

Agenda Report Reviewed by:  
City Manager: 

**CITY OF SEBASTOPOL  
CITY COUNCIL  
AGENDA ITEM**

Meeting Date: April 20, 2021  
To: Honorable Mayor and City Councilmembers  
From: Kari Svanstrom, Planning Director  
Alan Montes, Associate Planner  
Subject: Annual Level of Service Report (LOS Report)  
Recommendation: Receive Staff Report  
Funding: Currently Budgeted: \_\_\_\_\_ Yes \_\_\_\_\_ No  N/A  
Net General Fund:  
Amount: \$  
Account Code/Costs authorized in City Approved Budget AK (verified by Administrative Services Department)

**Introduction/Purpose:**

The item tonight is for the City Council to receive the annual level of service report (LOS).

**Background:**

The City's Growth Management Ordinance requires the provision of an Annual Level of Service (LOS) Report to the City Council. The Governor's Office of Planning and Research requires jurisdictions to submit a General Plan progress report to their office annually.

**Discussion:**

The LOS Report includes information on the status of the General Plan and progress of its implementation, as well as the status of LOS standards for City services. It also provides an annual update on City park issues, as well as annual Planning, Fire and Police Department information.

**General Plan Annual Report**

The LOS Report provides an update on the General Plan and related matters.

A new General Plan was adopted in November 2016. A new Zoning Ordinance was adopted in November 2018, which implemented several policies and programs authored in the General Plan. The most recent General Plan Implementation report was presented to Council on January 7, 2020, and is available here: <https://ci.sebastopol.ca.us/getattachment/Meeting-Event/City-Council/2020/City-Council-Meeting-January-7,-2020/Agenda-Item-Number-10-Update-Status-of-General-Plan-Continued-from-12172019-CC-Mtg.pdf.aspx>

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**City Population**

The Sebastopol population was estimated to be 7,745, as of January 1, 2020, according to the California State Department of Finance. This is a decrease of 81 persons from 7,826 in 2019 and an increase of 366 persons from the 2010 Census, which reported a population of 7,379 persons.

Please note that the 2020 Census data is anticipated to be released in September of 2021.

**LOS Update**

The LOS Report includes an update on Planning projects, annual housing totals, and the status of City services, which include water, wastewater, drainage, parks, fire, police, schools, and traffic. Land Use Policy 3-1 of the 2016 General Plan sets forth standards for each of these services.

City policies require that the LOS Report advise the City Council if any of the standards have not been fulfilled, and to include mitigation measures or actions necessary to achieve compliance. If the City Council determines that it is not feasible within the fiscal resources or regulatory authority of the City to meet the standards or guidelines, the additional residential dwelling unit allocations for the next calendar year shall be suspended for a period of 60 days. This would give the City Council time to adopt a moratorium to restrict issuance of further residential dwelling unit allocation until the LOS can be improved or met.

Review: The following is an analysis of the state of various City services as it relates to LOS.

## Water

*Present Situation:* Sebastopol is dependent on its municipal wells for water to supply customers. The City does not have a backup system, nor does it have a connection to other water systems in the area, which makes it critical that the City's water system is maintained and closely monitored.

### *Background in groundwater issues:*

California obtains between a third and half of its fresh drinking water from groundwater aquifers accumulated in subsurface basins formed by underlying geologic formations. It has long been recognized that the ability of these aquifers to continue to provide sustainable water supply is critical to the water needs of California as a whole. The Sustainable Groundwater Management Act became law in 2014 (known as SGMA, pronounced "sigma") with the final version of the accompanying regulations issued during 2017. SGMA sets goals for developing Groundwater Sustainability Plans (GSP) for each basin to provide a framework to preserve, recharge, and nurture these groundwater basin aquifers.

SGMA requires that basins with elevated risk factors regarding recharge and sustainability must comply with SGMA by developing a GSP. Basins with low assessed risks do not have to establish a GSP. The GSP is to be developed and managed by a newly established Groundwater Sustainability Agency (GSA). SGMA stipulates that GSA members must be local government entities, and either provide/supply water, or regulate water, or have land use responsibilities. The SRP was given a high enough risk assessment to require the GSA formation and GSP development.

Sebastopol initially was in a unique position. Although a small portion of the City area is part of the SRP, most of the City including all its water producing wells overlay a low-risk basin, the Wilson Grove Formation, where no GSA or GSP were required. Initially Sebastopol opted not to join the SRP GSA because of its ties to Wilson Grove. Sebastopol obtains 100% of its municipal water supply from groundwater via multiple producing wells. However, reassessment by DWR of basin risk factors resulted in Wilson Grove attaining a higher risk rating to where a GSA and GSP would be required. Sebastopol had a choice, to either participate with Wilson Grove or join the SRP. In September 2018 Sebastopol applied to California for inclusion in the SRP, and action that received formal approval from DWR in Spring 2019. Subsequently Sebastopol applied for and was granted membership in the SRP GSA (June 2019). The Wilson Grove Formation SGMA risk rating was subsequently redone to reflect the Sebastopol boundary changes along with two other similar adjustments for Petaluma and Marin County, resulting in the current "low risk" status.

The collaborative regional effort to get set for Sustainable Groundwater Management Act (SGMA) compliance is well underway. The local Groundwater Sustainability Agency (GSA) for the Santa Rosa Plain basin (SRP) was established effective June 2017. The first two years' expenses were covered by a combination of a large State grant, and assessments to GSA members. The GSA prepared a fee and rate study to make the GSA financially sustainable for initial years while the GSP is being written. Fees will be based on groundwater usage, with a range under initial discussion of \$18 to \$25 per year per acre-foot of groundwater used. The fee structure was set at just under \$20/AC; based on annual average groundwater use of 1,000 acre-feet per year, the Sebastopol GSA fee beginning FY 19-20 is \$20,000 per year.

The overall per capita water production is calculated by taking the average of all water produced and dividing it by the population. Water demand in any given year may vary due to several factors including weather patterns, the economy in general and rate increases. However, water usage is also affected by changing land use patterns, conservation efforts, rate increases and changes in the public attitude towards the need to conserve resources. Per Capita Production increased 10% from 112 gallons/person/day (2019) to 123 gallons/person/day in 2020.

The Public Works Department produces an annual report, which includes statistics for water production, usage, and wastewater flow (attached). The report also contains information about groundwater levels in City wells. The report shows that in 2020 there was an increase of ~8% percent in total annual water production, from 323 million gallons in 2019 to 349 million gallons in 2020. California had an extremely dry water year, which saw precipitation

totals decrease below average for Sebastopol. Sebastopol's water demand remains significantly lower than when production peaked at 500 million gallons in 2004.

