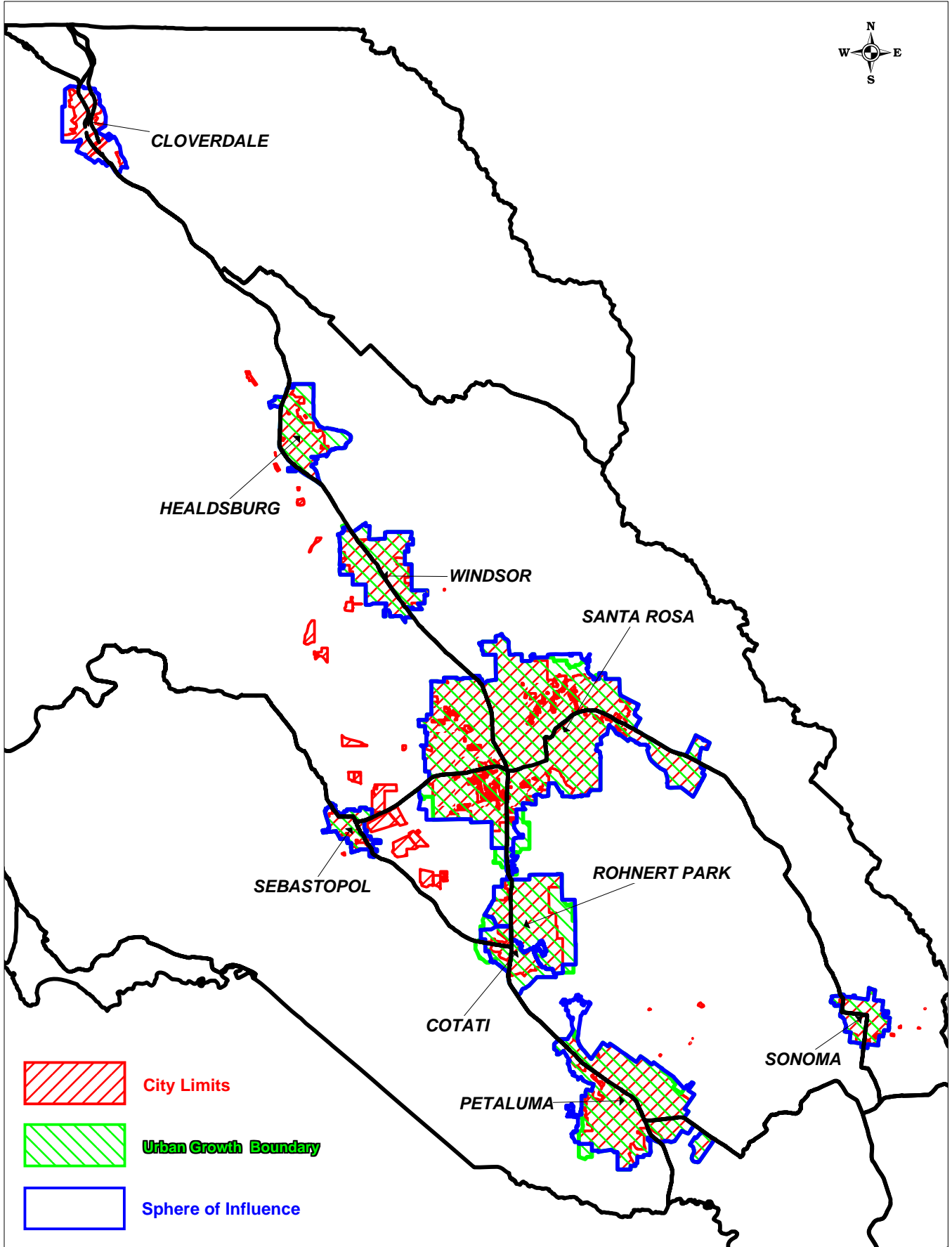
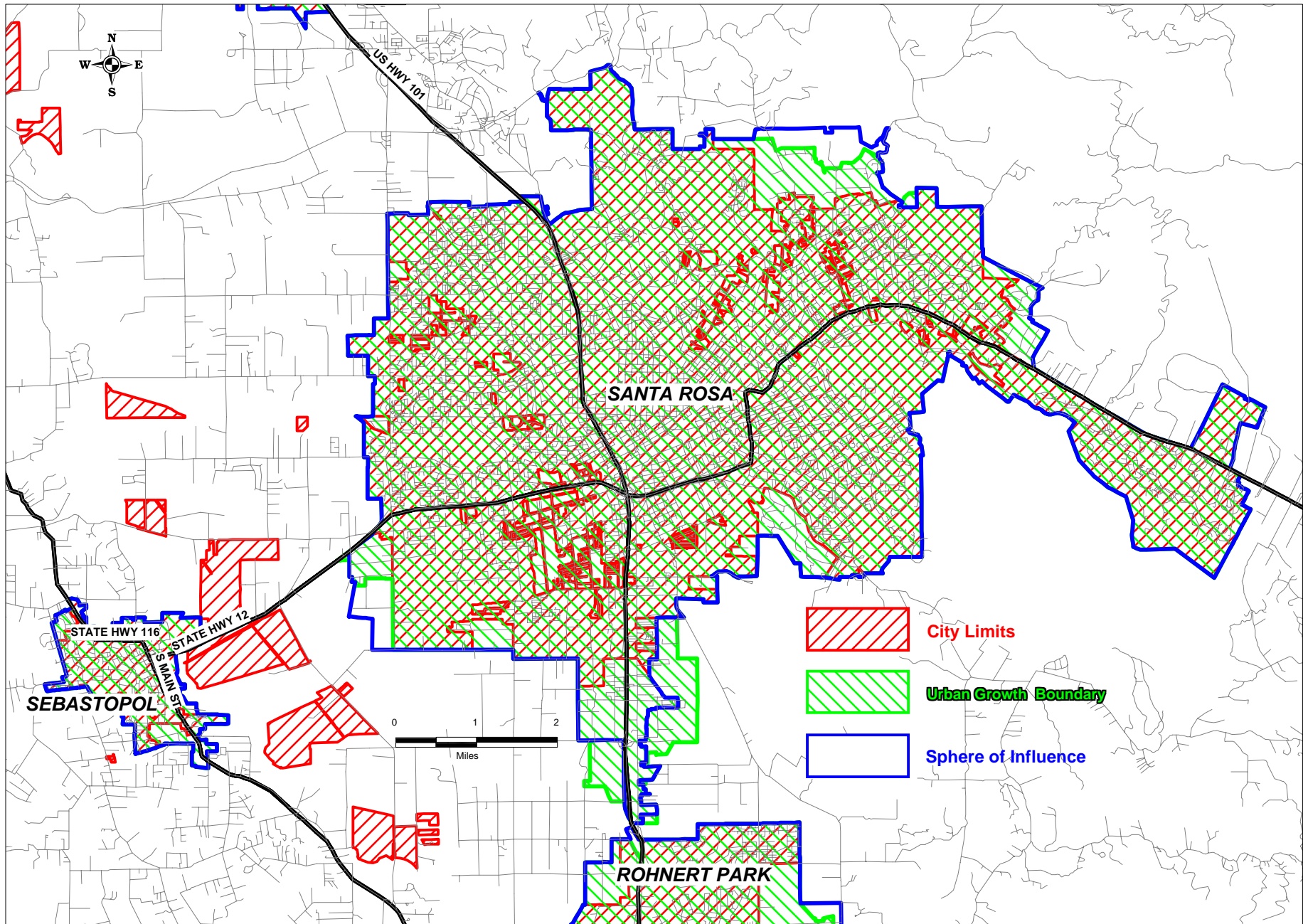