The estimated water demand from projects currently approved by the City but not yet constructed is 5.2 million gallons per year. This represents the equivalent of approximately 1.5% of total production in 2020. The water demand for projects pending approval is estimated at an additional 7.1 million gallons per year. This is equivalent to an additional 2% of 2020 annual production. Table 4 shows projects included in these calculations. See Attachment #1 for 2020 Water Production and Use, and Wastewater Statistics.

The City has retained the services of a consultant to oversee the monitoring of ground water levels; maintain the monitoring equipment; supplement it with hand measurements when needed; and prepare quarterly reports. The City received four (4) such reports during 2020, attached to this staff report (Attachment #2).

*Recommendation:* Continue to monitor City wells and diligently address contamination issues.

The City should continue aggressive efforts to promote water conservation and policy efforts for additional conservation measures, since conservation is one way to help ensure that there is an adequate water supply, as well as saving energy and reducing greenhouse gas emissions.

The City has experienced water supply challenges in the past decade due to mechanical and water quality issues. Considerable resources have been necessary to address these issues, and it will be important to continue to ensure that adequate financial and staff resources are available for the water systems.

## **Wastewater**

*Standard:* The General Plan requires a reservation of five (5) percent of wastewater treatment capacity, or 0.042 million gallons per day.

*Present Situation:* Wastewater service is critical to the City, and public health concern related to wastewater was one of the compelling reasons that the City incorporated in 1902.

The City operates a sanitary sewer system in a service area that covers 1.9 square miles. The sewer system consists of 29.6 miles of gravity sewers (approximately 750-line segments), 10.5 miles of lower laterals (approximately 2,800 laterals), 749 manholes, 2.7 miles of force mains, and two (2) lift stations: The Morris Street Lift Station and the Valley View Lift Station. The sewer mains range in diameter from six (6) inches to twenty-one (21) inches in diameter.

Sebastopol maintains a sanitary sewer collection system and pumping stations that transfer wastewater from Sebastopol to the Sub-regional Water Reclamation System Treatment Plant operated by the City of Santa Rosa on Llano Road. As a partner in the Sub-regional system, Sebastopol has an entitlement to treatment capacity up to 840,000 gallons, or 0.84 million gallons per day (mgd) Average Daily Dry Weather Flow. Average Daily Dry Weather Flow (ADDWF) is computed using metered wastewater flows through the Morris Street Lift Station during the dry-weather months of each year (typically between May and September) with the lowest rainfall.

The attached Engineering Division annual report provides wastewater statistics. Average Daily Dry Weather Flow (ADDWF), as measured at the Morris Street Pump Station, was approximately 0.400 million gallons per day (mgd) in 2020, which equates to approximately 48% of the City's treatment entitlement. There is no percentage change from 2019, a 1% decrease from 2018 and a 5% decrease from 2017. ADDWF remains considerably lower than it was 10 years ago or 2009, which was at 52.5% of the City's treatment entitlement, and illustrates declining water usage and related wastewater flow.

Sebastopol's ability to accommodate future development is limited by our entitlement in the Sub-regional Water Reclamation System. To estimate the treatment capacity available for future development, we calculate estimated flows from current project commitments. Table 4 provides information about estimated future water and sewer demand attributable to currently Approved Projects and Projects Pending in the planning process.

Projected sewer demand (ADDWF) for Approved Projects is 0.010 mgd.  
Projected sewer demand (ADDWF) for Applications Pending is 0.011 mgd.

By adding the 2020 ADDWF (.400 mgd), approved (.010 mgd) and pending (.011 mgd) projects, and reserve capacity (.042 mgd) the estimated treatment capacity used is 0.452 mgd or approximately 55%. Subtracting this from treatment allowances, leaves 0.377 mgd or 45% of our total treatment capacity for new projects. This is equivalent to projected flows from 2,415 new single-family homes (assumes sewer flow from a typical single-family residential unit is 157 gpd). This is substantial remaining capacity.

Determination: Factoring in the ADDWF, Approved/Pending Projects, and the Reserve the City sewer demand is at approximately 55% of capacity. The standard has been met.

Recommendation: Continue to monitor the sewer system to provide wastewater service, promote water conservation, meet regulatory requirements, and comply with the legal cap on the volume of wastewater that can be sent to the sub-regional treatment plant.

### **Drainage**

The City owns and operates a storm water conveyance system located primarily within public streets, roads, and lands. The majority of this system flows in an easterly direction and discharges into the Laguna de Santa Rosa. A small portion on the western portion of the City drains to Atascadero Creek.

The City currently has a Low Impact Development (LID) program, which imposes new, demanding application requirements on a wide range of development projects and requires that site planning address storm water control and mitigation. This program regulates both storm water and non-storm water discharges into the City's drainage system with the intent to reduce storm water pollution and protect the water quality of local creeks and waterways, as well as to promote groundwater recharge.

LID Best Management Practices (BMPs) treat storm water as a resource to be preserved and maintained. BMPs focus on retention and infiltration of rainfall to maintain a natural water balance. Slowing the movement of water reduces problems with erosion and increases that chance for onsite filtration and purification of storm water. This is often accomplished by using vegetated areas and the natural purification of soil and plants.

The City does not have an established revenue source for the operation and improvement of its storm water facilities or for programs, such as LID. This is a challenge for the City with increasing regulatory requirements. However, the Development Impact Fee study being finalized in the spring of 2021 will be proposing such a fee for the Council's consideration, to help address stormwater impacts from new impervious surfaces for both existing and new development. This is tentatively scheduled to come to Council next month (May 2021).

### **Parks**

Standard: The 2016 General Plan requires one (1) acre of parkland for each 200 residents (which equates to five (5) acres for every 1,000 residents). Developed parkland is calculated at 100% of acreage. Dedicated open space areas owned by the City or areas subject to a permanent open space easement are calculated at 25% of acreage.

Annual Review of Parks, Trails, and Open Space Acquisition: Community Services and Facilities Policy CSF 2-3 of the 2016 General Plan requires the provision of an annual report to the City Council and Planning Commission on the status of parks, trails, and open space acquisition and development. The City Council and Planning Commission are regularly provided with information and updates on a variety of parks issues and projects. These periodic updates and the following information are intended to satisfy this requirement.

Present Situation: The 2016 General Plan establishes that the City requires five (5) acres of developed parks for each 1,000 residents. While Ragle Park is immediately adjacent to Sebastopol, readily accessible, and used by residents,

it was not included in this calculation of the parkland ratio in that parks within City limits are only counted. Additionally, open space areas, such as the Laguna Wetlands Preserve, count at 25% of acreage.

Under the General Plan methodology, there are a total of 23.6 acres of developed parkland, and 89.7 acres of dedicated open space in Sebastopol. With the 25% calculation for open space parks, this equates to 22.425 acres of counted open space area, for a total 'counted' parkland of 46.025 acres. With 7,745 residents, the total parkland ratio is 5.94 acres for each 1,000 residents, which means that the City has met the parkland General Plan standard.

Determination: The overall parkland calculation shows the City has met the General Plan standard.

Recommendation: There is a continuing need to establish and maintain priorities for park improvements, given limited resources. Maintenance of existing facilities should be a high priority and there is a need to provide additional revenue for park maintenance and upgrades, such as the playground replacement at Libby Park initiated this fiscal year. There are also major capital improvement needs for the Laguna Wetlands Preserve, and for Ives Park. The City currently has an adopted Ives Park Renovation Master Plan, which would cost over \$4 million to implement.

City staff has been working with the Planning Commission, and their Ives Park Subcommittee, as well as the Public Art Committee, to implement some of the elements of the Ives Park Master Plan. ADA improvements for the main east-west pathway through the Park have been designed and partially funded for FY 20/21, with additional funding needed in future years to complete the upgrade. The Public Art Committee has been moving forward with the planning for the Sculpture Garden at the east (High Street) entry to the park. In 2020, the Public Art Committee developed the Ives Park Sculpture Park design and call for artists, with the bases to be installed in spring 2021; the Call for Artists is anticipated to be released in May 2021 with installation of the first set of sculptures in late summer / early fall 2021. Lastly, hydrology and creek design for the creek naturalization is anticipated in summer 2021 to assess the feasibility and concept design for the creek naturalization of Calder Creek in the Park.

Laguna improvements include vegetation management of the western side of the Laguna where the Americorp Trail will be extended (in permitting as of this report) and the Youth Annex parking lot has been repaved.

Other park improvements in 2020 include the installation of a new "super playground" at Libby Park to replace the deteriorated playground that was there previously, as well as the resurfacing of the Brookhaven Tennis Courts, which are owned by the School District but available as public courts through an agreement between the City and School District.

## **Fire Department**

Standard: Per National Fire Protection Agency (NFPA) 1720, Standard for Volunteer Firefighters, volunteer staffed fire departments shall have a maximum response time of nine (9) minutes and assemble fifteen (15) firefighters on the scene of structure fires 90% of the time.

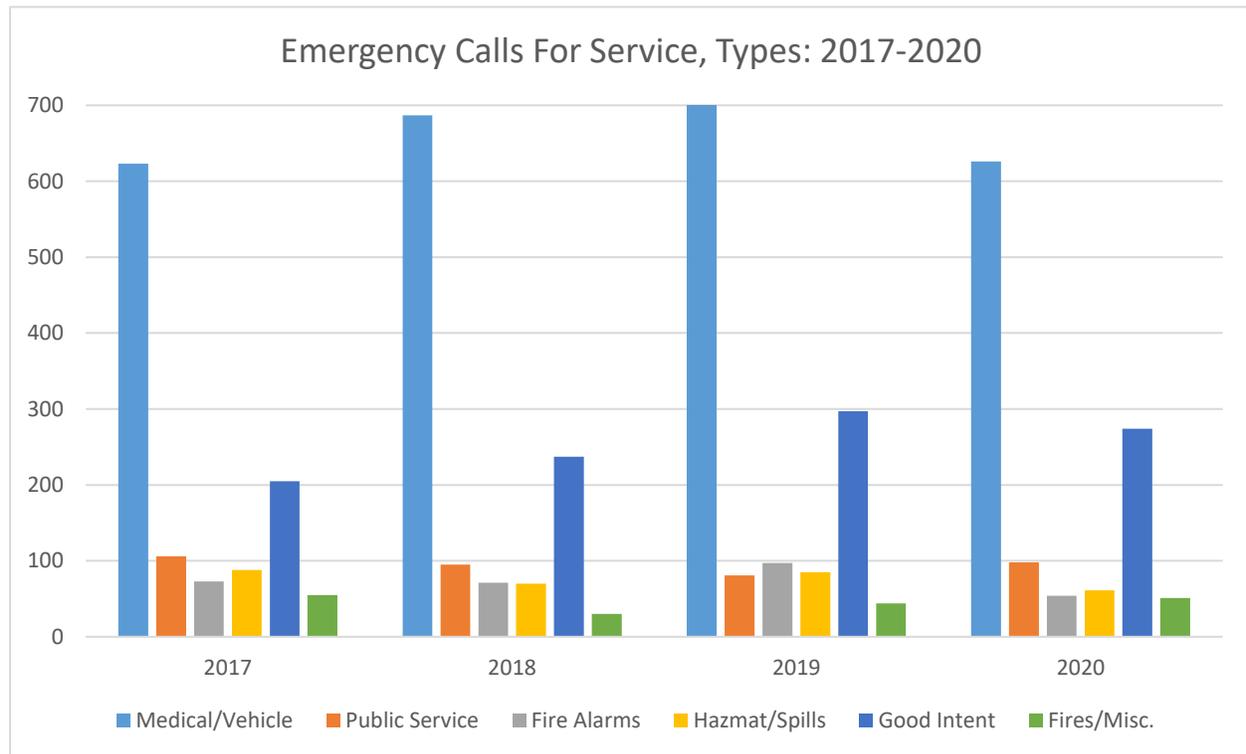
Present Situation: The average response time over the last 4 years is 6:00 minutes for 80% of calls, and 7:00 minutes for 100%. Currently the City has a volunteer staff of 32 members. 24 active members and 8 reserve members. The City is continuing to recruit new firefighters. This is an area of major concern with increased response times and increased call volume. The Fire Department offers additional paid fire shifts, Monday through Friday, where the highest percentage of emergency calls for service happen during weekdays, 7-5pm. The Fire Department continues to offer paid shifts for every weekend, including holidays. The Fire Department has started to hire full-time firefighters to support the increased daytime emergency calls for service and response times. A full-time Fire Engineer was hired in June 2020.

The Sebastopol Fire Department responded to 1164 calls for service in 2020. Calls for service in 2019 were 1306, 2018 had 1190, and 2017 had 1150. Our four-year average is 1202 calls for service. Over 60% of calls for service

continue to be medical related. We continue to see increased calls for service on an annual basis. There was a reduction in calls for 2020 due to the COVID-19 Pandemic.