Figure 2
City of Santa Rosa



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III. WATER

GOVERNANCE AND OPERATIONS

Santa Rosa's Utilities Department is responsible for providing a reliable water supply for municipal, industrial, and fire suppression use. It also operates the City's wastewater collection and treatment system. Both the water and sewer divisions share the Utilities Department's general management, administration, and long-range planning services. Nineteen employees are assigned to water services.⁷ The Board of Public Utilities, a seven-member board appointed by the City Council, has general policy authority and direction over the management and operation of the City's utilities, including water.⁸

Total revenues for FY 05-06 are budgeted at \$31,893,000, which will be covered primarily through charges for services. The operating expenditures budget is \$37,460,000, resulting in a deficit of \$7,452,000 (once transfers in and out are taken into account).⁹ According to the 05-06 Budget, there is a high probability that increases to demand fees and rates and decreases in capital improvement project appropriation may be necessary to address the shortfall.¹⁰

Fixed monthly service charges for water service are based on the size of the water meter and, as of January 2006, range from \$5.53 for 5/8" to \$281.74 for 6".¹¹ In addition, all customers pay a user charge of \$2.89 per 1,000 gallons used. In January 2007, inclined block rates, i.e., rates that increase with higher consumption, will be added to the City's rate structure.¹²

INFRASTRUCTURE, FACILITIES AND SERVICES

According to the most recent available data (December 2004), Santa Rosa supplies water for residential, commercial, industrial, governmental, recreation, and fire-related uses through a total of 49,673 connections.¹³

⁷ Personal communication from Administrative Services Officer Linda Reed, 24 Oct. 2005.

⁸ City of Santa Rosa Utilities Department Website, <<http://ci.santa-rosa.ca.us/default.aspx?PageId=1057>>.

⁹ City of Santa Rosa Operations and Maintenance Budget, 2005-2006, 42..

¹⁰ City of Santa Rosa Operations and Maintenance Budget, 2005-2006, 124.

¹¹ City of Santa Rosa Ordinance No. 3642. <<http://ci.santa-rosa.ca.us/default.aspx?PageId=256&NewsId=3642>> 2005 rates increased by 9 percent in 2006.

¹² Personal communication from Utilities Department, 11 Jan. 2006.

¹³ Interview with Deputy Director Water Resources Virginia Porter, 18 Oct. 2005.

Santa Rosa's water supply is provided through a contract with the Sonoma County Water Agency (SCWA).¹⁴ SCWA transmits and delivers water to eight major water contractors, of which Santa Rosa is the largest, including several additional cities and districts throughout Sonoma County. Santa Rosa's contract entitles the City of Santa Rosa to 56.6 million gallons of SCWA water per day (average day, peak month), with an annual limit of 29,100 acre-feet. According to projections by the City of Santa Rosa, the City is estimated to reach the 29,100 acre-feet limit by around 2010. Development of a groundwater well has added capacity of 1,700 to 2,300 acre-feet per year, in addition to the amount supplied by SCWA. The City may also supplement SCWA supplies by increasing its recycled water use and relying on alternative water sources such as groundwater and additional reuse and conservation.¹⁵

Santa Rosa's own water facilities consist of 605 miles of pipe, 20 enclosed reservoirs, 18 pump stations, and 5 functioning standby wells.¹⁶

Ongoing capital improvement projects include numerous water main replacements, water systems upgrade, water supply planning, water peak reduction program, and other various facilities upgrade and replacements. The Proctor Heights Reservoir project is in the final design phase, with construction anticipated to begin in spring 2006.¹⁷

DEMAND AND CAPACITY

According to Santa Rosa's 2002 General Plan, "Population and employment increases anticipated during this 20-year planning period [2000 – 2020] are projected to result in an average-day water demand ranging between 29 and 33.4 million gallons daily (mgd), with average-day peak month demand reaching 50 mgd (West Yost & Associates, 2001). In the long-term, Santa Rosa's current water entitlement of 29,100 acre-feet from SCWA will not, by itself, be sufficient to meet projected demand.¹⁸ The City of Santa Rosa is exploring ways to meet this increased demand. It is in the process of doing a conceptual design study for an urban water reuse program that would offset current potable water demand. The City also hopes to increase its annual entitlement from SCWA and has made a formal request to do so. This request is under consideration by SCWA, although

¹⁴ The Restructured Agreement for Water Supply with the Sonoma County Water Agency (which replaces the 11th Amended Agreement) was adopted by the Santa Rosa City Council on May 16, 2006. (Personal communication from Mark Powell, Acting Director of Utilities, 24 May 2006.)

¹⁵ Sonoma County Water Agency. Urban Water Management Plan, 2000, 3-9. Interview with Deputy Director Water Resources Virginia Porter, 18 Oct. 2005. An Urban Water Management Plan developed by the City of Santa Rosa is scheduled for adoption by the City Council on June 20, 2006. (Personal communication from Mark Powell, Acting Director of Utilities, 24 May 2006.)

¹⁶ Interview with Deputy Director Water Resources Virginia Porter, 18 Oct. 2005.

¹⁷ Personal communication from Engineer Mike Prinz, 26 Oct. 2005.

¹⁸ Santa Rosa 2020: General Plan, 18 June 2002, 6-12.

there is no schedule for such consideration at this time.¹⁹ Long-term delivery of the City's current full entitlement (56.6 mgd) is contingent upon completion of water transmission and delivery system improvements. These improvements will increase the capacity of the agency's transmission and delivery system. SCWA is preparing an EIR for a project to make necessary improvements and the project will require review by federal and state agencies. Once all necessary approvals have been obtained, the improvements will be incrementally constructed over the next 25 years.²⁰

Another possible source of additional water is the Santa Rosa Subregional Reclamation System, of which the City of Santa Rosa is the managing partner. Improvements to water reclamation infrastructure, such as the Geysers Recharge Project (discussed in the "Sewer" section of this document), may increase the Reclamation System's efficiency.

Water conservation will also play a major role in meeting projected demand. The Utilities Department's Demand Management division has a four-person Water Conservation staff, responsible for promoting efficient water use, using technical support, incentives, and education. The Water Conservation program provides commercial incentives such as free low-flow toilets, faucets, and showerheads, rebates for water-conserving washing machines, and rebates based on sustainable reduction in water use and wastewater flow achieved through measures other than fixture replacement.²¹ Since 1995, through incentive programs, water use has been reduced by approximately 2,000 acre-feet, or 1.77 million gallons per day (mgd). Wastewater flows have been reduced by approximately 1.7 mgd. This has been achieved in large part through the replacement of almost 50,000 high-flow toilets with low-flow toilets.²² The City also offers educational programs on water-efficient landscaping and gardening techniques.

¹⁹ Interview with Deputy Director Water Resources Virginia Porter, 18 Oct. 2005.

²⁰ Santa Rosa 2020: General Plan, 18 June 2002, 6-11.

²¹ City of Santa Rosa Water Utilities Website, <<http://ci.santa-rosa.ca.us/default.aspx?PageId=170>>, accessed 4 Oct. 2005.

²² Interview with Deputy Director Water Resources Virginia Porter, 1 Feb. 2006.

IV. SEWER

GOVERNANCE AND OPERATIONS

Along with Water, Santa Rosa's sewer division is part of the Utilities Department and shares in the Department's general management, administration, and long-range planning services. It is responsible for wastewater treatment and reclamation. Forty-nine staff members are assigned to Local Wastewater services and are responsible for managing and operating Santa Rosa's sewer collection system. In addition, 107 employees are assigned to the Santa Rosa Subregional Wastewater Reclamation System, which provides reclamation, treatment, and distribution services to residents of five districts and jurisdictions (see below).²³ The Board of Public Utilities, a seven-member board appointed by the City Council, provides general policy authority and direction over the management and operation of the City's utilities, including sewer.²⁴

The total FY 05-06 expenditure budget for the Local and Subregional Wastewater divisions is \$137,358,000.²⁵ Fixed monthly charges for wastewater service are based on the size of the water meter and, as of January 2006, range from \$12.82 for 5/8" to \$933.49 for 6". In addition, residential and commercial/ industrial users pay a user charge of \$7.20 for each 1,000 gallons of wastewater generated. This fee may be higher or lower for certain types of commercial/ industrial operations, such as commercial bakeries, car washes, and mortuaries. A High Strength Surcharge is imposed on commercial/ industrial users whose wastewater strengths exceed the range for their category. This surcharge is assessed per pound, at a rate ranging from \$0.62 to \$1.70 depending on the pollutant detected in a user's water.²⁶

The South Park County Sanitation District provides sewer service to unincorporated islands in Southwest Santa Rosa. The District and the City have entered into an agreement for the dissolution of the District and transfer to the City, anticipated to occur in June 2011.²⁷

INFRASTRUCTURE, FACILITIES AND SERVICES

The City of Santa Rosa provides wastewater service to a total of 46,500 connections.²⁸

²³ Personal communication from Administrative Services Officer Linda Reed, 24 Oct. 2005. Interview with Deputy Director Water Resources Virginia Porter, 1 Feb. 2006.

²⁴ City of Santa Rosa Utilities Department Website, <<http://ci.santa-rosa.ca.us/default.aspx?PageId=1057>>.

²⁵ City of Santa Rosa Operations and Maintenance, 2005-2006, 42.

²⁶ City of Santa Rosa Resolution No. 25826, <<http://ci.santa-rosa.ca.us/default.aspx?PageId=257&NewsId=25826>>

²⁷ Santa Rosa City Council Resolution No. 25919, 23 March 2004.

²⁸ Interview with Deputy Director Water Resources Virginia Porter, 18 Oct. 2005.

The City is the managing partner of the Santa Rosa Subregional Reclamation System, which reclaims, treats, and distributes recycled water, serving over 225,000 residents within the boundaries of Cotati, Rohnert Park, Sebastopol, and the South Park County Sanitation District (which includes unincorporated portions of Sonoma County), as well as treating hauled septic water from throughout the County. The System has several components. The Laguna Subregional Wastewater Treatment Plant, a tertiary-level facility with an average daily dry weather flow of 17.5 mgd, is the primary site for treatment and disposal. Approximately half of the water treated there is reused for urban and agricultural irrigation. (The local Oakmont Treatment Plant, with an average flow of 0.5 mgd, serves the Oakmont community between April and October. Water treated at the Oakmont Plant is used to irrigate the Oakmont golf course.) The Wastewater system collects urban wastewater from over 225,000 people for treatment at these plants. The recycled water distribution system, which includes 45 pump stations, distributes recycled water to approximately 6,130 acres.²⁹

In the past, the System's excess water was discharged into the Russian River during periods of low irrigation demand. Changes to water quality regulations placed tighter controls on such discharging and led to attempts to develop alternative disposal methods. The Geysers Recharge Project, initiated in 1998, has provided an alternative outlet for excess treated water. The Geysers steam field, operated by the Calpine Corporation, depends on an underground water source that has been gradually depleted in recent years. With the addition of 11 mgd of tertiary-treated recycled water, the steam field will be able to continue producing energy for at least the next 20 years. The \$187 million Recharge project constructed a 41-mile underground pipeline from the Laguna Treatment Plant to the base of the Mayacamas Mountains, three large pump stations, and a terminal storage tank, from which treated water is injected into the steam field's underground wells. The Geysers Recharge Operations and Maintenance (O&M) Program employs six staff members.³⁰

Other plans for new and improved facilities include the replacement of wastewater lines to reduce inflow and infiltration, the installation of new fire hydrants, and the construction of a new Water, Wastewater, and Geysers Operations and Maintenance (O&M) facility at West College. The Department also continuously conducts cleaning of wastewater lines and performs numerous repairs, provides replacements, and completes equipment surveys.

²⁹ Santa Rosa 2020: General Plan, 18 June 2002, 6-12. City of Santa Rosa Website, Utilities Department, <<http://ci.santa-rosa.ca.us/default.aspx?PageId=170>> Personal communication from Utilities Department, 12 Jan. 2006.

³⁰ City of Santa Rosa Website, Utilities Department, <<http://ci.santa-rosa.ca.us/default.aspx?PageId=170>>.

DEMAND AND CAPACITY

Santa Rosa's 2002 General Plan Update predicted that, on completion, the Geysers Recharge Project would increase the Laguna Wastewater Treatment Plant's capacity rating from 19.2 mgd to 21.3 mgd, 16.3 mgd of which would be allocated to Santa Rosa. This capacity is projected to be adequate to meet the City's wastewater needs for the next ten years. Current growth projections indicate that Santa Rosa's wastewater flow could increase to 18.8 mgd by the year 2020, with the total subregional flow reaching an estimated 25 mgd. (Increases in total subregional flow are based primarily on anticipated growth in Santa Rosa and Rohnert Park.)

To plan for growing demand, the City and the Subregional Reclamation System have initiated the Incremental Recycled Water Program (IRWP), a Master Plan for a number of projects designed to increase capacity and accommodate projected growth as indicated in the General Plans of each Subregional System member jurisdiction. The Master Plan describes several methods of conservation and disposal, including indoor water conservation, infiltration and inflow reduction, urban reuse, agricultural reuse, geysers expansion, and discharge to the Laguna de Santa Rosa or Russian River, and evaluates alternative programs combining selected methods. In 2004, the City identified a "Preferred Alternative" that includes all of the methods except for infiltration and inflow reduction, as well as Laguna Treatment Plant upgrades that will increase plant capacity from 21.3 mgd to 25.9 mgd average daily water flow.³¹

The Geysers Recharge Project may also provide future reuse opportunities for other area agencies like Windsor, Healdsburg, and the County of Sonoma, possibly offering additional sources of funding for the operation and maintenance of the Reclamation System as a whole. It will also help the Utilities Department meet environmental standards in the long run, by protecting the Russian River from excess discharges of recycled water and by decreasing draw-down from Russian River tributaries, which will in turn protect habitat for the threatened steelhead and Coho salmon.³²

³¹ Interview with Deputy Director Water Resources Virginia Porter, 18 Oct. 2005. Incremental Recycled Water Program website, <<http://www.recycledwaterprogram.com/>>.

³² City of Santa Rosa Website, Utilities Department, <<http://ci.santa-rosa.ca.us/default.aspx?PageId=170>>.

V. STREETS AND TRANSPORTATION

GOVERNANCE AND OPERATIONS

Santa Rosa's Public Works Department is responsible for building and maintaining City infrastructure, including streets, traffic flow, storm drains, sidewalks, traffic signals, and street lights. Its programs include General Administration, Traffic Services, Engineering Services, Storm Water Management, Street Maintenance, Downtown Services, Electrical Maintenance, and Fleet Management.

Operating expenditures requested for FY 05-06 for the Public Works Department totaled \$38,501,467, including \$16,377,718 for Capital Improvements. This amount reflects a significant increase in benefits costs and smaller increases in services and supplies costs based on required vehicle replacements.³³ According to Department staff, approximately \$7.5 million of the Public Works Capital Improvement Plan budget, as well as an additional \$1.3 million of the Utilities Department capital budget, covers street infrastructure maintenance and replacement. The Operations and Maintenance budget includes funding for Street Maintenance (approximately \$3.4 million), Downtown Street Maintenance (\$616,000), Electrical Maintenance, i.e., of street lights and traffic signals (\$2.6 million, including \$1.28 million for energy), O&M projects (\$457,000 related to street infrastructure maintenance), and Traffic Engineering (\$851,000).³⁴

The City's Transit Division is independent of the Public Works Department. It operates Santa Rosa CityBus, contracts for Paratransit service, plans bicycle and pedestrian paths and facilities, and provides carpooling management programs to the community. The Parking Division manages parking for the downtown business area and restricted residential parking zones. Funding for these divisions comes from various special funds within the City's budget, including the Parking District Fund, the Municipal Transit Fund, and the Transit Capital Fund, as well as from Parking Refunding Improvement Bonds and AB 434 Funds. The total Transit and Parking budget for FY 05-06 is \$16,949,589 (an increase of 9 percent in non-CIP funding from the previous year).³⁵

INFRASTRUCTURE, FACILITIES AND SERVICES

The Public Works Department maintains approximately 535 miles of streets, 200 traffic signals, 15,500 street and park lights, and 1,000 City vehicles and equipment, as well as signs, pavement markings, and guardrails throughout the City. It also removes over 2,000 tons of litter and debris from City roadways every year.³⁶

³³ City of Santa Rosa Operations and Maintenance Budget, 2005-2006, 107.