**Total Calls for Service: 2013-2020**

2013	2014	2015	2016	2017	2018	2019	2020
861	1,055	1,071	1,056	1,150	1,190	1306	1164



The City currently has a fire protection rating from the Insurance Services Office (ISO), of Class 3. Only 5.0% of the fire departments in the nation have a Class 3 or better rating, which speaks to the outstanding level of service provided by the City’s volunteer and professional fire staff. As a volunteer fire department, an ISO Rating of 3 is the lowest and best rating possible to achieve and maintain.

*Issues*

Capital Equipment needs are a continuing concern. Fire Inspection and Prevention Programs and Public Emergency Planning are two other areas where services could be enhanced. Another ongoing issue for the Fire Department is the difficulty of recruiting new volunteer firefighters as the community demographics change to an older population with fewer young families, and particularly considering the high housing costs, which inhibits younger individuals and families from moving into the City.

The hiring age has been reduced from 21 to 18 and have opened up the boundaries of either living near or working in the city. This change has benefited the department, as younger volunteers and those that do not live in the City have been added to our roster.

The City should continue to offer incentives for citizens to volunteer as firefighting staff and to retain those already volunteering. Since 2005, the department has provided a modest monetary benefit program to the volunteer firefighters based on their number of emergency responses. This program has increased the average number of

firefighters per call by 25%. The program, SAFER (Staffing for Adequate Fire and Emergency Response), is 100% funded by FEMA and the Department of Homeland Security. Unfortunately, the FEMA SAFER Grant ended in 2015. The budget has been adjusted again to continue this very important incentive for the volunteers. Traffic conditions and congestion also have an impact on response times. The Fire Department is continuing to look for ways to lessen the number of callouts to false alarms and unwarranted requests for calls for service. We continue to add a False Alarm or "Nuisance" call to our User Fee Schedule of \$1450.00 per incident in hopes that this would reduce the number of false alarms from businesses that have historically been repeat offenders. This has worked over the years. We estimated approximately 50 calls were eliminated based upon this new fee schedule for false alarms when it was adopted.

The new General Plan adopted the National Response Standard, as stated by the National Fire Protection Association (NFPA). The NFPA adopted Standard 1720, Standard for Volunteer Firefighters. This standard stipulates that volunteer staffed fire departments, serving an urban area (1,000 + persons per sq. mile), shall have a maximum response time of 9 minutes and assemble 15 firefighters on the scene of structure fires 90% of the time. The department assembled an average of 16 staff on fires 90% of the time, and was under 9 minutes, as stated in NFPA 1720. The 16 staff members assembled resulted from 10 Sebastopol Staff and 6 Automatic Mutual Aid Staff from Graton and Gold Ridge Fire Protection Districts. The Sebastopol Fire Department is still within compliance to the new NFPA Standard.

Determination: Response time and assembled firefighters are in compliance and the standard has been met.

Recommendation: Response times are a critical metric within volunteer staffed fire departments. We have offered additional paid fire shifts to reduce our response times and are working very closely with the City Council Budget Committee to budget for additional paid staff. We will continue to monitor this metric and make the necessary recommendations as needed.

## **Police Services**

Standard: The General Plan requires a response time of three (3) minutes for 70 percent of calls.

Present Situation: The Sebastopol Police Department (SPD) consists of 14 full-time sworn officers, which includes the Police Chief, Police Lieutenant, four (4) Police Sergeants, and eight (8) Police Officers. The Police Department has six (6) non-sworn support staff, which included a Dispatch/Records Supervisor, five (5) Communication Dispatchers, and a part-time (.75 FTE) Police Technician to conduct parking and animal control functions and assist with fingerprinting services. The Department also has four (4) Reserve Police Officers, and four Community Service Volunteers.

SPD handled 12,291 incidents in 2020 – an average of 33.7 per day, of which 921 were categorized as Priority 1 (emergencies) – an average of 3 per day. The average response for all Priority 1 calls in 2020 was 2:58 minutes, from Time of Dispatch to the Time of Arrival of officers at the scene of emergency. The average time for the Communications Dispatcher to answer an emergency call for service, gather required information from the caller, and dispatch necessary resources to the scene was 51 seconds.

During 2020, SPD officers documented 1,034 cases that required either a Crime Report, Arrest Report, or Information Report (an average of 2.8 investigative reports each day of the year.) In addition to those reports, Officers issued 514 Traffic Citations, 198 Criminal Citations (for non-bookable misdemeanors or Municipal Code violations), and 775 Parking Citations.

Officers made 95 felony arrests (25 were Property Crimes, 33 were Crimes Against Persons, 37 were Warrant/Probation Violation/Parole Violation/Felony Evading); 349 misdemeanor arrests; and 39 arrests for people Driving Under the Influence of alcohol and/or drugs in 2020.

During 2020, the PD faced two major issues which affected our level of service. The biggest issue the PD faced, as with the rest of the City, was the Covid-19 pandemic. Many of the above statistical data is a direct reflection of stay-at-home orders, practicing safety protocols, and ensuring not only community safety, but safety with staff members limiting as much contact as possible with our community.

The Police Department also encountered interim and changing department leadership along with staffing issues throughout the year which resulted in operating at 60-75 percent of staffing a majority of the year. Available staffing levels were impacted because of vacant positions, on the job injuries, FMLA absences, Covid exposures and quarantines, vacation, and other sick leaves. However, despite the reduced staffing, the PD was still able to meet the required response time levels.

Response times in 2020 did meet the standard set by the General Plan as follows:

Average response time priority 1 calls: 2.58 minutes

Average response time priority 2 calls: 4.17 minutes

Determination: The standard was met for priority 1 calls for service.

Recommendation: None provided.

### Schools

Standard: The Sebastopol Union School District and the West Sonoma County High School District (High School District) establish their own standards for school class size and the requisite amount of square footage of play area per student.

Present Situation: Sebastopol schools are under the jurisdiction of the Sebastopol Union School District and the West Sonoma County High School District. Sebastopol is also home to two (2) charter schools that are not affiliated with either school district, and the Sierra School of Sonoma which is a private school and not affiliated with either school district.

All school data in this report has been accessed from California Department of Education’s website, <https://dq.cde.ca.gov/dataquest/>. The prior years have been revised in this report to reflect the California Department of Education’s records.

Sebastopol Union School District: There are currently two (2) elementary schools under the jurisdiction of the school district: Park Side (Kindergarten to 5<sup>th</sup> Grade) and Brook Haven (Kindergarten to 8<sup>th</sup> grade).