³⁴ Personal communication from Deputy Director of Field Services Steve Kroeck, 30 Jan. 2006.

³⁵ City of Santa Rosa Operations and Maintenance Budget, 2005-2006, 117-118.

³⁶ City of Santa Rosa Website, Public Works Page, <<http://ci.santa-rosa.ca.us/default.aspx?PageId=129>>.

In addition, the Traffic Engineering Division works with neighborhood groups to address traffic issues and with school districts to identify school traffic safety issues, develops Capital Improvement Program projects, conducts accident analyses, issues transportation permits for oversized vehicles and loads, and provides professional services to other departments related to traffic issues, among other duties.³⁷

FY 04-05 street-related accomplishments included 33 CIP projects completed or under construction, including Prince Memorial Greenway, West Steele Lane widening, and various pedestrian walkways, overlays, and street reconstruction. Completed projects also include traffic signal and intersection modification projects.³⁸

The Transit Division provides over 2.6 million passenger trips annually using an active fleet of 29 buses, 7 Paratransit vans, and 3 sedans. It operates 16 fixed routes and serves over 400 bus stops. The Parking Division manages approximately 6,600 on-street parking spaces with 1,030 parking meters, as well as five garages and nine surface lots including 3,460 parking spaces. FY 04-05 accomplishments included an estimated 2.6 percent increase in total CityBus ridership and a 13 percent increase in Paratransit passenger trips. The Transit and Parking divisions also obtained \$500,000 in grant funding for the installation of diesel-exhaust units on CityBuses; initiated a Parking Enforcement business outreach campaign; and moved forward with various construction and improvement projects, including the construction of a Transit Operations Building.³⁹

DEMAND AND CAPACITY

The FY 04-05 budget stated, “Current funding is insufficient to sustain the optimum life of the [City’s] transportation infrastructure. The current street maintenance backlog is in excess of \$38 million; this backlog is increasing at a rate of \$5 million to \$7 million per year.” Because of budget reductions, the Street Maintenance division was forced to eliminate a four-person asphalt crew and a manager, in addition to a position eliminated in FY 03-04. The result of such staff cuts includes reduced and deferred asphalt, sign, and pavement marking maintenance. Funding shortfalls may also result in a reduced level of electrical service in street and park lights, traffic signals, and City buildings. These challenges have continued in FY 05-06; analysis by department staff tentatively concludes that staffing levels have failed to keep pace with the significant growth in services and infrastructure that has occurred in recent years.⁴⁰

The City has adopted a number of cost-saving measures to mitigate the effects of funding shortfalls and continue meeting the demands of growth. It has continued its ongoing project of de-energizing (i.e., shutting off) existing streetlights, thus reducing

³⁷ City of Santa Rosa Website, Public Works Page, <<http://ci.santa-rosa.ca.us/default.aspx?PageId=317>>

³⁸ City of Santa Rosa Operations and Maintenance Budget, 2005-2006, 107.

³⁹ City of Santa Rosa Operations and Maintenance Budget, 2005-2006, 117.

⁴⁰ City of Santa Rosa Operations and Maintenance Budget, 2004-2005, 83-85. Interview with Deputy Director of Field Services Steve Kroeck, 27 Oct. 2005.

the transportation electrical budget by nearly \$200,000; the use of LED traffic signal lights has also led to energy and cost savings.⁴¹ The use of Intelligent Transportation Systems Technology and cooperation with other agencies will also help the Department to maximize its cost efficiency. In addition, the Department successfully obtained outside funding (e.g., grant funding for pavement rehabilitation projects) in the past and will continue to seek such funding in the future.⁴² Budget reductions implemented for FY 05-06 include extending vehicle replacement life and eliminating non-essential equipment. Some maintenance staff are now paid through capital improvement project funding associated with intelligent transportation and infrastructure issues; while this strategy allows the department to avoid layoffs, it can also exacerbate maintenance problems by creating additional infrastructure that requires ongoing maintenance.⁴³ The Department is also investigating the use of vehicle tracking technology that would provide a basis for more efficient use of equipment.⁴⁴

While the Transit and Parking Department's FY 05-06 budget shows a significant reduction from FY 04-05, this decrease is due to a one-time appropriation of bond proceeds related to the construction of the White House Parking Garage. Non-capital funding is increased by approximately 9 percent because of rising benefits costs and increased services and supplies costs for garage repair, bus fuel, and Paratransit services. The Department has also added 12.75 FTE employees: 6.0 FTE Parking Operations Aides to facilitate implementation of Pay-on-Foot technology in City garages⁴⁵, and 6.75 FTE Bus Operators to decrease CityBus system overtime.⁴⁶

⁴¹ City of Santa Rosa Operations and Maintenance Budget, 2004-2005, 87 – 89. Interview with Deputy Director of Field Services Steve Kroeck, 27 Oct. 2005.

⁴² City of Santa Rosa Operations and Maintenance Budget, 2004-2005, 89. Interview with Deputy Director of Field Services Steve Kroeck, 27 Oct. 2005.

⁴³ City of Santa Rosa Operations and Maintenance Budget, 2005-2006, 107. Interview with Deputy Director of Field Services Steve Kroeck, 27 Oct. 2005.

⁴⁴ Interview with Deputy Director of Field Services Steve Kroeck, 27 Oct. 2005.

⁴⁵ "Pay-on-foot" technology allows people to pay for garage parking before returning to their cars, eliminating the need for on-site staff.

⁴⁶ City of Santa Rosa Operations and Maintenance Budget, 2005-2006, 118.

VI. PARKS

GOVERNANCE AND OPERATIONS

The City of Santa Rosa's Recreation and Parks Department is responsible for the design, construction, operation, and maintenance of the City's parks and sports facilities, and for all public recreation programs. There are 117.3 full-time Parks and Recreation employees.⁴⁷

The Recreation and Parks Department's operating budget for FY 2005-2006 totals \$22,611,550, including \$7,406,745 budgeted for the Capital Improvement Fund.⁴⁸

The Recreation and Parks Department works in conjunction with a variety of public and private agencies. Under a contract with the Santa Rosa School District, the Department provides after school programs at local elementary schools, parks, and housing complexes. A number of parks facilities are also shared with the school district through joint use agreements. The Department leases City-owned property to a child care center, and to Community Action Partnership, which provides after-school and neighborhood programs at Martin Luther King Park.⁴⁹

INFRASTRUCTURE, FACILITIES AND SERVICES

The City of Santa Rosa has a total of 680 acres of City parks and sports facilities.⁵⁰ In addition, the Recreation and Parks Department maintains 250 acres of public landscaped areas, undeveloped parks, and street medians, as well as 72,000 trees and special recreational facilities such as the Luther Burbank Home and Gardens, the Santa Rosa Rural Cemetery, a senior center, two community centers, and two swim centers. It is also responsible for the Bennett Valley Golf Course.⁵¹

Department accomplishments for FY 2004-2005 included completion of a 5-year sprinkler head replacement program to reduce water usage, as well as the planting of almost 1,000 new street trees and maintenance of overgrowth on Highway 12 medians at the eastern entryway to Santa Rosa.⁵² The new Youth Community Park is partially complete as of October 2005. Development of the rest of the park will be funded by anticipated park development fees. Fees from 800 homes currently planned in the City's

⁴⁷ Interview with Parks Project Superintendent Richard Hovden, 24 Oct. 2005. Personal communication from Recreation and Parks Department, 12 Jan. 2006.