**Sebastopol Union School Districts Enrollment Totals, by School Year: 2015-2016 to 2019-2020**

2015-2016	2016-2017	2017-2018	2018-2019	2019-2020
827	732	783	756	752

**2019-2020 Enrollment Levels by Sebastopol Union School District Schools**

School Name	Total Enrollment
Park Side	264
Brook Haven	194
Sebastopol Independent Charter School	294

The 2019-2020 enrollment in the Sebastopol Union School District decreased by 4 students from 2018-2019. Overall, the enrollment totals have fluctuated over the years, but are generally decreasing.

Sebastopol Area Charter and Private Schools: There are also two (2) charter schools, and (1) one private school located in Sebastopol that are not part of the Sebastopol Union School District or the High School District: The REACH Charter School, SunRidge Charter School and Sierra School of Sonoma.

The REACH Charter School (Kindergarten to 8<sup>th</sup> Grade) is an integrated liberal arts school, which is located 487 Watertrough Rd. in unincorporated Sebastopol. The school had a total enrollment of 121 students for the 2019-2020 school year, which is 23 less than the total enrollment in the 2018-2019 school year, which had a total enrollment of 144. Total enrollment is not counted towards Sebastopol Union School District enrollment.

The SunRidge Charter School (Kindergarten to 8<sup>th</sup> Grade) is part of the Twin Hills Union School District and which is located at 7285 Hayden Avenue, a site that was formerly home to Pine Crest Elementary School, which closed in 2011. SunRidge Charter School had a total 2019-2020 school year enrollment of 281 students, which is an increase of five (5) students from the 2018-2019 school year, when total enrollment was 276 students. Total enrollment is not counted towards Sebastopol Union School District enrollment.

The Sierra School of Sonoma (Kindergarten to 12<sup>th</sup> Grade) is a non-public school which is not part of the Sebastopol Union School District or West Sonoma County High School District. Sierra School of Sonoma is located at 200 South Main Street, where it holds a Use Permit. This school replaced the Sebastopol Independent Charter School which moved to a new campus in the district, just outside City limits near Gravenstein Highway North. The 2018-2019 enrollment total for Sierra School of Sonoma was 28, which is an increase of one (1) student since the 2018-2019 school year.

West Sonoma County High School District: The High School District operates two (2) schools in Sebastopol: Analy High School and Laguna High School (the Community Day School is closed). The High School District also operates three (3) schools in greater West Sonoma County: El Molino High School, Nuevo Leon High School, and the Russian River Ramparts Independent Study Program.

**Total Enrollment for High Schools in Sebastopol, by School Year: 2015-2016 to 2019-2020**

2015-2016	2016-2017	2017-2018	2018-2019	2019-2020
1,364	1,284	1,226	1,214	1,231

**2019-2020 Enrollment Levels for Sebastopol High Schools**

School Name	Total Enrollment
Analy High	1,141
Laguna High	90

The 2019-2020 enrollment in the West Sonoma County High School District increased by 17 students from the 2018-2019 school.

Total student enrollment in public schools (WSCHSD and SUSD) increased by 13 students in the 2019-2020 school year in Sebastopol, which includes both the Sebastopol Union School District and the High School District. *Note, including the Sebastopol Area Charter and Private Schools (Reach, SunRidge and Sierra School of Sonoma) results in a decrease of four (4) students in the 2019-2020 school year.*

The Board of Education and District Administration of the West Sonoma County High School District prepared an Enrollment Projection Study to understand the long-term effects of declining enrollment in December 2013. The Enrollment Projection Study determined that enrollment for resident students will continue to decline over the next 10 years but did offer some mitigation options that include:

- Offering an innovative approach that tailors an instructional approach to the individual student by blending classroom instruction, online courses, independent study, community college study, and community-based learning.
- Developing programs to attract transfer students to West County such as career technical education programs or programs in the arts.

- Increasing the percentage of students who complete course sequences and experiences that make them ready for a career or college after high school.

Currently, due to declining enrollment and other factors, the High School district is facing major budget issues. In March of 2021, the West Sonoma County Union High School District Board voted 3-2 in favor of consolidating El Molino High School, in Forestville, with Analy High School. This decision will also relocate Laguna High School and the District office to the El Molino High Campus. It is anticipated that more than 500 students from El Molino High School will be joining Analy High School. This change is slated to go in effect Fall 2021.

*Determination:* The Sebastopol Union School District has experienced declining enrollment, which has resulted in school closures in recent years. The decision to combine El Molino High School with Analy High School is a significant development by the West Sonoma County Union High School District in an attempt to mitigate their budget issues.

*Recommendation:* The City should support policies to encourage family housing and opportunities for ‘empty nesters’ who are interested in moving to smaller homes, which would free up larger dwellings for families. However, even with additional housing development, young families face substantial affordability and availability issues in the Sebastopol housing market.

Challenges the City should coordinate with the School District include managing potential increased traffic, and the need for improved transit and/or busing for students coming from further reaches of West County due to the consolidation, and potentially parking issues near the school’s campus.

### **Traffic**

The General Plan, adopted November 15, 2016, eliminated the prior plan’s Level of Service (LOS) standard, as a metric that did not appropriately express the City’s policy intent.

*Present Situation:* The General Plan Update provided comprehensive data on current traffic conditions. This included preliminary analysis of the feasibility to change the one-way street system. Initial analysis indicated that the conversion could be workable. However, considerable additional analysis would be needed, and costs would be substantial, if feasible. The conversion may not improve traffic flow but could have other benefits. The updated General Plan calls for continued evaluation of the benefits and feasibility of a two-way street system on some or all of SR116. A comprehensive 2-way street analysis for SR 116 is called for in collaboration with Caltrans. The General Plan also calls for review of by-pass or reliever routes in collaboration with other agencies. For example, the City successfully asked for inclusion in the SCTA regional plan as a project of regional significance of a western alternate route to connect SR116 to Bodega Avenue and the coast via upgrades to Bloomfield Road and Pleasant Hill Road.

Vehicle access is critical to the operation of a city. Most people in Sebastopol travel by vehicle and many more in the surrounding market area have no other viable transportation option. In addition, truck traffic originating from, or headed for destinations outside the City continue to tax pavement conditions and traffic flows on the main arterials. Pavement conditions in Sebastopol are an ongoing concern with conditions continuing to decline. Deferred maintenance will result in much higher long-term costs, especially given that Federal and State funding for street maintenance has declined. Additional local funding is highly desirable both for locally-funded projects and as the required local match for various State and Federal grant opportunities. The updated General Plan calls for the City to provide high quality regular maintenance for existing and future transportation facilities including street, sidewalks, and paths by continually seeking opportunities to fund maintenance of and improvement to the circulation network through active pursuit of a wide range of grant sources.