⁴⁸ City of Santa Rosa Operations and Maintenance Budget, 2005-2006, 113.

⁴⁹ LAFCO Request for Information, 2002. Interview with Parks Project Superintendent Richard Hovden, 19 Oct. 2005.

⁵⁰ Interview with Parks Project Superintendent Richard Hovden, 19 Oct. 2005.

⁵¹ City of Santa Rosa Operations and Maintenance Budget, 2005-2006, 109.

⁵² City of Santa Rosa Operations and Maintenance Budget, 2005-2006, 111.

Northwest quadrant will generate funding for both the Youth Community Park and a new neighborhood park (the Jack London School Neighborhood Park) to be built in the area. In addition, the Prince Gateway Park is in the design phase.⁵³

The Parks Department also provides recreation services through a wide variety of sports programs, community centers, schools, special events, and camps. With the revenue from the Measure O special tax, which the City was able to start collecting in April 2005, the Department provides leadership, coordination, and resources to a continuum of youth and family services that work together toward the prevention and reduction of gangs and gang violence in the City of Santa Rosa. This includes coordination of the Mayor's Gang Prevention Task Force and its Advisory Board, providing staff support to the Neighborhood Revitalization Program, and operating a number of after-school recreation programs that provide safe places for children to learn and grow in schools and neighborhood centers throughout Santa Rosa. A portion of the revenue each year will fund in-school violence prevention and conflict resolution education, as well as provide grants to local non-profits providing related services that will enhance youth asset development, reduce risk factors, and provide healthy activities for youth.⁵⁴

DEMAND AND CAPACITY

The City's standard for parkland is six acres per 1,000 residents. This is broken down to 3.5 acres of City (neighborhood and community) parks, 1.4 acres of school recreational land, and 1.1 acres of public-serving open space.⁵⁵ Given Santa Rosa's 2005 population of 156,000, 680 acres is not adequate to meet this standard for park acreage.

Funding long-term park and facility maintenance is the greatest challenge facing the Recreation and Parks Department. The Department is considering a number of strategies for providing adequate levels of service, including establishing Special Assessment and/ or Community Facilities Districts to pay for operational costs. Department staff also hope to encourage greater use of partnerships with schools, the County, and private organizations to provide adequate facilities and maintenance.⁵⁶

⁵³ Interview with Parks Project Superintendent Richard Hovden, 19 Oct. 2005.

⁵⁴ Personal communication from Recreation and Parks Department, 12 Jan. 2006.

⁵⁵ Santa Rosa 2020: General Plan, 18 June 2002, 6-2.

⁵⁶ Interview with Parks Project Superintendent Richard Hovden, 19 Oct. 2005.

VII. POLICE

GOVERNANCE AND OPERATIONS

The Santa Rosa Police Department is responsible for enforcement of state and city laws, investigation of crimes, apprehension of criminals, maintenance of ongoing crime prevention programs, and building ties with the community and other local law enforcement agencies. The Department reorganized in 2004 and is now divided into 3 divisions, each with its own bureaus: the Field Services Division (Patrol Bureau and Traffic Bureau), Special Services Division (Investigations Bureau and Support Bureau), and Technical Services Division (Communications Bureau and Records Bureau).⁵⁷

The number of authorized funded positions in the Department increased at the start of FY 05-06. Sworn authorized funded positions now number 184 (a significant increase from the 2004 level of 167 sworn positions), while civilian authorized funded positions number 89, for a total of 273 positions.⁵⁸ Officers patrol in nine beats throughout the City.⁵⁹

The Department's operating budget for FY 05-06 is \$40,714,000, including \$190,000 for capital outlay and project funds.⁶⁰ The majority of the Department's funding comes from the General Fund, with additional funds from fines and fees for service. In FY 04-05, the Department also received grants for seatbelt and DUI enforcement, which helped support the work of the Traffic Bureau.⁶¹ Other grants include an OES grant to support domestic violence enforcement and COPS grants for technology upgrades.⁶²

The Santa Rosa Police Department participates in the Sonoma County Multi-Agency Gang Task Force.

INFRASTRUCTURE, FACILITIES AND SERVICES

The Department reorganized in 2004, reassigning officers from investigative and other units to the Patrol team. Response times have decreased to under 7 minutes. The average response time for the period of January to October 2005 was 6.57 minutes for emergency calls.⁶³ The Communications Bureau answered 37,821 incoming 9-1-1 calls in 2004, processing requests for police, fire, and emergency medical assistance. In

⁵⁷ Personal communication from Police Dept. Research and Program Coordinator Colin Close, 8 Dec. 2005.

⁵⁸ Personal communication from Police Dept. Research and Program Coordinator Colin Close, 8 Dec. 2005.

⁵⁹ Santa Rosa Police Department Snapshot 2004, 8.

⁶⁰ City of Santa Rosa Operations and Maintenance Budget, 2005-2006, 102.

⁶¹ City of Santa Rosa Operations and Maintenance Budget, 2005-2006, 101.

⁶² Personal communication from Police Dept. Research and Program Coordinator Colin Close, 8 Dec. 2005.

⁶³ Personal communication from Police Dept. Research and Program Coordinator Colin Close, 8 Dec. 2005.

addition, dispatchers answered approximately 146,000 seven-digit emergency calls for the Police Department.⁶⁴

The Department has a main station located on Sonoma Avenue in Santa Rosa. This facility is currently shared with the Fire Department. It is anticipated that the Fire Department will eventually move out of this joint Public Safety building. The Department's recently completed 2005 – 2010 Strategic Plan outlines plans for expansion into the Fire Administration area, with the move planned for October 2007. Also among the Strategic Plan's goals is the development of plans for a substation in each quadrant of the City (based on division of the City by Highway 101 and Highway 12). The Plan also aims to conduct needs assessments over the course of 2005 – 2006 for a Firearms Range, training facility, gym facility, additional parking facilities, and possible off-site operations.⁶⁵

In addition to its main station, the Police Department opened a Police substation in the Apple Valley Lane/ Papago Court neighborhood in Spring 2005. The substation is used by patrol officers, detectives, volunteers, and administrative staff, providing a much-needed police presence in the area. The facility received considerable community support from a variety of sources. 7-Eleven, Inc., agreed to provide the station site to the Department free of rent for five years. A number of skilled volunteers donated materials and labor to improve the facility and create office cubicles, an interview room, and a meeting area. Monetary contributions for the venture from PG&E (\$1,000) and the County of Sonoma's Probation Department (\$5,000) enabled the Department to fund carpeting and repairs on the premises. The substation is staffed by volunteers and retired police officers and is used regularly by Patrol and crime suppression team officers.⁶⁶

A homeless shelter housed in the former Naval Auxiliary Air Station in southwest Santa Rosa opened in November 2005 and includes "satellite office" space for police officers to write reports. The Police Department is also working with the Fire Department to locate additional report-writing "satellite office" spaces in any new fire stations built in coming years.⁶⁷

DEMAND AND CAPACITY

The Department will receive \$1.6 million in Measure O funding in FY 05-06 and \$2.8 million annually thereafter. These funds will pay for 9 additional Patrol Services positions (2 non-sworn Field and Evidence Technicians, 6 officers, one lieutenant) and 6 patrol cars in FY 05-06. In subsequent years, funding is allocated for 9 additional personnel (7 sworn officers in Downtown Services and Traffic Services, and one police

⁶⁴ City of Santa Rosa Website, <<http://ci.santa-rosa.ca.us/default.aspx?PageId=1511>>

⁶⁵ Santa Rosa Police Department

⁶⁶ Personal communication from Police Dept. Research and Program Coordinator Colin Close, 8 Dec. 2005.

⁶⁷ Personal communication from Police Dept. Research and Program Coordinator Colin Close, 8 Dec. 2005.

technician and one dispatcher in Support Services) and 9 vehicles.⁶⁸ Patrol additions will help the Department to reduce emergency response times and enhance neighborhood policing efforts. Additional staffing for the Downtown Enforcement Team will enable the Department to increase coverage from four to seven days per week, and increased traffic enforcement staffing will allow the Department to better focus traffic enforcement efforts throughout the City. Increasing non-sworn positions allows sworn officers to focus on emergency response, gang enforcement efforts, and other responsibilities; increasing support staff in the Communications Center is also intended to minimize the overtime worked by Communications Dispatchers.⁶⁹

The Department's 2005 – 2010 Strategic Plan provides direction and goals in the areas of Administration and Personnel, Training and Operations, Facilities, and Logistics/Supply. This plan will be reviewed twice a year by the Strategic Planning team and updated as the need arises to reflect changing objectives and accomplishments.⁷⁰

⁶⁸ Measure O Budget for SRPD.

⁶⁹ City of Santa Rosa Transaction and Use Tax Implementation Work Plan (City Council Resolution, September 21, 2004, Agenda Item #11.2).

⁷⁰ Santa Rosa Police Department 2005 – 2010 Strategic Plan Executive Summary, October 28, 2005.

VIII. FIRE

The Santa Rosa Fire Department was covered in the previous MSR conducted for fire districts and completed in August 2005. The report, updated as of October 2005, is reprinted below.

The Santa Rosa Fire Department serves the City of Santa Rosa, which has a population of 152,900 in an area of 45 square miles. It also provides service under contract to Roseland Fire Protection District, which covers a total of 2.78 square miles in unincorporated islands throughout southwest Santa Rosa and has a population of 5,200 people. As the remainder of southwest Santa Rosa is annexed to the City, the Roseland Fire Protection District may eventually be dissolved and responsibility for fire protection in the area transferred to the City.

Inadequate facilities, aging equipment, and insufficient funding have made it difficult for the Department to maintain a high level of service in recent years. These challenges were reflected in the findings of the 2004 Sonoma County Grand Jury. However, anticipated development impact fees and additional funding due to a new sales tax will help finance necessary improvements, allowing the Department to better meet current and future demand.

In November 2004, Measure O, a ballot measure that established a ¼ cent dedicated sales tax with 40 percent of the proceeds allocated to the Fire Department, passed with over 70 percent voter approval. This sales tax increase will allow the Department to not only maintain its current level of service but also place three new stations into operation in the next four years and relocate one existing station into temporary quarters. Planning for these projects has been underway since the beginning of November 2004.⁷¹

In addition, according to Fire Department officials, funding for local public safety efforts may increase as a result of the passage of State Proposition 1A, in November 2004; this measure prohibits the state from further reducing local governments' sales and property tax revenues for its own use.⁷²

GOVERNANCE AND OPERATIONS

The Santa Rosa Fire Department responds to medical emergencies, physical entrapments, fires, and releases of hazardous materials. It has three divisions, each with its own staff: Administration (five staff members), Operations (128 firefighters, including a Fire Chief, Deputy Fire Chief, Battalion Chiefs, and Fire Captains), and the Fire Prevention Bureau (a Fire Marshal, five Fire Inspectors, a Fire Protection Engineer, and a Hazardous Materials Program Manager).⁷³

⁷¹ Communication from Santa Rosa Fire Dept. Chief Bruce Varner, 11 Jan. 2005.

⁷² Interview with Santa Rosa Fire Dept. Deputy Chief Bart Lewis, 6 Oct. 2004.

⁷³ City of Santa Rosa Website, Fire Department, <<http://ci.santa-rosa.ca.us/default.aspx?PageId=1113>>

The FY 05-06 Budget includes \$30.9 million in Fire Department expenditures, of which \$5.4 million will go to Capital Outlay and Projects. Of this total, \$4.9 million will come from the Capital Improvement Fund, \$663,000 from Measure O funding, and \$25.3 million from the General Fund. Funding has been included for a new fire station in Southwest Santa Rosa, as well as for three additional firefighter positions funded through Measure O.⁷⁴ The Fire Department also receives fees for service that cover the costs of specific programs such as hazardous materials inspection and training facility maintenance.⁷⁵ In addition, the Department received two major grants in FY 04-05: a \$90,000 FEMA grant for Training and Equipment and a \$70,000 Fire Prevention Grant for Public Safety Education.⁷⁶

The Department cooperates with a number of other fire protection agencies. Santa Rosa's Fire Training Center is used by many local groups, including the California Specialized Training Institute, the State Fire Marshal's Office, CDF, various Sonoma County fire agencies, Engineering Contractors Associates (ECA), and Santa Rosa Junior College. In exchange for the use of the Training Center and Training Tower, the Santa Rosa Fire Department receives tuition for certified programs at the Specialized Training Institute, contractual fees, and other benefits. It also has automatic aid agreements with Rincon Valley, Kenwood, and Bennett Valley Fire Protection Districts and with CDF. Rincon Valley FPD, CDF, and the Santa Rosa Fire Department participate in a three-way mutual threat zone agreement under which all three agencies respond to fires in the wildland/ urban interface in and around the City of Santa Rosa.⁷⁷ This agreement is being revised to formally include Kenwood and Bennett Valley Fire Protection Districts.⁷⁸

The Department contracts to provide all staff, services, and equipment for Roseland Fire Protection District.⁷⁹

INFRASTRUCTURE, FACILITIES, AND SERVICES

The Santa Rosa Fire Department responded to 17,084 calls in 2004. Of these responses, 29 percent were in less than 4 minutes, 26 percent in under 5 minutes, 21 percent in under 6 minutes, and 24 percent in over 6 minutes (compared to 30 percent, 28 percent,

⁷⁴ City of Santa Rosa Operations and Maintenance Budget, 2005-2006, 93.

⁷⁵ Interview with Santa Rosa Fire Dept. Deputy Chief Bart Lewis, 6 Oct. 2004. City of Santa Rosa Budget, 2004/2005, 62.

⁷⁶ City of Santa Rosa Operations and Maintenance Budget, 2005-2006, 93.

⁷⁷ A "mutual threat zone" is defined as an area between two or more jurisdictions into which those agencies respond on initial attack. (National Wildfire Coordinating Group, *NWCG Glossary of Wildland Fire Terminology*, <<http://www.nwcg.gov/teams/pmo/products/wfglossary/m.htm>>).

⁷⁸ Interview with Santa Rosa Fire Dept. Deputy Chief Bart Lewis, 6 Oct. 2004.

⁷⁹ LAFCO Request for Information, 2002.

24 percent, and 18 percent, respectively, in 2003).⁸⁰ It maintains ten fire stations, the newest of which, the Southwest area station, was completed in March 2006.⁸¹ (The Southwest station is currently an interim facility; construction of a permanent station at the same site is expected to begin in fall 2006.) The new Mendocino/ Jr. College station is expected to be open and operational by July 2007, bringing the total number of stations to eleven. (The planned Fountaingrove station will replace existing Station #5.)⁸² These stations are located throughout Santa Rosa and Roseland Fire Protection District and all are staffed 24 hours per day.