The improvement of Gravenstein Highway South is a continuing objective. There are five sections that lack curb, gutter, sidewalk, street trees, and street furniture. The undergrounding of overhead utilities would also be desirable. Although the updated General Plan calls for the installation of a traffic signal or roundabout at the Gravenstein Highway South/Fircrest Avenue intersection, and at five (5) other locations in the City, a recently completed Traffic Corridor Safety Study commissioned by the City determined that only the Covert Lane intersection

with Healdsburg Avenue/Gravenstein Highway North had traffic data that warranted installation of a controlled intersection. As a result, the City is having a “Intersection Control Evaluation” prepared which is a requirement in order to have Caltrans consider the project. The other intersections, although not deemed in need of being fully controlled, are having concept plans and cost estimates developed to include enhanced crosswalk protections installed. Improvements to close the sidewalk gap at Bodega Avenue are also underway, utilizing the Community Development Block Grant (CDBG) program as a part of the Bodega Avenue Reconstruction project for this key arterial.

In 2019, the City installed a “HAWK” type pedestrian activated crosswalk warning system at the intersection of Bodega Avenue/Nelson Way, installed a rapid flashing beacon type pedestrian activated crosswalk warning system at Bodega Ave/Washington Street, and initiated work on the Bodega Avenue Reconstruction project. While Caltrans has approved the design drawings and is issuing their permit for reconstruction of 16 crosswalk curb ramps along SR 116, the project is on hold pending accumulation of adequate funds for the work. As a result of the Traffic Corridor Safety Study numerous intersections along SR 116 and on Bodega Avenue are planned for installation of rapid flashing beacon pedestrian crosswalk warning systems.

*Determination:* No inconsistencies with the General Plan were identified.

*Recommendation:* There are numerous circulation maintenance and improvement needs, which far exceed existing City resources. Substantial revenue enhancements for street maintenance and improvements should be explored. Routine paving and maintenance have been underfunded. Sidewalks could also benefit from additional maintenance, as well as addressing gaps in the sidewalk system. The improvement of Sebastopol Avenue and Gravenstein Highway South should be major long-term capital improvement objectives.

**Housing and Allocation**

*Standard:* The updated General Plan establishes a residential development limit of 50 units per year. Certain types of residential development, such as second units, are exempt, while affordable housing units and downtown units are not subject to the 50-unit annual limit, but do count towards the overall growth limit of 750 new units from 2017 to 2035. The General Plan allows for the carryover of the two (2) previous years’ allocations.

*Present Situation:* The Growth Management Program is intended to preserve the small-town character of Sebastopol, and manage infrastructure limitations, such as sewage treatment capacity, water supply, and roadway constraints. The following table outlines dwelling unit allocations based on the 2016 General Plan.

**Allocation: Availability Calendar 2020**

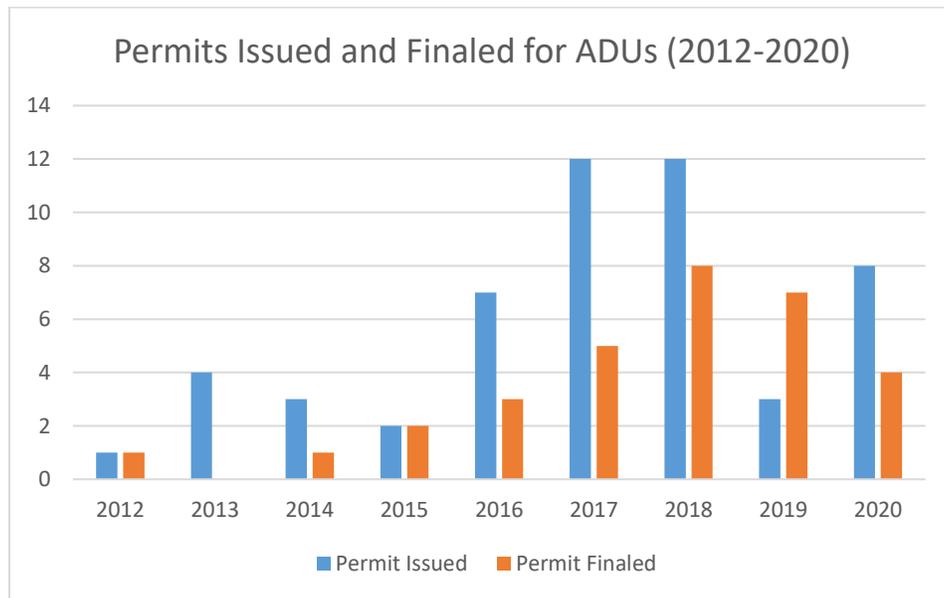
<b>Total Permit and Approval Activity During 2020</b>	<b>27</b>
Permits issued for exempt units during 2020	27
Permits issued for exempt Category C units during 2020	0
Permits issued for exempt Category D units during 2020	0
Existing residential units annexed during 2020 (Category C)	0
Out-of-service-area agreements approved during 2020 (Category D)	0
Number of Units Removed	0
Permits issued for other non-exempt units during 2020	0
Non-exempt allocations reserved during 2020 for future use	0
<b>Subtotal of Nonexempt Allocations Issued or Reserved in 2020</b>	<b>0</b>
Base year dwelling unit allocations available on 1/1/2020	50
Total non-exempt allocations issued or reserved in 2020	0
<b>Total Carryover Available from 2020</b>	<b>50</b>
<b>Total Carryover Available from 2019</b>	<b>50</b>
New Base Year 2020 Allocations Available 1/1/2021	50
<b>Total Allocations Available 1/1/2021</b>	<b>150</b>

The following unit types are exempt from the annual limit per the Zoning Ordinance:

- Affordable Housing Units
- Accessory Dwelling Units (ADU) and Junior Accessory Dwelling Units (JADU)
- Replacement Residential Structures
- Single-Family Residences (On Existing Lots of Record as of November 1994)
- Homeless Shelters
- Single Room Occupancy Residences
- Community Care/Healthcare Facilities
- Residential Units in the Central Core

In 2020 The Building Department issued the permit for the Barlow Townhome Project (formerly Davis Townhomes) for 18 units, but as they are in the Central Core Designation, they are exempt from the annual limit. The City has also issued eight (8) ADU permits and one (1) permit to convert an office to a single-family residence. All these permits are exempt from the annual limit.

In 2019, the City updated its ADU Ordinance again to bring it into compliance with new state laws. These updates focused on easing development standards and allowing ADUs on properties with existing multi-family dwellings (although no permits have been received for multi-family ADUs at this time). In 2020, there was a small uptick in the number of ADU permits being issued from 2019, and the City continues to receive interest in these types of units from property owners.



None of the City's allocations were used in 2020, leaving 100 to carry over to 2021. With the 50 allocations allotted for 2021 this leaves a total of 150 available allocations.