The Department staffs ten engines, each with a captain, an engineer, and a firefighter, and two additional ladder trucks, each with a captain, two engineers, and a firefighter.⁸³ The newest of the Department's seven paramedic engines is funded through an agreement between the City and the Roseland Fire Protection District.⁸⁴ The Santa Rosa Fire Department is also assigned a state-owned fire engine by the Governor's Office of Emergency Services. This engine serves as a reserve engine for the Department. In exchange, the Department staffs the engine and sends it, when called upon, to major emergencies throughout the state.⁸⁵ Other equipment includes a hazardous materials unit, a technical rescue unit, two four-wheel-drive brush fire units, a water tender, two reserve engines, and one reserve truck.⁸⁶

An apparatus replacement program began in FY 01-02 with the replacement of a fire engine, a ladder truck, a water tender, and a hazardous material response vehicle.⁸⁷ This program has since been discontinued because of budget cuts. In 2003, the Department sold two reserve engines after cannibalizing them for equipment to update front-line engines. According to the Department, the remaining two reserve engines are being overused. In addition, two deteriorating front-line engines should be downgraded to reserve engines and replaced. Prior to November 2004, this situation was approaching a critical point; the Department was scheduled to eliminate a staffed engine, a staffed ladder truck, and nine firefighter positions if new funding sources did not become available.⁸⁸ However, the passage of Measure O in November 2004 significantly increased funding, allowing the Department to maintain current services and expand its current equipment inventory and staff levels. Expenditures established in the Measure's implementation plan include the purchase of two fire engines and a

⁸⁰ City of Santa Rosa Operations and Maintenance Budget 2005-2006, 92.

⁸¹ Sonoma County Grand Jury, "Santa Rosa Fire Station Deployment," 20 Feb. 2004, 3. Interview with Santa Rosa Fire Dept. Deputy Chief Bart Lewis, 11 May 2006.

⁸² Interview with Santa Rosa Fire Dept. Deputy Chief Bart Lewis, 17 Oct. 2005.

⁸³ Communication from Santa Rosa Fire Dept. Chief Bruce Varner, 11 Jan. 2005.

⁸⁴ Interview with Santa Rosa Fire Dept. Deputy Chief Bart Lewis, 11 May 2006.

⁸⁵ Communication from Santa Rosa Fire Dept. Chief Bruce Varner, 11 Jan. 2005.

⁸⁶ City of Santa Rosa Website, Fire Department, <<http://ci.santa-rosa.ca.us/default.aspx?PageId=1113>>. Interview with Deputy Fire Chief Bart Lewis, 6 Oct. 2004.

⁸⁷ City of Santa Rosa Operations and Maintenance Budget, 2002–2003, 49.

⁸⁸ Interview with Santa Rosa Fire Dept. Deputy Chief Bart Lewis, 6 Oct. 2004.

wildland engine, as well as the addition of three firefighter positions, which will increase staffing of Engine #6 from three to four personnel per shift.⁸⁹ Funding for this hiring and for the purchase of one of the engines is included in the FY 05-06 budget.

The Department's facilities have not kept pace with the City's growth in recent years. In March 2002, a consultant hired by the City presented the Santa Rosa Fire Station Location and Deployment Study Final Report to the City Council. The study recommended the relocation of Fire Stations 5, 6, and 8 and the construction of new stations in three locations: the vicinity of Mendocino Avenue and Steele Lane, the vicinity of Northpoint Parkway and King Fisher Way in Southwest Santa Rosa, and the vicinity of Kawana Springs Road and Franz Kafka Avenue in Southeast Santa Rosa. 2004 Sonoma County Grand Jury findings confirmed these recommendations, identifying an immediate need to relocate Station 8 (the Roseland station) and to build a station on Northpoint Parkway. Population growth and long response times in Southwest Santa Rosa have made these locations especially vulnerable and in need of new facilities. The Grand Jury recommended that the City include funding for these projects in FY 04-05 and establish a timetable for the other improvements suggested in the 2002 study.⁹⁰

Measure O revenues are being used to help cover the costs of recommended station relocations and construction. The Measure O Implementation Summary includes funding for the construction of fire stations in the Southwest Area, the Mendocino/ Jr. College Area, the Fountaingrove Area (Station 5), and the Southeast Area. These improvements will occur over the next several years and will address most of the Grand Jury's recommendations.⁹¹ The Southwest Area station opened in March 2006. Goals for FY 05-06 also include acquiring land and designing and siting temporary fire stations in the Mendocino/ Junior College area and the Fountaingrove Parkway area.⁹²

DEMAND AND CAPACITY

According to the findings of the 2003-2004 Sonoma County Grand Jury, Santa Rosa fire protection service is not meeting current demand. Between 1982 and 2002, the annual number of emergency calls to the Santa Rosa Fire Department increased by over 246 percent, from 4,709 to 16,301. The most recent call volume statistic is 16,970 calls per year.⁹³ The southwestern area of the City has experienced particularly rapid growth, with a population increase of 62 percent between 1992 and 2002, while the City of

⁸⁹ Communication from Santa Rosa Fire Dept. Chief Bruce Varner, 11 Jan. 2005.

⁹⁰ Sonoma County Grand Jury, "Santa Rosa Fire Station Deployment," 20 Feb. 2004, 4.

⁹¹ Interview with Santa Rosa Fire Dept. Deputy Chief Bart Lewis, 8 Nov. 2004. Communication from Santa Rosa Fire Dept. Chief Bruce Varner, 11 Jan. 2005.

⁹² City of Santa Rosa Operations and Maintenance Budget FY 2005-2006, 92.

⁹³ Interview with Santa Rosa Fire Dept. Deputy Chief Bart Lewis, 6 Oct. 2004.

Santa Rosa grew, overall, by only 21 percent. Average response times for all eight Santa Rosa fire stations (including Roseland) have increased as follows over in recent years⁹⁴:

Response Time (Max)	Target Percentage	1997 Actual	2002 Actual	2004 Actual
4 Minutes	80%	33%	32%	30%
5 Minutes	90%	60%	62%	59%
6 Minutes	100%	83%	86%	83%

Response times for Station 8, which serves the Roseland FPD, are shown in the following table (2004 data not available)⁹⁵:

Response Time (Max)	Target Percentage	1997 Actual	2002 Actual
4 Minutes	80%	29%	27%
5 Minutes	90%	53%	54%
6 Minutes	100%	74%	83%

The City of Santa Rosa’s General Plan projects that the City’s population will reach 195,300 by 2020, an average annual increase of 0.9 percent. To meet both current demand and any new demand generated by this growth, the City will need to address the facilities issues raised in the 2004 Grand Jury report.⁹⁶

Development impact fees may also help fund important facilities improvements. An update of the City’s Capital Facilities Fee was completed in August 2005.⁹⁷ Revenue from the Southwest Area Development Impact Fee (SWADIF) has already been used for improvements to transportation infrastructure, which can reduce traffic congestion and improve fire response times. The City’s 2004-2005 Capital Improvement Program budget designated impact fees for the design of the recommended Southwest and Southeast fire stations, with additional funding to be requested for future construction phases.⁹⁸ It should be noted that development impact fees can be used only for infrastructure and do not address the issue of ongoing maintenance and personnel costs.⁹⁹

⁹⁴ Interview with Santa Rosa Fire Dept. Deputy Chief Bart Lewis, 6 Oct. 2004. City of Santa Rosa Response to Grand Jury, “Santa Rosa Fire Station Deployment,” 3 May 2004, 2.

⁹⁵ City of Santa Rosa Response to Grand Jury, “Santa Rosa Fire Station Deployment,” 3 May 2004, 2.

⁹⁶ Sonoma County Grand Jury, “Santa Rosa Fire Station Deployment,” 20 Feb. 2004, 3.

⁹⁷ Update to City of Santa Rosa’s May 3, 2004, Response to the 2003-2004 Grand Jury Report, 24 Sept. 2004, 1.

⁹⁸ Update to City of Santa Rosa’s May 3, 2004, Response to the 2003-2004 Grand Jury Report, 24 Sept. 2004, 2.

⁹⁹ Interview with Santa Rosa Fire Dept. Deputy Chief Bart Lewis, 6 Oct. 2004. City of Santa Rosa Response to Grand Jury, “Santa Rosa Fire Station Deployment,” 3 May 2004, 4.

For the last several years, the Department has sought alternative revenue sources and has been successful in securing several federal grants for equipment and training programs.¹⁰⁰

Programs currently in place, such as professional development courses and the Department's cooperative arrangements with various local fire agencies, may also create opportunities for improved service in the face of increasing demand.¹⁰¹

¹⁰⁰ Communication from Santa Rosa Fire Dept. Chief Bruce Varner, 11 Jan. 2005.