At present there are 150 total allocations available for use in 2021.

There has been very low housing development activity in Sebastopol over the past few years, with zero (0) allocations for non-exempt units in 2019 and 2020. A maximum of 150 allocations are available for new, non-exempt Building Permits in 2020. Currently, the 18-unit townhome development known as the Davis Townhomes (now called Barlow Townhomes) is under construction, and the Planning Department is processing one (1) formal housing application, Huntley Square (10 units). However, the City has received interest, including preapplications and preliminary submittals, for other housing developments, including a subdivision at Jewell Avenue (6-7 new units), and the Woodmark Apartments (84 units) on Bodega Avenue.

Additionally, the County purchased the Sebastopol Inn through the Project Homekey program. While these units are not counted in the 2020 activity, they are slated for renovation of the 31 units to permanent supportive housing (PSH) in the next couple of years, at which point they would count towards the City’s RHNA requirements (see next section).

Determination: The standard has been met.

Recommendation: Continue to monitor the use of Growth Management Allocations. A key limiting factor for residential development is wastewater treatment capacity. At this time, there is substantial remaining capacity.

**Housing Activity Report**

Policy H-1 of the 2015-2023 Housing Element requires the City to prepare an Annual Report that describes activities undertaken in support of the City’s housing objectives. This section is intended to fulfill that objective. The City’s Regional Housing Need Allocation (RHNA) is a total of 120 housing units for the 2015-2023 Housing Element period.

Currently, the City is five (5) years into the nine (9) year RHNA cycle. During this time, the City has produced a total of 87 units out of the goal of 120 units. As of the end of 2020, the City would need 34 units comprised of the following income levels; 18-very low-income units, 5-low-income units, and 15-above moderate (market rate) units, in order to be on track to meet the RHNA Allocation target.

Staff would like to note that there was an error in the 2017 Annual Progress Report which missed a handful of units. A corrected 2017 report was submitted and accepted this year in discussion with Housing and Community Development (HCD) staff.

**Regional Housing Needs Allocation Progress**

Income Level		2015-2023 RHNA Allocation by Income Level	2015	2016	2017	2018	2019	2020	Total Units to Date (all years)	Total Remaining RHNA by Income Level
Very Low	Deed Restricted	22							4	18
	Non-Deed Restricted					3	1			
Low	Deed Restricted	17	1		2				12	5
	Non-Deed Restricted					4	3	2		
Moderate	Deed Restricted	19						2	20	-
	Non-Deed Restricted		2	6	4	4				
Above Moderate		62	9	2	11	1	1	23	47	15
Total RHNA		120								
Total Units			12	8	19	12	5	27	83	38

**Planning Department**

The Planning Department provides planning and environmental review assistance to the City Council, Planning Commission, Design Review Board, Public Arts Committee, Sebastopol residents, as well as the real estate, development, and construction industries. This year, a Climate Action Committee formed by Council began meeting, which is also staffed by the Planning Department.

The following page includes a history of formal applications were received in 2020:

**Planning Department Permit Activity**

Application Type	'08	'09	'10	'11	'12	'13	'14	'15	'16	'17	'18	'19	'20
Use Permit	6	7	8	12	17	31	10	20	5	7	7	14	7
Design Review (DRB)	13	10	7	8	10	11	11	8	15	11	12	5	8
Design Review (Staff)	1	3	0	3	2	5	4	7	1	2	1	0	3
Variance	0	0	0	0	0	0	2	3	0	0	0	2	0
Tree Removal Permit	12	14	9	12	10	13	12	19	21	16	16	15	23
Administrative Sign Review	8	12	11	10	9	27	19	20	24	26	16	18	23
Preliminary Review	1	0	0	1	1	0	1	2	3	3	1	4	1
Annexation / Pre-Zone	0	0	1	0	0	0	0	1	0	0	0	0	0
Rezone / Text Amendment	1	0	0	0	0	0	0	1	3	0	0	0	1
General Plan Amendment	0	0	0	0	0	0	0	0	0	0	0	0	0
Minor Subdivision	2	0	1	0	0	0	0	0	0	0	0	1	0
Major Subdivision	1	0	0	0	0	0	0	0	0	0	0	0	1
Lot Line Adjust. / Lot Merger / Cert. Of Compliance	0	21	0	1	2	0	1	3	0	1	1	1	1
Environmental Review	1	0	1	1	0	2	0	0	0	0	0	0	1
Appeal	2	0	0	5	2	2	1	2	4	0	1	1	0
ABC Transfer / Admin. Alcohol UP	X	X	X	X	X	X	7	3	5	5	6	9	2
Antenna Application	X	X	X	X	X	X	6	1	1	0	2	1	0
Temporary Use Permit	X	X	X	X	X	X	12	10	12	12	21	18	5
Zoning Determination	X	X	X	X	X	X	1	0	2	0	0	1	0
Village Building Convergence	X	X	X	X	X	X	1	0	0	0	0	0	0
Administrative Permit Review	X	X	X	X	X	X	4	12	6	4	5	6	3
Administrative Permit Review, Cannabis	X	X	X	X	X	X	X	X	X	X	5	6	5
Time Extension	X	X	X	X	X	X	1	1	1	2	3	1	1*
Film Permit	X	X	X	X	X	X	X	2	2	3	3	1	1
Public Art Review	X	X	X	X	X	X	X	1	1	0	0	1	0
Façade Improvement	X	X	X	X	X	X	X	X	X	1	4	14	5
Park Project/Monument Review	X	X	X	X	X	X	X	X	X	2	1	0	0
Preapplication Conference	X	X	X	X	X	X	X	X	X	X	X	9	4
Adjustment	X	X	X	X	X	X	X	X	X	X	X	1	0
Development Agreement	X	X	X	X	X	X	X	X	X	X	X	1	0
Tentative Map	X	X	X	X	X	X	X	X	X	X	X	1	0
<b>Total number of Applications</b>	<b>48</b>	<b>77</b>	<b>38</b>	<b>53</b>	<b>53</b>	<b>91</b>	<b>93</b>	<b>126</b>	<b>106</b>	<b>95</b>	<b>105</b>	<b>121</b>	<b>95</b>

'X' means that the permit type was not specifically identified in previous LOS Reports.