¹⁰¹ City of Santa Rosa Response to Grand Jury, "Santa Rosa Fire Station Deployment," 3 May 2004, 4.

IX. DETERMINATIONS

INFRASTRUCTURE NEEDS AND DEFICIENCIES

- Budget and staff reductions have resulted in lessened and deferred maintenance of asphalt, traffic signs, and other street infrastructure.
- Based on the City's standard of six acres of parkland per 1,000 residents, existing park acreage is not adequate to meet current demand.
- A study completed in 2002 recommended the relocation of three Santa Rosa fire stations and the construction of three new stations to provide adequate service to growing areas of the City. Several of the Department's engines are also in need of upgrade or replacement. The November 2004 passage of a dedicated sales tax, a portion of which will pay for fire protection services, is helping to fund many of these infrastructure improvements. Capital expenditures budgeted under the sales tax measure include the construction of four stations and the purchase of three new engines. An update of the City's development impact fees was completed in August 2005 and could provide additional revenues for capital projects.
- Installation of new infrastructure in Southwest Santa Rosa has occurred as specific areas have been annexed to the City and developed. This has led to discontinuities in street sections and a limited effort to upgrade infrastructure in the older subdivisions originally developed in the unincorporated County area. Existing infrastructure is inadequate and does not in all cases receive adequate maintenance.

GROWTH AND POPULATION PROJECTIONS FOR THE AFFECTED AREA

- Santa Rosa voters approved a 5-year UGB in 1990 and a 20-year UG measure (Measure G) in 1996, limiting expansion of the City. The UGB cannot be significantly changed until 2016. According to the City's General Plan, the population within the UGB is projected to reach 195,300 by 2020. Recent amendments to the City's 1992 Growth Management Ordinance are expected to result in the construction of larger condominiums and more market-rate homes than under the original ordinance; however, the total number of residential units to be added by 2020 will remain at 17,500.

FINANCING CONSTRAINTS AND OPPORTUNITIES

- The Geysers Recharge Project may provide future reuse opportunities for other area agencies such as Windsor, Healdsburg, and the County of Sonoma, possibly offering additional sources of funding for the operation and maintenance of the Reclamation System as a whole.

- The City's Street Maintenance, Transit, and Parking Divisions have successfully obtained grants to fund pavement rehabilitation and other capital projects, and will continue to seek such grant funding in the future.
- Street Maintenance budget reductions have resulted in staff cuts, deferred maintenance, and reduced electrical service in street and park lights and traffic signals.
- With the revenue from the Measure O special tax, which the City was able to start collecting in April 2005, the Parks Department provides leadership, coordination, and resources to a continuum of youth and family services that work together toward the prevention and reduction of gangs and gang violence in the City of Santa Rosa.
- In FY 04-05, the Police Department received grants for seatbelt and DUI enforcement, which helped support the work of the Traffic Bureau. Other grants include COPS grants to support school officers and technology upgrades.
- A sales tax increase passed in November 2004 and dedicated to public safety improvements is projected to generate annual revenues estimated at \$7 million. The City is currently working with a consultant to prepare an update of its Capital Facilities Fee, which could generate additional revenues for Fire Department facilities.

COST AVOIDANCE OPPORTUNITIES

- The City has a Water Conservation Program that provides commercial incentives such as free low-flow toilets, faucets, and showerheads, and rebates based on sustainable reduction in water use and wastewater flow, as well as educational programs on water-efficient landscaping and gardening techniques. Effective water conservation could result in reduced need for new water sources and infrastructure, resulting in cost avoidance.
- Increased automation of sewer operations has the potential to decrease operational costs. Monitoring and prevention of inflow and infiltration can also increase system efficiency, eliminating some costs.
- The use of energy-efficient LED traffic signal lights has resulted in significant energy cost savings. Intelligent Transportation Systems technology, vehicle tracking technology, and cooperation with other agencies could also help reduce streets and transportation costs.
- Continued use of volunteer and intern support may help the Police Department maintain service levels while avoiding increased costs.

- The Santa Rosa Fire Department receives free training and contractual fees from other fire protection agencies in exchange for the use of its Training Center and Training Tower.
- The eventual dissolution of the South Park County Sanitation District and Roseland Fire Protection District could result in cost avoidance opportunities.

OPPORTUNITIES FOR RATE RESTRUCTURING

- The City has cited increased park acquisition and development fees as one possible strategy for dealing with increasing demand for park acreage and services.
- The City has completed an update of its Capital Facilities Fee, which could generate additional revenues for Fire Department facilities.
- Santa Rosa regularly updates its development fees, water and sewer rates, and other service charges to assure that they are current and provide adequate funding for the associated infrastructure.

OPPORTUNITIES FOR SHARED FACILITIES

- Santa Rosa's water supply is purchased through a contract with the Sonoma County Water Agency (SCWA).
- The City of Santa Rosa is the managing partner of the Santa Rosa Subregional Reclamation System, which reclaims, treats, and distributes recycled water to residents of Santa Rosa, Cotati, Rohnert Park, Sebastopol, the South Park County Sanitation District, and unincorporated portions of Sonoma County.
- The Geysers Recharge Project may also provide future reuse opportunities for other jurisdictions, such as Windsor, Healdsburg, and the County of Sonoma, possibly offering additional sources of funding for the operation and maintenance of the Reclamation System as a whole.
- The Recreation and Parks Department has contracts through which it provides recreational services and City-owned park space to a variety of public and private agencies, including the Santa Rosa City Schools District, Burbank Housing, People for Economic Opportunity, and a child care center. Department staff hope to encourage greater use of partnerships with schools, the County, and private organizations to provide adequate facilities and maintenance.

- The Santa Rosa Police Department participates in the Sonoma County Multi-Agency Gang Task Force.
- The Santa Rosa Fire Department contracts to provide all staff, services, and equipment for Roseland Fire Protection District. It also has automatic aid agreements with Rincon Valley, Kenwood, and Bennett Valley FPDs and participates in a three-way mutual threat zone agreement with Rincon Valley FPD and the California Department of Forestry.

GOVERNMENT STRUCTURE OPTIONS

- The key government structure option in Santa Rosa will involve the transition of the unincorporated islands located within City boundaries to full City services through annexation. The two largest areas subject to such reorganization are in Southwest Santa Rosa and in Rincon Valley.

EVALUATION OF MANAGEMENT EFFICIENCIES

- Budget cuts have resulted in the elimination of five streets maintenance positions in recent years, reducing service and maintenance levels and preventing the streets division from operating at maximum efficiency.
- The November 2004 passage of a new dedicated sales tax has allowed the Fire Department and Police Department to add new positions and retain positions that would have otherwise been eliminated, decreasing the likelihood that staffing shortages will affect services.
- Measure O special tax funding, which the City began collecting in April 2005, will allow the Parks Department to provide staff support for the Mayor's Gang Prevention Task Force and its Advisory Board, the Neighborhood Revitalization Program, and a number of after-school recreation programs that provide safe places for children to learn and grow in schools and neighborhood centers throughout Santa Rosa.

LOCAL ACCOUNTABILITY AND GOVERNANCE

- The City of Santa Rosa hosts a comprehensive web site, which features information on all City departments and the meeting agendas and minutes of the City Council, Redevelopment Agency, and other City commissions. The City's General Plan, zoning ordinance, and other public documents are available for download. Public education is an important component of the services provided by City departments. The City Council holds public meetings on the first four Tuesdays of every month at City Hall; these meetings are also broadcast on local television.

- The Board of Public Utilities, a seven-member board appointed by the City Council, has general policy authority and direction over the management and operation of utilities owned or operated by the City.
- The City's 21-member Community Advisory Board, made up of three representatives from each of seven areas, is responsible for representing views and ideas from the broader community on issues of interest to the City Council.