The Planning Department is responsible for acting on 63 of the submitted applications administratively:

- Administrative Permit Review: 6
- Antenna Application: 0
- Administrative Permit Review, Cannabis: 6
- ABC License Transfer / Alcohol Use Permit (<50 seats) / Shared Use: 2
- Design Review Permit: 3
- Film Permit: 1
- Administrative Sign Review: 23
- Temporary Use Permit: 3
- Tree Removal Permit: 13 (City Arborist level review)
- Façade Improvement: 1
- Lot Line Adjustment (Lot Merger): 1

- Preapplication Conference:
- Time Extension: 1 *\*In addition, the Planning Department prepared a Resolution adopted by Council on September 15, 2020 that extended all currently valid Building Permit and Planning Entitlement approvals by one year due to the Coronavirus Pandemic impacts.*

The Public Art Committee acted on several items of interest to the City, either on its own initiative or at the request of City Council:

- Design of Ives Park Sculpture Garden
- Black Lives Matter ground mural at the Plaza
- Covid-19 Artist support lottery/program

The Design Review/Tree Board heard or acted on 21 of the applications submitted in 2020:

- Design Review Permit: 8
- Sign Permit: 3
- Sign Exception: 1
- Tree Removal Permit: 5
- Preliminary Review: 1
- Façade Improvement: 3

The Planning Commission heard or acted on 13 of the permits submitted in 2020:

- Use Permit: 7
- Temporary Use Permit: 2
- Time Extension: 1
- Variance: 1
- Minor Subdivision: 1
- Preliminary Review: 1

In addition to providing recommendations to the City Council on a variety of matters, including updates to the Development Impact Fees, acting as the Local Hazard Mitigation Plan Advisory Committee, and City Park projects and capital improvements. The Planning Commission also initiated an Ives Park Subcommittee in 2020 to review and assess interim improvements to Ives Park.

The City Council heard or acted on 1 of the permits submitted in 2020:

- Appeal: 0
- Temporary Use Permit: 1
- Sign Permit/Program: 1
- Development Agreement: 0
- Preliminary Review: 0
- Time Extension for all permits related to Covid: 1

In addition, the Council reviewed several items associated with Covid support, including waiving fees for and easing use of private and public parking and sidewalks during Covid to support outdoor seating and business use, extension of timeline for approvals, approval of City-sponsored parklet at the Plaza and along Main St and Sebastopol Avenue, and modifications to the City's Façade Improvement Program to make this program easier to access by businesses and landlords.

Notable 2020 Accomplishments

- Appointing members to the newly formed Climate Action Committee and commencing meetings.
- Initiated Local Hazard Mitigation Plan update, with Planning Commission acting as the Advisory Committee.
- Provided support for businesses during Covid, including coordination and outreach of the City-sponsored parklets, coordination to provide information on modified business hours and openings to the public.

- Completion of Libby Park Super Playground.
- Black Lives Matter mural project.
- Received \$65,000 planning grant and submitted for an additional \$20,000 grant.

### Environmental Issues

Reduction of greenhouse gases is a stated goal of the City of Sebastopol. As a responsible environmental steward, the City of Sebastopol is committed to policies and programs that conserve and use natural resources wisely. Since solar photovoltaic technology and equipment have become reasonably available, the City requires that new commercial or residential buildings, and specific alterations, additions and remodels require the installation of a photovoltaic energy generation system. In 2020, the City received 34 photovoltaic permits, of which 21 included battery backup systems. Altogether the private systems permitted in 2020 are estimated to produce 229.795 kilowatts.

The City has ten (10) solar installations, which in 2020 produced 336,055 kilowatt-hours, compared to 57,662 kilowatt-hours in 2019. This increase is in part due to the systems at Ives Pool and Public Works being entirely replaced last year under warranty. There were also additional panels added to the production during those projects. Based on an estimated average cost per kilowatt-hour of \$0.45, this equates to a savings of \$151,225 for 2020, or an average of \$12,708 per month.

Throughout the City there are four (4) locations where there are electric vehicle charging stations on public or commercial property, located at Redwood Marketplace, CVS, the public parking lot across from the police station, and the public parking lot across from the Sebastopol Center for the Arts. Additionally, new parking lots with 10 or more spaces are required to provide electric vehicle charging stations.

The City of Sebastopol's projected future growth has led to concern over the City's sewage treatment capacity share in the Santa Rosa Subregional Sewerage System. At the same time, the City depends solely upon the underground water supply and wishes to conserve that finite resource. Therefore, the City requires that water saving devices can be, shall be, incorporated into all new construction, and in remodeling of existing kitchens and bathrooms, and that the use of such devices will help conserve water and preserve the City's sewage treatment capacity.

The City of Sebastopol appointed twelve (12) members of the community to the newly formed Climate Action Committee (CAC) in 2020. The CAC's first meeting occurred in 2021 and they are currently working on a handful of items, such as updating the City's Climate Action Plan, researching microgrids, exploring funding opportunities, exploring community outreach and education opportunities, as well as a handful of other items.

The City of Sebastopol encourages sound land use that promotes proactive, forward-thinking environmental protection, it is considered a cornerstone of Sebastopol's identity. The City requires the implementation of policies and actions to provide for progressive, effective, and forward-thinking strategies to protect the natural environment and promote sustainability to the greatest extent feasible.

Other environmental protections of note within the updated General Plan:

1. Protect and Enhance Sebastopol's ecosystem and natural habitats.
2. Protect and Enhance water resources in local creeks, riparian habitat, wetlands, the Laguna De Santa Rosa Watershed, Atascadero Creek, and aquatic habitat.
3. Proactively manage, protect, and restore the Laguna De Santa Rosa.
4. Protect, manage, and enhance groundwater as a valuable and limited shared resource.
5. Conserve, protect and enhance trees and native vegetation.
6. Improve air quality in Sebastopol and reduce air quality impacts from future development.
7. Reduce emissions of greenhouse gasses from City operations and community sources.
8. Promote conservation of energy and other natural resources.
9. Ensure the provision and preservation of diverse and accessible open space throughout the City.

### **Future Issues**

The LOS Report has identified a number of important issues which have been discussed and addressed in the new General Plan, along with a number of other issues. Ongoing and focused attention on conservation financial management, attention to the needs of essential City functions and services, realistic priority-setting, and promotion of economic development to strengthen the local economy are merited to ensure that core services and community assets can be maintained at an acceptable level.

### **PUBLIC COMMENT:**

No public comments have been received as of the writing of this staff report.

### **PUBLIC NOTICE:**

This item was noticed in accordance with the Ralph M. Brown Act and was available for public viewing and review at least 72 hours prior to scheduled meeting date.

### **FISCAL IMPACT**

There is no direct fiscal impact associated with the recommended action tonight.

### **Attachments:**

1. Water Production and Usage/Wastewater Statistics 2020 (Includes Solar Data)
2. Ground Water Level Data 2020
3. Fire Statistics 2020
4. Police Statistics 2020